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**Bureau of Land Management
Eugene District Office**

DRAFT-Clay Creek Recreation Site Business Plan



**Bureau of Land Management
Eugene District Office
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Business Plan for Clay Creek Recreation Site – OR-18

Approval Process

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (REA) of December 2004 (P.L. 108-447, as amended), Bureau of Land Management (BLM) recreation fee program policy and manual (Manual 2930 – Recreation Permits and Fees) and handbook (H-2930-1 Recreation Permit and Fee Administration Handbook) guidance for Whittaker Creek Recreation Site (WCRS).

The Business Plan provides a regional comparative market study of fees charged for other similar recreation facilities. The BLM will implement the following fee schedule after approval by the BLM Deputy State Director, consultation with the BLM Resource Advisory Council, and proper public notification.

Fee Schedule and Definitions

The fee schedule comparison outlines the existing and proposed changes for expanded and standard amenity recreation fees at Clay Creek Recreation Site.

Expanded Amenity	Existing Fees	Proposed Fees
Basic Campsite	\$10	\$15 (2017) \$20 (2019)
Extra Vehicle	\$5	\$5
Group Picnic Shelter	\$50 (50 or less people)	\$75 (up to 50 people) \$1.50 for each additional person
	\$75 (51-75 people)	
	\$100 (76-100 people)	
Firewood (half cart)	NEW	\$5
Firewood (full cart)		\$10

Definitions of Expanded Amenities taken from H-2930-1 BLM Recreation Permit and Fee Administration Handbook (public) for area covered under this business plan:

- **Standard Amenities** fees cover outdoor recreation sites and services for a well-defined area or developed day-use recreation site that has all of the following amenities: (1) parking, (2) permanent toilet facility, (3) permanent trash receptacle, (4) interpretive sign, exhibit, or kiosk, (5) picnic tables, (6) security services, (7) convenient and effective fee collection (8) identification and informational signs (p. 2-11 to 2-12).
- **Expanded Amenities** fees cover specialized outdoor recreation sites and services including but not limited to developed campgrounds with at least five of the following amenities: (1) tent or trailer spaces, (2) picnic tables, (3) drinking water, (4) access roads, (5) fee collection by an employee or agent of the BLM, (6) visitor protection, (7) refuse

containers, (8) toilet facilities, (9) devices for containing a campfire; group day-use sites; and use of reservation services (p. 2-13 to 2-14).

Contact Person for Business Plan

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Signatures for Approving Business Plan

Recommended By:

Jeff McCusker, Salem District Supervisory Recreation Planner

Date

Approved By:

David Howell, Acting Eugene District Manager

Date

Concurrence By:

Oregon Deputy State Director for Resources, (Acting)

Date

Fee Site Description – OR-18

Clay Creek Recreation Site (CCRS) is a 10-acre, developed camping and day-use recreation facility located in Lane County about 40 miles west of Eugene off of Highway 105 on the banks of the Siuslaw River in the forested foothills of the Coast Range. Clay Creek is within the fourth Congressional District, represented by Representative Peter DeFazio. The site is on BLM-managed Oregon and California Grant Lands (O&C Lands) and was developed, maintained and operated over the past 44 years using O&C funding and user fees.

The site encompasses undeveloped and developed areas including 2 group picnic shelters with fireplaces, individual picnic sites, and individual campsites. Amenities available include potable water (solar-powered), 6 gray water disposal sites, individual fire rings and grills, 8 toilets, garbage service, amphitheater, a ball field, manufactured climbing boulders, changing room, 2 mile hiking trail, open play areas, 2 playgrounds, 4 horseshoe pits, accessible facilities, paved parking areas and camp host. Visitors pay expanded amenity fees for use of 2 group picnic shelters, and 21 first come-first served individual campsites. There is no charge for standard amenity day-use. Numerous other outdoor recreation opportunities exist within a 30-mile radius. River-based recreation opportunities serve as a draw for visitors wishing to fish and engage in water play.

The Siuslaw Resource Area recreation staff, which includes 1 full-time recreation planner, a full-time maintenance supervisor, and a mix of temporary and seasonal recreation technicians and volunteers, manages the recreation area as one of the sites within the Siuslaw Resource Area or fee project OR-18. The fee project area consists of Clay Creek and Whittaker Creek Recreation Areas.

Season

The site is open to allow for vehicle traffic from 7:00 a.m. to 10:00 p.m. during the camping season of approximately Memorial Day through Labor Day.

Visitors

WCRS received approximately 6,000 visitors in 2015, with the majority of visits occurring from May through September. Visitation rates vary from year to year, based on a number of factors, including existing economic conditions.

Visitor satisfaction ratings from the 2010 Customer Satisfaction Survey were favorable. Of 106 respondents, 85 percent were satisfied overall with appropriate facilities, services, and recreational opportunities. The remaining survey respondents responded at average (11 percent), and poor (4 percent). Day-use visitation is not significant at CCRS at this time. Users tend to want a high level of amenities.

The public visiting this site continues to come back for many reasons. Visitors to Clay Creek appreciate its remote, quiet setting, and yet it is not too far away from services, and the appealing Oregon coast. Visitors have expressed appreciation in the quiet, sunny ambience of the

campground along the river. Repeat visitation occurs because sites are hosted, clean, and well-maintained. The natural environment, including auditory experiences like the “breeze blowing through the trees at night”, has been reported as being pleasing to the visitor in myriad ways. Further, readily available campsite privacy exists.

In order to continue to facilitate this level of satisfaction, we must maintain existing facilities and amenities at the present level, while keeping costs within predicted budgets. Further, we must continue to ensure the protection of natural resources of this site while providing safe, high quality recreational and educational opportunities for visitors.

School groups and educational organizations can arrange free vehicle access at any time of the year for educational activities by contacting the BLM and providing a curriculum of their planned educational activities (see Conditions for Recreation Use Fee Waivers). Other recreational events must be held under a special recreation use permit issued by the Eugene District Office.

Fee Collection and Enforcement

WCRS fees are enforceable through the presence of the onsite host that patrols the site. Campers post the envelope stub, receipt, on the vehicle window, which is easily accessible for record keeping and compliance. If problems arise, the host is in contact with Eugene District Law Enforcement and other Eugene BLM district personnel through radio communication. Lane County Officers patrol the road and are available to assist.

WCRS currently charges no fees to day-use visitors. If visitation of this user group increases, standard amenity fees would be easily implemented and enforceable by utilizing self-service pay stations.

Conditions for Recreation Use Permit Fee Waivers

Section 803(d) of the REA provides that standard amenity recreation fees shall not be charged for (shortened list): use of overlooks or scenic pullouts, any person engaged in the conduct of official Federal, State, Tribal, or local government business, special attention or extra services necessary to meet the needs of the disabled, any person under 16 years of age, outings conducted for noncommercial educational purposes by schools or bona fide academic institutions, and others. Waivers of fees both for purposes of traditional cultural importance and education may be obtained in writing by contacting the Northwest Oregon District Office.

Fee Discounts

Section 805 of the REA provided for the establishment of a single interagency national pass known as the “America the Beautiful – the National Parks and Federal Recreational Lands Pass,” which provides the bearer full coverage of standard amenity fees and holders of the Interagency Senior and Access Passes half-off some expanded amenity fees. The national interagency pass replaces the popular Golden Passports, which provide for free standard amenity day-use, and half-off some expanded amenity fees, in the case of Golden Age and Access Passports. No

discount is allowed for group use sites, shelters, yurts or cabins. The BLM would honor existing Golden Passports until they expire or exchanged for interagency passes. It is not expected that this pass would make a substantial impact on fee revenue in the near future.

Operations and Maintenance Costs

Operations and maintenance costs at CCRS are approximately \$44,000 annually, which includes staff salary, vehicles, supplies, fee collection, and maintenance of self-service fee stations. Approximately 90 percent of the fee receipts go directly for physical site maintenance and improvements with nearly 10 percent towards fee collection costs.

Normal site annual operation and maintenance funding will continue to come primarily from base budget sources and supplemented with fee receipts. These base funding dollars have decreased over the past seven years due to inflation and flat or at times decreasing budgets.

The BLM utilizes several alternative funding sources to maintain the site, including special approved programs such as recreation pipeline funding and payments to counties for site maintenance projects and improvements. Both depend on periodic renewal and may not be future sources of funding. Staff has also made extensive use of volunteers, service programs, and organizations such as the county corrections programs, Student Conservation Association, Americorp, Northwest Youth Corp, local scout groups, county environmental youth programs, and other community service programs, to conduct maintenance and construction projects. These programs allow the BLM to complete numerous needed projects that would otherwise not likely be completed. Volunteers and special programs make efficient use of limited funding and staff resources, but require additional levels of staff supervision.

Recreational facilities at Clay Creek Recreation Area represent well over \$1,250,000 in capitalized infrastructure investment over the last 44 years. In addition, alternative program funds, including recreation pipeline funding, have been invested in improving and maintaining the facilities and infrastructure at CCRS over the last 12 years. With continual decreases in annual recreation budgets, the fee collection program is necessary to continue operations, maintain, and enhance the site's high quality recreational opportunities for the public.

Recent work at CCRS included many campground site repairs, new bollards, river trail repair, replacement of I.D. signs, install of four concrete vault restrooms, and installation of trail registers. Recent upgraded infrastructure to stay competitive includes installation of easily readable directional signs, and a centralized recycling center. The addition of a solar-powered water system at CCRS has been a successful endeavor.

Projected Development Costs

The Clay Creek Recreation Area, including the Clay Creek trail system, are developed recreation sites. No foreseeable development is planned.

Projected Fee Revenue

Fees collected in 2015 totaled approximately \$7,000. Of this amount, approximately \$1,000 was generated from group picnic shelters. Anticipated revenue from 2016 fee increases could result in approximately \$9,000 in expanded amenity fees annually, and approximately \$1,250 for group picnic shelters, based on recent fee receipt trends and operating season.

Proposed Use of Additional Fee Revenue

CCRS's infrastructure and facilities are nearly 40 years old. Unfortunately, much of the proper scheduled maintenance for these aging facilities has been deferred due to lack of adequate funding. A majority of work at the site has included fixes when needed for immediate safety or overall park appearance. Customer service has driven many of the past projects at CCRS. Additional fee receipts would slowly help reduce a backlog of critical deferred maintenance to site infrastructure such as trails, electrical system, roads, foot bridges, and buildings. Additional fee revenue would be used to:

- Supplement the continued current level of annual maintenance needed.
- Improve site accessibility, trails, interpretation, and signing.
- Make facilities appealing and enjoyable to use.
- Reduce a backlog of critical deferred maintenance to site infrastructure.

Financial Analysis of Existing Private and Public Facilities

The BLM charges expanded amenity fees for camping at Clay Creek. Current fees have not changed in over 20 years. A comparative analysis conducted in 2016 reviewed user fees at similar state, regional, and local park facilities. This analysis (Table 1) concluded that fees for campsites are currently on the low end of the spectrum compared to nearby recreation areas offering the same or comparable amenities. Fees would increase in 2017 based on this analysis, pending committee consultation and Deputy State Director for Resources approval.

Basic Campsite fees were determined from averaging the fees from comparable campgrounds. The range for tent sites is \$12 to \$26 per basic campsite, the average fee for these sites after being rounded to the nearest whole dollar is \$20 per night. The quality and extent of Sharp's Creek's facilities are comparable to other parks in the region. However, due to this large increase in fees due to the large amount of time between increases, a phased approach will be used. The phased approach will increase fees to \$15 in 2017 and then \$20 in 2019.

Group Day-use Shelter: Group picnic shelter fees range greatly, dependent on occupancy numbers, quality of sites and regional location. The wide range of occupancy numbers, quality of sites and fees resulted in using the average fee per person method. The resulting average fee per person after rounding to the nearest \$.50 cents resulted in a fee of a \$1.50 per person per day.

Firewood: Providing firewood is an important part of resource protection for campgrounds and the area surrounding campgrounds. Having local sourced firewood for campers reduces the amount of invasive weeds that are introduced to the area. Campers are also less likely to cut

down trees, remove small woody undergrowth and to collect fallen wood that is important to the ecology of a natural area. The price for firewood was determined from years of firewood vending; the price has to be at a low enough rates for campers to be willing to purchase, but high enough for local residents to not want to purchase for their own wood stoves. The fee is \$5 for a half cart and \$10 for a full cart. Each cart holds roughly 2 cubic feet of firewood.

One of the Two Available Picnic Shelters



Clay Creek Ball Field and Horseshoe Pit



Stakeholders and Partnerships

The BLM will continue partnerships with Lane County youth, Salmon Watch, Outdoor Adventure organizations (REI), scouts, and individuals. Accomplished work such as firewood preparation, trail, and site maintenance projects completed throughout the year would continue. A priority will be to increase the number of partnerships and agreements associated with the Coast Recreation Zone as a whole.

BLM is a Partner with Willamette National Forest, United States Fish and Wildlife Service, Lane County, Corps of Engineers, Oregon Department of Fish and Wildlife, and State Parks for information sharing relative to the regions recreation areas. A partnership with the Oregon Country Fair was forged in the spring of 2011.

The BLM will continue partnerships with Lane County, local schools, and the senior center. Accomplished work such as firewood preparation, trail maintenance, recycling, and other service projects completed throughout the year will continue, as agreed upon by both parties. A priority will be to increase the number of partnerships and agreements associated with the Eugene District Recreation Program as a whole.

Public Communication and Marketing Plan

1. Public notice of the proposed fee changes will be posted onsite until implemented.
2. News releases will appear in local newspapers informing the public of fee changes the Salem District BLM is planning.
3. Both the public notice and news release will contain contact information for public comments on the proposed fee changes.
4. Website information will to inform the public of the proposed fee changes.
5. Fee signs and paper materials will reflect proposed fee change.

The BLM monitors visitor use to detect changes in site utilization and document written and oral communication from the public. Business plan review occurs on a biennial schedule from the date of the last signature. Future adjustments to the WCRS fee schedule will reflect public comment and program implementation needs.

Ways to Inform Public of Fee Expenditures

Fee expenditure information is collected on an annual basis and presented in the Federal Statistics document available online. More specifically, each area will post fee expenditure information on site to inform the public where and on what services, maintenance, operations their fees are spent.

Figure 1 – Primary Activities from 2010 Visitor Survey

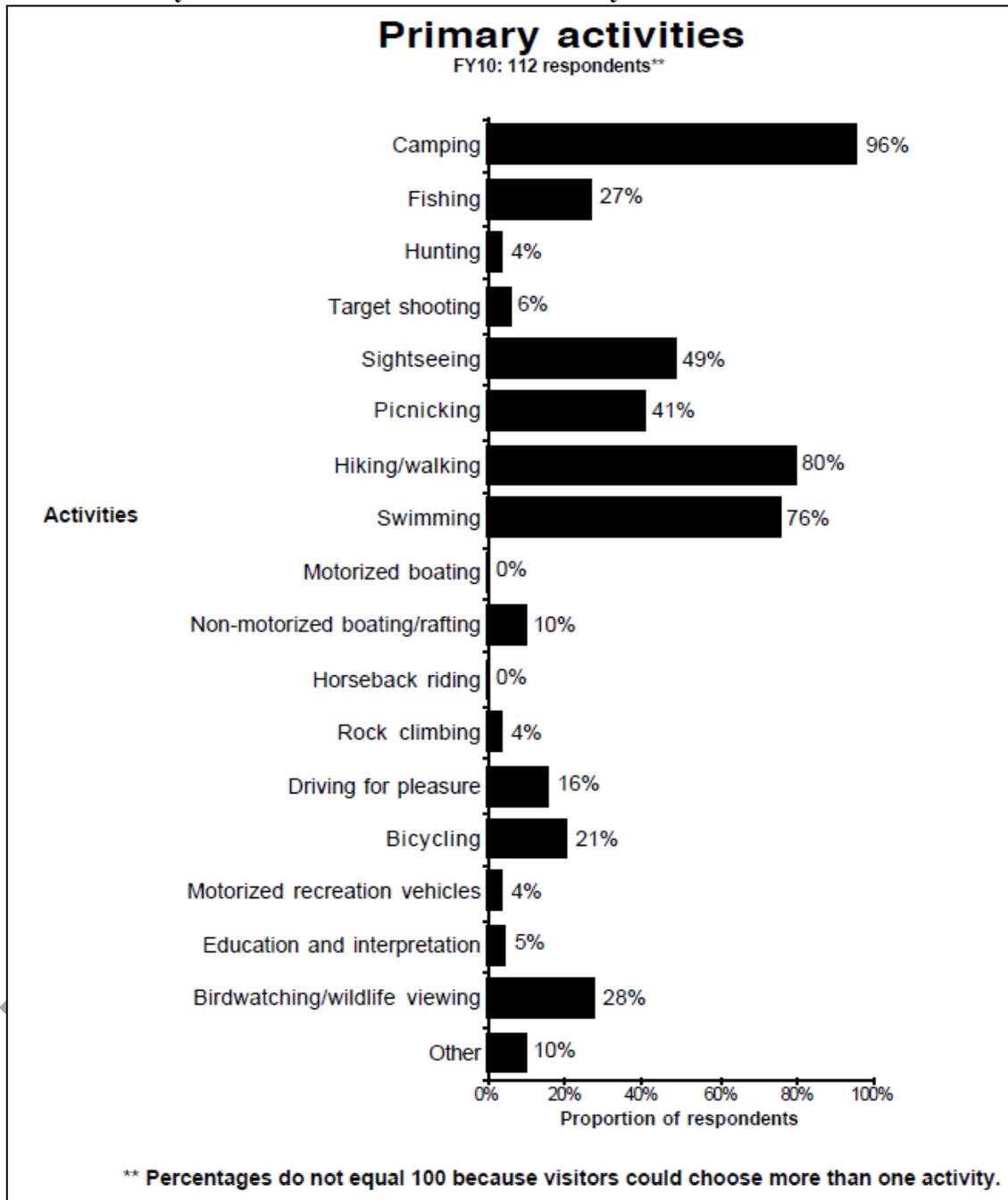


Table 1: Analysis of Existing Campgrounds

Each site has at least 5 of the following amenities: developed campgrounds with at least five of the following amenities: (1) tent or trailer spaces, (2) picnic tables, (3) drinking water, (4) access roads, (5) fee collection by an employee or agent of the BLM, (6) visitor protection, (7) refuse containers, (8) toilet facilities, (9) devices for containing a campfire. Additional amenities are shown in Table 1.

*Partial Hookup is water and electric. *Full hookup is water, electric and sewer. *Basic is no hookups

Recreation Site	Fee														
Shotgun Creek (BLM)	<i>Proposed Fees</i>														
	Day-use bike/walk \$2														
	Day-use car/motorcycle \$5														
	Day-use van, 10-20 \$15														
	Day Use Bus, >20 \$25														
Annual Day-use Van \$50															
Group picnic shelter \$150 (up to 100 people; \$1.50 for each additional person)	✓	✓	✓	✓			✓	✓					✓		✓
Both picnic shelters \$600 (up to 400 people; \$1.50 for each additional person)															
Clay Creek (BLM)	<i>Proposed Fees</i>														
	Group picnic shelter \$75 (up to 50 people; \$1.50 for each additional person)	✓	✓	✓	✓	✓	✓	✓	✓						
John Neal Memorial Park (Linn County)	Basic site \$24														
	Water hookup \$24														
	Extra vehicle \$7	✓	✓		✓	✓		✓	✓	✓	✓		✓		✓
	Group campsite \$200	✓	✓		✓	✓		✓	✓	✓	✓		✓		✓
Group shelter \$125 (50 person max)															
River Bend (Linn County)	Basic site \$24														
	Partial hookup \$30														
	Cabin \$65	✓	✓		✓	✓		✓	✓	✓		✓	✓		✓
	Extra vehicle \$7	✓	✓		✓	✓		✓	✓	✓		✓	✓		✓
Group gazebo \$175 (150 person max)															
Waterloo (Linn County)	Basic site \$24														
	Partial hookup \$30	✓	✓		✓	✓		✓	✓	✓	✓	✓			✓
	Extra vehicle \$7	✓	✓		✓	✓		✓	✓	✓	✓	✓			✓

Recreation Site	Fee															
	Group shelter \$125 100 person max Group shelter \$175 150 person max															
Hendricks Bridge	Group shelter \$50 (max 50 people)	✓	✓		✓	✓	✓	✓			✓					✓
Jasper (OR State Parks)	Group shelter \$150 Max 150 people	✓	✓		✓	✓					✓					
City of Eugene	Shelter #1 1st six hours \$100 Over six hours \$200 (max 110 people) Shelter #2 For six hours \$120 Over six hours \$240 (max 150 people) Security deposit \$100 Park use permit application fee \$10-50	✓	✓		✓	✓										
Southshore (USFS Willamette)	Basic site \$20 Double site \$38 Extra vehicle \$7 Day-use \$7	✓	✓		✓	✓		✓			✓					
Armitage (Lane County)	Day Use \$3 Annual \$30	✓	✓	✓	✓	✓	✓	✓			✓		✓			
Jasper (OR State Parks)	\$5 per vehicle \$30 per vehicle annually \$50 per vehicle (24- month permit)	✓	✓	✓	✓	✓	✓	✓		✓	✓		✓	✓	✓	✓
Armitage (Lane County)	\$3 per vehicle \$30 per vehicle annually	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Recreation Site	Fee															
Richardson park, (Lane County)	\$3 per vehicle \$30 per vehicle annually	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Baker Bay (Lane County)	\$3 per vehicle \$30 per vehicle annually	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Terwilliger Hot Springs (USFS)	\$5 per person	✓	✓	✓	✓		✓	✓	✓	✓			✓	✓	✓	
Slide Creek (USFS)	\$5 per vehicle	✓	✓	✓	✓	✓				✓	✓				✓	
Echo East Fork Day Use Area (USFS Willamette)	\$5 per vehicle	✓	✓	✓	✓	✓				✓	✓				✓	
Hendricks Bridge (Lane County)	\$3 per vehicle \$30 per vehicle annually	✓	✓	✓	✓	✓				✓	✓				✓	
Millpond Recreation Site (Roseburg BLM)	Basic \$14 Extra vehicle \$5 Day-use shelter \$130 200 person max	✓	✓	✓	✓					✓				✓		
Tyee Recreation Site (Roseburg BLM)	Basic \$14 Extra vehicle \$5 Day-use shelter \$55 75 person max	✓	✓	✓	✓									✓		
Susan Creek Recreation Site (Roseburg BLM)	Basic \$20 Extra vehicle \$5	✓	✓	✓	✓	✓										

Recreation Site	Fee															
Rock Creek Recreation Site (Roseburg BLM)	Basic Extra vehicle	\$14 \$5	✓	✓	✓										✓	
Cavitt Creek Falls Recreation Site (Roseburg BLM)	Basic Extra vehicle	\$14 \$5				✓	✓									

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