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**Bureau of Land Management  
Salem District Office**

# **DRAFT-Fishermen's Bend Recreation Site Business Plan**



**Bureau of Land Management  
Salem District Office  
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## Business Plan for Fishermen’s Bend Recreation Site – OR-25

### 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 Fishermen’s Bend Recreation Site.

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 Fishermen’s Bend Recreation Site.

Standard Amenity	Existing Fees	Proposed Fees
Day-use for passenger vehicle	NEW	\$5
Day-use for van (10-20 people)		\$10
Day-use for bus (20+ people)		\$20
Annual District Day-Use Pass		\$30 (Northwest Oregon BLM Pass)

Expanded Amenity	Existing Fees	Proposed Fees
Individual Tent Campsite	\$16	\$20
Standard Electric Campsite	\$22	\$26
Full Hookup RV/Trailer Campsite	\$28	\$30
Cabins	\$40	\$65
Group Campsite with Shelter	\$85-\$105	\$125 (up to 50 people) \$2.50 for each additional person
Group Picnic Shelter	\$110	\$110
Group Camping Shelter (former group picnic shelter)	see above	\$180 (up to 60 people) \$3 for each additional person
Extra Camping Vehicle	\$5	\$5
Firewood (half cart)	\$5	\$5
Firewood (full cart)	\$10	\$10
Dump Station	\$5	\$5

Definitions of Standard and Expanded Amenities taken from H-2930-1 BLM Recreation Permit and Fee Administration Handbook 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; cabins; group overnight sites; group day-use sites; use of reservation services; use of hookups; and use of dump stations (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:

\_\_\_\_\_  
 Kim Titus, Salem District Manager

\_\_\_\_\_  
 Date

Concurrence By:

\_\_\_\_\_  
 Oregon Deputy State Director for Resources (Acting)

\_\_\_\_\_  
 Date

## Fee Site Description – OR-25

**Fishermen's Bend Recreation Site** is a 184-acre developed camping and day-use recreation facility located in Marion County about 30 miles east of Salem near Mill City, Oregon on Highway 22 on the banks of the North Santiam River in the forested foothills of the Cascade Mountains west of Mt. Jefferson. Fishermen's Bend is within the 5<sup>th</sup> Congressional District. The site is on BLM-managed Oregon and California Grant Lands (O&C Lands) and was developed, maintained and operated over the past 52 years using O&C funding and user fees.

The site encompasses undeveloped and developed areas including group picnic shelters, individual picnic sites, cabins, individual and group campsites. Amenities available include electricity, water, sewer campsite hookups, RV dump station, individual fire rings and grills, flush restrooms, garbage and recycling service, ball fields, open play areas, two playgrounds, horseshoe pits, volleyball/basketball courts, a boat ramp, an assortment of trails, accessible facilities, an amphitheater, showers, camp host, and nature center. Visitors pay expanded amenity fees for use of 3 reservable group picnic shelters, 3 reservable group campsites, 2 reservable cabins, 55 reservable individual campsites. Currently there is no charge for standard amenity day-use. Reservations are made through the National Recreation Reservation System (NRRS), via the online portal: [www.recreation.gov](http://www.recreation.gov) or calling NRRS (1-877-444-6777). Numerous other outdoor recreation opportunities exist within a 30-mile radius.

### Season of Use

Fishermen's Bend is open to day-use year-round and for camping and group facility use May 1 through October 31, with extending or contracting the season at BLM's option based on visitor demand and budget. Vehicle access is limited to a few roads during the winter season of November 1 through April 30, while the remainder of the site is open to pedestrians and bicyclists. The main road that leads to the dump station, office, boat ramp, and picnicking area is open year-round to vehicular traffic. The entire site is available and open for day-use to pedestrians, bicyclists, and hikers year-round.

### Visitors

Primary users of this recreation site include people from nearby areas such as Salem and Stayton, as well as those traveling from the Portland area. Remaining demographic user types are those from the surrounding local towns, and a few from outlying rural areas.

Fishermen's Bend receives approximately 70,000 to 85,000 visitors per year with the majority of visits occurring from May through September; the five-year average is 76,954 (based on vehicle counts and reservation data). Visitation rates vary from year to year, based on a number of factors, including existing economic conditions. With the past addition of campsite utilities (water, sewer, and electricity), a higher number of visitors venture out despite the weather, and occupy sites earlier and later during the camping season.

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 Salem District Office.

## **Fee Collection and Enforcement**

Fishermen's Bend fees are easily enforced. All camping visitors check-in upon arrival at a central office to register for campsites. Hosts are scattered throughout the park to monitor fee compliance, provide information, and perform other assigned duties depending on their specific agreement. The entrance gate closes electronically from 10:00 p.m. to 7:00 a.m. during the camping season of April 1 through October 31, and 5:00 p.m. to 7:00 a.m. during the winter season.

Upon check-in, campers pay, fill out a registration form, and receive vehicle tags identifying that they are associated with the site fee. Campers receive two colored tags upon registration. Additional vehicles over the maximum of two per registered site must pay additional fees and receive a separate colored tag. These tags of varying color, hang on rearview mirrors allowing hosts and staff to enforce fee compliance with minimal site intrusion.

The BLM currently does not charge a fee for day-use at Fishermen's Bend. Standard amenity fees would be easily implemented and enforceable by the self-service automated pay station.

## **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

Fishermen's Bend costs the BLM approximately \$322,000 each year to operate and conduct annual maintenance, which includes staff salary, vehicles, law enforcement, supplies, and operations. The recreational facilities at Fishermen's Bend represent well over \$10,000,000 in capitalized infrastructure investment over the last 52 years. In addition, alternative program funds, including recreation pipeline funding, have been invested in improving and maintaining the facilities and infrastructure at Fishermen's Bend over the last 10 years. With continual decreases or stagnation 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.

Costs for staff administration, annual operations, and maintenance of fee collections are approximately \$10,000 annually. This includes fee collection, maintenance of self-service fee stations, and costs associated with the purchase of vehicle registration tags. Approximately 97 percent of the fee receipts go directly for physical site maintenance and improvements with nearly 3 percent towards fee collection costs.

Below is a list of the most recent site maintenance, infrastructure improvements, redesigns and their costs:

- Water System Improvements (2016, \$35,000)
- Waterline Replacement (2010, \$130,820)
- Roof Systems Replacement (2009, \$82,770)
- Universal Accessible Trail Paving (2014, \$174,500)
- Office Entrance (2015, \$148,780)
- Office Remodel (2016, \$110,000)

## Projected Development Costs

The Fishermen's Bend Recreation Area is already a developed recreation site. Development costs for expanding the overnight camping amenities and park infrastructure are listed below.

- Campsite water hookups (\$50,000)
- Shelter electric hookups (\$60,000)
- New egress road (\$10,000)
- Bank stabilization planning (\$50,000)
- Parking organization and safety (\$15,000)
- Cabins and road (\$230,000)
- Off-leash dog park (\$45,000)
- New River Loop campsite (\$100,000)

## **Projected Fee Revenue**

Currently Fishermen's Bend's occupancy rate is higher than the regional average; the occupancy rates at Fishermen's Bend for 2015 was 55%, with a surplus of campers lining up and calling in to take any last minute cancellations, while others were being diverted to the other BLM campground Elkhorn during the busiest time of year. A safe assumption would be that the great success of Fishermen's Bend would continue and only increase.

Tent campsites (5) projected fee revenue with factoring in the 55 % occupancy rate over the 184 day camping season would be \$10,120. Standard electric (24) projected fee revenue would be \$63,149. Full hookup (26) projected fee revenue would be \$78,936. The projected fee revenue for the group campsites (3) would be \$37,950. The projected fee revenue for the overnight group shelters (3) would be \$54,648. The projected fee revenue for the cabins (2) would be \$13,156. With an expected occupancy rate of 55 % and 184 day long camping season the total projected fee revenue for overnight camping with the proposed fees at Fishermen's Bend would be \$257,959.

Standard amenity fee collection at Fishermen's Bend with the proposed \$5 per vehicle fee for day-use was derived by taking the day-use visitor count from 2015 and dividing it by the average person count per vehicle of 2.5 people per vehicle. This resulted in a projected fee collection of \$22,310 for day-use visitors. The total fee revenue collection for Fishermen's Bend with the proposed fee increases would be \$280,269.

## **Proposed Use of Additional Fee Revenue**

- 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 such as trails, roads, footbridges, and buildings.

## **Financial Analysis of Existing Private and Public Facilities**

The BLM charges expanded amenity fees for individual campsites, group picnic shelters, group camping shelters, and cabins at Fishermen's Bend Recreation Site. Visitors in individual campsites receive two vehicle registration tags when they check-in at the main office; additional vehicles are extra, and receive a different vehicle tag. Visitors do not pay for standard amenity or day-use of the site. Existing fees were adjusted in 2009.

Expanded amenity fees for Fishermen's Bend are based on fair market value. The BLM conducted a comparative market study of similar public facilities in the region (Table 1). State, federal, and local parks were surveyed near the mid-Willamette Valley urban areas and foothills within 50 miles of Fishermen's Bend. Proposed fees are based on what the public sector currently charges for similar visitor facilities, number of campsites, access, and service. In summary, all campgrounds charge fees. No comparable sites in the private sector currently exist;

RV parks are available but do not provide the same amenities offered at Fishermen's Bend Recreation Site and were not included in the fee comparisons charts.

The proposed fees were determined through the analysis of comparable sites and their current fee rates. After a comparability chart was made, each type of site (tent, RV/trailer, electric, etc.) had all their corresponding fees averaged and rounded to a whole dollar or nearest fifty cents. The aforementioned proposed fee table shows the results of averaging for each type of site and amenity.

**Individual Tent Site** fees were determined from averaging the fees from comparable campgrounds. The range for tent sites is \$16 to \$24 per individual campsite, the average fee for these sites after being rounded to the nearest whole dollar is \$19 per night. For customer convenience the fee will be rounded to \$20 per night, due to the BLM not being able to make change.

**Standard Electric Site:** All comparable campgrounds charged a fee of \$26 for standard electric sites. Fishermen's Bend would raise the fee to \$26 to be at a similar fee for this type of site.

**Partial Hookup Site:** Partial hookup sites ranged from \$28 to \$30 of comparable sites with the proposed fee being \$30. Fishermen's Bend is at the higher end of the range due to the level of development and amenities provided at Fishermen's Bend.

**Cabin:** Cabins see a higher increase in fees; this is due to the current fee for cabins being established since 1999. The market has changed substantially since the 1999 fee establishment and this can be seen from the large fee increase. There is only two other campgrounds in the region with the lodging option of Cabins. For a more thorough analysis a larger sample of similar campgrounds was taken, resulting in the \$65 fee proposal.

**Group Day-use Shelter:** Group day-use shelters range from about \$50 to \$125 per facility based on number of people. The wide range of occupancy numbers, quality of sites and fees resulted in using the average fee per person method. The resulting average fee for group shelters is \$1 per person per day; the current fee is \$1 per person per day. This resulted in a no fee increase for the group shelters until their conversion to overnight group shelters.

**Group Camping Shelter:** The group day-use shelters will be converted into overnight group shelters as the result of the Fishermen's Bend Recreation Area Management Plan Environmental Assessment. Overnight group site and shelter fees range from \$30 to \$200 per group site at each park. The wide range of occupancy numbers, quality of sites and fees resulted in using the average fee per person method, this average was \$2.67 per person per night.

The quality and extent of Fishermen's Bend's facilities and structures significantly exceed those of other parks, especially in the size of shelters, their accessibility as well as the existence of fireplaces, hot plates, sinks, ball fields and basketball/volleyball courts, playground, showers, horseshoe pits and other amenities that Fishermen's Bend offers. These resulting differences in quality and amount of amenities added a 10 percent increase to the average per person per night fee; after the fee was rounded to the nearest fifty cents, the fee per person per night came to \$3 .

The proposed amount per night for the group shelters after the conversion is completed is \$180 with an added \$3 fee per person past the first 60 guests, and a \$5 extra vehicle fee will be added for each vehicle past the first 12 allowed with the group shelter.

**Group Campsite:** Overnight group site and shelter fees range from \$30 to \$200 per group site at each park. The wide range of occupancy numbers, quality of sites and fees resulted in using the average fee per person method. Once the average fee per person was determined, the number was rounded to the nearest fifty cents (\$2.67 was rounded to \$2.50). The proposed fee for group campsites is \$2.50 per person per night; the current established fee is \$1.75 per person per night. The proposed fee rate is \$125 per night with an additional fee of \$2.50 per person per night past the first 50 guests with a maximum of 60 people, and a \$5 fee per extra vehicle past the first 10 allowed with the group site.

**Day-use Fee:** Day-use fees ranged from \$5 to \$7 depending largely on the land managers. The proposed day-use fee for Fishermen's Bend is \$5 per passenger vehicle. With many of the day-use visitors using the site for river activities such as fishing, swimming, tubing and boating, it was determined that day-use visitors would be using the less of the other amenities provided. This resulted in the BLM electing to propose the lower fee amount of \$5 per vehicle. The day-use fee for vans (10-20) would be \$10 and buses (20+) would be \$20, this is based off of the amount of each people the vehicles can hold.

**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.

## **Stakeholders and Partnerships**

The NW Steelheaders and North Santiam River Guides use the site heavily during the fishing season. The North Santiam Watershed Council has a stake in anything along the North Santiam River such as weeds and re-vegetation projects. They have worked with Oregon State University Extension Service with respect to the BLM having acquired 17 acres to the east of Fishermen's Bend Recreation Site. The North Santiam Watershed Council reimbursed the BLM for items purchased for the initial work at the site and the OSU Extension Service provides much of the work. Santiam Canyon Senior Center recycles cans and plastic bottles receiving the money to improve their facility. Cascades, Stayton, and Sprague high schools perform work mostly at Fishermen's Bend, with an occasional work party at Canyon Creek and Elkhorn Valley Recreation Sites. Sprague has an alternative school that has done work in past years. Oregon School for the Blind works at splitting and stacking wood at Fishermen's Bend Recreation Site. An MOU is in place allowing Oregon State Parks employees to park government vehicles at Fishermen's Bend to cut back on commute time to area parks that they manage.

BLM is a Partner with Willamette National Forest, Marion and Linn Counties, State Parks for information sharing relative to the region's recreation areas, along with Marion County, Linn County Parks, and Detroit Ranger District.

An agreement is in place with Marion County to share a host. That host maintains two BLM and six Marion County sites along little north fork and the north Santiam. The BLM provides the host site while Marion County provides a truck.

## **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 Fishermen's Bend 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.

Table 1: Analysis of Existing Private and Public Campgrounds

**Expanded Amenities:** Green colored campgrounds have all 9, Orange colored campground have 7-8, Red colored campgrounds have 5-6.

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

Campground	Fee														
<b>Fishermen's Bend (BLM)</b>	<i>Proposed Fees</i>														
	Full hookup	\$30													
	Electric only	\$26													
	Tent site	\$20													
	Cabin	\$65													
	Extra vehicle	\$5													
	Day-use	\$5	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Group day-use shelter	\$110													
	Group camp shelter	\$180 (\$3 per person past 60)													
Group campsite	\$125 (\$.250 per person past 50)														
<b>Little North Fork Recreation Area (BLM)</b>	<i>Proposed Fees</i>														
	Basic site	\$20	✓	✓	✓	✓	✓	✓							
	Extra vehicle	\$5	✓	✓	✓	✓	✓	✓							
Day-use	\$5														
<b>Quartzville Recreation Area (BLM)</b>	<i>Proposed Fees</i>														
	Basic site	\$16													
	Extra vehicle	\$5	✓	✓		✓	✓	✓							
	Day-use	\$5	✓	✓		✓	✓	✓							
Group campsite	\$100 (\$.2 /person past 50)														
<b>John Neal Memorial Park (Linn County)</b>	Basic site	\$24													
	Water hookup	\$24													
	Extra vehicle	\$7	✓	✓		✓	✓	✓	✓	✓			✓		✓
	Group campsite	\$200													
	Group shelter	\$125													
<b>River Bend (Linn County)</b>	Basic site	\$24													
	Partial hookup	\$30													
	Cabin	\$65													
	Extra vehicle	\$7	✓	✓		✓	✓	✓	✓			✓	✓		✓
	Group shelter	\$125													
Group gazebo	\$175														

Campground	Fee															
<b>Sunnyside (Linn County)</b>	Basic site \$24															
	Double site \$48															
	Triple site \$72	✓	✓		✓	✓		✓	✓							
	Partial hookup \$30															
	Extra vehicle \$7															
<b>Waterloo (Linn County)</b>	Basic site \$24															
	Partial hookup \$30	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓			✓
	Extra vehicle \$7															
	Group shelter \$125-\$175															
<b>Whitcomb Creek (Linn County)</b>	Basic site \$22															
	Extra vehicle \$7	✓	✓		✓	✓		✓	✓		✓					
	Group campsite \$200															
<b>Cascadia (State Parks)</b>	Tent site \$17															
	Extra vehicle \$7															
	Day-use \$5	✓	✓		✓	✓		✓	✓					✓		
	Picnic area \$50															
	Group campsite \$71 (\$3 each over 25 people)															
<b>Detroit Lake (State Parks)</b>	Partial hookup \$28															
	Electric only \$26															
	Tent site \$19	✓	✓		✓	✓	✓	✓		✓	✓					✓
	Extra vehicle \$7															
	Day-use \$5															
<b>Silver Falls (State Parks)</b>	Horse site \$19/\$58															
	Electric only \$26															
	Tent site \$19															
	Extra vehicle \$7															
	Cabin \$40/\$50	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	
	Day-use \$5	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	
	Group shelter \$50/\$100															
	Group campsite \$71 (\$3 each over 25 people)															
	Group RV \$101 (\$10 per past 10)															
<b>Breitenbush (USFS Willamette)</b>	Basic site \$16															
	Double site \$30															
	Extra vehicle \$7	✓	✓		✓	✓										
	Day-use \$7															

Campground	Fee															
<b>Cove Creek (USFS Willamette)</b>	Basic site	\$22														
	Double site	\$40														
	Extra vehicle	\$7	✓	✓		✓	✓		✓			✓				✓
	Day-use	\$7														
Group campsite	\$200 (max 70 people)															
<b>Hoover (USFS Willamette)</b>	Basic site	\$22														
	Double site	\$40														
	Extra vehicle	\$7	✓	✓		✓	✓		✓			✓				✓
	Day-use	\$7														
Group campsite	\$200 (max 70 people)															
<b>Humbug (USFS Willamette)</b>	Basic site	\$16														
	Extra vehicle	\$7	✓	✓		✓	✓									
	Day-use	\$7														
<b>Riverside (USFS Willamette)</b>	Basic site	\$16														
	Extra vehicle	\$7	✓	✓		✓	✓									
	Day-use	\$7														
<b>Santiam Flats (USFS Willamette)</b>	Basic site	\$16														
	Double site	\$30														
	Extra vehicle	\$7	✓	✓		✓	✓									
	Day-use	\$7														
<b>Southshore (USFS Willamette)</b>	Basic site	\$20														
	Double site	\$38														
	Extra vehicle	\$7	✓	✓		✓	✓		✓			✓				
	Day-use	\$7														