

# RECREATION FEE DEMONSTRATION PROGRAM



## EVALUATION REPORT

March 2002

### ARIZONA FEE DEMONSTRATION PROJECTS: Selected Arizona Sites



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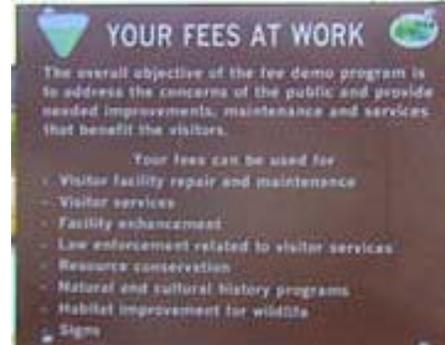
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# ARIZONA RECREATION FEE DEMONSTRATION PROGRAM EVALUATION REPORT

## EXECUTIVE SUMMARY

This report is the result of on-site evaluations of two of BLM’s Arizona (AZ) State Recreation Fee Demonstration Project Sites. The Fee Demonstration Act requires that an annual report on management, operation, and public sentiment about the program be submitted to Congress. This evaluation effort is intended to help BLM in its efforts to manage the sites in accordance with the tenets of the Act, as well as to collect and share best practices across fee demonstration sites throughout the BLM.



The report contains background on the Act and BLM’s implementation of its projects, a review of the evaluation methodology and the evaluation guide itself, a statement of the AZ State-specific factors affecting the evaluation, and national, state and field office issues common across sites. The report also includes site-specific reports for each of the two sites evaluated.

The visitation and collections data for the evaluated sites are:

Table ES-1.  
Visitation and Collection Data

| Site                        | FY 00<br>Visits | FY 01<br>Visits | FY 00<br>Collections | FY 01<br>Collections |
|-----------------------------|-----------------|-----------------|----------------------|----------------------|
| Yuma FO: LTVAs              | 1,004,928       | 718,838         | \$699,591            | \$594,574            |
| Lake Havasu FO: Lake Havasu | 2,342,420       | 2,333,952       | \$263,308            | \$268,486            |

*Yuma Field Office: LTVAs*  
(see site-specific report below)

*Lake Havasu Field Office: Lake Havasu Recreation Area*  
(see site-specific report below)

## AZ STATE SITUATION AFFECTING THE EVALUATION

The following Arizona (AZ) State-specific factors affect management and implementation of the Fee Demonstration Act in the fee sites visited in this evaluation.

- Arizona has aggressively pursued grant, matching, cost sharing, deferred maintenance, capital improvement, and interdisciplinary funding opportunities to magnify the impact of work that can be accomplished on fee demonstration (and other) sites. Most notable are State of California and State of Arizona grants pertaining to boat and off-highway vehicle use and BLM initiatives in recreation deferred maintenance and multiple program funding, such as fisheries.
- Recent trends in initiative-specific funding in 1220 have diminished the ability of the State to support field or state offices that do not host the initiatives; for example, establishing National Landscape Conservation System (NLCS) infrastructure or meeting the Challenge Cost Share (CCS) goals. This leaves fewer dollars remaining for the historic 1220 recreation infrastructure in offices without NLCS units or CCS grant projects. That historic infrastructure - which includes permanent staff, equipment, and support services - must be increasingly redirected to work within the fee demonstration areas/program to remain viable. This is a risky undertaking, because the Fee Demonstration Authority could end. If that were to happen the existing infrastructure - established prior to the fee demonstration program - would then be unsupportable.
- Since the beginning of the Fee Demonstration Pilot Program, Arizona's recreation workload responsibilities have disproportionately increased without a relative increase in statewide 1220 program. Specifically, urban-area demands for increased issuance and subsequent on-the-ground management of Special Recreation Permits have created tremendous workloads unrelated to fee collection sites; the relinquishment of the Lake Havasu State Park lease for the shoreline of Lake Havasu back to the BLM created an unmanageable burden that has been partially and temporarily resolved through fee demonstration and deferred maintenance; the public popularity of new NLCS monument designations has increased demands for products and support that exceed the funding relief provided, thereby forcing additional 1220 -supported staff and equipment to be re-directed from older programs; new demands for enforcement and maintenance brought about by increasing community dependence upon the recreational facilities and programs provided by the BLM - such as large group ramadas built with fee demonstration funding in Yuma's Long Term Visitor Areas (LTVA) that now serve to host concerts and community dances not related to the fee demonstration, improved trail networks near urban areas; increased demand for interpretive or outreach events in new communities and schools; or hordes of migrating undocumented aliens that impact riparian zones, fragile soils and habitat, trails, sanitary facilities, and visitor safety. These workload increases are now supported by the 1220 dollars that historically supported the very facilities that became fee demonstration sites.
- Arizona is still implementing the Field Organizational Strategy, thereby creating competition for the permanent funding of fee demonstration area personnel. Before the Table of Organization was filled as planned, new priorities and workload alignments are introduced. The state's priority to fill recreation aspects of its Table of Organization permanent staffing change. A "catch -22" is clearly

visible at Lake Havasu Field Office (FO), where two permanent Park Ranger positions essential to collecting fees and lake management cannot be filled because 1220 is not available. The positions are clearly year-round and clearly necessary whether fees are collected or not. Completing this workload with temporaries or 1232-funded staff is contrary to policies and the authority. The result is that 1232 collections from the Lake are minimized and compliance is difficult, and additional burdens placed upon maintenance and Law Enforcement (LE) staff to cover the vacancies cause a reduction in productivity and service.

- Fee Demonstration sites and facilities are not optional--if the program authority were to end, the facilities could not be closed. Community economics, planning commitments, management agreements, local cultural behaviors, certain recreational opportunities, and most importantly, resource protection measures, cannot now be “undone” if the authority were to stop. So the question needs to be forwarded: if the temporary Fee Demonstration authority was NOT legislated into permanent law, how would the facilities and programs be supported?
- Arizona is undergoing major planning initiatives that affect fee demonstration areas as well as non-fee related areas. Can the individuals funded to operate the fee demonstration areas participate in planning for their areas, without violating the intent of the 1232 expenditure guidelines?
- Arizona has strong direction and priority in its recreation program to work with rural communities to enhance their local economies through recreational tourism and commercial development. However, these initiatives ultimately place increased demand on natural resources and the infrastructure to manage them - recreation in particular. Yet, it is only through 1232 that offices such as Yuma and Havasu can respond... but the flexibility to do so appropriately is limited by the authority and policies regarding the use of these fees.

### **SITE-SPECIFIC REPORTS**

See the Table of Contents to find the site-specific reports.

# ARIZONA RECREATION FEE DEMONSTRATION PROGRAM EVALUATION REPORT

## BACKGROUND

Congress authorized the Recreational Fee Demonstration Program in section 315 of the Omnibus Consolidated Rescissions Act of 1996 (P.L. 104-134) and amended the program under Public Law 104-208, Public Law 105-18, Public Law 105-83, Public Law 105-277, and Public Law 106-291. Four federal land management agencies — the National Park Service, the U.S. Fish and Wildlife Service, and the Bureau of Land Management (BLM) in the Department of the Interior, and the Forest Service in the Department of Agriculture — were mandated to implement a Recreational Fee Demonstration Program. This project allowed these agencies to test new fees in 100 sites that represent the geographic and programmatic spectrum of sites that they manage. Under the program, the agencies retain all of the new fees, with at least 80% of the retained fees to be used at the sites where they were collected. Up to 20% of the fee revenues may be used at other sites under the administrative jurisdiction of the collecting agency.

The Recreational Fee Demonstration Program was authorized to begin October 1, 1995 and end on September 30, 1998, with a final report to be submitted to Congress annually. These reports identify the annual accomplishments for the preceding fiscal year and any recommended improvements to the program. Congress subsequently authorized operation of the Program through September 30, 2002, with fees to remain available through September 30, 2005. An evaluation report is to be provided to the Committee on Appropriations no later than September 1 annually.

During FY 2000, the Administration submitted to Congress a legislative proposal that would permanently authorize the Recreational Fee Demonstration Program. Provisions in the proposal were based on the experience of the agencies, and were consistent with recommendations for legislative and management improvements that were contained in previous annual reports to Congress concerning the Recreational Fee Demonstration Program. To date, no action has been taken by the Congress on the Administration's proposal.

As of this date, 100 Bureau of Land Management projects collect fees. Fee demonstration revenues have increased in the Bureau of Land Management every year. Visitation to recreation sites participating in the Recreational Fee Demonstration Program continues to appear unaffected in any significant way by the new fees. Visitation at Recreational Fee Demonstration Program sites has remained relatively



constant, hitting 19.3 million in FY 2000.

## **PURPOSE OF THE EVALUATION/GOALS AND OBJECTIVES**

To ensure that the intent of the Fee Demonstration Program Act of 1996 is being administered properly, the BLM is now conducting an evaluation of its implementation within selected sites. The fee demonstration sites across the BLM run the gamut from highly improved visitor centers to rafting sites to camping sites to wilderness sites.

These sites have significant Congressional interest and the fee collections now amount to over \$7 million. As such, the program has significant fiduciary responsibility for management and control of public funds. The integrity and management of the processes managing these funds should be regularly audited. Further, the program manages some of the premier sites managed by BLM from a visitor services perspective. It is in the Bureau's best interests to evaluate the management of these resources and of the interaction with the public we serve. Such evaluation should lead to discovering and promulgating best practices for other recreation sites and new fee demonstration sites, should Congress extend the program, and for development of and communication of improvement recommendations within each project or set of sites evaluated.

The evaluation process is intended as a means to collect and apply "lessons learned" from our experience with collecting fees. Further, the evaluation process will help to monitor and improve the appropriate use of revenues collected on priority maintenance and enhancement projects. The Bureau asked each demonstration area to provide the top five deferred maintenance or enhancement projects for FY 1999-2000. The top five projects from each of the 100 recreation fee demonstration projects that charged fees in FY 2001 it totaled \$17.6 million (in FY 2000 it totaled approximately \$21.2 million). During FY 2001, approximately \$3 million from recreation collections was spent on recreation projects to reduce the number of deferred maintenance projects. The Bureau will spend approximately \$25 million from all sources on deferred maintenance, annual maintenance, and enhancement projects for these same sites during FY 2002. Site managers spent nearly 70% of the revenue collected in the Recreational Fee Demonstration Program.

## **METHODOLOGY**

### *Site selection process.*

The intent of the Recreation Fee Demonstration Evaluation Cycle is to evaluate a representative sample of Fee Demonstration Sites in line with the following criteria. The intent is to get to most of the sites within a 4 year cycle, with high revenue, high visit sites being evaluated more frequently, and low revenue, low visit sites being evaluated less frequently.

The following factors are key in determining which sites will be visited when:

1. Representative cut across States/Areas/Sites
2. Representative cut of recreation activities

3. Level of Fiscal Risk--Revenue generated (highest to lowest)
4. Level of Fiscal Risk--Remote geographic locations (most remote to most central)
5. Reasonable travel clustering for evaluation team
6. Indication of Management or Fiscal Issues, such as:
  - IG/GAO report findings
  - Customer research findings (comment cards, recreation use survey)
  - Substantial changes in revenue collection, obligations, costs
  - Unusual Cost/Revenue Ratios
  - Request of State or WO Rec. Program Lead

*Intended audience of the evaluation & site-specific report.*

This report is intended for use by BLM management responsible for oversight, management and operation of recreation sites designated as Fee Demonstration Act Pilot Sites. These managers and staff include: Site Management, Area, District and Field Office Management, State Management, and National Recreation Program Management, as well as the Assistant Director for Resources. The results will also be used in the annual Report to Congress.

*Evaluation method & records review process.*

The evaluation is conducted by an interdisciplinary team consisting of the following people:

- State recreation representative (usually the State Recreation Lead)
- State Evaluation Program Lead
- WO recreation specialist (team leader)
- Financial/Accounting Expert (knowledgeable about MIS, CBS, and RMIS)
- Evaluation Expert (under contract)

The team members were: Anthony Bobo, Team Leader (WO 250), Don Applegate, AZ State Recreation Lead, Bob Ruiz, AZ State LE Criminal Investigator, Jason Powell, WO Evaluation Staff (WO 830), Penny Foreman, Recreation Planner, Deborah Alire, AZ State Budget Analyst, and Kevin Coray, Coray Gurnitz Consulting, Inc.

The team generally followed the attached evaluation guide (see appendix). The guide calls for the team leader to request site-specific management and financial documents from each site. Key documents requested include reports from the Collections and Billings System (CBS), the Management Information System (MIS), and cuff records, as well as the various business, marketing and communications plans, the Recreation Use Survey results, fee schedule, activities plan, and web site for the site.

Team members conducted a preliminary review of the documents. Shortly before the on-site portion of the evaluation commenced, the evaluation team met and the Team Leader assigned sections of the evaluation guide for which specific team members were responsible. Information from the preliminary review was provided to team members. Additional questions were added to the on-site question set based on the preliminary review. The team then followed the evaluation agenda/schedule established by the team leader and the State Recreation Lead.

For Arizona, the following sites were visited on the dates specified and attended by the listed staff.

Table 1.  
Staff Involved in Evaluation

| Site                     | Date            | Staff Present   |
|--------------------------|-----------------|---|
| Yuma Field Office        | 3/18/02-3/19/02 | Merv Boyd, Assistant Field Manager, Mark Lowans, Outdoor Recreation Planner, Bill Alexander, Park Ranger, Eunice and John Atkinson, Volunteers, Rose Borunda, Administrative Assistant, Denise Bailey, Public Contact Specialist, Steven Juziuk, Admin. Officer, Gail Acheson, Field Office Manager, and Brad Honerlaw, Law Enforcement Ranger. |
| Lake Havasu Field Office | 3/20/02-3/21/02 | Don Ellsworth, Field Office Manager, Mike Henderson, Assistant Field Manager, Mike Dodson, LE Ranger, Mike Wilson, Recreation Team Lead, Myron McCoy, Outdoor Rec. Planner, Anna Barney, Outdoor Rec. Planner, Ed Locke, Laborer, Joe Klester, Laborer, Char Keller, Concession Specialist, and Diane Williams, Public Affairs Officer.         |

The agenda/schedule typically includes:

- Team briefs State Office management about the review and adds any content they recommend.
- Team travels to the first of the selected sites. The team meets with site, area, and program-related management at the site. They tour the site together and most of the questions from the interview guide are asked and answered.
- Back at the Field Office, the team asks any remaining questions and then meets separately to discuss the strengths and opportunities for improvement.
- Team begins the report preparation for that site, travels to the next location and repeats the interview process.
- On the last day of the on-site review, the team conducts a ½ day close-out briefing and discussion with State-Office representatives and representatives from relevant staff from every site. This is a participative session, rather than a one-way negative findings briefing, in which the SO, FO, and site management staff meet together with the evaluation team to develop the recommendations and implementation plan. By the end of the closeout, the outline of an implementation plan was complete and available immediately. The purposes of the closeout are apparent in the four-step closeout process:
  1. Share best practices and best experiences from the site visit
  2. Share constructive ideas for improvement
  3. Design strategies for making practical improvements, using the combined resources from the State, the FO, the Project staff, the evaluation team, and WO staff
  4. Develop a plan for implementing the strategies

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recreation aspects of its Table of Organization permanent staffing change. A “catch -22” is clearly visible at Lake Havasu FO, where two permanent Park Ranger positions essential to collecting fees and lake management cannot be filled because 1220 is not available. The positions are clearly year-round and clearly necessary whether fees are collected or not. Completing this workload with temporaries or 1232-funded staff is contrary to policies and the authority. The result is that 1232 collections from the Lake are minimized and compliance is difficult, and additional burdens placed upon maintenance and Law Enforcement staff to cover the vacancies cause a reduction in productivity and service.

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## **YUMA FIELD OFFICE EVALUATION REPORT:**

### **Yuma Field Office & Site Staff Interviewed by the Evaluation Team:**

Merv Boyd, Assistant Field Manager, Mark Lowans, Outdoor Recreation Planner, Bill Alexander, Park Ranger, Eunice and John Atkinson, Volunteers, Rose Borunda, Admin. Assistant, Denise Bailey, Public Contact Specialist, Steven Juziuk, Administrative Officer, Gail Acheson, Field Office Manager, Brad Honerlaw, Law Enforcement Ranger.

### **BACKGROUND**

The Yuma Field Office (FO) fee demonstration program includes the entire 1.6 million acres administered by the field office. The Colorado River is a major recreation feature of Yuma FO and provides numerous opportunities for the recreating public. Yuma FO attracts thousands of winter visitors each season who come to enjoy the recreational opportunities and mild climate that are found in this region. As the temperature rises during the summer months, winter visitors depart and a substantial number of visitors come from Southern California and other metropolitan areas to enjoy the water sports along the shores of the Colorado River and its associated fresh water lakes.

The Yuma FO manages 54 recreational sites ranging from primitive desert areas to fully developed campgrounds with flush rest rooms, dump stations, electricity, and potable water. Each site has different amenities, terrain, vistas, and opportunities for solitude.

There are several recreation sites within its boundaries where fee demonstration fees are collected. These include: three fee camping areas; two Long Term Visitor Areas (LTVAs) totaling 15,000 acres; three developed boat ramps; day use areas; an off highway vehicle area; watchable wildlife interpretive trail; and BLM recreation concession leases for camping, vacation homes, stores, marinas, restaurants, and other visitor services. The wide range of facilities is located along the lower Colorado River. The facilities were designed to accommodate the recreating public prior to the existence of the fee demonstration program. They include paved and dirt parking lots, permanent contact stations, RV dump sites with and without water, water sites, host sites with full utilities, flush toilet restrooms with showers, vault toilets, and well sites. Virtually all of these facilities were originally constructed and

operating prior to the existence of the fee demonstration program, funded under recreation management, recreation construction, and facilities maintenance MLR activity programs, as well as any state construction grants (for boating facilities) or state OHV management grants that were obtained.

Accessibility provisions exist at most sites but due to the age not all comply with current ADA codes and regulations. A recent accessibility audit identified any shortcomings and the office is currently pursuing deferred maintenance funding needed to address these to ensure full compliance.

Fees are collected on a continuous basis throughout the year. Compliance is very good only when volunteer or Field Office staff is on site. When there is no staff presence, compliance is poor.

Routine operations such as road and facility maintenance are tasks that take place throughout each year.

At Oxbow Campground, the plastic vault toilet system was replaced with a new two hole, accessible, block constructed restroom. The parking lot was resurfaced with aggregate rock which was obtained at no charge from Bureau of Reclamation stockpiles. In addition, damage to the concrete boat ramp was repaired and over 260 native trees were planted within the campground.

The Squaw Lake campground had 57 new concrete picnic tables (approximately \$600.00 each) installed with foundation pads constructed under each table utilizing crushed granite. Concrete benches, fire rings and concrete trash can containers have also been installed throughout the Imperial Dam Recreation area.

Two metal ramadas with copper finished roofs were purchased and installed by Field Office staff. One ramada was installed at the Imperial Dam Recreation Area and the other was installed at the La Posa LTVA. The size of each ramada is 30' x 64' and the total cost of materials for both was \$34,700.00 dollars. Additional block and concrete work has also been done at the ramada sites. These ramadas are now continually utilized by the public for social functions, aerobics, music events and meetings. YFO utilizes them for interpretive programs that are given by the various staff specialists, the Arizona Game and Fish, and U.S. Fish and Wildlife Service. These programs are presented on a continuing basis during the winter season at both Imperial Dam and La Posa LTVAs. The annual interpretive programs enhance environmental education and resource protection efforts that benefit all the contributing agencies. These partnerships work very well and the public enjoys the programs.

The majority of labor costs for the projects were covered by Fee Demonstration revenues. Material costs were covered by funds collected at these sites before the Fee Demo Program was implemented. Multiple year janitorial and trash contracts are in place throughout various Fee Demo sites. Fee Demo funds were used for contracted services.

Training for staff and volunteers was also funded by Fee Demo funds.

A grant for solar lightning was obtained and construction of lighting systems at various fee sites is ongoing at this time.

**KUDOS/BEST PRACTICES**

The Fee Demonstration Projects, in and around Quartzite and along the Yuma Colorado Riverway, within the Yuma Field Office have evolved first as a response to numerous critical land conservation problems, hazardous conditions and social issues arising on public lands brought on by long term visitors, trespassing, and unauthorized concessions; and second as a continuing response to increased public demand for both short and long term visitation and recreation. Fee demo funds have been used to develop and maintain the sites that carry hundreds of thousands of visitors a year. This is managed with very low budgets, few staff, and a compliment of 80-100 volunteers. Field Office recreation staff have used innovative funding sources, including \$1,142,000, in grants since 1991 from AZ and CA to continue development to try to keep pace with increasing demand.

As an example of the important contribution of BLM to the community and to the preservation of the resources, the following story relates the Betty's Kitchen situation and BLM intervention.

*In the 1960s through the early 1980s, the area near Squaw Lake, behind Lagoona Reservoir, and the Colorado River known as Betty's Kitchen (so named because of a café/bar that had been established on public land without a permit and was well known in the area), had over a thousand trespass and squatter homes and businesses set-up on public land. These establishments and homes were in a flood plain. In the 1960s a separate Department of Interior (DOI) agency was established to convert these homes/businesses to lease. Later the Yuma FO was established, largely to deal with these lands, and the DOI agency was closed. However, in 1983, the Colorado River flooded the area out. BLM and the residents cleaned the area out. Dispersed recreation became the typical use of the resources thereafter.*

*Over 20 years ago, BLM built a restroom, picnic tables and a parking area which gave rise to a pattern of family-oriented day-use of the lands. Twelve years ago, these facilities were modernized and expanded, in part using grant funds, and providing for accessibility. A national recreation trail was developed and interpretation was developed, as well as extensive curriculum for schools through work with the BLM biologist and the Betty's Kitchen Protective Association (no longer active). Upon dedication, the superintendent of schools reported that over 10,000 students had visited the site and received environmental education. The interface with the schools has degraded, due to the loss of the BLM biologist and the continued interpretive specialist vacancy which can not be funded. Further the U.S. Marines helped to develop the site, providing labor to build the facilities with BLM purchased materials.*

*Unfortunately, after the renovation, extensive vandalism started. The vandalism gave rise to a shift in the demographics away from visitors and toward gangs. The staff decided to use the “broken window” cure, i.e. fix vandalism and clean-up graffiti as soon as it occurs and prosecute minor crimes if possible. This presence and persistence on the part of BLM and the community (AZ Western College Police, Marine patrols, City & County Police in the Yuma Gang Task Force) led to another shift back to family-oriented use. Further, developing and instituting fees helped to keep the demographic of visitors family-oriented.*

Another one of the best aspects of the Yuma FO Fee Demonstration Program is its extensive relationships with the community and other local government agencies, including in particular the Bureau of Reclamation and the AZ Game and Fish Department.

- Public meetings resulted in development of a \$50 annual pass, largely used by local residents, to use the various fee demo areas
- This interdisciplinary approach has also helped in developing common signing across State and Federal Agencies.
- Accommodation of the Yuma tourism interests for increasing non-winter use of the area by helping to coordinate and conduct the interdisciplinary annual Yuma Birding and Nature Festival. Not only does the festival bring needed income into the community in the off-season, it also generates great opportunities for environmental education and interpretation.

Other best practices include:

- Use of on-site facilities for maintenance contractors at Squaw Lake—increasing presence, making maintenance an “in my back yard” issue, and providing continuity between the winter and summer seasonal movement of hosts.
- Use of hosts who live at the campground portion of the site. These hosts provide additional on-site presence, some labor and help with miscellaneous visitor services, as well as fee collection and compliance.
  - Pins for hosts for years of service are used. This simple, low-cost idea really works to provide a bit of recognition to the hosts. They obviously take pride in the annual pin additions.
  - Volunteers have developed excellent manuals for volunteer opportunities and for fee collections.
- LE support for collections.
- The LaPosa LTVA uses a permit accountability process that makes it very easy to keep the collections perfectly reconciled, excellent separation of duties, and great sense of well-being among hosts that the monies are well-accounted for.
- The Park Ranger developed a simple and essentially no-cost program to redistribute people in free and 14 day areas into the LTVA and in the process increase fee collections, simply by providing a 1-page flyer called “Did You Know.” The flyer describes the facilities at the LTVA and lets people know that they can use it by paying for a \$25 14-day permit. Many people relocate for the facilities and the opportunity for a longer stay and are happy to pay the fee.

- Common planning and allocation of resources across engineering and recreation projects within the Yuma FO is enabled by having engineering and recreation report to the same boss, the Assistant Field Manager, Merv Boyd.
- To eliminate the backup of snowbirds entering the LTVA in their RVs, the LaPosa area has a temporary parking area just beyond the gate, where people can park and return on foot to complete their permits.
- To increase compliance during the peak season, permits are required to use the dumping and water station.
- The database used for permit information has additional uses for law enforcement, locating relatives, accommodating requests for visitor information, and mailings to return visitors.
- Regular fee increases are made annually to continue to provide funding for the sites. This works very well, even with relatively high annual percentage increases, to alleviate complaints, as opposed to very large increases every three or four years. Further, the development of the 14 day \$25 dollar fee has provided people with an alternative to the 6-month LTVA fee. Further, most increases in fee amount have been followed up with increases in duration of stay. Facilities also continue to improve annually.
- The Yuma FO participates with CA LTVA staff in an annual meeting on LTVA management. In these meetings, the two states coordinate on fees, facilities improvements, standard management, problem solving, etc.
- The Yuma FO should be commended for making a priority to hire an Administrative Officer to help improve their accounting business processes and monitor their budget more appropriately.
- The FO is also looking at better ways to spend their 1232 funding more appropriately for FY2002. They identified their labor issue and have already planned appropriately for upcoming year.
- The staff has been in the Yuma FO for many years. As such, they really know the fee demo and recreation programs and the associated fee collections regulations, as well as the issues in the communities and on the land. This knowledge leads to effective relationships both internally within the Yuma FO programs, and externally, within other agencies and the local communities.
- Procedures are in place to protect the health and welfare of the employees. This is accomplished by using personal protective equipment, such as gloves and masks, when opening the locked bags and boxes.
- The recreation staff initiated and conducted an extensive public mailing (postcards) to alert past and potential visitors that the use fees for the LTVAs were increasing in FY2002.

### **WISHES**

Staff and volunteer wishes for the site include:

- Some solution for overnight fees, blended in some way with the LTVA system of fees.
- Development of a fee for use of the ramadas, such as a Recreation Use Permit or a day use fee, which the locals can live with and which doesn't penalize the LTVA permittees.
- Figure out more effective ways to deal with the 14 day area visitors. This program is hard to administer, public contact is often conflict-rich, and public compliance is lower than desired with length of stay.
- Changes to national volunteer policies to allow foreign nationals to more easily volunteer their

services to BLM, and to liberalize reimbursement so that BLM could host and pay for luncheons, appreciation dinners, etc. based on per diem rates and not be limited to \$2.00 per person.

- Law enforcement delegation at multiple levels, patterned after NPS and Forest Service, to allow park rangers, outdoor recreation planners, other field staff to issue citations for minor violations such as parking, litter, dogs off leash, failure to pay fees - violations of posted or supplemental rules.
- Increased emphasis on branding, imaging, marketing and interpretation to broaden constituency base, and attract new customers. “Reach and teach” elementary school age kids.

## **PROGRAM MANAGEMENT AND CUSTOMER SERVICE**

This site is identified in the Recreation Management Information System (RMIS) as a fee pilot site. The recreation site name is the Yuma Field Office and the site number in RMIS is AZ-050. The National Customer Survey Card is reviewed by staff and management at the Yuma FO. The comments and concerns of the public are taken into the decision making process when funds are allocated and work needs to be done. The Yuma FO does not have a suggestion box for customer comments. The field office site has participated in the Recreation Use Survey. The survey results indicate that the public has basic needs when recreating within the Yuma FO recreation area. Examples of these basic needs include trash collection, human waste management, water, shade, and the increased presence of law enforcement.

The Yuma FO recreation site has developed site specific questions for the Recreation Use Survey. These site specific questions are used for public feedback in future decisions. The field office has an extensive interpretive program that is performed during the winter seasons. Currently the BLM, the Arizona Game and Fish, and the U.S. Fish and Wildlife actively participate in the program. Recreation Volunteers go through an initial training class and receive continual training from Park Rangers and other volunteers. The cleanliness of facilities is a top priority in satisfying the public. Cleanliness is managed by multiple contracts for trash and janitorial services. Volunteer and Park Ranger labor is used to maintain a clean recreation area. The recreation site and/or area is not within the standard US Fee Sign Area (36 CFR, Part 71). A logo for the Recreation Fee Pilot Program is used on entrance signs within the recreation site or area.

The Long Term Visitor Area (LTVA) fee structure was changed during the Fiscal Year 2002 season. The long term rate was increased from \$100.00 per season to \$125.00 per season. The short term rate was increased from \$20.00 per week to \$25.00 for two weeks. The public is satisfied with the current fee schedule. The increase fee structure has not generated any negative responses from the public. The overall reaction to the Recreation Fee Demonstration Program has been positive.

### ***Recommendations***

Y-1) The Yuma FO should develop an annual public accounting of collections and expenditures document for recreation funds. Examples include flyers, brochures, and other accounting methods. The recreation documentation should show the accounting of collections and expenditures with the interested

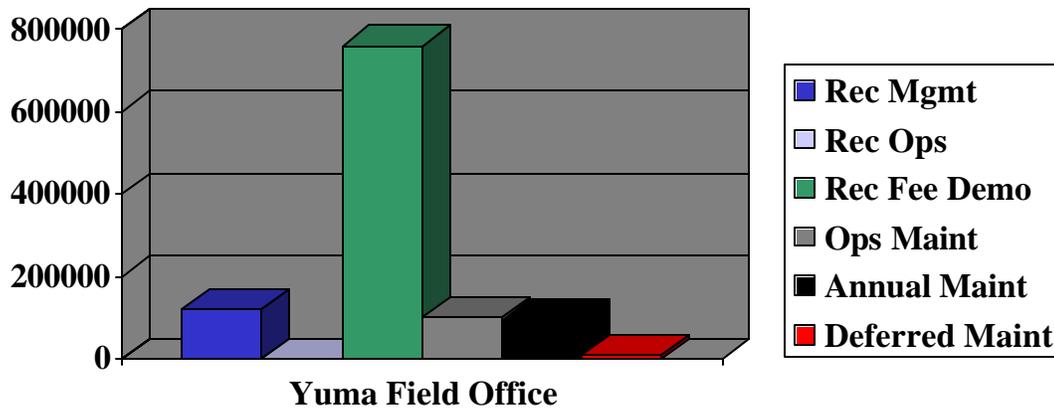
public. The Squaw Lake Recreation Area is using appropriate methods to illustrate the public accounting of collections and expenditures for the Recreation Fee Demonstration Program. This example could be expanded and used for the entire Yuma FO.

**FISCAL RESPONSIBILITY AND REPORTING**

Funds collected at the Yuma FO are used to manage, clean, monitor, maintain and improve the Yuma FO Recreation sites. Other funds such as 1210, 1220, 1230, 1651, 1652, and 1653 are all used to help support the recreation program and fee demonstration projects.

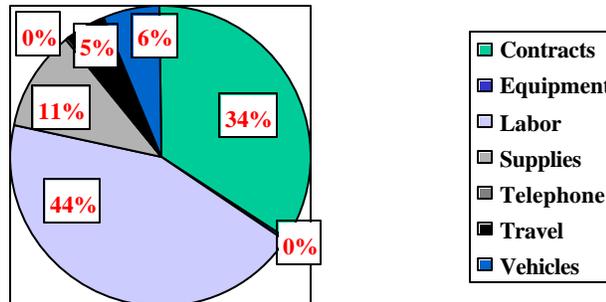
The following chart shows the appropriated dollars that have been used towards recreation sites for maintenance and construction. Deferred maintenance does not seem to have been used for this office as with the Lake Havasu office.

**Figure 1.  
YFO Sub-Activity Expenditures FY 2001**



The following chart shows the breakout of the Yuma FO fee demonstration fund for FY2001. Total funds expended were \$760,575.

**Figure 2.**  
**YFO Fee Demonstraton Fund Expenditures**  
**FY2001**



Field controls used at the recreation sites for fee collections include drop safes, locked bags and iron rangers with removable locked boxes to hold the funds. At the LaPosa and Imperial LTVA visitor contact stations, the volunteers and front office staff receive the fees, put the fees and the associated LTVA Permit Fee Records into plain legal size envelopes and place the envelopes in the drop safes, which are bolted to the floor. The volunteers do not have access to the safes. The Law Enforcement Officers (LEOs) are the only field employees that have access to the drop safes; they remove the envelopes from the safe and put them into locked bags to transport to the Yuma FO. At the day use sites such as Squaw Lake, iron rangers with removable locked boxes are used; no volunteers on site handle the funds. Again, the LEOs are the only ones that have access to the locked boxes; they remove the locked boxes from the iron rangers, replace them with empty ones, and transport the locked boxes to the YFO. During the peak season (October thru April) collections are picked up weekly and more frequently during January and February when the Quartzsite Rock and Gem show occurs.

Once at the Yuma FO, the Law Enforcement Officer (LEO) puts the locked bags into a large drop safe, meeting all Treasury regulations, that is located in the Administrative Assistant's (AA) office (the AA is the Principle Collections Officer). The locked boxes are left on the floor of the office. Since the AA also performs personnel duties, she has an office with a locking door that is locked during non-business hours, or when she is not in the office for an extended period of time (such as during lunch). The LEO then leaves a note on the AA's desk letting her know that collections have been left.

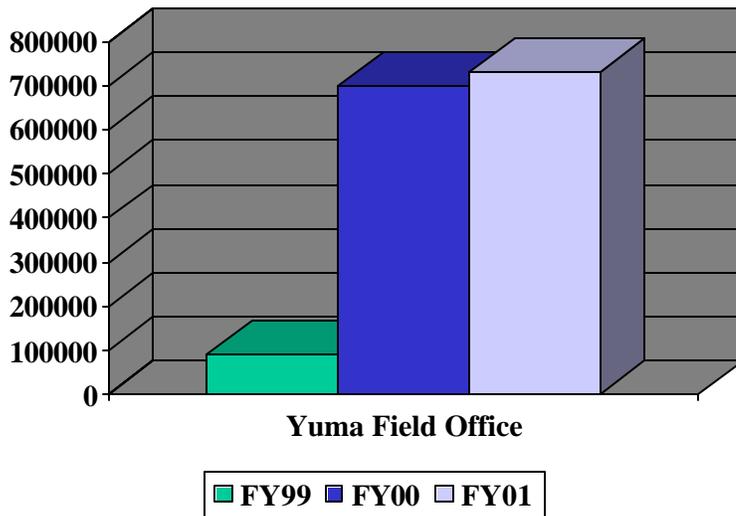
Within one business day, the funds are then received and counted by the AA and a second Yuma FO employee, and collections are documented on the Recreation Fee Collection Affidavit (due to the volume of cash received, an electronic counter is used to count all bills which speeds up the process). The AA then enters the collections into the Collections and Billings System (CBS) and recounts, verifies and prepares the bank deposit. Actual deposits are made by the AA at a local bank located four miles from the office and are done in accordance with Treasury regulations which requires that deposits be made when \$5,000 is received or every Thursday, whichever occurs first.

Five Yuma FO employees, including the LEOs, are designated as Collections Officers. Many volunteers are designated as Collections Officers and are authorized in their respective Volunteer Agreements, BLM Form 1114-4. There are four employees designated as Class D cashiers sharing two cash boxes for change making purposes and all are designated at the National Business Center.

In addition to the recreation use permit fees from fee collection sites, fees, which are also collected and included in the fee demo program, are received for special recreation permits, concessions, and passports. These fees are received by the Yuma FO either through the mail, on the phone or in person. Credit cards are not accepted at any of the field sites but are accepted at the Yuma FO. The Public Contact Specialists, or the AA, immediately enter all credit card payments into CBS, so no hard copy receipts containing credit cards numbers are prepared or retained. Automated pay stations and collections through the Internet are not utilized at this time.

Currently the AA has no backup who can perform all of the collection functions and has a full knowledge and understanding of CBS. No standard operating procedure is in place in case of an extended absence of the AA.

**Figure 3.**  
**YFO Fee Demo Revenue Trends**



The following chart shows the trend in recreation fee revenues for the past 3 years for the Yuma FO.

An internal audit is conducted twice yearly by the Assistant Field Manager. This is documented on the BLM Semi Annual report for Internal Review of Collections for Field Offices with Deposit Authority; this is in accordance with BLM Manual 1372.13D. that requires a quarterly internal review of all collection activities by other than the responsible collection official as required by 331 DM 2.4. This audit reviews collection receipts, safeguarding of undeposited funds, policies and procedures and corrective actions. The Yuma FO deposited \$1,873,197 in FY2001 and of this amount \$760,575 were fee demonstration monies collected.

***Recommendations***

Y-2) Training is needed to use MIS on a regular basis to monitor expenditures of funds to balance spending with funding sources. The budget team member provided ad hoc reports to the administrative officer to utilize in the future to help in tracking 1232 funds.

Y-3) The internal audit review completed by the field manager in September 2001 noted that there is a separation of duties between receiving, receipting and depositing functions in accordance with BLM Manual 1371.13C. There is definitely not a separation of duties between the procedures of receiving the funds from the safe, opening the envelopes and making the deposits. The manual states that dividing the functions of receipting/validating, depositing, and reviewing collections between three employees whenever possible. If this is not possible because of staffing, divide the functions between two employees. The receipting and validating function may be done by one, and the depositing and review by the other. When the functions are divided between two employees the review function must periodically be performed by a third person. One employee must never perform all functions. (BLM Manual 1372.13C). An additional concern is the second person used to help the collection official is a relative. This is a concern to both the government and the individual employee. Recommend the Field Manager review this process.

Y-4) The AA who functions as the Principle Collections Officer needs to have a designated and fully trained backup who knows the regulations and procedures and can perform the three functions required (receiving, receipting and depositing). This will allow the collections process to continue efficiently and expeditiously, and adhere to the established regulations and procedures in the case of extended absence of the assistant.

Y-5) The transportation of large deposits from the office to the bank is of great concern. During the recreation use season the amount of currency transported by the assistant for each deposit can reach \$16,000 with the amount averaging \$8,000 to \$16,000 during the peak season (January and February). To ensure the safety of the AA and to protect the government=s interest as well, it is recommended that a LEO transport deposits to the bank when currency exceeds \$5,000, or an armored truck service be hired for transportation.

Y-6) For the protection of the administration assistant and to adhere to requirements outlined in the BLM Collections Manual and WO IM No. 99-148, Recreation Fee Collection Procedures, the three primary functions of receiving, receipting and depositing needs to be separated or an independent review of the deposits should be conducted by the Administrative Officer (AO). Currently the AA performs all three functions without any audits being conducted, which does not comply with the above requirements.

Y-7) The collection duties currently performed by the temporary clerk should be addressed and more defined by the AO to eliminate the potential perception of impropriety by others. This is of particular concern because the AA uses a relative as her back-up and as the second person to drive to make deposits.

Y-8) The transfer of fee collections between the LEOs and the AA should be documented for the employee's protection in the case of loss. One way this could be accomplished is by putting a unique number on each locked bag and locked box, and designing a log which documents the date, time, the number of the bag or box and signature lines for the LEO leaving the collections and the AA or other Collections Officer receiving the elections. It is not necessary for the unique number to correlate with actual collection sites.

Y-9) A second person must always be present when the LEOs take the collection envelopes out of the drop boxes at the LTVA visitor contact stations. If this cannot be accomplished then replaceable locked fee boxes should be used to protect the governments and employee interest in case of loss, and to adhere to the requirements outlined in the BLM Collections Manual and WO IM No. 99-48, Recreation Fee Collection Procedures.

### **PLANNING: COMMUNICATIONS, MARKETING & BUSINESS PLAN**

The project has a business plan that was signed in FY99 and has not been updated since. The business plan has proved to be useful to focus the staff on the objectives of the project. The plan has been an essential tool with coordinating with other groups (such as the public, engineering, and budget). The project does not have a communication plan, but traditional methods are used to keep in contact with the public. Through the permit application, addresses of users have been collected and used to contact them about the change in the fee structure increase in FY02. The staff keeps abreast of community/public concerns through the Volunteers and Park Ranger contact, which is continually made in the field. Letters, e-mails, walk-ins and telephoned comments are received from the public by the staff. The project has been a part of the 2 national recreation surveys and is in the process of participating in a third. There is also a recreation survey in the Quartzsite area this FY being conducted by Arizona State University to gather some social trends for the visitors to the area. Table 2 on the next page shows the program plan accomplishments since FY 99.

#### ***Recommendations***

Y-10) The current business plans should be updated, especially to reflect the current survey information that has been collected about the visitors and visitation trends.

Y-11) A communication plan needs to be developed to ensure public contact. In the communication plan the areas of sign planning, sharing of project accomplishments, and partnership strategy should be addressed.

Table 2.  
Yuma Field Office Fee Demonstration Program Plan Accomplishments

| <b>Projects/Objectives YFO Business Plan Status</b>  |   |
|--|---|
| Develop and procure appropriate signing for the implementation of fees                                 | Completed FY 99   |
| Acquire iron ranger fee pipes and install within the Fee Demo areas                                    | Completed FY 99   |
| Upgrade and maintain existing restrooms/New restroom Oxbow campground                                  | Completed FY 00   |
| Restrooms are scheduled to be upgraded at this time (Squaw Lake campground)                            | Work will begin FY 03   |
| Replace waste disposal system at Imperial Dam Recreation Area  | Completed FY 01   |
| Develop volunteer host sites with full hook ups for Oxbow and the Imperial Dam Recreation Area.        | Oxbow campground ongoing<br>Imperial Dam volunteer contact station completed FY 01.   |
| Surface, repair, and maintain specific dirt roads and parking lots identified throughout the YFO area. | Ongoing- Funds have been approved for additional chip seal work within the YFO work to be done by FY 03.  |
| Install two new vault toilets at North Shore.  | NEPA work is done, sites are identified, and pre-cast restrooms have been researched and identified from GSA schedules. Work is ongoing scheduled completion FY 03. |
| Develop interpretive displays for existing kiosks throughout the YFO area.                             | Completed FY 01   |
| Install two new vault toilets at South Shore.  | Ongoing   |
| Develop and ADA accessible trail from the boat ramp to the swimming area at South Shore Senator Wash.  | Funding has been approved and work is scheduled to begin FY 03.   |
| Construct contact stations within the Imperial Dam Recreation Area.                                    | Foundation has been established with electrical, water and sewage in place at this time. Final construction work is ongoing.  |
| Surface the Senator Wash boat ramp parking lot and install speed bumps.                                | Speed bumps installed, requesting funding Ongoing   |
| Rebuild the concrete boat ramp at Oxbow Recreation Area.   | Completed FY 01. (Additionally funds have been requested to extend the boat ramp.)  |
| Replace waterline system at Imperial Dam Recreation Area.  | Water line is completed minus connecting the system and an additional hundred feet of pipe. Ongoing.  |
| Evaluate all Fee Demo areas for compliance with ADA; retrofit / remodel as necessary.                  | Evaluation was completed in FY 01. Request for funding to implement retrofit and remodeling is ongoing at this time.  |
| Install early warning high water system for Senator Wash.  | Completed FY 00 by Bureau of Reclamation.   |
| Landscape various sites.   | Over 240 trees were planted at Oxbow campground completed 2001. Trail trimming is ongoing at Betty's' Kitchen. Completed FY 01                                      |
| Install playground facilities at Squaw Lake.   | Project is currently undergoing evaluation for costs and safety concerns. Ongoing   |
| Place natural and manufactured fish habitat structures at appropriate locations.                       | Squaw Lake completed FY 01. Ongoing   |
| New well and waste water system for La Posa LTVA.  | Funding in FY 03 with work beginning at that time.  |

**PUBLIC WELFARE, EMPLOYEE SAFETY AND LAW ENFORCEMENT:**

The Yuma FO manages several fee collection sites throughout the area. The sites consist of pipe safe collection facilities and the collection entrance station which is staffed by volunteers.

The collection entrance stations are located in the Long Term Visitor Areas (LTVA). These LTVA's are mostly seasonal in use with most of the heavy visitor use occurring in the winter months. The pipe safe collection areas comprise mostly of either day use or minimal overnight use in areas that have visitor stay limits of no more than 14 days, as compared to the LTVA which have long visitor use stays.

The LTVA charge their fees based on the amount of time the visitor wishes to stay. The visitor may elect to stay for the entire operating season in which case the fee is \$125 or for the short term stay of 14 consecutive days the fee is \$25. During the high use period, it is not unusual for the large area to fill to near capacity.

Volunteer staff collect the fees and issue the appropriate permit to the visitor based on the type of stay. It is not uncommon to collect several thousand dollars per day. The fees are deposited in a small iron safe located within the entrance station. The drop safe consists of a two tier safe with the top portion being the deposit portion or slot, and the bottom portion being the collection point. The funds are wrapped in a deposit type record which contains information relevant to the amount of money in each bundle. The law enforcement ranger then on a daily basis collects the fees and inserts the bundles into individually locked currency bags. The bags are then transported to the ranger vehicle and the ranger then travels to the next collection point, or back to the Yuma FO which is approximately 90 miles away. It is not uncommon for funds to be left over night in the safe located in the entrance station. Although this procedure does not occur routinely, it does happen. It should be noted that the kiosk buildings are not alarmed.

Routes and times of collection do vary based on the location of the ranger, and which ranger is responsible for the collection on that particular day. The fee transportation by the ranger is a collateral duty. If the ranger is delayed because of other emergency issues or law enforcement business, the fees may not be collected until the following day.

The entrance station does contain a video recording system which is visible to the public. It appeared that the video recorder recorded in real time versus time lapse. A time lapse recorder is better suited for this type of recording. These recorders are designed for long term security recording. The drawback to these recorders is their costs are much higher than standard real time recorders. It was also noted that the safe did not appear within the frame of the camera.

The fee collection staff only accept payment in cash or personal check. If cash is used, the exact amount is required as no change is made. If a personal check is used, no identification from the check writer is obtained. It should also be noted that bad checks are a rarity.

There is a high degree of fee payment compliance within the LTVA. However, within the day use areas, Fee Demo areas, or other areas where fees are collected based on an honor system, it is common for enforcement of fee payment. The park ranger assigned to the campgrounds was very knowledgeable in the procedure of collecting fees and was also familiar with various scams sometimes used to bypass the payment of fees. He was also very familiar in the remittance and deposit process. The park ranger appeared to be a "jack of all trades".

There were appropriate signs located to advise the public of fee use areas and signs advising of regulations enforced in the area. A brochure is also given to the visitor advising of all regulations.

Safety issues are addressed as soon as they are brought to the attention of the Yuma FO staff. The actions taken are dependant on the issue and whether the remedy is something that can be addressed immediately or within the next business day.

Some employee and or visitor safety issues that occur within these fee sites range from medical emergencies to alcohol or drug related problems. There are several pay phones located throughout the area. During business hours, a phone is located within the entrance station for 911 access. Other types of issues arise such as theft and damage to government property. Examples include vandalism to buildings or signs. With the exception of the LTVA, local youth and military personnel have been known to cause some of the alcohol or drug related problems. BLM law enforcement along with local law enforcement are quick to address these types of issues.

Some of the fee collection staff are trained first aid providers, to include CPR. First aid kits are available and kept supplied.

There are several steps being taken to try and prevent crime within the fee areas. These include high visibility law enforcement patrols by both BLM, Quartzite Police, and various county sheriff's. Other law enforcement agencies include the Arizona Game and Fish Department, and the U.S. Fish and Wildlife Service. With this high visibility of law enforcement, there is added crime prevention and an increase in visitor services.

### ***Recommendations***

Y-12) With the large amounts of cash being collected during the high use period, the use of credit cards would help in decreasing the amount of cash money bundles and time spent counting and recounting small denomination bills. This would also deter the remote possibility of employee theft. This is especially true due to employees being alone at times while handling funds.

Y-13) With telephone lines at the entrance stations, added security by installing alarms or panic buttons for staff is feasible. The alarms could be monitored by a commercial service or by BLM law enforcement dispatch. Although 911 is available, in certain circumstances, it may not be safe for staff to dial as in during a robbery scenario. With the panic button, no conversation is needed to activate a law enforcement response.

Y-14) While the use of pipe safes work well in honor system areas, and the construction of these safes becoming more complex, there is still the possibility of theft. To minimize the amount of funds lost in the event of theft, increasing the collection during times of high visitor use is recommended.

Y-15) Although at times not possible, the use of single person collection should be avoided. The use of at least two people adds in the safety of the collection process and minimizes issues of employee

integrity or placing a volunteer employee, whose service is critical, in a position of unnecessary liability.

Y-16) Provide training to staff by law enforcement on how to handle the “what if” scenarios. Make available a check list of “what to do” in the event of emergencies. Have available fill in forms to help in being a good witness. This fill in form can also be used to give to the public when a crime has been witnessed. This eliminates any additions or deletions of information that is critical to law enforcement, especially if law enforcement is delayed in its response.

### **STATE/AREA MANAGEMENT**

Management views the Recreation Fee Demonstration Program as a critical program. Management has participated in public meetings, numerous volunteer meetings and provides staffing and logistical support for the program. Management support at the Yuma Field Office is at a satisfactory level. Management guidance at the field office level has a positive aspect in reference to the planning and implementation of the program. The Business Plan and Resource Management Plan cover planning and implementation requirements for the recreation program. Impacts on 1220 funding has affected the Recreation Fee Demonstration Program at the field level. The Yuma FO does not have a national monument that is managed by the NLCS. Management at the field office feels good about the collection process for Recreation Fee Demonstration Program.



## **LAKE HAVASU RECREATION AREA EVALUATION REPORT**

### **Lake Havasu Field Office & Site Staff Interviewed By The Evaluation Team:**

Don Ellsworth (Field Office Manager), Mike Henderson (Assistant Field Manager), Mike Dodson (LE Ranger), Mike Wilson (Recreation Team Lead), Myron McCoy (Outdoor Recreation Planner), Anna Barney (Outdoor Recreation Planner), Ed Locke (Laborer), Joe Klester (Laborer), Char Keller (Concession Specialist), and Diane Williams (Public Affairs Officer)

### **BACKGROUND**

The Lake Havasu Field Office (FO) fee demonstration “site” includes administration of the entire jurisdiction visited by the public for recreation purposes. Geographically, it is divided into 96 lake shoreline sites that are accessible only by boat and a highly developed river canyon that includes 12 recreational fee sources (two campgrounds, a day use area, eight resort concessions, and a market) all completely accessible by automobile. Numerous surrounding non-fee sites support the activities of the visitors to the fee sites. These include a “ghost town”, two developed OHV open areas, numerous scenic view points and day use areas, information kiosks along a National Back Country Byway, trail networks, fishing docks, two boat ramps, and an OHV race course to name a few.

Lake Havasu has been a major recreational destination area since it was formed by Parker Dam in 1941. Originally, most visitors came to the area to enjoy water related activities such as fishing, boating, people watching, and waterskiing. Recently the area has become even more popular because of the mild winters and additional recreational opportunities such as hiking trails, off-highway races, mountain biking, and areas for isolated camping and solitude. Each year more and more people choose the Havasu and Parker areas as a vacation destination. There are distinct winter and summer seasons. Winter visitors tend to be retired and desire to escape the cold of northern climates. Summer visitors tend to be from the southern California, Las Vegas, and Phoenix metropolitan areas of the southwest. They prefer water-based recreation that features boating and all water sports, personal water craft, lots of socializing, and the use of improved beaches.

Today, this area is best known for the recreational boating, fishing, and tourism values. These are emphasized by many special events associated with Lake Havasu and the London Bridge, the rising popularity of gambling casinos in Laughlin, Nevada, several annual off-highway vehicle races, and numerous boating events, competitions, regattas, and shows. The use of personal watercraft throughout the southwest has suffered restrictions or banning on certain lakes; this has displaced use from those areas to Lake Havasu. Nearby is Parker Dam and the river canyon below it known as the Parker Strip, as well as vast miles of pristine sand dunes called Cactus Plain, and Swansea Ghost Town. The Lake Havasu area is famous for pleasant winter weather and searing summer heat.

BLM's Lake Havasu FO records approximately 2.5 million visitors annually to just BLM facilities. Total visits to the other many attractions are in addition to that but are not recorded by BLM. (The London Bridge is recognized by the Arizona Tourism Board as the second largest tourism attraction in the State, following the Grand Canyon.)

Many visits to the shoreline camps managed by BLM go unrecorded because records are made only when recreation use permits are issued. *Recorded* visits to the sites totaled 13,154 during fiscal year 1998. Permits were issued only four days a week between Memorial Day and Thanksgiving that year, and from only one boat covering twenty miles of shoreline once per day. It is easy to see that many other unrecorded visitors are likely to have come and gone while the ranger was not present. The actual number is unknown and no studies have been conducted to form a statistical estimate of actual use.

During 1998 the recorded permits included: 34% overnight permits, 66% were just for the day; the average party size was 7; the average length of stay was 1.7 days if the day use permits were not averaged in and 1.25 days if they were. Of the known overnight campers, 40% spent 2 or more nights at the site while 60% spent only one night, usually either Friday or Saturday night.

Typical use patterns at the camps revolve around any type of water activity. The common use pattern is that visitors on the shoreline are waiting while other party members are out on watercraft; or, they are resting after skiing, boating, socializing, sightseeing, or swimming. Shoreline activities include sunbathing, supervising children, fishing, or picnicking and/or camping as a break between boating activities throughout the day/weekend. Visitors socialize with others, participate in water play, sunbathing, cooking, fishing, working on their watercraft, or exploring the immediate surroundings within three hundred yards (rarely more) of camp. Treks away from camp seem to be limited to established trails with good tread; this is probably a function of not wearing protective attire for desert exploration. Most of the visitors are wearing bathing attire with boating or swimming shoes. Short trails to scenic overlooks of the lake are popular as sunset overlooks, lunch spots, and access to tenting sites.

Lake Havasu has a substantial influence on the boating public across the three major metropolitan zones of the southwest - the Los Angeles basin, Las Vegas, and Phoenix. Any boater desiring a relatively uncrowded, freshwater experience, with few restrictions on their equipment and relatively easy launching and retrieval opportunities will choose to come to Lake Havasu. Many boaters will come here specifically to participate in large social gatherings on holiday weekends or spring breaks. Also, the ease of obtaining urban amenities while boating, such as stopping at a variety of restaurants, staying at

hotels along the shoreline, shopping, access to boat mechanics and repairs, etc, is a considerable advantage. These six major draws are not all available at any other large lake in the region.

Visitor expectations are high for the quality of their recreation activities. This is evidenced by the fact that they've planned considerably for the trip, having endured three to four hours of driving and another hour or more of waiting to launch just to get in the water, spent thousands of dollars on equipment, clothes, and gear, and often have social arrangements to meet others with like interests.

The economic class of the visitors can be derived from the vessels at their command. Over half of the 1998 visitors accessed the camps via ski-boats and runabouts. Generally, these cost between \$20,000 and \$60,000, and some high performance varieties can cost upwards of \$125,000. Almost a quarter of the visitors were operating personal watercraft. This craft can generally cost between \$2,500 and \$7,000. A little over 10% of the visitors were piloting pontoon boats, which can cost between \$15,000 and \$40,000. Almost another 10% came on houseboats, which usually rent for \$1,300 per weekend or can cost between \$50,000 and \$200,000.

Informal observations of BLM camp site visitors seem to indicate an approximately equal number of adult groups on holiday without children as there are family outings (alone or in groups), gatherings and reunions. Small adult groups of two to four (without children) are found more likely to be at the camps for the day than overnight. The relative numbers of ethnic groups observed are predominantly Caucasian, followed by Hispanic, then Asian, a growing number of Afro-Americans, and finally Europeans.

These observations have also revealed that approximately one-quarter to one-third are local to the communities surrounding the lake. This is probably a poor indicator of actual use by locals. Their use pattern is primarily short stops at the sites, rarely overnight, and therefore less likely to be observed by staff passing only once or twice a day and only on certain days.

Fees have been collected year round on the Parker Strip, but have not been in the winter on the Lake. The Lake Havasu FO is seeking to secure year-round payments on the Lake through the deployment of "iron rangers" at each camp. Compliance is estimated at 50% during the summer. Clientele seem to avoid voluntary payment unless directly confronted by a fee collection agent, or unless they believe they could be. Collection efforts are most effective when supported by Law Enforcement Officers (LEO) to get compliance.

Currently deferred maintenance line items are funding the upkeep of most facilities through the hiring of temporary labor. Budget restrictions and a position freeze resulted in no fee collection personnel hiring for FY 2002, leaving fee collection duties to one of the maintenance staff.

One shoreline camp features a ramp accessible toilet, but the accessible dock and beach trail are not yet installed. Other shoreline toilets sites may or may not be accessible due to the surrounding terrain, but generally these are above steep slopes or stairs. A similar toilet has been constructed on the Parker Strip. Formal application for funds to make more sites accessible has been requested and is pending.

Such improvements are particularly costly on the shoreline sites but also particularly necessary because of precipitous bluffs, eroded landing areas and sometimes steeply sloping camp sites and restroom approaches. Accessible tables and picnic areas on the Parker Strip in conformance with new access guidelines are also being installed.

Deferred maintenance funding has allowed some welcome and noticeable improvements resulting in increased site cleanliness, human sanitation, bank preservation and boating safety, increased public awareness of the BLM mission, increased BLM investment in public service and public works, and enhancement of the Havasu region as a destination stop rather than a brief temporary or drive through location.

Regular and recurring maintenance is now funded with 1232. A significant challenge has been that the shoreline management is unfunded 1220 because it was assumed from another entity in 1997. Fee Demonstration funds that were going into facilities on the Parker Strip are now realigned to the shoreline to carry the burden. The lack of a Recreation Activity Plan has been one reason the shoreline program is unfunded; a planning effort is now underway that may lead to a completed activity level plan by the end of 2005 or 2006.

To date, deferred maintenance projects included establishing the infrastructure to remove 50 old fiberglass outhouses and four non-functioning composting restrooms, replace, and maintain them.

Eleven replacement block restrooms have been installed, stabilization walls were constructed at nine camps so far, 100 barbecue grills were reconditioned or replaced, 130 trash cans produced from recycled steel drums, 75 mooring/fee tubes were installed, and 24 sites were reclaimed (“naturalized”) to eliminate costly maintenance expenses specific to each. Every other year, through a joint program with fire personnel and programs, hazardous fuels surrounding the camps (all in riparian areas of the lake) are reduced. Brush removed during this process is used as artificial reef structure by the wildlife program.

On the Parker Strip, fee demonstration has funded installation of “iron rangers” at three sites, service contracts for maintenance and trash collection, six replacement restrooms, four shade structures for site host recreational vehicles, and bank stabilization along 600 feet of shoreline.

In both areas, fee demonstration funding has supported Law Enforcement used as compliance behind fee collection efforts. This is very effective, especially on holidays, yielding an average of \$6,000 per holiday weekend. LE staff are quick to point out that their efforts are to convince the customer to pay instead of focusing on handing out citations because collections from the citations do not return to the fee site. Having the customer pay fees supports their own operations needs.

Opportunities for partnering abound throughout the area. Supporting county law enforcement yields support in return. Joint efforts at lake management and conservation projects are possible with Arizona State Parks and the Bureau of Reclamation through contract, bank stabilization or capital improvements such as new restrooms at Empire Landing Campground. Colleges could fund or carry out studies on

visitor preferences and needs, recreational use capacity on the lake. Volunteer groups are utilized for many sorts of labor intensive projects. All these require a lot of time and liaison to establish relationships of trust and feelings of shared mission.

Effective and continuous local outreach and explanation of program investments and benefits place the agency in position to seek shared funding with city and county authorities. Proper planning and support could lead to shared funding scenarios following the new resource management and recreation activity plans.

### **KUDOS/BEST PRACTICES**

- The concessions program has dramatically helped to fund the recreation program in Lake Havasu FO. Without that program, the Lake Havasu developments would not be possible, leading to major resource degradation and continued public safety risks. The development has solved a major state problem and created a very attractive recreation asset.
- The public appear to be very approving and interested in the development and improvements which have provided clean, working restrooms, which in the 1999 survey were identified as a major issue for the public as BLM took over the State resources (in late 1997) and has slowly replaced the State toilets with new ecologically safe units. Staff are very proud of and pleased with the clean up of this toxic situation. Further, the public can now land boats safely; BLM has doubled the number of trash receptacles, and visitation is up dramatically.
- Recreation staff are excellent “scroungers.” That is they keep their eyes open for and use material available from many diverse sources including such items as donations of trash cans from a local manufacturer, surplus materials used for post and cable fencing, military surplus materials, surplus vehicles, and even surplus vessels, etc. One specific example is installing foam in pontoons of one maintenance boat, rather than buying new pontoons, was accomplished in one tenth of the cost and one quarter of the time.
- Development of the \$50 annual permit process should help to increase the amount collected on Lake Havasu and give local community members a more convenient way to pay for use of the Lake facilities.
- As a general rule, office staff know never to collect or count money with only one person present.
- The office seems to work as a team with the participation of all three branches assisting the recreation and administrative staffs with the fee demo program. This office is doing an excellent job in managing their resources with the available qualified personnel they have on hand. Lack of qualified personnel restricts this offices full compliance with financial/collections requirements.
  - Lake Havasu FO management has been aware and concerned about meeting the fee collection requirements and have been very open to new ideas and willing to make various process changes to help meet these requirements. The office has been very

creative and flexible to meet these requirements considering the limited amount of staff available to perform such duties.

## **WISHES**

Staff wishes for the site include:

- Take advantage of the evolving Bureau of Reclamation interest in becoming a player again in the Lake Havasu area.
- Get the fee tubes into all 95 sites.
- More effective relationships with community and friends groups to better share revenue, leverage labor resources, and increase the salience of BLM needs within the Rec. area
- We could make the rec. program here self-funding with an LTVA concession 5 miles out of town, pending the planning process.
- Consider whether BLM should develop resources that will be needed and that could greatly increase collections on the lake such as a new boat ramp. The office wishes this could be done in cooperation with the State parks.
- That budget offset by ASO/WO would cease and that budget predictability would follow. Further, that consistent professional outreach and publicity would occur in the region on a continuous basis, perhaps quarterly. Finally, that questionnaires from SO/WO would be limited to vital minimums.



## **PROGRAM MANAGEMENT AND CUSTOMER SERVICE**

This site is identified in the Recreation Management Information System (RMIS) as a fee pilot site. The fee collection sites are in Recreation Management Areas known as Parker Strip and Havasu North. The RMA numbers are recorded in RMIS as AZ070-02 and AZ070-03. The Lake Havasu Field Office is monitoring and reporting administration and recreation sites. The maintenance backlog is updated within 30 days of all adjustments and improvements. The backlog is used in developing budget requests and annual work plan issues for the field office. A public meeting was held in January 2002 for the Havasu Parks and Recreation Committee. This public meeting was held to review the annual public accounting of collections and expenditures for the Recreation Fee Demonstration Program.

A recreation brochure for the public was updated in Fiscal Year 2002. In December 2001 the public was invited to comment on the Resource Management Plan for the Lake Havasu FO. The recreation fee collection process is a potential issue. The field office has participated in the Recreation Use Survey. The site specific questions were used to review and prioritize public concerns in reference to maintenance schedules. The cleanliness of facilities has been established throughout all of the recreation sites. The field office is installing modern restrooms which will be easier to clean and maintain. The recreation site and/or area are posted within the standard US Fee Sign Area in accordance to 36 CFR,

Part 71. A logo for the Recreation Fee Pilot Program is used on entrance signs and decals within the recreation area. Recreation signs and decals are currently being replaced and completed for the summer season.

The Lake Havasu FO will be issuing an annual fee of \$50.00 for recreation use by the public. The Public Affairs Group will be issuing a news release to the public in reference to the annual fee. If the public decides not to purchase the annual fee, they are subject to paying the regular fee for site use (two dollars per person, per site, per day). The current public consist of winter visitors and summer visitors. The winter visitors are satisfied with the current fee schedule. Half of the summer visitors think that the fee schedule is too much and the other half are satisfied with the fee schedule. The Recreation Fee Demonstration Program is maintaining a positive image to the public.

***Recommendations***

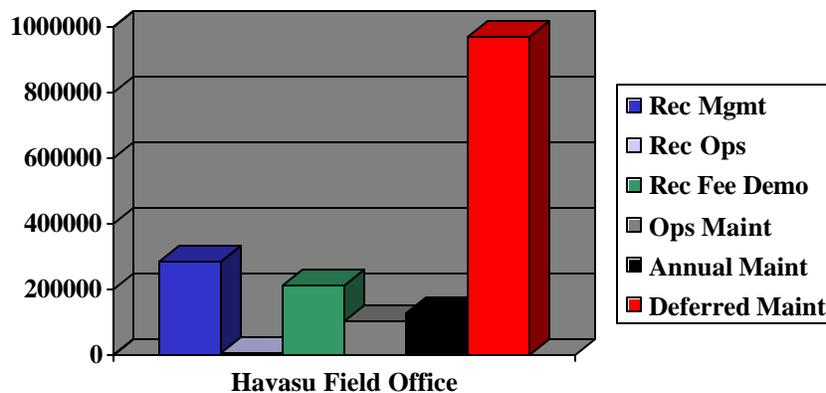
L-1) The Lake Havasu FO needs support from the National Level to require law enforcement back up during the fee collection process. The field office needs funding for a fee collection employee other than a person for the cleaning of facilities.

**FISCAL ACCOUNTABILITY & REPORTING**

Funds collected at the Lake Havasu FO are used to manage, clean, monitor, maintain and improve the Lake Havasu FO sites. Other funds such as deferred maintenance are utilized to the maximum extent possible to help support the recreation program and fee demonstration projects.

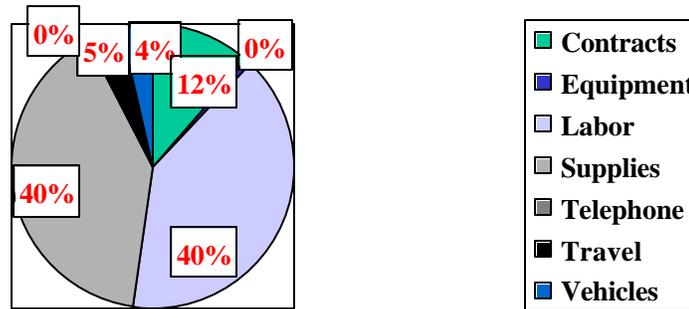
The following chart shows the appropriated dollars that have been used towards recreation sites maintenance and construction in FY2001. Deferred maintenance is being utilized to the fullest extent possible.

**Figure 4.  
LHFO Sub-Activity Expenditures FY 2001**



The following shows the breakout of the Lake Havasu FO fee demonstration fund for FY2001. Total funds expended were \$212,075.

**Figure 5.**  
**LHFO Fee Demo Fund Expenditures**  
**FY 2001**



The field controls that are established at the Parker Strip versus Lake Havasu sites vary. Several campgrounds and day use areas are managed along the Parker Strip and iron rangers are used for fee collections. On site campground hosts do not handle fees. Due to the limited manpower at the Lake Havasu FO, the two Law Enforcement Officers (LEOs) are the only field employees that have access to the iron rangers from which they remove the envelopes, count the number of envelopes, note the number of envelopes and the site name on the outside of a larger envelope, put the fee envelopes into the larger envelope and seal it. The envelope is then locked in a non-portable box located in the back of their truck for transportation to the Lake Havasu FO.

On Lake Havasu there are approximately 95 campsites that can only be accessed from the lake via boats. The Lake Havasu FO has several types of boats that are used for fee collections but predominately the pontoon boat is used since it can safely carry the maintenance tools and trash cans. Specially designed iron pipe safes were fabricated to serve a dual purpose: fee collections, and mooring the boats at the site. Due to limited personnel and recent vacancies, the Lake Havasu FO Maintenance Worker (MW), a designated Collections Officer and Class D cashier, will collect the fees from these pipe safes while conducting his regular maintenance duties at the sites collecting trash and servicing the restrooms. As a best practice, he “never collects the envelopes without a second person present.” (This will only occur until the vacant Park Ranger position is filled at which that person will do time collections.) For customer service, he also carries \$50 in cash for change making purposes. Currently two high school summer hosted worker students are assisting him with the securing the boat and maintenance duties at each site while the he collects the fees and makes visitor contacts. When the envelopes are collected from the safes, the envelope is inspected to ensure proper information is on it including the site location then the envelopes are placed in a locked box on his boat for transporting. He then logs on the Shoreline Camp Site Diary (an internal Lake Havasu FO tracking form) the number of envelopes obtained at each site.

Upon arrival at the Lake Havasu FO, all fee collection envelopes collected from the Parker Strip and Lake Havasu sites are put into the large combination safe located in the Lake Havasu FO warehouse, which meets all Treasury regulations. The safe is unique in that it contains five mini combination safes which are used to secure the change making funds assigned to several cashiers, and several larger combination safes where the fee collection envelopes are actually placed. Once collections are placed in the safe, the LEOs or the MW will put a note on the Concession Specialists (CS) desk (designated as Primary Collection Officer), or leave her a voice mail, letting her know that collections are in the safe.

Within one business day, the funds are then received and counted by the CS and a second Lake Havasu FO employee (usually the Land Law Examiner (LLE)), and collections are documented on the Recreation Fee Collection Affidavit. The CS then enters the collections into the Collections and Billings System (CBS) and recounts, verifies and prepares the bank deposit. Actual deposits are then made by the CS at a local bank located two miles from the office and are done in accordance with Treasury regulations which requires that deposits be made when \$5,000 is received or every Thursday, whichever occurs first.

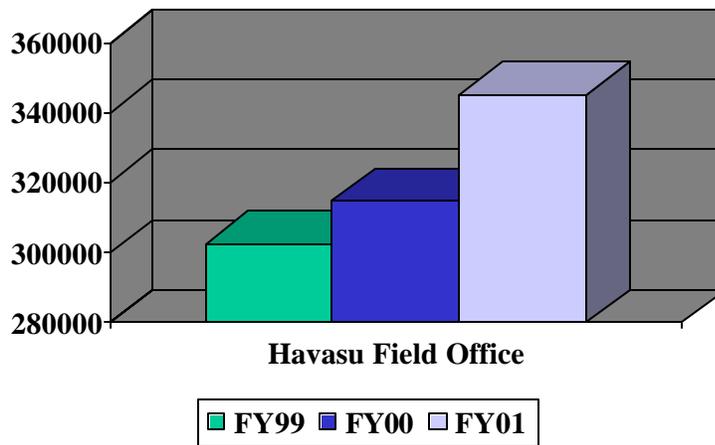
In addition to the recreation use permit fees from fee collection sites, fees, which are also collected and included in the fee demo program, are received for special recreation permits, concessions, and passports. The Lake Havasu FO leads the Bureau in concession leases and therefore the bulk of their fee demo funds are obtained from the concessions, which are paid quarterly. In addition, the Lake Havasu FO will be initiating a \$50 annual pass permit, which can be used at all fee sites in Lake Havasu and Yuma Field Offices. Fees from these various sources are received by the Lake Havasu FO either through the mail, on the phone or in person. Credit cards are accepted on the lake by the MW and at the Lake Havasu FO. Credit card receipts processed on the lake are carried in the locked boxes and placed in the Lake Havasu FO safe with the fee collection envelopes. They are processed and entered into CBS when the CS processes the fee collections and the receipts are shredded after they are entered into CBS. All credit card payments handled in the public room are immediately entered into CBS by the Public Contact Specialists, or the CS, so no hard copy receipts containing credit cards numbers are prepared or retained. Automated pay stations and collections through the Internet are not utilized at this time.

Seven Lake Havasu FO employees, including the LEOs and the LLE, are designated as Collections Officers. Four employees who work in the public room are designated as Class D cashiers sharing two cash boxes for change making purposes and all are designated at the National Business Center. A combination safe is located in the public room to safeguard these cash boxes during business hours and is put into the larger safe in the warehouse after hours.

In case of extended absence of the CS, the LLE is fully trained in fee collection and CBS procedures and performs these functions when necessary. It is recognized by the Lake Havasu FO that the CS is conducting all of the primary collection functions at this time and measures are being looked at to separate these duties.

An internal audit is conducted twice yearly by the Assistant Field Manager. This is documented on the BLM Semi Annual report for Internal Review of Collections for field offices with deposit authority; this is in accordance with BLM Manual 1372.13D. that requires a quarterly internal review of all collection activities by other than the responsible collection official as required by 331 DM 2.4. This audit reviews collection receipts, safeguarding of undeposited funds, policies and procedures and corrective actions. The Lake Havasu facility deposited \$789,232 in FY2001 and of this amount \$345,000 were fee

**Figure 6.  
LHFO Fee Demo Revenue Trends**



demonstration monies collected.

The above Chart shows historical trend of fee demonstration revenues for the Lake Havasu Field Office. It shows a steady increase in revenue in the fee demonstration program over the past three years.

***Recommendations***

L-2) The assistant field manager uses cuff records to help him keep track of his 1232 expenditures as well as other budget sub-activities. However, these records are not reconciled with the official MIS reports. In the future, the new budget analyst should provide MIS reports to the manager to help him with this task; team member provided ad hoc reports for the budget analyst to run on a monthly basis for the manager to reconcile files.

L-3) The internal audit review noted that there is a separation of duties between receiving, receipting and depositing functions in accordance with BLM Manual 1371.13C. However, the separation of duties is not clear when the team reviewed the procedures of receiving the funds from the safe, opening the envelopes and making the deposits. The manual states that dividing the functions of receipting/validating, depositing, and reviewing collections between three employees whenever possible. If this is not possible because of staffing, divide the functions between two employees. The receipting and validating function may be done by one, and the depositing and review by the other. When the functions are divided between two employees the review function must periodically be performed by a third person. One employee must never perform all functions. (BLM Manual 1372.13C). Possibilities for meeting this requirement can be having the Budget Analyst perform one of the duties such as receipting or depositing, or designate one of the Outdoor Recreation Planners as a Collections Officer and have that person assist the LLE with counting the funds, instead of the CS doing so.

L-4) Although law enforcement personnel conduct many of the field fee collections as designated collection officers, the site fee collections needs to be conducted by two people, or replaceable locked fee boxes should be used to protect the governments interest and adhere to the requirements in the BLM Collections Manual and WO IM No. 99-48.

L-5) A copy of the Shoreline Camp Site Diary should be included with the fees when put into the office safe to assist the office collection officers with fee reconciliation.

L-6) When fees are put into the office safe, the transfer of fees between the field collection officers and the office collection officers should be documented to protect those employees in the case of loss. One way this could be accomplished is by utilizing a log which has the date, time and signatures for both the field and office collection officers to document when the fees are put into the safe and when they are actually received.



## **PLANNING: COMMUNICATION, MARKETING AND BUSINESS PLAN**

The Lake Havasu Recreation Area's Business Plan was written in FY98. The Field Office is developing a new RMP for the area. The staff found the business plan helpful in setting out the basic needs in the program and allowing internal authorities to "buy-off" on the process. The staff also states that "The best tool to making these plans effective and growing the desired goals, at this time, is professional, positive, continuous, recurring outreach/publicity which stresses community benefits and regional economic gains. It means proactive engagement of the paying community as partners in the fee program with something to gain in the partnership effort." There is a communication plan that is centered mostly on the implementation of the program and includes some ongoing contacts.

### ***Recommendations***

L-7) Although the FO is completing an RMP, the business plan should be updated now and amended as necessary once the RMP is completed. The update of the business plan should explore creative methods of collections and the cost of those methods. Methods should as a Lake Pass (that would be a pass that would allow the public to use any area on the Lake regardless of jurisdiction), online reservations and permit sales, and electronic sale (Upark teller-machines). The updated business plan should also reflect the resource protection that is being done through the managing of the area and creation of facilities.

L-8) The communication plan needs to be updated. While the plan seems to address some ongoing public contact and outreach, there has not been a continuation of those efforts. The plan should also consider accounting of the funds to the public (i.e. signage, newspaper).

### **PUBLIC WELFARE, EMPLOYEE SAFETY AND LAW ENFORCEMENT**

The Lake Havasu FO manages a unique fee collection operation involving both Fee Demo sites accessible by vehicle and only by watercraft. The sites along the area known as the Parker Strip are located along the Colorado River. These sites consist of both day use areas and over night camp sites.

The day use areas are based on the “family picnic” concept. There is a site host located at most of the areas. The sites are easily accessible by any motor vehicle and there are stores, restaurants, restrooms, and other amenities available.

The fees associated with these sites are deposited and collected on site using the pipe safe method. Most of the pipe safes are located in well identified areas with adequate signing and instruction. Each site has pay envelopes and if needed the site host is available to assist.

During the high visitor use season, the areas become filled to capacity on a daily basis. This is especially true during the holiday or three day weekends. The fee envelope collection process consists of a law enforcement ranger arriving at the pipe safe area and accessing the safe and removing the envelopes. The pipe safes can at times, especially during the winter months and weekends, contain well over a hundred envelopes. The law enforcement ranger usually is conducting this collection process alone. The process observed involved driving up to the pipe safe and opening the bottom portion of the safe allowing the envelopes to fall to the bottom catchment area. The fee envelopes were then gathered and placed into inner-office mail blue envelopes. If loose cash is located within the pipe safe, the ranger will place the loose cash into a fee envelope and continue with the process.

Once the pipe safe is emptied, the ranger will then return to the rear portion of the ranger vehicle and count the fee envelopes and replace the contents into the blue inner-office mail envelope. The blue envelope is then sealed and relevant information is then written on the envelope. The sealed envelope is

then placed into a locking compartment within the ranger vehicle. Again, on busy weekends, it is not uncommon to have more than one blue envelope per pipe safe. Then the ranger will travel to the next pipe safe and proceed with the collection process.

The other major fee collection activity involves the use of watercraft on the Colorado River and Lake Havasu. This process involves more man power and is more complicated. On the day of this review, the employee responsible for fee collection was acting under his newly established collection designation. The employee responsible for the collection of fee envelopes at remote boat-in sites is also the employee responsible for trash removal. The process involved two employees--one being the designated collection officer, a seasonal maintenance worker, and the second being the law enforcement ranger.

The fee collector and the ranger while on the water can be in either the law enforcement boat or at times travel separately in two boats. The fee collector will boat into a site and open the pipe safe. The ranger will either boat into the site or remain on the water and observe the surrounding area, while maintaining a view of the fee collector and or other camp sites. The fee envelopes are located on the top portion of the pipe and are accessed by unlocking the lid of the pipe and removing the envelopes. The pipe safe is designed so that new envelopes are located in a holding slot on the main portion of the pipe.

There are signs advising the public of fee sites and some of the more common regulations for the site. On the pipe safe itself, there are international symbols and pictures on how to properly use the fee system. The fee collector will then inspect the fee envelopes to insure they contain payment and the information requested from the visitor is filled in. The fee collector will note the number of individuals listed on the envelope and also, if possible note the number of individuals at the site. The envelopes are then transported back to the BLM boat and inserted into a metal box that is chained to the bottom of the boat. The fee collector will then, when requested, answer any questions the visitor may have or note any noticeable violations at the site. If violations are noted, the fee collector can then radio the ranger and advise of the observations. The fee collector will also have in their possession a \$50 change fund in one dollar denominations.

Once the fee collection process is complete, and trash is removed, the fee collector and ranger then travel to the next site.

It should be noted that the above process is not, at this time, a standard practice nor is there a written policy on how the ranger and fee collector will interact. While the fee collector maybe the same individual, it is possible to have a different ranger involved. For this reason a standard procedure should be developed to ensure consistency.

As observed, this process can take a full day to complete. Estimates of time are from 8 to 10 hours as there are over 100 pipe safes located at the boat campsites. The process can also be interrupted if the ranger receives radio calls for service. If this occurs, the fee collector will cease all collection efforts until the ranger becomes available. It should also be noted that the fee collector does have assigned to him at least two high school aged individuals to help with maintenance projects.

Once the fee collector and ranger have completed the days' collection activities, the fee envelopes are then transported to the Lake Havasu FO and recorded on a log and then placed in zippered currency bags. The bags are then placed in a safe located in the warehouse portion of the field office. The safe consists of one large access door and several individual combination drawers. Located next to the drawers is the drop portion of the safe. This consists of a rotating deposit drawer which then drops into the bottom portion which is only accessible by the employee responsible for the verification of funds and remittance.

Maintenance and public safety are a high priority and safety issues are addressed by the field office. The Parker Strip, and the Shoreline campsites lie in multi-jurisdictional areas. They also encompass both the State of Arizona and the State of California. The various law enforcement agencies that are available to assist BLM law enforcement are the Arizona and California Game and Fish Departments, San Bernardino County Sheriff's Office, Mohave County Sheriff's Office, the U.S. Fish and Wildlife Service, the U.S. Coast Guard, and the Lake Havasu Police Department.

### ***Recommendations***

L-9) The use of inner-office mail blue envelopes to transport fee envelopes should be replaced with individually locked and numbered currency bags. The fee envelopes, once counted and an appropriate log sheet completed, can then be placed into the locked currency bags. Once the bag is locked, the employee responsible for remittance would then have the key to open the bag.

L-10) Though not always possible, at least two employees should be used in the collection of fee envelopes. This would reduce the chance of integrity issues developing. This process should also apply to those employees responsible for counting and remittance.

L-11) Using a seasonal maintenance worker as the designated fee collector in remote campsites that number over 100 is highly unusual. However, the process seems to work in that the employee is very familiar with the sites and is very knowledgeable in the process.

L-12) The issue of having law enforcement present during the fee collection process is important, especially on the water. However, deciding how this is to be accomplished is the issue. The BLM ranger's position description, which is a standardized position description, does not list fee collection as part of the duties. But, the protection of BLM employees and the protection of government property is. Therefore, perhaps an operating procedure should be developed that would allow a BLM ranger to be present during the collection and yet be available for other duties as needed.

## **STATE AND AREA MANAGEMENT**

Field office management is supporting the Recreation Fee Demonstration Program on different issues that affect the program. Management has participated in public meetings with the Havasu Parks and Recreation Committee. Management support at the Lake Havasu FO is good. Management guidance

at the field office level has improved the planning and implementation of the program. The Resource Management Plan will address recreation issues that are relevant to the recreation program. Impacts on the 1220 funding in support of the NLCS has not affected the Recreation Fee Demonstration Program at the Lake Havasu FO.

**APPENDIX**

**RECREATION FEE DEMONSTRATION SITE EVALUATION GUIDE**