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**Bureau of Land Management
Eugene District Office**

DRAFT-Shotgun Creek Recreation Site Business Plan



**Bureau of Land Management
Eugene District Office
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Business Plan for Shotgun Creek Recreation Site – OR-17

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 Shotgun Creek 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 Shotgun Creek Recreation Site.

Standard Amenity	Existing Fees	Proposed Fees
Day-use walk/bicycle	\$3	\$2
Day-use for passenger vehicle/motorcycle	\$3	\$5
Day-use for van (10-20 people)	\$3	\$15
Day-use for bus (20+ people)	\$3	\$25
Annual District Day-Use Pass	\$15	\$30 (Northwest Oregon District Pass)
Annual Day-Use Van (10-20 people)	\$15	\$50

Expanded Amenity	Existing Fees	Proposed Fees
Group Picnic Shelter (1-50/non-summer season, 51-150, 151-300 people)	\$85, \$150, \$300	\$150 (up to 100 people) \$1.50 for each additional person
Both Group Picnic Shelters (during summer season)	\$500	\$600 (up to 400 people) \$1.50 for each additional person
Firewood (half cart)	\$5	\$5
Firewood (full cart)	\$10	\$10

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:

David Howell, Acting Eugene District Manager

Date

Concurrence By:

Oregon Deputy State Director for Resources (Acting)

Date

Fee Site Description – OR-17

Shotgun Creek Recreation Site is a 277-acre day-use area located in Lane County approximately 16 miles northeast of Springfield via Marcola Road. Shotgun Creek is within the fourth Congressional District. The recreation site is located on BLM-managed Oregon and California Grant Lands (OandC Lands) and was developed, maintained and operated since the late 1970s using OandC funding and user fees.

Almost 20 acres of the recreation site are developed; 260 acres retain the natural characteristics typical of this region. The developed portion includes 2 group picnic shelters (each equipped with fireplace, lights, electric stoves, sinks, and picnic tables that easily accommodate greater than 120 people; oversized briquette grill is available upon request) and 23 individual picnic sites. Amenities available at the site include potable water, drinking fountains, dog waste stations, heated flush bathrooms and changing room, individual fire rings and grills, stocked firewood bins, interpretive kiosk, garbage service, ball field, sand volleyball court, 7-mile hiking trail system, open grassy areas with a meandering stream, playground, 4 horseshoe pits, accessible facilities, paved parking areas and access routes throughout the developed facility, seasonal swimming area with sandy beach and a year-round site host. Visitors pay standard amenity fees for daily or seasonal use permits. Expanded amenity fees are charged for reserved use of 2 group picnic shelters. Numerous other outdoor recreation opportunities exist within a 30-mile radius. The quality of the site's facilities and engaging mix of recreation opportunities serve as a draw for visitors wishing to recreate within close proximity of the Eugene-Springfield metropolitan area.

Season of Use

Shotgun Creek is open for casual day-use and organized group facility use May 1 through October 31. Standard amenity fees are charged when the site is open 10:00 a.m. to 9:30 p.m. Winter hours are 8:00 a.m. to 4:30 p.m. The main road that leads to the site is paved and open year-round to vehicular traffic. It provides access to other areas valued for recreational opportunities including the Shotgun OHV Trail System, located north of the Shotgun Creek.

Visitors

Shotgun Creek received approximately 6,164 visits in 2015, with the majority of visits occurring June through September. Visitation rates vary from year to year based on a number of factors including economic conditions and seasonal weather influences. Visitation remains stable with many repeat visitors returning to the site year after year to enjoy its beauty, amenities and valued recreation opportunities.

Oregon is represented by a diverse population seeking varied types of recreation opportunities to satisfy important needs: adventure, solitude, relaxation, companionship, challenge, discovery, exercise, etc. Shotgun Creek is comprised of a desirable mix of recreation opportunities that address multiple needs and cater to a wide spectrum of visitor demographics (e.g., age, physical ability, economic strata, etc.). Also, while nestled in a forested environment that offers high scenic value, and a sense of escape and natural respite, the high-end amenities (e.g., full utilities,

appliances, heated bathrooms, flush toilets, maintained lawn areas, water fountains, etc.) found within the developed part of the recreation site appeal to many who wish to host important social events that necessitate access to modern conveniences. Finally, because of its low elevation location, close proximity to population centers and easy access, SCRS receives visitation throughout the year. Hiking, in particular, is a key winter activity at the site during the winter months when high-elevation hiking opportunities dwindle due to snow conditions.

Primary users of this recreation site include people from nearby cities such as Eugene and Springfield, and those who reside in nearby smaller, rural communities. Both casual visitation and use of the group shelters to celebrate larger, special events is common. Growing in popularity, however, is the use of SCRS as a location for organized and competitive recreation events utilizing the site's trail system. In recent years, walking and running events have been held at SCRS. Feedback from organizers and participants of such events has been very positive regarding available amenities and site conditions.

Visitor satisfaction ratings obtained from the 2010 Customer Satisfaction Survey the BLM contracted through the University of Idaho were highly favorable. Ninety eight percent of site visitors expressed satisfaction overall with appropriate facilities, services and recreational opportunities (71% very good; 26% good). The remaining survey respondents (2%) responded with an average rating. Echoing this strong support is a visitor quote in an August 2009 newspaper article focusing on the site's many amenities within a natural setting, "This is amazing; it's a hidden gem," she said. "I was surprised with how well-kept it is. The bathrooms are clean and the picnic tables are new." Because SCRS is managed as a day-use site, overnight visitation is insignificant at this time.

School groups and educational organizations can request site access for educational activities and special events by contacting the Eugene District BLM and providing a curriculum of their planned educational activities. Commercial operations must obtain a special recreation use permit and pay additional fees to conduct operations at SCRS.

Fee Collection and Enforcement

The BLM charges visitors standard amenity fees during the summer fee season (generally mid-June through mid-September). Both daily and seasonal fees are applied per mode of entry into the site as opposed to a per person charge, and provide visitors access to all site activity areas and amenities (except those within group shelters when reserved). Consequently, there is no financial differentiation between the standard amenity fee assessed to the operator of a filled, 40-passenger bus or a single visitor arriving via motorcycle. Current standard amenity rates have not changed since the mid-90s. A comparative analysis conducted in 2010 reviewed user fees at similar state, regional and local park facilities. This analysis revealed that SCRS standard amenity fees are currently at the low end of the spectrum compared to nearby recreation areas offering the same or comparable amenities (Table 1). Standard amenity fees would increase in 2017 based on this analysis, pending committee consultation and Deputy State Director for Resources approval.

Conditions for Recreation Use Permit Fee Waivers

Section 803(d) of the FLREA 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

Annual site costs are approximately \$124,000. Included in this cost are staff salaries, vehicles, supplies, materials, and routine maintenance and operations. This includes fee collection, and maintenance of staffed and self-service fee stations.

Approximately 90 percent of the fee receipts go directly for physical site maintenance and improvements with nearly 10 percent devoted towards fee collection costs.

The facility components at the site represent well over \$2,477,000 in capitalized infrastructure investment over the last 35 years. Additionally, alternative program funds, including *recreation pipeline funding*, have been invested to improve and maintain the facilities and infrastructure 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.

Projected Development Costs

The Shotgun Creek Recreation Area is already a developed recreation site.

Projected Fee Revenue

Fees collected in 2015 totaled approximately \$12,500. Of this amount, approximately \$6,251 was generated from group shelter rentals. Anticipated revenue from 2017 fee increases could

result in approximately \$7,500 in standard amenity fees annually, and approximately \$ 9,000 for expanded amenity fees associated with group shelter rentals, based on recent fee receipt trends and operating season.

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.

The site's infrastructure and facilities are approaching 40 years of age. The day-use site was established in 1976 and has realized improvements based upon the availability of newer technology, customer feedback, health and safety needs, and a ceaseless effort to provide the public with an attractive and relevant recreation opportunity of choice. Shotgun Creek Recreation Site offers extensive developed recreational facilities for public use. Unfortunately, much of the proper scheduled maintenance for these aging facilities has been deferred due to a lack of sufficient funding. Much of the maintenance work at SCRS includes improvements when needed for immediate safety or overall park appearance. Customer service has driven many of the past projects at SCRS.

Recent work at SCRS has addressed the infrastructure needs of the facility because key components have either approached the end of their functional lifespan or are close to it. Projects include sewage system retrofitting, roof replacements, electrical re-wiring, pump and well replacement, potable and sewer lateral line replacements, etc. Other project work recently accomplished focus on remaining appealing and competitive to the changing demands of our customer base. Examples include provision of dog waste stations, heavy maintenance of the popular hiking trail network, site signing and kiosk construction, conversion of an asphalt volleyball court to a sand court, native landscape plantings and more.

The public visiting this site continues to come back for many reasons. Visitors to Shotgun Creek appreciate its natural, forested setting located within a half hour drive outside the city limits of the Eugene-Springfield metropolitan area. Visitors have expressed appreciation for the quiet, sunny ambience of the day-use site along Shotgun Creek, an attractive place where numerous activity options are offered (e.g. swimming, picnicking, hiking, team sports, group gatherings, etc.) Repeat visitation commonly occurs because Shotgun visitors have come to expect a clean, safe and well-maintained environment. This long-standing reputation is the basis for generations of families who continue to gather annually at the site for family reunions. Similarly, the special environment carefully cultivated at SCRS explains why the young bride in 2008 chose to celebrate her wedding day at the same shelter her parents were wed 25 years prior.

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, it is incumbent that the BLM ensure the protection of the site's valued, natural resources while providing safe, high quality recreational and educational opportunities for visitors.

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 are not anticipated to increase in coming years. Realistically, adjusting for inflation, such funds continue a trend of remaining flat (at best) or decreasing, as experienced during the past several years.

Funding objectives for fee receipts would be to supplement the continued current level of annual maintenance needed to operate this recreation site. Fee receipts will help with improving site accessibility, trails, interpretation, group facilities, play equipment and signing. Ultimately, the intent being to bring valued site attributes into an appropriate, appealing condition that fosters positive visitor experiences, maintenance and operational efficiencies, and protection of the capital investment for which the BLM remains responsible.

Additional fee receipts would slowly help reduce a backlog of critical deferred maintenance to site infrastructure such as trails, shelter appliances, walkways, trail and swim area features, and buildings.

The BLM utilizes several alternative funding sources to maintain the site. These 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, Division of Youth Services crews, Northwest Youth Corp. crews, local scout groups 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 organization and supervision.

Financial Analysis of Existing Private and Public Facilities

Standard and expanded amenity fees for SCRS are based on fair market value. Current fees have not changed in over 20 years. The BLM conducted a comparative market study of similar public facilities in the region (Tables 1 and 2). State, federal and local parks were surveyed near the Willamette Valley urban are of SCRS. Proposed fees are based on what the public sector currently charges for similar visitor facilities, amenities, access and service. While private enterprises catering to outdoor special events exist within the analysis area, they were not included in the fee comparison charts because of great discrepancy in costs compared to that of the public sector.

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.

Day-use Fee: The proposed day-use fee for Shotgun Creek 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 \$15 and buses (20+) would be \$25.

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 BLM will seek to continue partnerships with Lane County Corrections, Division of Youth Services, Northwest Youth Corps, scouting organizations, emergency responders and others whose needs and skill mix contribute to the management objectives associated with the SCRS.

The BLM is a partner with other Willamette Valley recreation providers including the Willamette National Forest, Lane County Parks and Recreation Department, U.S. Army Corps of Engineers and Oregon State Parks for information- and resource-sharing relative to the region's recreational facilities and services. This has enabled all parties to benefit in important ways (e.g., technology sharing, issue identifications and solution development, improved efficiencies, lowered maintenance and operational costs, etc.). Ultimately, the public benefits as improvements, savings and operational changes are realized.

The BLM will continue nurturing existing partnerships and pursuing new ones that complement the agency's mission. In a fiscal environment that cannot sustain wasteful spending and program inefficiency the agency continues to act on opportunities that will support a healthy, robust, relevant and accountable recreation program for the public.

Public Communication and Marketing Plan

Public notice of the fees changes was posted onsite during the summer season of 2010. As of October of 2010, no comments had been received as a response to these postings. On July 21, 2009, a letter was mailed to congressional representative Peter DeFazio and the Lane County commissioner notifying them of proposed fee changes for 2011, no comments were received from this mailing. Press releases went to local papers in July 2010 for posting. The public notice and news release contain contact information for public comments on the proposed fee changes. Information on proposed fees was posted in the Eugene District internet in June of 2010 to inform the public about proposed fee changes for 2011. Fee signs and paper materials would reflect proposed fee change. Fees were not changed during this time. New public outreach would include:

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.

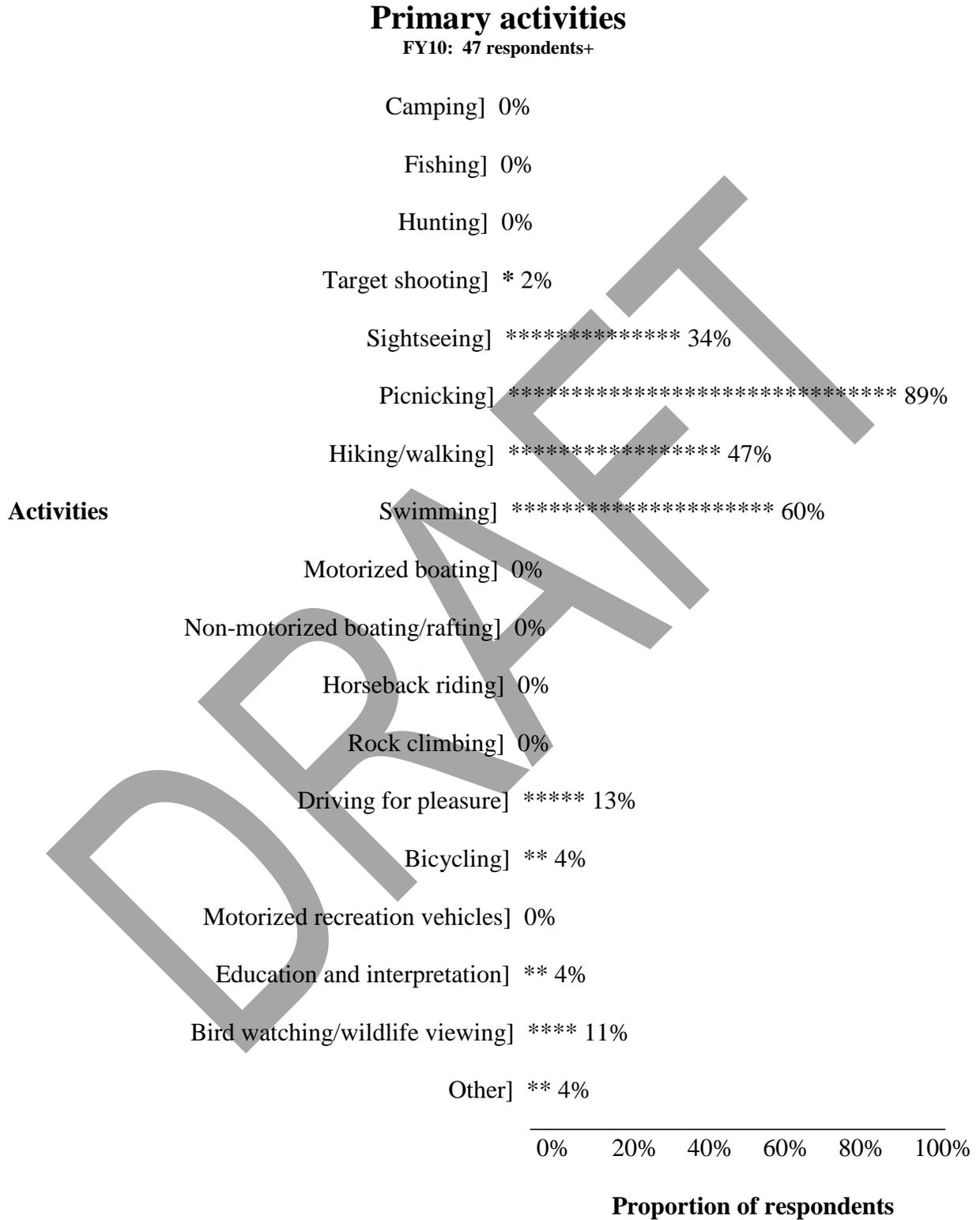
The BLM monitors visitor use to detect changes in site utilization and document written and oral communication from the public. Business plan review occurs on a biennial schedule from the date of the last signature. Future adjustments to the SCRS fee schedule will reflect public comment and program implementation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

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Figure 1 – Primary Activities



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

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																
	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	✓	✓	✓	✓									✓	