

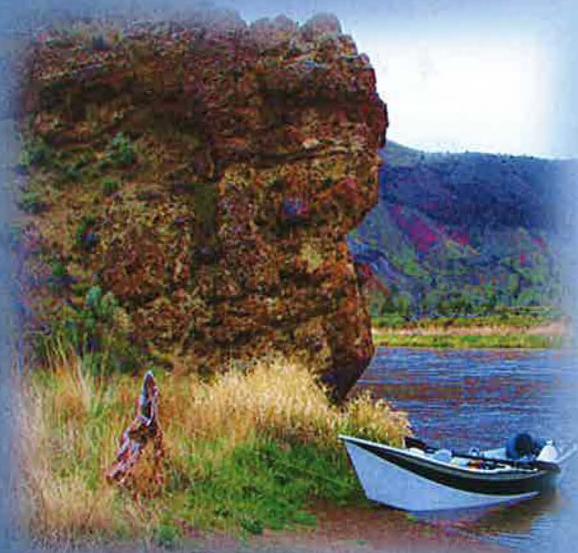
# John Day River Boater Special Recreation Permit Fee Business Plan

## April 2014 Update

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*Quality public service and  
resource protection on John  
Day River Corridors*

This Fee Business Plan describes natural resources and recreational use of the John Day River Corridors. The market demographics set the context for a financial analysis of costs and revenues. The resulting boating use and developed campsite fee schedule is comparable to those of other public agencies and nearby private sector operators. This document explains the "Basis for Recreation Fees" and the use of Fee Receipts to protect and enhance John Day River values. Over time, BLM can use new cost and visitor use information to update and maintain the fee business plan. Including periodic consideration of public issues will help ensure sustainable enjoyment of this treasured landscape.



2010



1999



1989

Recommended by:

Heidi Mottl

Heidi Mottl, Recreation Planner

4/4/14

Date

Reviewed by:

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Homer 'Chip' Faver, Field Manager

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Carol Benkosky, District Manager

4/14/14

Date

## April 2014 Update

### BLM Approves New Boater Special Recreation Permit Fee

After hearing from members of the public, guides and outfitters, and other groups, reviewing existing budgets and river needs, as well as gaining a unanimous recommendation from the John Day–Snake Resource Advisory Council, the Prineville BLM plans to add a new boater special recreation permit fee for the Wild and Scenic sections of the John Day River between Service Creek (River Mile 157) and Tumwater Falls (River Mile 10).

The non-refundable launch fee will apply to day and overnight trips (floats) from May 20–July 10 each year. The fee will be \$20 per overnight trip *per group* or \$10 per day-use trip *per group*. The fee is due when a permit reservation is made and will apply for the 2014 season. All fees collected will be used directly on the river to help keep launch sites and river campsites clean, and to invest in services and programs related directly to visitor enjoyment, access, health and safety.

The launch permit and fee are not required when boating a distance of less than 100 yards upstream or downstream of the launch point, or to cross the river to the opposite bank. For short, day trips taking place completely within the Priest Hole Recreation Site (one mile between River mile 136.5 and 137.5), free, self-issue paper permits are unlimited and may be obtained at Priest Hole. For information about the decision and fee proposed by the John Day–Snake Resource Advisory Council, please see the [minutes from the January 9-10, 2014 meeting](#) (Appendix D).

The BLM will inform the public of the decision to adopt the RAC recommendation on fees through a press release, emails to boaters who previously registered for permits, emails to commercial guides and outfitters, the permit registration web site (<http://www.blm.gov/or/permit>), and during the permit confirmation emails and phone conversations. BLM’s public web site will also announce the final decision on fees.

For an update of public feedback received and additional fee analyses provided by the BLM at the request of the Resource Advisory Council, please see Public and Stakeholder Participation, page 36.

### Estimated Annual Fee Income

Segment	Avg Trip Length	Average Group Size	Launches (Overnight)	Launches (Day)	Estimated Fee Income by Rate		
					BLM Proposed-Reduced Operations Budget \$ 5 Day and \$10 overnight per person per trip	BLM Proposed-Full Operations Budget \$ 7.50 Day and \$15 overnight per person per trip	Proposal Recommended by RAC & Approved by BLM \$ 10 Day and \$20 overnight per group per trip
1	1	3	80	300	\$ 6,900	\$ 10,110	\$ 4,600
2	5	5	275	0	\$ 13,750	\$ 19,250	\$ 5,500
3	2.5	5	465	500	\$ 35,750	\$ 51,300	\$ 14,300
<b>TOTAL</b>					<b>\$ 56,400</b>	<b>\$ 80,660</b>	<b>\$ 24,400</b>

The estimated annual fee income for the new approved fee is \$ 24,400 per year.

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Planned Operations Budget with the new fee (\$ 10 day and \$ 20 overnight fee per group per trip)

Based on current funding projections, BLM is anticipating additional decreases in allocated funding for recreation and other programs. The decreased allocated funding, combined with an estimated fee income from the new approved fee of \$ 24,400 per year, will buy boater services at a level less than the original reduced fee option described on page 19, and more than the no fee option described on page 20. The BLM expects the operations budget with the new fee to cover the following services:

- Vault toilets at launch points will continue to be maintained
- Float patrols and river campsite cleanup will be decreased by 75% from 2011 levels (reduced from 64 to 16 BLM workdays for the boating season) to cover Segments 2 and 3 (118 river miles staffed by one river ranger position)
- Law enforcement patrols will be continued at 2011 levels
- Public contacts and Leave No Trace education at launch sites will be reduced by 50% from 2011 levels (2.5 temporary launch staff positions, reduced from five)
- Limits of Acceptable Change river protection monitoring will be reduced in scope to 12 pre-identified core (indexed) sites annually
- A garbage dumpster will be added at Clarno take-out site

This reduced level of services will mean boaters can expect float patrols and river campsite cleanup to occur much less frequently than 2011 levels to remove trash, human waste, and fire rings from boat-in campsites. A law enforcement officer will be available to assist with emergencies or to enforce regulations regarding oversized groups, out-of-season campfires, shooting, and unauthorized guiding. Launch sites will be staffed 50 % less than 2011 levels and less Leave No Trace education will occur. An ongoing program to monitor the long-term health of the river and protect river values over time will be reduced. Boaters will be able to dump their river garbage at Clarno take-out site.

**Estimated Income Statement with Approved Fee**

Description on Annual Income or Expense		INCOME	EXPENSES	Portions
<b>INCOME</b>				
Annual allocation from recreation budget (L1220)*		\$ 110,000		65%
Annual allocation from maintenance budget (L16600)*		\$ 25,000		15%
Commercial SRP income		\$ 10,587		6%
Annual income from fees (\$20 or \$10/trip per group)		\$ 24,400		14%
	Total Income	\$ 169,987		
<b>EXPENSES</b>				
Operations			\$ 122,000	72%
Overhead on Annual allocation: recreation budget (L1220)	33%		\$ 36,300	21%
Overhead on Annual allocation: recreation budget (L1660)	33%		\$ 8,250	5%
Overhead Annual income from fees (\$20 or \$10/trip/group)	10%		\$ 2,440	1%
Overhead Commercial SRP income	10%		\$ 1,058.70	1%
	Total Expenses		\$ 170,049	
	Total Income		\$ 169,987	
	Total Expenses	-	\$ 170,049	
	Balance		\$ (62)	

\* Based on Annual Work Plan Direction from 2008 to 2012

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Possible future adjustment of fee season to include fall steelhead season

In future years, the RAC may consider recommending that the fee season be adjusted to include the September 1 – November 30 fall steelhead season. This adjustment to the fee season could increase income by about \$ 2,000. This date range aligns with the early September return of steelhead migrating up the John Day River, and with increased use patterns observed in 2013. The RAC also discussed reviewing the fee system after the first year to determine effectiveness, how the money was used and future needs.

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## 1 Fee Site or Area Description for OR09000

### Administrative Unit General Description

The John Day Basin Fee Area (OR090000) covers the major river segments of the John Day River Basin. The John Day River basin drains nearly 8,100 square miles of central and northeast Oregon. It is one of our nation's longest free-flowing river systems. Elevations range from 265 feet at the confluence with the Columbia River to over 9,000 feet at the headwaters in the Strawberry Mountains.

### Special Designations and Partnerships

Two special river designations apply to the John Day River: the National Wild and Scenic Rivers Act and the Oregon Scenic Waterways Act. Together, these two acts, one a federal law and one a state law, provide the protection of the natural, scenic, and recreational values of river environments.

The Central Oregon Resource Area of the Prineville District BLM Office, second Congressional District, manages the John Day River Corridors in partnership with John Day Interagency Planning Team, comprised of:

- The Confederated Tribes of the Warm Springs Reservation
- Local Counties
- The State of Oregon

In cooperation with the Interagency planning team and the John Day/Snake Resource Advisory Council (RAC), BLM made decisions relating to the land use allocation and management of the John Day River corridors in the Record of Decision, John Day River Management Plan, Two Rivers, John Day, and Baker Resource Management Plan Amendments, 2001 (WSR Plan), and as carried forward in the John Day Basin RMP, draft. The John Day River corridors are within the boundaries of Wild and Scenic River (WSR) segments, or within ¼ mile of the river in segments not designated as Wild and Scenic (page 1 of WSR Plan). The John Day River corridors are managed as 11 river segments (see Figure 3 and Table 1), and form the John Day River Special Management Area (SRMA).

### Special Recreation Management Areas (SRMAs) and Visitor Attractions

BLM manages the John Day River SRMA to protect and enhance Outstandingly Remarkable Values and provide high quality non-commercial and commercially guided recreational boating opportunities consistent with the desired recreation setting character. This management direction stems from the 2001 BLM John Day Wild & Scenic River Management Plan, carried forward in the John Day Basin RMP (draft). BLM provided the full descriptions of the John Day River SRMA and Special Recreation Management Zones (SRMZs) in the John Day Basin RMP (draft). The description includes information on each River Segment's proposed marketing, recreation niche, beneficial outcomes, outcome objectives, targeted recreation opportunities, character settings and land use allocations from other resource programs.

Within the John Day River Recreation Management Area, the BLM is considering applying fees in three SRMZs: Segment One, Segment Two, and Segment Three. These river segments run through some state and private land, but BLM manages the public river access points and recreation facilities.

Segment One

The John Day River Segment 1 Recreation Management Zone stretches from Tumwater Falls to Cottonwood Bridge. The prescribed setting is *roaded natural river*, which corresponds with *front country* settings in the more recent BLM Benefits-Based recreational setting terminology. The river is characterized by long, quiet stretches broken by a few Classes I and II rapids. Cottonwood Bridge serves as a major take-out point for multi-day boating trips originating upstream at Clarno. Floating between the two access points normally takes about two days. Segment One is moderately remote, with evidence of the sights and sounds of humans. Alterations to the landscape are subtle with only moderate evidence of human development. Facilities accommodate visitor use by providing some comfort for the user as well as resource protection and education.

Visitors engage in day or overnight river based recreation opportunities such as steelhead and bass fishing, rafting, canoeing and kayaking in a scenic river canyon environment. Visitors increasingly fish for steelhead during the fall season. A few on-site visitor management controls and regulations may be expected. Contact with management personnel is frequent and on-site regulation and controls are noticeable but harmonize with the natural environment. Users expect contact with other groups, particularly at rapids, roads and river access points. This river segment provides the benefits of being with family and friends in the solitude of a river canyon.

The management objective is to provide public access to river for fishing and rafting, kayaking, boating, emphasizing river-related activities and provide seasonal motorized boating opportunities Oct. 1 – Apr. 30. BLM administers less than 25% of the lands in this river corridor. As a result, BLM pursues partnership opportunities with user groups, and County and State agencies to provide stated recreation opportunities and help maintain existing public access along the John Day River.

Segment Two

The John Day River Segment Two Recreation Management Zone stretches from Cottonwood Bridge to Clarno (see Figure 1). The prescribed setting is *semi-primitive, non-motorized river*, which corresponds with *backcountry* settings in the more recent BLM Benefits-Based recreational setting terminology. The river in this segment is characterized by long, quiet stretches broken by one Class III/IV rapid (Clarno), one Class III rapid (Basalt), and occasional Class I and II rapids. This segment meanders through high canyon walls and is known for spectacular scenery. Segment Two is remote and contains no public road access, except for two roads at each end of the segment. Between Clarno and Cottonwood, where no public road access is available, boaters have the opportunity for a semi-primitive, unconfined recreation experience—a recreation opportunity that is becoming increasingly uncommon. Floating this 70-mile segment generally takes about five days. This segment provides a high expectation of experiencing isolation from sights and sounds of humans. This remote setting imbues floaters with a commitment to their trip and a perception of no return. The natural landscape is mostly undisturbed, with little evidence of development. Minimal BLM facilities accommodate visitor use by minimal facilities necessary to provide resource protection.

Visitors engage in day or overnight river based recreation opportunities, primarily rafting, canoeing, kayaking, bass and steelhead fishing, and camping in a rugged, scenic river canyon environment. After floating into this segment, visitors often explore the uplands and engage in hiking, upland, waterfowl (upriver from Thirtymile) deer and big horn sheep hunting, photography and sightseeing. Contact with management personnel is occasional and on-site regulation subtly harmonizes with the natural environment. Users expect only occasional contact with others, particularly river access points. This river segment provides the benefits primitive, unconfined recreation activities with family and friends in a predominately undeveloped and rugged setting.

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The management objective is to provide primitive, non-motorized public access to river for fishing and rafting, kayaking, boating, camping in river area, emphasizing non-motorized river-related activities. Through the decision of the John Day River Study (2010), launches during the primary boating season (May 20<sup>th</sup> through July 10<sup>th</sup>) controlled through permits ensure boaters experience few (6-7) encounters per day with other boating groups along the river. Boat-in campsites on BLM land are sufficient to accommodate each overnight boating group in a separate site, with enough distance between each site to allow for a reasonable amount of privacy and solitude for each group. Overall, BLM manages this river segment to provide primitive unconfined recreation activity with family and friends in a predominately undeveloped and rugged setting.

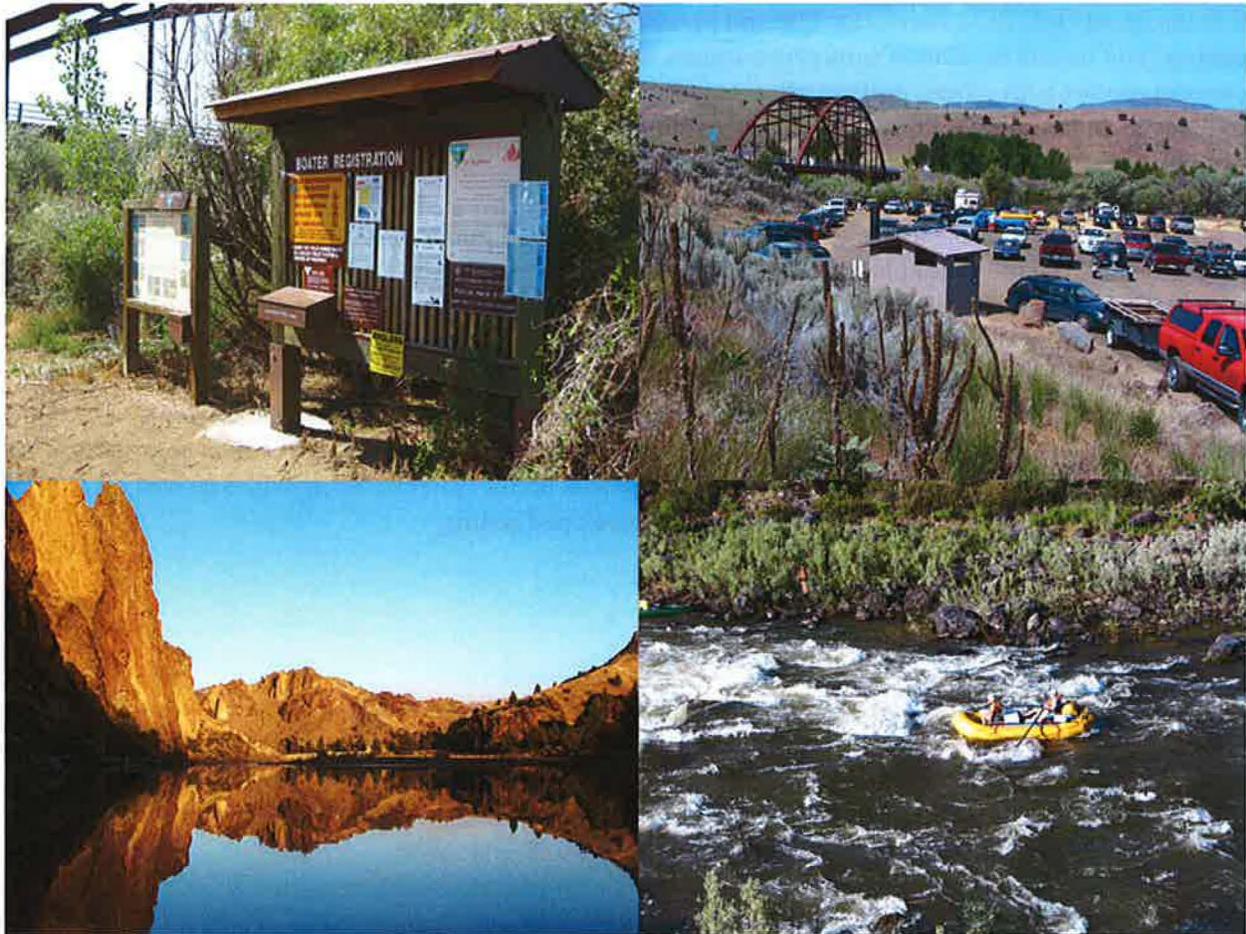


Figure 1 - Clarno River Access Point and Segment Two

### Segment Three

The John Day River Segment Three Recreation Management Zone stretches from Clarno to Service Creek. The prescribed setting is *roaded natural*, which corresponds with *front country* settings in the more recent BLM Benefits-Based recreational setting terminology. The river in this segment is characterized wide valleys with high, colorful hills and rimrock in some areas. The segment contains agricultural lands, especially hay fields and pastures. Although it is a relatively remote setting, roads and human-made structures are more numerous than in Segment two. Boaters floating this segment encounter long, calm stretches interspersed with numerous Class I and II rapids. There are three Class III rapids (Russo, Homestead and Burnt Ranch). The Service Creek Recreation Site serves as a major launch point for the

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popular 3 day float trip to Clarno. Between Service Creek and Clarno, river access is also available at Twickenham, Priest Hole and Burnt Ranch. These multiple access points make this especially popular for one-day or weekend float trips, canoeing, and boaters with limited whitewater experience. Alterations to the landscape are obvious, but the natural character of the landscape dominates the physical setting. Facilities accommodate visitor use by providing some comfort for the user as well as resource protection and education.

Visitors engage in water-based day use and overnight activities, year-round land based day and overnight uses camping, fishing, hiking, sightseeing, photography and wildlife observation. Visitors often explore the uplands and engage in diverse recreation activities such as hiking, upland bird, deer and elk hunting, sightseeing, driving for pleasure and camping experiences in authorized dispersed areas and at the Priest Hole BLM Recreation Site and Service Creek. Contact with management personnel is occasional and on-site regulation subtly harmonizes with the natural environment. Users expect only occasional contact with others, particularly river access points. This river segment provides the benefits primitive, unconfined recreation activities with family and friends in a predominately undeveloped and rugged setting.

The management objective is to provide primitive, non-motorized public access to river for fishing and rafting, kayaking, boating, camping in river area. Management emphasizes non-motorized river-related activities. Through the decision of the John Day River Study (2010), launches during the primary boating season controlled through permits ensure boaters experience a moderate (15) encounters per day with other boating groups along the river. Boat-in campsites on BLM land are sufficient to accommodate each overnight boating group in a separate site, with enough distance between each site to allow for a reasonable amount of privacy and solitude for each group. Overall, BLM manages this river segment to provide opportunities for friends and family to participate in scenic water based activities as well as upland recreation experiences in a predominately-undeveloped setting.

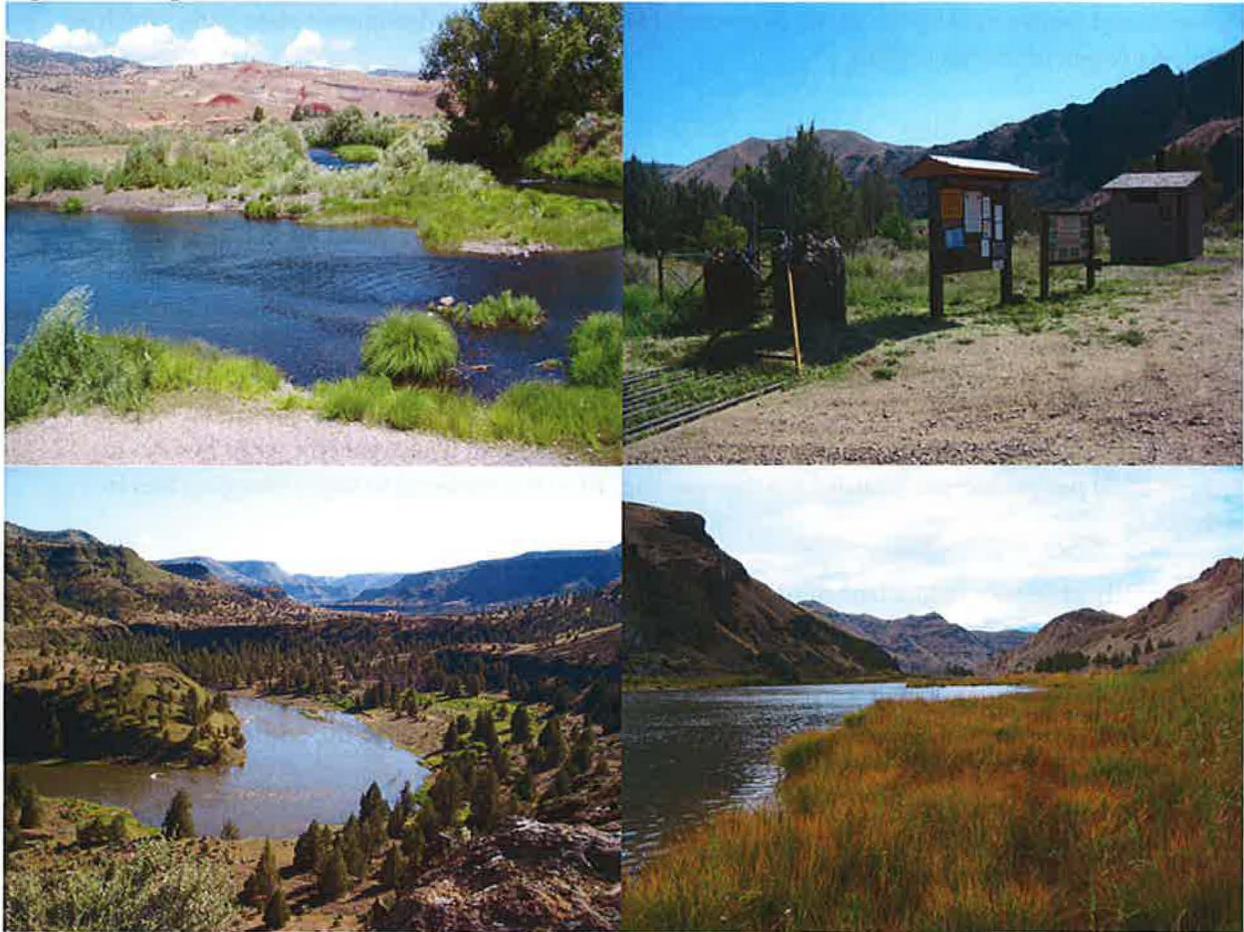


Figure 2 - Segment Three

### Partnership opportunities

Opportunities for partnerships in the John Day Basin abound, but several stand out because of their proven record of accomplishment or the opportunity to streamline river management in the future. The Oregon Parks and Recreation Department administers the Cottonwood Canyon State Park and the Division of State Lands has been directed to administer the bed and banks of the navigable portions of the John Day River (from Tumwater Falls, upriver to Kimberly). For many years, the Oregon Hunters Association has collaborated with BLM to cultivate wildlife food and cover crops at Clarno and Priest Hole. In addition, non-profit organizations such as the Oregon Natural Desert Association and Western Rivers Conservancy have assisted BLM with a variety of environmental education and stewardship activities. BLM expects local county officials, Natural Resource Conservation Staff, private landowners and many other organizations will continue the collaboration necessary to protect and enhance the John Day River.

Four of the developed launch sites are managed by BLM but owned by other agencies. The Service Creek Recreation Site is owned by the Oregon Department of Transportation, and is managed and maintained by BLM under a lease agreement. Twickenham launch site is privately owned and managed by BLM. Public access is provided through an agreement between Oregon Department of Fish and Wildlife and the private landowner. The Clarno and Cottonwood Recreation Sites are owned by Oregon Parks and Recreation Department (OPRD), managed cooperatively with OPRD under a long-term

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agreement, and maintained by the BLM. Segment 1 contains a recently designated state park, which is scheduled to open in the fall of 2013.

#### Existing and Proposed Fee Sites

Under the Federal Land Recreation Enhancement Act (FLREA), congress authorized the BLM to charge fees for use in Special Recreation Management Areas. The BLM is proposing fees for boater special recreation permits (SRPs) within the John Day River Special Management Area, specifically, Segments One, Two and Three. These are the Wild and Scenic sections of the John Day River between Service Creek and Tumwater Falls. The fee would apply during the peak use season of May 20 to July 10. There would be no fee charged outside of the peak use season.

BLM is proposing boater SRP fees of 15 per person per launch, for an overnight trip up to 14 days in length, or \$7.50 per person per launch for a day-use trip. BLM is proposing to begin charging fees in March 2014.

Users currently obtain an online launch permit to boat between Service Creek and Cottonwood Bridge during the peak use season of May 20 and July 10. Under the fee proposal, users would pay for the first two people on the trip when they reserve their launch permit. For day-use permits, groups may add people to the trip, up to the day of the launch, by paying the additional use fee. For overnight trips, groups may add people to the trip, up to 10 days before the launch, by paying the additional use fee. All fees would be non-refundable.

BLM does not currently collect fees in this area. However, BLM does collect fees on the approximately 21 Commercial Special Recreation Permits. Rates and increases for the commercial SRPs are set at a national level and are not subject to review by a Resource Advisory Committee.

#### Who to contact with questions

If you have questions about this business plan or the fee proposal, please contact the Prineville BLM by phone (541-416-6700) or by email at [BLM\\_OR\\_PR\\_JDRiver\\_Study@blm.gov](mailto:BLM_OR_PR_JDRiver_Study@blm.gov).

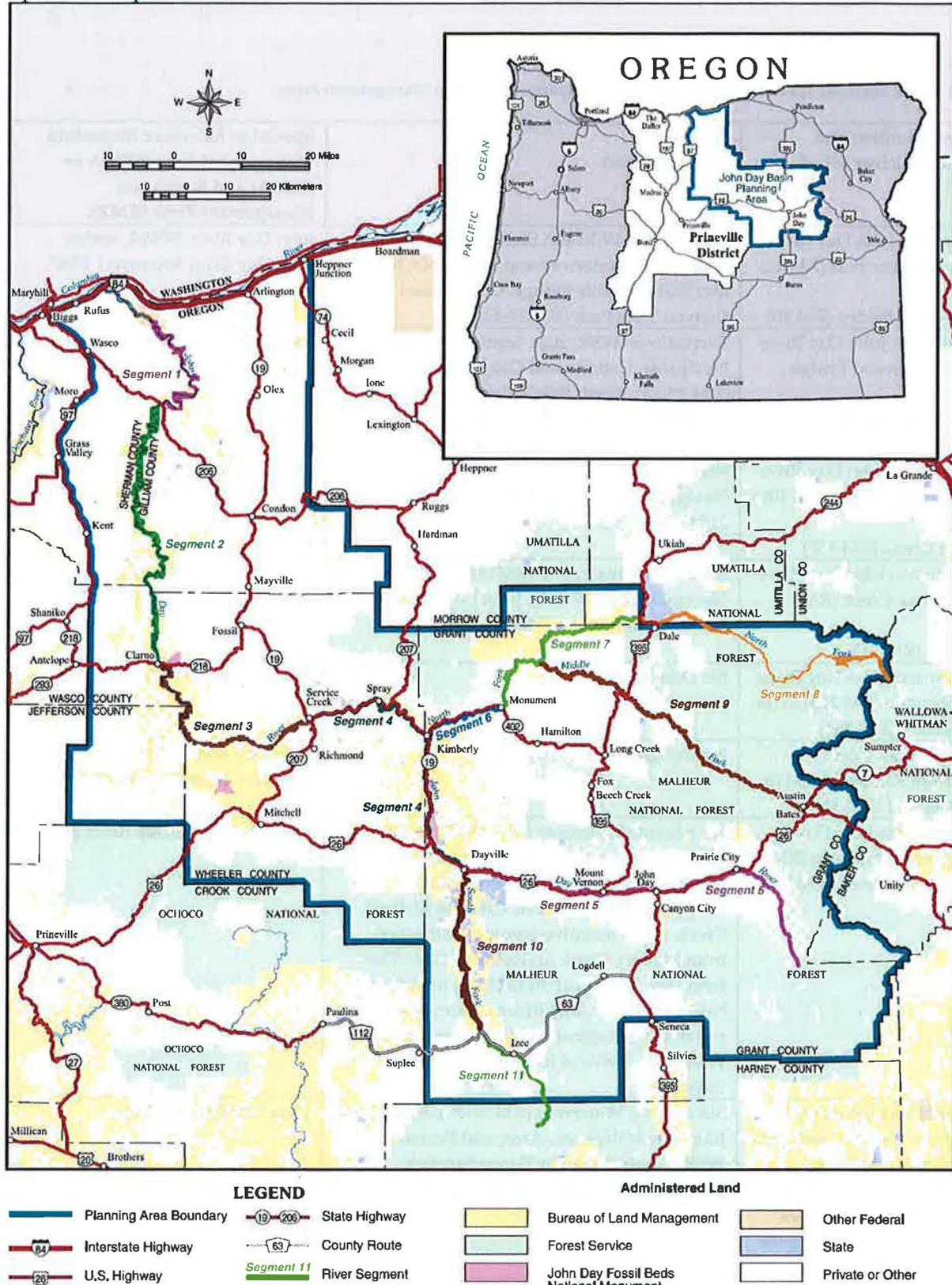


Figure 3 - River Segments, Existing Designations, and

Table 1 - River Segment Special Designations and BLM Special Recreation Management Zone

Segment Number and Location in River Miles (RM)	Special Designation(s)	Special or Extensive Recreation Management Area (SRMA or ERMA) and Recreation Management Zone (RMZ).
1- Mainstem John Day River from Tumwater falls (RM 10) to Cottonwood Bridge (RM 40)	Recreational Wild and Scenic River (WSR), State Scenic Waterway and Navigable, John Day State Wildlife Refuge, Cottonwood Canyon State Park (RM 29-43).	John Day River SRMA, within John Day River Segment 1 RMZ.
2 – Mainstem John Day River from Cottonwood Bridge (RM 40) to Clarno Bridge (RM 109)	Recreational WSR, State Scenic Waterway and Navigable, Cottonwood Canyon State Park (RM 29-43), North Pole Ridge Wilderness Study Area (WSA) (RM 85-95), Thirtymile/Lower John Day WSA (RM 46-83).	John Day River SRMA, within John Day River Segment 2 RMZ
3 – Mainstem John Day River from Clarno Bridge (RM 109) to Service Creek (RM 157)	Recreational WSR, State Scenic Waterway and Navigable, Spring Basin Wilderness Area (RM 113 to RM 119).	John Day River SRMA, within John Day River Segment 3 RMZ.
4 – Mainstem John Day River from Service Creek (RM 157)to Dayville (RM 213)	State Scenic Waterway (RM157-RM170) and Navigable (RM157-185), John Day Fossil Beds National Monument (RM 195-206).	John Day River SRMA, within John Day River Segment 4 RMZ.
5 – Mainstem John Day River from Dayville (RM 213) to the Headwaters (RM 284)	No Designations.	John Day Basin ERMA.
6 - North Fork John Day River from Kimberly (RM 0) to Monument (RM 16)	No Designations.	John Day River SRMA, within John Day River Segment 6 RMZ.
7 – North Fork John Day River from Monument (RM 16) to Camas Creek (RM 57)	State Scenic Waterway (RM 20-57), Public Access Easement (RM 40-57). Manage consistent with a tentative Recreation classification from Camas Creek to Mallory Creek, and a tentative Scenic classification from Mallory Creek to river mile 20.4. The John Day Basin RMP FEIS (2011) identifies the North Fork John Day River as administratively suitable for designation by Congress as Scenic WSR, with ORVs of fishery, scenery, and recreation.	North Fork John Day River SRMA.
8 – North Fork John Day River from Camas Creek (RM 57) to the headwaters	State Scenic Waterway (RM 57-79), North Fork John Day Wilderness Area, and Recreational WSR (administered by Forest Service).	John Day Basin ERMA.
9 – Middle Fork John Day River from the North Fork John Day River (RM 0) to the headwaters (RM 71)	State Scenic Waterway (RM 0-71).	John Day Basin ERMA.
10 – South Fork John Day River from Smokey Creek (RM 6) to County Road 63 (RM 35)	State Scenic Waterway, Recreational WSR (RM 6-35), Phillip W. Schneider (Murderer's Creek) Wildlife Area (RM 5-20), National Backcountry Byway, Aldrich Mountain WSA (RM 6-12), Black Canyon Wilderness Area (RM 14).	South Fork John Day River SRMA, within the River RMZ.

<b>Segment Number and Location in River Miles (RM)</b>	<b>Special Designation(s)</b>	<b>Special or Extensive Recreation Management Area (SRMA or ERMA) and Recreation Management Zone (RMZ).</b>
11 – South Fork John Day River from County road 63 (RM 35) to the Headwaters (RM 59)	Recreational WSR (RM 35-52).	South Fork John Day River SRMA, within the River RMZ.

## 2 Visitor Demographics

### Customer Demographics

Boating use on the John Day River varies by season and water level. There are opportunities for both day and multi-day trips. The primary attractions for the boaters are the scenery, fishing, and camping.

Recent customer demographics are available from the John Day River Study and a Visitor Survey from Priest Hole (Visitor Study). An understanding of current users is essential to this fee program. The Visitor Study revealed that 67% of visitors are male and 33% are female. Half of the users are between the ages of 41 and 60, with only 4% under 30. Few groups had children under 12 and hardly any groups had teenagers. Although large groups are occasionally encountered at Priest Hole, the average group size was 2-5.

Boater registration data collected in 1998 found that 33% of trip leaders came from central Oregon; 64% from outside central Oregon but within the tri-state area of Oregon, Washington, and California; and 3% from other states (John Day Wild and Scenic River Plan FEIS, June 2000).

BLM has very little local data on user willingness to pay for activities. Users living in urban settings may be used to paying fees for services because fees are more common in urban environments. In contrast, users living in rural settings may not be asked to pay fees very often. As a result, BLM anticipates users from rural settings will be less will to pay boater SRP fees than those in urban settings. The John Day Basin is a very rural setting and very few registering boaters live within the John Day Basin. During on the primary boating season, 6% (13 out of 201) of boater registration forms listed a home city from within the John Day Basin (Condon, Mount Vernon, Antelope, Prairie City, Fossil, or John Day).

BLM staff conversations with users in the field indicate an understanding of the need to fund the care of the river and willingness to contribute to those efforts. Boaters expect BLM to reinvest fee income in the special areas where they are collected. As a result, this fee business plan directs BLM to spend income from fees in the field office and special area from which they are collected (Central Oregon Field Office and John Day River Special Management Area).

### American Indian Access Rights

Certain Treaties, Federal laws, and Executive Orders give special and unique standing to Native American Tribes. Tribes in this fee area include the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWSRO) and the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). The Klamath Tribe and the Burns Paiute Tribe also have interest in portions of this same area. All of these tribes have recognized traditional uses established on and/or near the John Day River. The CTWSRO is an active partner in planning and monitoring the John Day River. Direct consultation has occurred during land use plan development, and will continue as BLM implements its land use plans.

### 3 Recreation Use

#### Use Levels and Trends

BLM examined visitor use levels in the 2010 John Day River Study. This study also set the launch permit levels for segments two and three (during the primary boating season). River use varies depending on season and water flow. Boating generally occurs from mid- March through mid-July with some low water boating extending later into the summer. The Primary Boating Season begins extends from May 20th to July 10th. Although boating use levels for Segment One are not currently measured, BLM extrapolated Segment 1 use levels from 10+ years of data on Segments two and three.

Analysis of boating use for Segments Two and Three uses data from the 2008 primary boating season (see Table 2). BLM considers the 2008 season an example of a “good” year for water flows, and accurate, recent data. BLM data collected between 1998 and 2008 showed an average increase of 4% per year during the Primary Boating Season. The BLM recently began requiring permits and estimates that future boating use would either remain constant or slowly continue to increase (John Day River Study EA, 2010).

**Table 2 - Launches during the Primary Boating Season**

Segment ↓	Launches Recorded During the Primary Boating Season (May 20-July10)				
	1998 base	2006	2007*	2008	2009
2	217	241	184	274	327
3	298	444	433	465	506
<b>Total 2 &amp; 3</b>	<b>515</b>	<b>685</b>	<b>617</b>	<b>739</b>	<b>833</b>

Table 2 lists boater days for Segments 2 and 3 during the years 1998 through 2008. Note that visitor use was collected through voluntary registrations on the “honor system.” In addition, use varies with water flows and visitation may vary considerably from year to year. When a low water year occurs, fewer groups launch during the Primary Boating Season. However, one year’s reduced launches can be balanced with increased launches on the John Day River during high water years. The increased use during high water years is the result of displaced boaters from other Western rivers which become too dangerous to float at high flows.

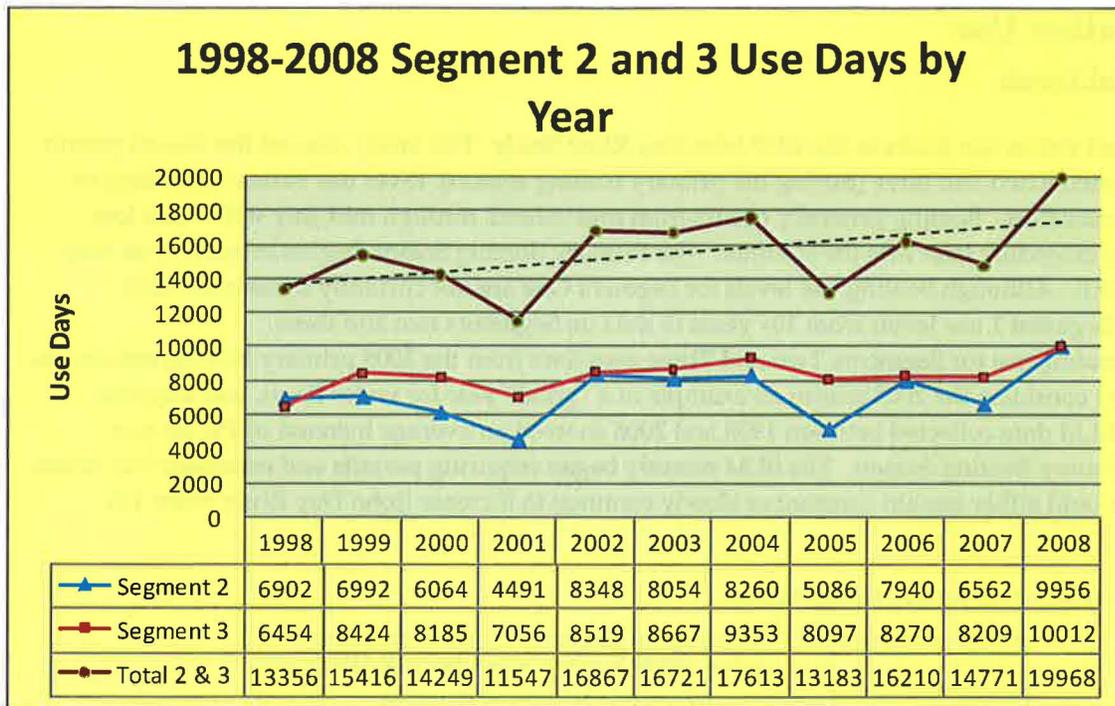


Figure 4 - John Day Wild & Scenic River Use-Days, Segments 2 and 3, 1998-2008

Intensity of Visitor Use

From 1998-2010, BLM conducted intensive recreation monitoring of areas visited by boaters to determine the effects of boating use on recreation resources. This monitoring, together with additional resource specific monitoring of scenery, fish, wildlife, geologic, paleontological, archaeological, historical, botanical, and ecological values, indicates that Outstandingly Remarkable Value (ORV) of this Wild and Scenic River were being protected and enhanced. Monitoring of known paleontological, historical and botanical sites was not affected by recreation boating use between 2000 and 2010. Monitoring of known cultural sites show that unauthorized excavation of some sites has occurred, however evidence suggests that the vandalism is not tied to recreational boating.

The effects of recreational boating on wildlife, fisheries, botanical, ecological, and scenery are indicated by vegetative conditions. Between 1995 and 2005:

- sites occupied by willow have increased seven fold
- Properly Functioning Condition ratings for the river riparian areas were completed in 2008 and indicated that the vast majority of reaches either were in an upward trend or were properly functioning.
- Increased riparian vegetation has improved scenery by making many boater campsites less visible from the river

However, monitoring also indicated that social aspects of the recreation ORV were under stress during peak use periods when increasing boater use was causing the quality of the recreation experience available to boater to decline. Boating use on Segments Two and Three had reached levels that required BLM to prescribe the capacity of the river to support boating use in order to maintain the quality of the boating recreation experience (John Day River Study EA 2010).

As a result, of the 2010 John Day River Study Environmental Analysis and public comments, BLM set boater capacity during the Primary Boating Season and accordingly limits the number of permits issued. The application of a fee to these permits will not affect the allocation of use.

## 4 Financial Analysis

### Operating costs – Permit Administration

BLM anticipates a low cost for fee collections because the BLM already uses an on-line system for permit reservation and will only need to enable collection of payment. The last three years, of the costs for administering the *commercial* Special Recreation Permits averaged \$8,000 (see Table 3.) BLM estimates the additional administration of the *non-commercial permit* system will cost \$5,000. This low cost is based on the short primary boating season (52 days), the existence of infrastructure of the on-line permit system and efficiency of splitting staff training costs with those associated with fee collection on the Deschutes River and elsewhere.

For Context, administration of the commercial SRP system cost the BLM \$8,000 (on average) over the last 3 years, while the income from these commercial SRPs have averaged almost \$11,000 per year.

**Table 3 - Average Cost of Commercial Permit Administration**

Year	Allocated Funding for Permit Administration Costs
2009	\$ 6,350
2010	\$ 6,972
2011	\$ 10,611
<b>Average</b>	<b>\$ 7,978</b>

**Table 4 - History of Commercial Fee Income**

Year	John Day River Commercial SRP fees income
2007	\$ 12,866
2008	\$ 11,549
2009	\$ 11,104
2010	\$ 9,315
2011	\$ 7,515
2012 *	\$ 13,452
<b>Average</b>	<b>\$ 10,967</b>

\*through 3rd Quarter

The cost of building the on-line system has been borne by the permit system. BLM configured the permit system website during 2010-2011. BLM occasionally fine-tunes the on-line permit system and continues to make minor adjustments. BLM anticipates a low cost for addition of a payment system to the existing permit website.

### Operating Costs

Table 5 displays the budgeted operating costs for the John Day River Special Management Area in Segments One Two and Three. BLM generated these costs by detailed construction of operating expenses, including mileage of individual vehicles, employee salaries, supplies, engineering cost estimates and administration. BLM compared the Table 5 budgets to historic operating costs, the Fee Calculator Tool and the maintenance costs from the Federal Asset Management System (FAMS).

**Table 5 - Operating Budget under various Fee Rate Options**

	\$15 fee	\$10 fee	\$0 fee
<b>Operations</b>	Sum of Full Operating Budget	Sum of Reduced Operating Budget	Sum of Operating Budget without fees
Float Patrol & Launch Site Field Staff (Service Creek to Cottonwood Bridge)	\$ 86,181	\$ 75,152	\$ 56,022
Maintenance of restrooms and facilities at river access points	\$ 20,641	\$ 20,641	\$ 20,641
Field Staff Supervision	\$ 15,820	\$ 12,656	\$ 9,492
Launch Site Improvement Fund	\$ 14,000	\$ 11,200	\$ -
Law Enforcement	\$ 10,210	\$ 10,210	\$ 5,105
Float Patrol (Cottonwood Bridge to McDonald Crossing)	\$ 8,164	\$ -	\$ -
River Protection Monitoring	\$ 7,543	\$ 7,543	\$ -
Boater Permit Administration	\$ 6,840	\$ 6,840	\$ 6,840
Commercial Permit Administration	\$ 4,575	\$ 4,575	\$ 4,575
Volunteer Coordination	\$ 2,945	\$ 1,473	\$ -
(blank)			
<b>Grand Total With Volunteer Program</b>	<b>\$ 176,919</b>	<b>\$ 150,290</b>	<b>\$ 102,675</b>
<b>Grand Total WITHOUT Volunteer Program</b>	<b>\$ 183,854</b>	<b>\$ 151,478</b>	<b>\$ 104,005</b>
<b>Cost Savings of Volunteer Program</b>	<b>\$ 6,935</b>	<b>\$ 1,188</b>	<b>\$ 1,330</b>

BLM is preparing to reduce operating expenses by implementing a volunteer program for float patrol assistance. Under the proposed \$15 fee, the Volunteer Program would save almost \$7,000 per year. .

Below are detailed descriptions of the Operation categories listed in Table 5. For an itemized accounting of these costs, see Appendix C.

**Float Patrol & Launch Site Field Staff (Service Creek to Cottonwood Bridge)**

BLM field staff, consisting of a River Ranger and a Float Assistant, floats the river in teams from May20st to July 10th. The River Ranger stops in each camp, request to see the boater permit and conduct Leave No Trace education. They also remove garbage, human waste and fire rings. Physical and social data is collected during these float trips, such as campsite conditions and general user sentiment. River Rangers are trained in wilderness first responder and swift water rescue. They provide emergency response and satellite communications, when needed. These staff conduct compliance monitoring of Special Recreation Permits for commercial use (are they in compliance with the stipulations for their SRPs and monitoring for unauthorized commercial use). A recreation aide staffs launch sites. They conduct basic restroom maintenance and pick up trash in the parking lot. At the launch, the recreation aide provides Leave No Trace education, safety information, strategies for rapids, maps, guidebooks, toilets, fire pans, contact information for shuttle providers, and information about rapids and river campsites. River staff

with BLM radios often provides a communications link where cell service is lacking. This enables groups to connect lost parties, contact shuttle providers, call tow trucks and emergency services.

#### Float Patrol (Cottonwood Bridge to McDonald Crossing)

BLM staff, consisting of a River Ranger and a Float Assistant, float the river in teams from May 20th to July 10th and fall (steelhead fishing season). These work months would probably be half time because river use is likely to be less in this segment. The River Ranger stops in each camp. They request to see the boater permits and conduct Leave No Trace education. They also remove garbage, human waste and fire rings. Physical and social data is collected during these float trips, such as campsite conditions and general user sentiment. River Rangers are trained in wilderness first responder and swift water rescue. They provide emergency response, when needed. A second seasonal is required to serve as a Float Assistant to the River Ranger in order to meet the 2 person rule for safety. These staff conduct compliance monitoring of Special Recreation Permits for commercial use (are they in compliance with the stipulations for their SRPs and monitoring for unauthorized commercial use).

#### Maintenance of restrooms and facilities at river access points

This covers maintenance of restrooms, facilities, and signs, at all developed and dispersed sites along the river between Kimberly and Cottonwood (excluding 3 Fee Campgrounds and half of the expenses at Service Creek). Staff cleans restrooms, picks up litter, installs and maintains signs, mows weeds, acts as a project inspector for the toilet pumping contracts, conducts minor repairs on facilities, and stocks restroom supplies. During the course of the maintenance duties, this staff also offers assistance to the public.

#### Field Staff Supervision

The Supervisory Park Manager coordinates the operations of the two river systems (John Day and Deschutes) is the official supervisor of the field staff.

#### Launch Site Improvement Fund

This would provide funding to improve and maintain boat launches through time. In particular, the public has expressed a desire to have the Clarno boat ramp expanded. BLM estimates the cost of improving the Clarno Boat Ramp at \$24,000 for construction and \$24,000 in public involvement and environmental analysis in the NEPA process.

#### Law Enforcement

A law enforcement officer will be available to assist with emergencies and to enforce regulations regarding oversized groups, out-of-season campfires, shooting, unauthorized guiding, and other issues.

#### River Protection Monitoring

River protection monitoring includes the Limits of Acceptable Change (LAC) Monitoring and the annual systematic gathering of physical conditions at representative campsites along the John Day River Corridor. The monitoring is designed to answer the management question: Is BLM river management (education, law enforcement and public communication) effective at protecting ORVs, scenic quality, cultural resources, recreation experience, and campsite condition.

### Proposed Fee Structure

Users currently obtain an online launch permit to boat between Service Creek and Cottonwood Bridge during the peak use season of May 20 and July 10. Under the fee proposal, users would pay for the first two people on the trip when they reserve their launch permit. For day-use permits, groups may add people to the trip, up to the day of the launch, by paying the additional use fee. For overnight trips, groups may add people to the trip, up to 10 days before the launch, by paying the additional use fee. All fees would be non-refundable.

This Special Area fee change will comply with the requirements for public notice. Fees charged along the John Day River Special Area apply to all users of the area including private, non-commercial visitors, clients or guests of commercial permittees, and/or participants or spectators in a competitive event. Fees collected would be credited to the Prineville District Office.

BLM does not currently collect fees in this area. However, BLM does collect fees on the approximately 21 Commercial Special Recreation Permits. Rates and increases for the commercial SRPs are set at a national level and are not subject to review by a Resource Advisory Committee.

Based on current funding expectations for the 2013 fiscal year, BLM developed the following three options to demonstrate a varied level of service and fee collection: no fees, \$10 fee, or \$15 fee.

BLM also analyzed a fee increase in three years to \$20 per person per launch to cover half of operating costs; however, this option was dropped from this proposal. BLM may address it again in the future and will continue to work with local communities, river users and the Recreation Advisory Committee on future fee increases.

### Full Operations Budget (\$15 fee per person)

The 100 percent coverage option is the preferred alternative. While it would increase service from no fees and the reduced coverage alternative, collecting fees at this level would mean having the services listed in the reduced service program, as well as:

- Vault toilets at launch points will continue to be maintained
- Float patrols and river campsite cleanup will be continued at 64 BLM workdays for the boating season, to cover Segments 2 and 3 (118 river miles staffed by one temporary river ranger position and a volunteer float assistant)
- Law enforcement patrols will be continued at 2011 levels
- Public contacts and Leave No Trace education at launch sites will be continued at 2011 levels
- Limits of Acceptable Change river protection monitoring will be continued.
- Garbage dumpsters will be added at Clarno and Cottonwood take-out sites
- A launch site improvement fund will be established to improve the Clarno boat ramp and other ramps within four to five years.
- Float patrols in Segment 1 (downstream of Cottonwood Bridge) will begin in fall 2013

These services will mean boaters can expect float patrols and river campsite cleanup to occur at 2011 levels to regularly remove trash, human waste, and fire rings from boat-in campsites. Volunteer float assistants will travel with a river ranger to take the place of hiring a paid float assistant. A law enforcement officer will be available to assist with emergencies or to enforce regulations regarding oversized groups, out-of-season campfires, shooting, and unauthorized guiding. Launch sites will be staffed at 2011 levels and Leave No Trace education will continue to be a priority. An ongoing program to monitor the long-term health of the river and protect river values over time will be continued. When

Cottonwood Canyon State Park opens in fall 2013, the BLM will begin regular Segment 1 float patrols to clean campsites and monitor the effects of increased river use. Boaters will be able to dump their river garbage at Clarno and Cottonwood take-out sites. The Clarno boat ramp will be widened to reduce congestion. The distribution of fee income expenses under this proposal are displayed in Figure 5

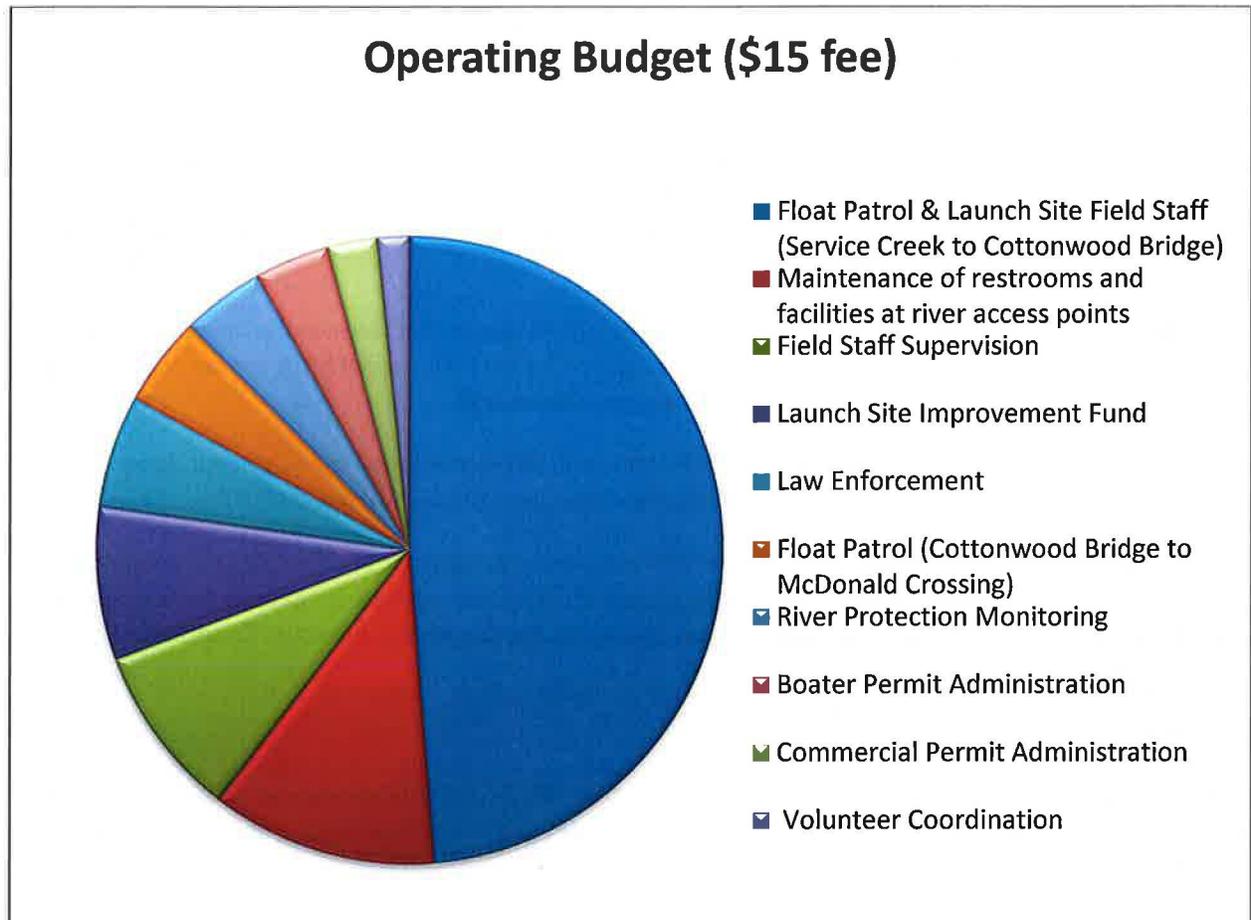


Figure 5 - Distribution of Proposed Operating Budget

#### Reduced Operations (\$10 fee per person)

Based on current funding projections, BLM is anticipating additional decreases in allocated funding for recreation and other programs. With this decrease, BLM will be unable to add float patrols in Segment 1 (downstream of Cottonwood Bridge) when Cottonwood State Park opens in 2013. In addition, BLM expects the reduced coverage option to cover 85% of the services provided under the \$15 fee option, specifically:

- Vault toilets at launch points will continue to be maintained
- Float patrols and river campsite cleanup will be decreased by 50% (from 64 to 32 BLM workdays) for the boating season, to cover Segments 2 and 3 (118 river miles staffed by one temporary river ranger position and a volunteer float assistant)
- Law enforcement patrols will be continued at 2011 levels
- Public contacts and Leave No Trace education at launch sites will be reduced by 13% from 2011 levels
- Limits of Acceptable Change river protection monitoring will be continued.

- Garbage dumpsters will be added at Clarno and Cottonwood take-out sites
- A launch site improvement fund will be established to improve the Clarno boat ramp and other ramps within four to five years.

This middle range of services will mean boaters can expect float patrols and river campsite cleanup to occur less frequently than 2011 levels to remove trash, human waste, and fire rings from boat-in campsites. Volunteer float assistants will take the place of hiring a paid float assistant to travel with the one paid river ranger position. A law enforcement officer will be available to assist with emergencies or to enforce regulations regarding oversized groups, out-of-season campfires, shooting, and unauthorized guiding. Launch sites will be staffed at less than 2011 levels and less Leave No Trace education will occur. An ongoing program to monitor the long-term health of the river and protect river values over time will be continued. Boaters will be able to dump their river garbage at Clarno and Cottonwood take-out sites. The Clarno boat ramp will be widened to reduce congestion.

#### Minimal Operations Budget under the No fees option

Based on current funding projections, Prineville District is anticipating additional decreases in allocated funding for recreation and other programs. With this decrease, the no fee option is expected to provide 58 percent of the services provided under the \$15 fee option, specifically:

- Vault toilets at launch points will continue to be maintained
- Float patrols and river campsite cleanup will be decreased by 75% (from 64 to 16 BLM workdays) for the boating season, to cover Segments 2 and 3 (118 river miles staffed by one half-time temporary river ranger position and a volunteer float assistant)
- Law enforcement patrols will be reduced by 50% from 2011 levels
- Public contacts and Leave No Trace education at launch sites will be reduced by 35% from 2011 levels

These reduced services will mean boaters can expect very little river campsite cleanup resulting in more trash, human waste, and fire rings in boat-in campsites. Volunteer float assistants will travel with one half-time river ranger position. There will be less BLM law enforcement personnel to assist with emergencies or to enforce regulations regarding oversized groups, out-of-season campfires, shooting, and unauthorized guiding. Launch site staffing will be reduced, and there will be a decrease in Leave No Trace education efforts. An ongoing program to monitor the long-term health of the river and protect river values over time will be discontinued. There will be no funds available to add garbage collection at Clarno and Cottonwood take-out points and no funding for improvements to the Clarno boat ramp.

Revenue

BLM based estimated fee income by multiplying the number of launches in 2008 (Table 2) by the proposed fee rate and the average group size. BLM used the 2008 boater registration data to estimate the number of launches because the 2008 primary boating season to be an example of a “good” year for water flows, and accurate, recent data. The 2008 BLM boater registration for Segment One recorded 50 people floated that segment during the primary boater season. In order to reflect recent increases in Segment One use and anticipated increased use when the Cottonwood Canyon State Park opens, BLM field staff recommended estimating revenue from Segment One launches to 80 and reducing the group size to three (for the purposes of estimating revenue). The anticipated future fee revenues in the John Day River Recreation Area range from \$80,660 to \$56,400, as listed in Table 6.

Table 6 - Fee Revenue by Rate

Segment	Avg Trip Length	Average Group Size	Launches (Over Night)	Launches (Day)	Estimated Fee Income by Rate	
					\$ 5 Day and \$10 overnight	\$ 7.50 Day and \$15 overnight (Proposed)
1	1	3	80	300	\$ 6,900	\$ 10,110
2	5	5	275	0	\$ 13,750	\$ 19,250
3	2.5	5	465	500	\$ 35,750	\$ 51,300
<b>TOTAL</b>					<b>\$ 56,400</b>	<b>\$ 80,660</b>

Overhead or Indirect Costs

Indirect costs represent those administrative and program costs which can be attributed to processing the application. Indirect costs include a portion of the costs of equipment, space rental, telephone services, postage, personnel transfer costs, administrative and clerical support, training, safety, public information, cartography and basic series mapping, aviation management, telecommunications, equipment maintenance, and systems design and implementation. Indirect costs do not include the costs, which directly attributed to providing a specific service, or executing a specific project such as a campground rehabilitation project, (those are direct costs).

The Prineville District Office incurs indirect costs to support the management and protection of the John Day River. Front desk staff answers questions from phone calls, emails and office visitors. Administrative staff provides safety training, computer support and human resources assistance. The BLM may use not more than an average of 15 percent of total recreation generated revenues collected under the FLREA for administration, overhead, and indirect costs related to the recreation fee program. Due to the relatively short duration of the primary boating season on the John Day River, only 10% of boater SRP fees are budgeted for indirect costs. Federally allocated funds are budgeted to contribute up to 33% in indirect costs. BLM based this rate on 2011 and 2012 indirect costs on the Prineville District.

## Cost Recovery

BLM based the rates for the John Day River Boater Permit System and general management of the Special Recreation Area on Cost Recovery Analysis. In estimating cost recovery and income, BLM assumed that a combination of fees, grants, volunteers and partnerships would contribute to future operations on the John Day River.

BLM allocated approximately \$110,000 of recreation funds and \$25,000 in maintenance funds to operate and maintain the John Day River Special Recreation Area in Segments One, Two and Three. BLM assumes these allocations will continue. After implementing the fee program on these Segments, the income from fees will augment these allocated funds. The percent cost recovery of the various fee rate options are shown in Appendix A, with the proposed fee rate providing approximately on third of cost recovery. Appendix A contains projected Income Statements for each fee scenario (\$15, \$10, or no fees).

Congress annually allocates dollars to the BLM. Subsequently, Districts receive an annual work plan with directives tiered from the Department of the Interior, the national BLM, and the Oregon/Washington State Office of the BLM down to the local Field Offices. The annual work plans for 2010-2012 have directed BLM to spend \$110,000 of recreation funding and \$25,000 of maintenance funding on the Lower John Day WSR. Commercial SRPs contribute an average \$11,000 per year (Table 4). Together these sources of income provide approximately \$146,000 of funding. The percentages of cost recovery from individual boater SRPs, Commercial SRPs and federally appropriated funding are displayed in Figure 6.

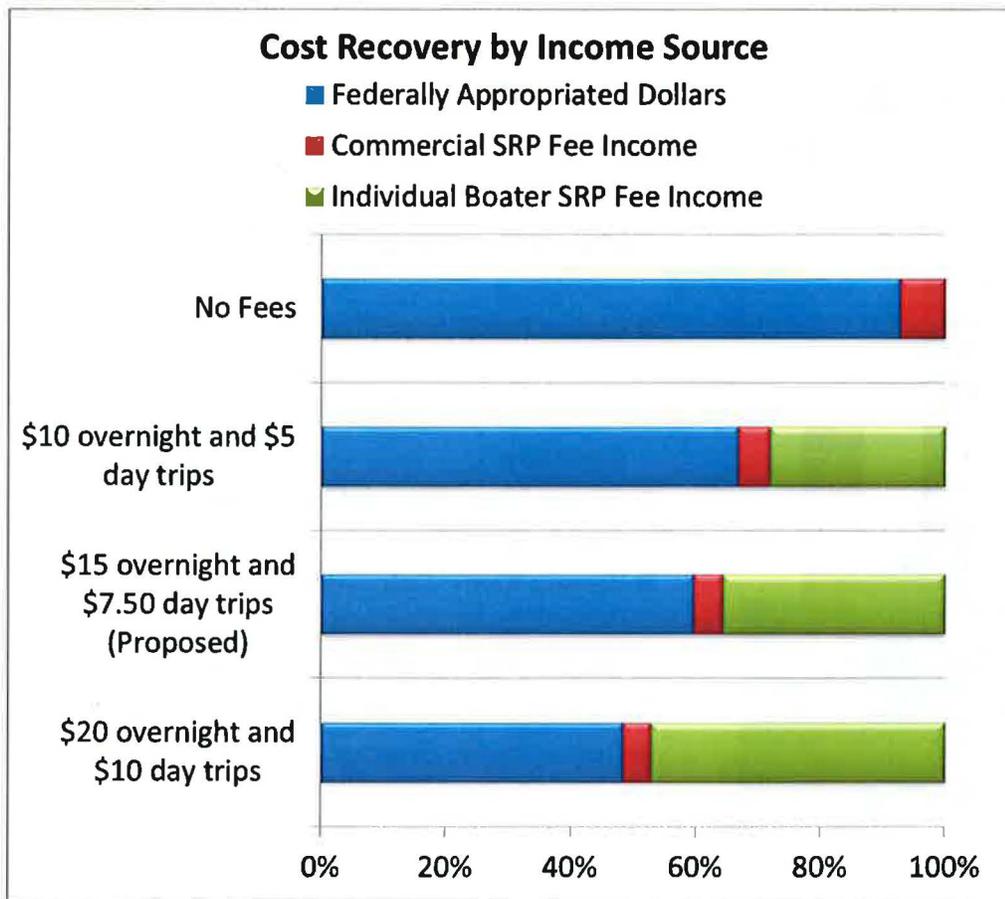


Figure 6 - Cost Recovery by Income Source

## 5 Fair Market Value

A fair market value is the competitive price for a good, resource, or service. The fair market value is what the private sector would charge for a similar service or opportunity. This pricing method is intended to explore what private sector based competitive pricing would look like and to use the information to compare to cost recovery-based prices. BLM considered comparable fees charged by other public agencies and nearby private sector operators to analyze the fair market value of the proposed boater SRP fees. BLM analyzed areas offering a commensurate experience and include:

- Rogue River, Oregon
- Main Salmon River, Idaho
- Lower Deschutes River, Oregon
- Green River (Lodore Canyon), Colorado
- Green River (Desolation/Gray Canyon), Utah
- Yampa River, Colorado
- San Juan River Mexican Hat to Clay Hills Crossing), Utah

Many of these rivers had a different fee structure than the John Day River, such as charging per day instead of per launch. In order to compare costs, the fees from these commensurate rivers were translated into per person 5 day trips. The complete fee structures and fee rates of these commensurate experiences are display in Appendix B. The proposed \$15 fee for overnight launches is commensurate with fees charged on other rivers (see Figure 7).

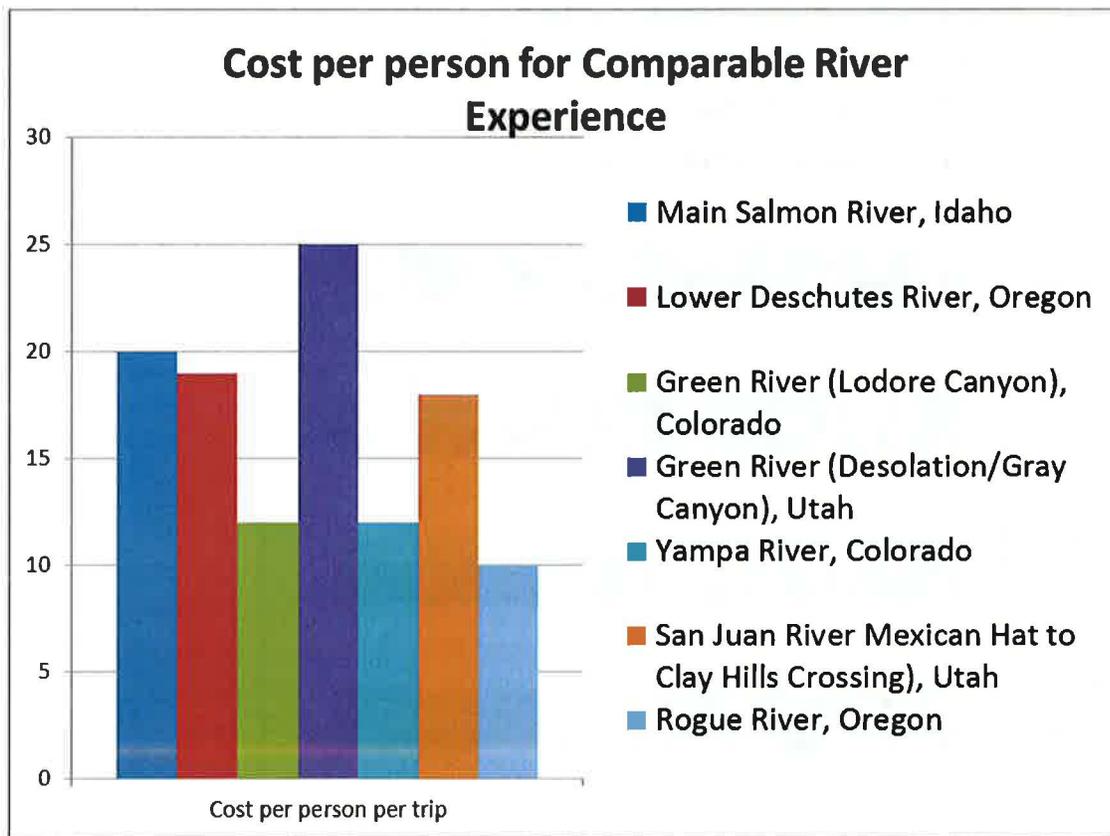


Figure 7 - Cost per person for Comparable River Experience

In addition to the above consideration of comparable fees on charges elsewhere and by other public agencies, FLREA also directs BLM to consider fees charged by nearby private sectors. Thirtymile (Segment Two) is the only place along the John Day River where the public can pay for boating access on private land. The fee charged by the private landowner includes a per boat and a per person charge. However, these fees are not an accurate comparison because the private landowners are charging a fee to use their road and cross private land. Whereas, BLM is proposing to charge a fee to float the river to assist with the cost of maintaining boater services along the entire river, not just access points. In addition, boaters who launch or takeout at Thirtymile will still need to acquire a boater SRP.

The day use boating fees would be set at half of the overnight fee. Boaters floating for only one day would pay \$7.50 or \$5 (under the \$15 fee or \$10 overnight fee scenarios, respectively). Both of these rates are within the range boaters pay to float the Deschutes River (\$2 for weekdays and \$8 on weekends).

## 6 Objectives for Use of Fee Receipts

### John Day River Boater Permit Fee Receipt Objectives

For the John Day River Special Use area, the objective for additional fee receipts would be to protect and enhance Outstandingly Remarkable Values and to provide high quality non-commercial and commercially guided recreational boating opportunities consistent with the desired recreation setting character. For a complete description of the Wild and Scenic River's Values, SRMA, ERMA and RMZs, see the John Day Basin RMP (available at: [www.blm.gov/or/districts/prineville/plans/prinevillermmp.php](http://www.blm.gov/or/districts/prineville/plans/prinevillermmp.php)). The RMP includes information on each River Segment's proposed marketing, recreation niche, beneficial outcomes, outcome objectives, targeted recreation opportunities, character settings and land use allocations from other resource programs. Specific improvements to be funded by the fee receipts are detailed, by fee rate option, in the Financial Analysis Section of this Fee Business Plan and in the Appendix C, which lists budgeted line item expenditures in the Financial Analysis.

BLM does not intend to use new fees to fund all overhead work. The intent is that the new fees provide additional funding and that the fee-paying visitors will notice a positive difference related to the fees they pay. BLM will not supplant federally appropriated dollars with fees collects in this Special Management Area.

Boaters want to use fees to take care of the river. Some of the suggested improvements include launch site upgrades at Clarno and trash service at take-outs. Each year BLM would set aside a portion of boater SRP fees for the Launch Site Improvement funds (see the description in the Financial Analysis Section). When sufficient funds accrue, BLM would implement the improvement projects.

## 7 Social/Economic Impacts

### Effects on Users

Compared to free use, the proposed boater use fee will increase costs incurred by boaters. In order to float the John Day River, boaters make expenditures on camping, equipment rental, fishing licenses, gas, grocery stores, guides, hotels, vehicle shuttles, car rentals, restaurants, and other supplies. The average expenditure per user per day for commercial and non-commercial trips is estimated at \$153 and \$89, respectively (John Day River Study EA, 2010). Initially BLM considered boater SRP fees of \$20 per person per launch (\$10 for day trip only). However, this could result in an 11% increase in expenses for a commercial day trip. BLM determined this was too great of an initial increase and instead decided to propose a \$15 per person per launch fee (\$7.50 for day trips). The proposed boater SRP fees of \$7.5 for a day trip permit and a \$15 for an overnight permit would slightly increase the boater expenditures. During the average trip length of 5 days, the proposed fee would increase expenditures by approximately 3% for a 5-day non-commercial trip. The largest proportional increase would be on commercial day trips, where expenditures would increase 8%. BLM does not anticipate that these small increases in user expenses will affect the amount, duration or season of local or non-local boaters floating the John Day River.

In order to analyze potential economic effects to users, BLM examined county unemployment rates from the home county of the trip leader registration forms and the proportion of boaters with trip leaders from those counties. According to the trip leader registration information, Deschutes and Wheeler County provide the largest proportion of boaters. Unemployment rates for the boaters from Deschutes and Wheeler Counties was 1-3% higher than boaters from Multnomah, Clackamas, Washington, Lane and King Counties (Eugene, Portland, and Seattle).

<u>County of Boater Registration Trip Leader</u>	<u>2008 Unemployment Rate</u>	<u>2012 Unemployment Rate</u>
<b>Top 2 Counties, 28% of Boaters</b>	<b>7.1</b>	<b>11.5</b>
Top 3-7 Counties, 28% of Boaters	5.7	8.3
Bottom 89 Counties, 42% of Boaters	6.4	10.2

<b>County</b>	<b>2008 County Unemployment Rate</b>	<b>2012 County Unemployment Rate</b>	<b>Percent of Total Boaters (via trip leader)</b>
<b>Deschutes, OR</b>	<b>8.1</b>	<b>12.4</b>	<b>17.2%</b>
<b>Wheeler, OR</b>	<b>5.8</b>	<b>9.9</b>	<b>10.6%</b>
Multnomah, OR	5.8	8.2	9.7%
Clackamas, OR	5.7	8.6	6.0%
Washington, OR	5.3	7.6	5.3%
Lane, OR	6.7	9.4	4.8%
King, WA	4.4	7.8	4.1%
Crook, OR	9.9	15.1	3.4%
Gilliam, OR	4.3	6.5	3.1%
Klickitat, WA	7.6	10.8	2.7%
Jackson, OR	7.9	12	2.7%

Wasco, OR	6	8.6	2.7%
Clark, WA	7.1	13.1	2.2%
Jefferson, OR	10	12.9	2.2%
Marion, OR	6.6	10.3	2.0%
Benton, OR	4.7	6.5	1.7%
Yamhill, OR	6.4	9.3	1.6%
Grant, OR	10.5	14.4	1.6%
Linn, OR	7.7	11.4	1.0%
Umatilla, OR	6.5	8.9	1.0%
Eighty-nine counties, each accounting for less than 1% of total boaters	5.3	8.5	42.2%

Effects on Local Economies

On their way to the river and once they arrive, non-local boaters spend money on goods and services. These expenditures contribute to the local economy. Non-local boaters would spend this money elsewhere if the river recreation opportunities did not exist. As an example, the National Association of Theater Owners said the average ticket price for 2011 was \$7.93, up about 0.5 percent from \$7.89 in 2010. This is commensurate with the proposed \$7.50 fee for a day-use launch permit on the John Day River.

Results from the economic analysis in the John Day Study EA suggest that boaters provide employment and income to the local economy (four county area including Gilliam, Sherman, Wasco and Wheeler Counties). Boaters annually generate approximately 32 total jobs (full-time, temporary, and part-time) and \$1.06 million in labor income. However, these contributions amount to less than one percent employment and labor income within the four-county analysis area economy (John Day River Study EA, 2010). BLM does not expect effects to local economies because of the 3-8% increase in user expense. In addition, BLM intends to invest fee income in river protection and recreation opportunities that draw non-local users to spend their recreation dollars in the local economy.

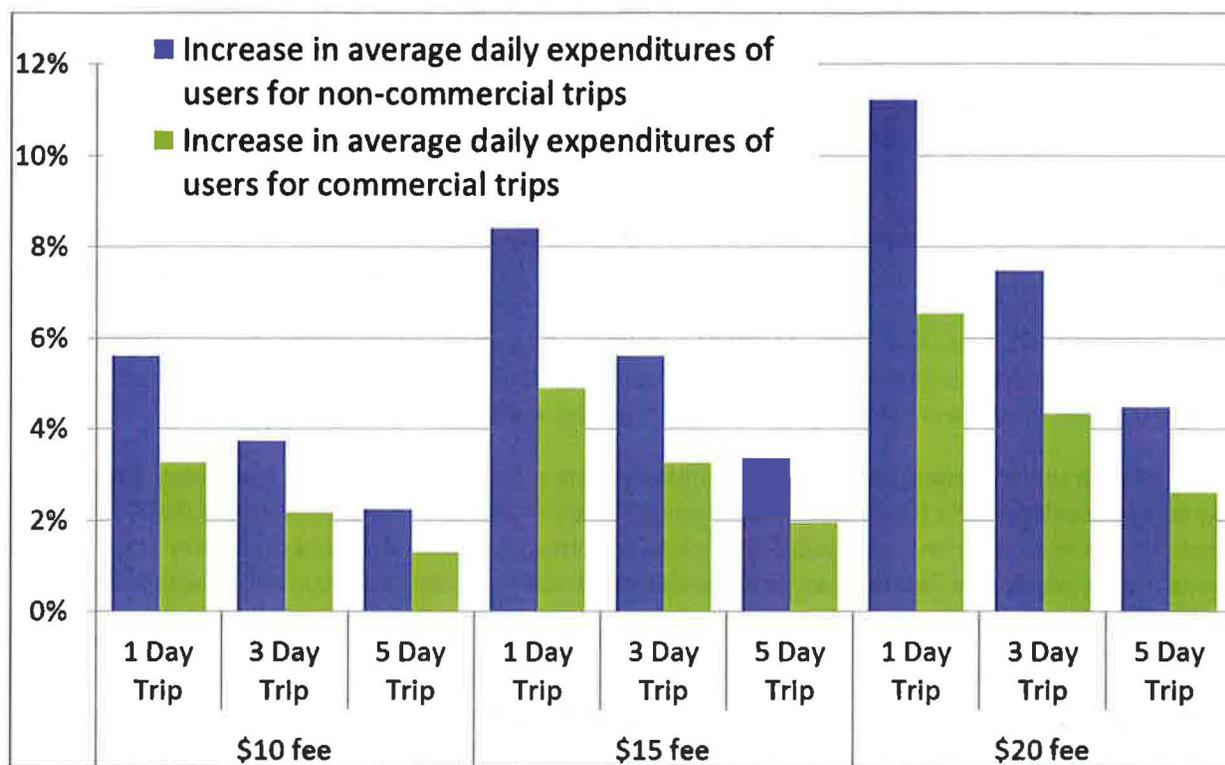


Figure 8 - Percent Increase in Expenditures per User per Day by various boater SRP fee rates

In compliance with the FLREA Sec 803(c)(4) the fee would not limit the use of recreation opportunities only to areas designated for collection of recreation fees. BLM is proposing a fee free area on a short segment of river at Priest Hole Recreation Site in Segment Three. River users may also float the John Day River free, by floating outside of the primary boating season or by floating a segment of river not requiring a permit (Segments 4-7), which are also free. Approximately one-third of users already float the river outside of the primary boating season and a tenth float in the river segments not requiring a permit (Segments 4-11). As a result, the economic impact would be focused the users who float during the primary boating season and on Segments One, Two, and Three.

Effects on Commercial Guides and Outfitters

Although BLM is still collecting public input, one commercial guide expressed hope that fees would have the side effect of reducing hoarding of permits. Hoarding of permits was a challenge during the first limited use season of 2011.

In 2011, a total of 2,300 on-line permits were issued for launch dates within the limited use season. About 65 percent of the original permits were subsequently canceled by the trip leader prior to the launch date, or auto-canceled for failure to confirm. Of the 800 remaining valid permits, approximately 300 trips or 38 percent failed to launch and were considered to be no-shows. Actual launches numbered approximately 500.

Permits for popular launch dates were depleted very soon after they were released; within minutes in some cases. This artificially high demand was determined to be a result of permit hoarding, in which several or all members of a boating group each obtained a permit for different launch date, then “sat on”

multiple permits until the group decided which date they preferred to launch. Some groups “sat on” excess permits for months, confirming each permit in order to buy more time to decide on a preferred launch date. Once the boating group settled on a launch date, some excess permits were canceled, but others were not. Excess permits that were not canceled, but had already been confirmed by the trip leader, became no-show trips.

The John Day River experienced two separate flood events in May 2011, with the Service Creek gauge recording the second and third highest flows on record. Due to high flows during the limited use season, the majority of boaters chose to cancel their original permit and obtain a new permit for a later date when water levels would be lower. As a result, the BLM experienced a very high volume of phone calls from boaters requesting assistance in re-scheduling their trip. BLM assistance was not necessary in order to re-schedule a trip, but most users preferred to have a live person walk them through the process.

Sixty-five percent of the permits obtained on the initial permit release dates of March 1 and May 1 were subsequently canceled by the trip leader or auto-canceled due to failure to confirm. Many of these canceled permits were later re-issued to other trip leaders, but some went unused because they were confirmed by the trip leader, but not canceled (no-shows) or were canceled too close to the launch date to be used by another trip leader.

Hoarding is hampering the success of the permit system and will continue to do so until a non-refundable fee is due at the time a permit is issued. Hoarding is a practice in which each member of a family or a boating group attempts to obtain a permit for a different launch date (for example, every Friday in June; or June 16, 17 and 18) so that the group has flexibility to select a launch date later based on water flow, weather forecast, vacation schedules, or convenience. In the meantime, multiple permits are tied up, preventing other users from obtaining desired permits. Some of the unused permits are canceled by the “family and friend” trip leaders, but not always in time for permits to be re-allocated. Some who participate in hoarding don’t bother to cancel their unused permits at all. Hoarding will continue to be a problem until a non-refundable permit fee is charged. The BLM has received many comments from boaters requesting that a non-refundable permit fee be charged in an attempt to reduce hoarding, and that all of the funds collected be used for on-the-ground river management. The BLM hopes to begin charging a non-refundable river use fee in 2014, with all fees returned back to the John Day River to be used to help pay for on-the-ground river management, such as launch site improvements, campsite clean-up, and river ranger patrols.

## 8 Rationale for New Fees or Fee Changes

The Oregon and Washington BLM State Director sets individual special recreation boater permit fees. The factors considered for setting fees included: costs of operating the permit system, special management costs related to the Special Area, comparability with other agencies or similar Special Areas, and fairness and equity among all users.

### Costs of Operating the Permit System

Under the current proposal, the costs of operating the permit system comprise a small fraction (less than 10%) of the overall fee income.

### Costs related to the John Day River Special Management Area

The budgeted expenditures (Section 5 Cost Recovery) of the fee receipts are for services and infrastructure that align with each Recreation Management Zone. These investments would maintain a high quality recreation opportunity for all users of the John Day Wild and Scenic River. The operating budget that is possible under the proposed fee rate provides funding for BLM to manage recreation programs and facilities in a manner that protects the resources, the public and their investment, and that fosters pride of public ownership.

BLM is not proposing to use fees to maximize revenue. BLM considered the operating budget under the no fee scenario. Without fees, reduced staffing would result in more trash, human waste, and fire rings in boat-in campsites. BLM law enforcement personnel would be less available to assist with emergencies or to enforce regulations regarding oversized groups, out-of-season campfires, shooting, and unauthorized guiding. Reduced launch site staffing would reduce Leave-no-trace education of boaters. Recreationists would experience increased trash, human, waste and fire rings. The no fee option would limit BLM's ability to fully protect and enhance the John Day River ORVs, especially recreation.

### Comparability with other agencies and similar Special Areas

The fair market value analyses (Section 6) demonstrated that the proposed fee is similar to fees charged elsewhere and by other public agencies. Under the proposed \$15 fee, recreational users assume an appropriate share (36%) of the cost of maintaining recreation programs and facilities and protecting the resources. The fee is equitable and assures that the United States is provided a fair return for recreational use of the public lands.

### Fairness and Equality Among Users

Although nothing in this fee proposal allocates use, the addition of a fee may act as a disincentive for non-commercial boaters to acquire only those permits needed. This may reduce hoarding. Hoarding permits affects all users by preventing access to permits. BLM considered the aggregate effect of recreation fees on recreation users and recreation service providers and found fees will only increase average daily user expenditures by 3-8%. This minimal increase is commensurate with increasing expenses of other recreational activities, such as theater movie tickets. BLM anticipates that non-local boaters will continue to contribute to local economies and provide recreation opportunities to local boaters throughout the year.

The public expressed concern over high unemployment rates during initial public comments on the fee proposal. BLM examined county unemployment rate of the boater registration addresses. However BLM found few correlations between unemployment rates and the geographic distribution of boaters who visit the John Day River. Almost one third of boaters registered a home address in Wheeler and Deschutes

Counties. Although these counties have high unemployment rates, unemployment rates are high across the nation and fees are not being unfairly assessed on an individual group of users.

## 9 Visitor Feedback Mechanisms

BLM is currently accepting public comment and feedback on recreation and visitor services for this area through a river focused email address ([BLM OR PR IDRiver Study@blm.gov](mailto:BLM_OR_PR_IDRiver_Study@blm.gov)), at the Prineville District Office front desk, from public contact field staff, by mail and by phone.

Boaters access the river at numerous launch points. This makes on-site contact of all boating parties impractical. The primary launch points are staffed during peak use days from May through July, when flows are adequate for boating. In order to communicate with the broad spectrum of users and stakeholders, BLM plans to inform the public on the use of fee revenues by annual posting a chart of expenditures at each launch site and on the BLM web site. BLM may provide additional information on the use of fee revenue through press releases, the annual commercial guide and outfitter meetings, and web site and social media postings.

## 10 Public and Stakeholder Participation

### Public Feedback through July 2012

Over the past 12 years, BLM asked for public comment through the following processes:

- John Day River Plan (February 2001)
- John Day River Social Survey (2000-2001)
- John Day River Study Environmental Assessment (2010)
- John Day Basin Resource Management Plan (JDBRMP expected October 2012)
- Posters at river launch and take-out sites, announcing fee proposal (May – July 2012)

Together these plans set the course for the management of the John Day River corridors and guided the development of this Fee Business Plan. Each plan included scoping and public comment periods where the public had the opportunity to provide input and request consideration of issues.

The John Day Wild and Scenic River Plan and Plan Amendment (2001) provided updated direction for land management within river corridors in the John Day basin and serves as the congressionally required Wild and Scenic River Plan for the designated Wild and Scenic Rivers within the basin. For this Fee Business Plan, the Public review of the John Day River Management Plan and EIS consisted of a 90-day public comment period and six public meetings. The public provided 503 public responses (letters, email, and telephone calls) and the public meetings were attended by 173 people. These public comments were analyzed and carefully considered by the partners in developing the final decisions in this plan.

The John Day River Study was initiated in 2001 with data collection and campsite inventories. In July 2008, public comments were solicited during a public review of the John Day River Study and its recommendations. A letter was sent to approximately 1,500 parties including 2005 and 2006 John Day River trip leaders, adjacent land owners, and other managing agencies directing them to a BLM website where on-line comments were taken. The letter also explained how to receive a paper copy of the John Day River Study and provide comments by mail. During a 45-day scoping period, BLM received 29 public comments.

On August 2009, the BLM posted the EA and draft FOSNI on the internet, and sent letters and emails to 2,700 people notifying them that the EA was available for a 30-day comment period. December 30, 2010, the Decision Record for the John Day River Study Environmental Assessment was signed; implementing the limited permits for the Primary boating season on most of Segment 2 and 3.

The BLM announced the BLM's fee proposal on a poster at launch site kiosks in the John Day River Special Recreation Management Area. From early June through July 23, 2012, BLM has received 83 comments in the form of emails, paper form letters, phone calls, and other letters of correspondence. Seventy of these were form letters, which appear to be from the Oregon Hunters Association. Here are some quotes from all comments received:

- "The public has "NEVER" ask for a fee and in fact despises fees that are nothing more than additional hidden taxes without representation on the citizens of the USA."
- "Use current BLM recreation budget for "limited" oversight of the river ONLY"
- "This would cost a family of four, \$30 to float for a day or \$60 to float overnight. This is not acceptable to me or my family!"

- “The State of Oregon has been one of the hardest hit economically in the Nation with Central Oregon (heart of the river users) in the top 10 in the Nation for economic hardship and all government agencies want to do is continue to add user fees.”
- “Manage the river “with the people, for the people,” not for the most amount of money you can grab from the users.”
- “I see the new proposed Fee schedule for next year during the Limited Entry Period. I don’t like fees, but hope this will slow down the multiple Permits that the Public is pulling when they only intend to use only. It may come back to bite me, but I hope these fees will be NON-REFUNDABLE. I hope this will slow down the “gaming” of the Limited Entry Program by the public.”
- “If we are going to see some improvement to the put in and take outs then start charging us, other wise no fees.”
- “No. I pay too much as it is for all my outdoor activities.”
- “Just because the FLREA authorizes it doesn’t make it necessary. I am against the fee.”
- “I am not surprised to see that the BLM is now going to implement a fee in addition to the \“permit\” system. After all, first order of business is to permit, then levy a tax (uh, I mean user fee) and then REGULATE. Of course regulation takes money - what that means in reality is salaries for more people, equipment, gas, etc. “
- “If you REALLY want to improve things. Take a D-8 to the put-in at Clarno and the take-out at Cottonwood so somebody can actually get more than one boat off the water at a time.”
- “All government agencies (local, state and federal) must get used to lower funding. We responsible taxpayers cannot afford substitute taxes labeled as fees.”
- “I for one am not willing to pay extra for the garbage [collection].”
- Everything seems fine now, why do we need a fee?
- “Would like the money to be used for some type of ranger presence. Currently many boaters still ignore the no fire and pack your crap out rules.”
- “Been floating the JD since 1981. Spending cash on shuttle services, gas, ice, food, lodging, and will continue to do so without question. Am also willing to pay the reasonable fee being proposed”
- “Most of the lower John Day River runs thru private land, are these land owners going to be reimbursed by this river fee?”
- “I doubt the money would even be used for benefit of river habitat”

In summary, the majority of public comments did not support a boater use SRP fee. The public perceived the fees as a new tax on top of taxes already paid to the federal government. Although the fee was not popular, some users did like the improvements suggested (garbage service and launch site improvements). One commercial guide expressed hope that fees would have the side effect of reducing hoarding of permits.

#### Additional Public Feedback collected through December 2013

The BLM posted a Draft Fee Business Plan on the BLM website in December 2012, and continued to solicit public input by:

- Publishing newspaper articles in local papers
- Emailing boaters who registered for a permit and commercial guides and outfitters
- Providing information at Resource Advisory Council (RAC) meetings
- Posting informational posters at River Access Kiosks
- Publishing a Federal Register Notice of the proposed fee and the public RAC meetings

Through December 2013, the BLM received a total of 329 public comments in the form of emails, paper form letters, phone calls, and other letters of correspondence. Of these, 283 comments were form letters, which appear to be from the Oregon Hunters Association, opposing the fee proposal. Other comments supported the fee proposal with contingencies as to how the money should be spent or supported the fee concept, but disagreed with the amount of the fee. Here are some quotes from the additional public comments received between July 2012 and December 2013:

- “While I support what you would like to do with the \$ I’m OPPOSED to this fee. Buy the time you rent a raft the cost of a camping tip on the John Day really adds up.”
- “I’ll support a user fee if some of these fees are put back in improving major and minor launch sites. If this doesn’t occur, I won’t feel my Boater Pass fee is supporting the boaters.”
- “We strongly support a small fee to float the John Day river, if it is necessary to keep services at the current level. Collecting trash adds to the quality of the experience, and law enforcement, etc. are necessary for health and safety.”
- “I am for having a \$15 fee or even \$30 fee per party but per person would be too high for scout trips. I am for a fee but not per person.”
- “A one-time, per group reservation fee punishes the shorter trip groups,...would prefer a per person per day type of fee to make it more equitable.”
- “My friends and I have been enjoying an annual canoe trip down the John day River for the past 38 years. For the first few years there were no problems, but as float trips became more popular the campsites were being trashed. When the BLM began enforcing some rules things improved greatly. I would be glad to pay a boater fee to support your continuing efforts to provide the public with a quality river trip experience.”
- “I don’t mind a fee for steelhead season.”
- “We support the permit fees as a mechanism for the continued protection of the John Day Wild and Scenic River corridor. We encourage BLM to use the fees for necessary improvements that address resource degradation in high-use areas without extending the footprint of development in a way that undermines the primitive and wild character of the John Day River.”
- I like the option to have patrols and education, but would really like to see BLM invest in Scat machines at Clarno and Cottonwood to get rid of that excuse not to use toilets.”
- “Given that the BLM has not succeeded in documenting general public support, this proposal should not even be put on your agenda.”

July 2013 Update - Additional Analysis Requested by the John Day-Snake Resource Advisory Council

The John Day-Snake Resource Advisory Council (RAC) is reviewing this Business Plan and will provide recommendations regarding BLM’s fee proposal before fees rates are established. The RAC requested that the BLM provide additional analysis regarding 1) charging fees on a per-person per day basis, 2) extending the fee season to include fall months or year-round, and 3) waiving fees for children age 12 and under. The RAC also requested information on the Fair Market Value of the proposed fees compared with the fees charged on the Lower Deschutes River.

Per Person Per Day Fee Income

Figure 9 illustrates the various income levels provided by the fee rates. A year-round fee of \$3.67 per person per day is estimated to meet the BLM’s needed cost recovery level of \$ 80K. In 2014, this level of fee income would buy boater services at 2011 levels (float patrols, campsite clean-up, law enforcement, public contact and Leave-No-Trace education), plus add garbage dumpsters at Clarno and Cottonwood take-outs, and add a launch site improvement fund. (This income level would equal that of the \$15 launch fee proposal outlined on pgs. 18, 19, and Table 6 on pg. 21 of the business plan.)

**Figure 9 - Updated Annual Fee Income Estimates**

<b>Estimated Annual Fee Income by Rate - John Day River Boater SRP DRAFT</b>					
Rate per person per day	\$ 1.00	\$ 3.67	\$ 4.00	\$ 5.00	\$ 5.00
Fee Season	Year Round	Year Round	Year Round	May 20 - Jul 10	May 20 - Jul 10 & Sep 1 to Dec
Income	\$ 16,328	<b>\$ 80,623</b>	\$ 87,872	\$ 81,638	\$ 92,575
Income with \$20 trip max	minimal change			\$ 74,763	\$ 84,200

Note: \$20 per trip max is a per person trip max

Extended Fee Season

Under a per person per day fee schedule, extending the fee season to include September 1 – November 30 for the fall steelhead season could increase income by about 10 percent (based on an estimate of 2,000 user days, over the spring runoff season alone). This date range aligns with the early September return of steelhead migrating up the John Day River, and with increased use patterns observed in 2012. From December through April, when boating use is low, the BLM provides significantly reduced maintenance services. Fees collected during these months would not cover the costs of providing regular maintenance services.

Fee Waiver for Children

The BLM estimates that approximately 20% of John Day River use can be attributed to children, age 12 and under. Waiving the boating fee for children would be expected to reduce annual fee income by at least 20%, necessitating a corresponding 25% increase in the fee charged to adults, regardless of the cost recovery level selected. If the percentage of users claiming a child fee waiver was higher than 20%, the adult fee would need to be increased proportionally, to replace the waived income.

Fair Market Value compared with the Lower Deschutes River

In Segment 2, an average trip of 5 days in length would cost \$25 under the \$5 fee rate. Capping the fee charged at \$20 per person per *trip* would reduce annual fee income approximately 10 percent.

The Lower Deschutes River has a variable fee, with a charge of \$8 per person per day on Friday, Saturday and Sunday, and \$2 per person per day on Monday through Thursday. The average daily rate on the Lower Deschutes River is \$4.57.

2013 Use Data for Steehead Season

**Figure 10 - 2013 Recorded Boating Use for September, October & November** (data updated 3/23/14)

Launch Segment	# of launches	# of boaters	Total # of use days
1 Cottonwood to Tumwater	66	197	343
2 Clarno to Cottonwood	21	77	478
3A Service Creek to Twickenham	4	15	73
3B Twickenham to Clarno	3	5	15
3 Day-use trips Service Creek to Clarno	3	2	7
<b>TOTAL</b>	<b>97</b>	<b>296</b>	<b>916</b>

## References

US Department of Interior Bureau of Land Management. 2000. John Day River Proposed Management Plan, Two Rivers and John Day Resource Management Plan Amendments and Final Environmental Impact Statement. Prineville District, BLM. Prineville, OR.

US Department of Interior Bureau of Land Management. 2007. Instruction Memorandum No. 2007-043. A Unified Strategy to Implement BLM's Priorities for Recreation and Visitor Services Workplan (Purple Book).

US Department of Interior Bureau of Land Management. 1992. BLM Manual H-8351-1: Wild & Scenic Rivers – Policy and Program Direction for Identification, Evaluation, and Management.

US Department of Interior Bureau of Land Management. 1995. BLM Manual H-8550-1: Interim Management Policy for Lands under Wilderness Review.

US Department of Interior Bureau of Land Management. 2000. John Day River Proposed Management Plan, Two Rivers and John Day Resource Management Plan Amendments and Final Environmental Impact Statement. Prineville District, BLM. Prineville, OR.

US Department of Interior Bureau of Land Management. 1992. BLM Manual H-8351-1: Wild & Scenic Rivers – Policy and Program Direction for Identification, Evaluation, and Management.

43 Code of Federal Regulations. 2007.

## Appendix A - Alternatives for Fee Revenue and Income Statements

Tables in this appendix show, by various fee rates, estimated expenses and revenue from fees and other income sources.

Table 7 - Estimated Fee Income from Boater SRPs

Segment	Avg Trip Length	Average Group Size	Launches (Over Night)	Launches (Day)	Estimated Fee Income by Rate		
					\$ 5 Day and \$10 overnight	\$ 7.50 Day and \$15 overnight (Proposed)	\$ 10 Day and \$20 overnight
1	1	3	80	300	\$ 6,900	\$ 10,110	\$ 13,800
2	5	5	275	0	\$ 13,750	\$ 19,250	\$ 27,500
3	2.5	5	465	500	\$ 35,750	\$ 51,300	\$ 71,500
<b>TOTAL</b>					<b>\$ 56,400</b>	<b>\$ 80,660</b>	<b>\$ 112,800</b>

Table 8 - Estimated Income Statement with \$15 fee

Description on Annual Income or Expense		INCOME	EXPENSES	Portions
<b>INCOME</b>				
Annual allocation from recreation budget (L1220)*		\$ 110,000		49%
Annual allocation from maintenance budget (L16600)*		\$ 25,000		11%
Commercial SRP income		\$ 10,587		5%
Annual income from fees (proposed \$15 fee rate)		\$ 80,660		36%
	Total Income	\$ 226,247		
<b>EXPENSES</b>				
Operations			\$ 176,919	77%
Overhead on Annual allocation: recreation budget (L1220)	33%		\$ 36,300	16%
Overhead on Annual allocation: recreation budget (L1660)	33%		\$ 8,250	4%
Overhead Annual income from fees (proposed \$15 fee rate)	10%		\$ 8,066	3%
Overhead Commercial SRP income	10%		\$ 1,058.70	0%
	Total Expenses		\$ 230,594	
	Total Income		\$ 226,247	
	Total Expenses		\$ 230,594	
	Balance		\$ (4,347)	

\* Based on Annual Work Plan Direction from 2008 to 2012

Table 9 - Estimate Income Statement with \$10 fee

Description on Annual Income or Expense		INCOME	EXPENSES	Portions
<b>INCOME</b>				
Annual allocation from recreation budget (L1220)*		\$ 110,000		54%
Annual allocation from maintenance budget (L16600)*		\$ 25,000		12%
Commercial SRP income		\$ 10,587		5%
Annual income from fees (proposed \$10 fee rate)		\$ 56,400		28%
	Total Income	\$ 201,987		
<b>EXPENSES</b>				
Operations			\$ 150,290	75%
Overhead on Annual allocation: recreation budget (L1220)	33%		\$ 36,300	18%
Overhead on Annual allocation: recreation budget (L1660)	33%		\$ 8,250	4%
Overhead Annual income from fees (proposed \$10 fee rate)	10%		\$ 5,640	3%
Overhead Commercial SRP income	10%		\$ 1,059	1%
	Total Expenses		\$ 201,539	
	Total Income		\$ 201,987	
	Total Expenses		\$ 201,539	
	Balance		\$ 448	

\* Based on Annual Work Plan Direction from 2008 to 2012

Table 10 - Estimated Income Statement without boater SRP fees

Description on Annual Income or Expense		INCOME	EXPENSES	Portions
<b>INCOME</b>				
Annual allocation from recreation budget (L1220)*		\$ 110,000		76%
Annual allocation from maintenance budget (L1660)*		\$ 25,000		17%
Commercial SRP income		\$ 10,587		7%
Annual income from fees (proposed \$0 fee rate)		\$ -		0%
	Total Income	\$ 145,587		
<b>EXPENSES</b>				
Operations			\$ 102,675	69%
Overhead on Annual allocation: recreation budget (L1220)	33%		\$ 36,300	24%
Overhead on Annual allocation: recreation budget (L1660)	33%		\$ 8,250	6%
Overhead Annual income from fees (proposed \$10 fee rate)	10%		\$ -	0%
Overhead Commercial SRP income	10%		\$ 1,059	1%
	Total Expenses		\$ 148,283	
	Total Income		\$ 145,587	
	Total Expenses		\$ 148,283	
	Balance		\$ (2,696)	

\* Based on Annual Work Plan Direction from 2008 to 2012

## Appendix B - Fair Market Value of Commensurate Experiences

Similar River Experiences	Managing Agency	Overnight				Day Use				
		Use Fee per person	Reservation Fee	Lottery Fee	Cost per person per trip	Use Fee per person	Lottery Fee	Cost per person per trip	Cost per person per trip (if each pays the reservation and lottery fees)	
Rogue River, Oregon	Forest Service and BLM	\$10 for 2+ days		\$6	\$10	\$10 for a 5 day trip				
Main Salmon River, Idaho	Forest Service	\$4 per day		\$6	\$20	\$20 for a 5 day trip				
Lower Deschutes River, Oregon	BLM	\$2 per weekday, \$8 per weekend day		\$0	\$19	\$10-28 for a 5 day trip	\$2 per weekday, \$8 per weekend day	\$0	\$11	\$2 or \$8 per day
Green River (Lodore Canyon), Colorado	National Park Service	\$185 per group up to 25 people		\$15	\$12	\$12 for a 5 day trip of 16 people	\$20 for a day trip of 16 people	\$15	\$2	\$2.18 for a day trip of 16 people (only one lottery fee)
Green River (Desolation/Gray Canyon), Utah	BLM	\$25 per person	\$ 20		\$25	\$25 per person for a 6 day trip				
Yampa River, Colorado	National Park Service	\$185 per group up to 25 people		\$15	\$12	\$12 for a 5 day trip of 16 people	\$20 for a day trip of 16 people	\$15	\$2	\$2.18 for a day trip of 16 people (only one lottery fee)
San Juan River Mexican Hat to Clay Hills Crossing, Utah	BLM	\$18 per person	\$ -	0	\$18	\$18 for a 5 day trip				
John Day River <i>Proposed</i>	BLM	\$15 for 2+ days	\$ 30		\$15	\$15 for a 5 day trip	\$7.5 per day per person		\$7.5	

### Appendix C - Cost Recovery

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Volunteer Coordination</b>	Lead Park Ranger GS 7 Step 6	Work Months (83%)	0.5	\$ 5,890	\$ 2,945	50%	\$ 1,473		0%	\$ -	This was reduced proportional to the reduction in float patrol teams.
<b>Boater Permit Administration</b>	Resource Area Assistant GS7 Step 6	Work Months (83%)	0.8	\$ 6,100	\$ 4,575	100%	\$ 4,575		100%	\$ 4,575	
<b>Boater Permit Administration</b>	Outdoor Recreation Planner GS11 Step 6	Work Months (83%)	0.3	\$ 9,060	\$ 2,265	100%	\$ 2,265		100%	\$ 2,265	
<b>Commercial Permit Administration</b>	Resource Area Assistant GS7 Step 6	Work Months (83%)	0.8	\$ 6,100	\$ 4,575	100%	\$ 4,575		100%	\$ 4,575	
<b>Field Staff Supervision</b>	Supervisory Park Manager GS 11 Step 6	Cost per Work Month	2	\$ 7,910	\$15,820	80%	\$12,656	There will be less time required in official supervision work because there are 80% of the people to supervise (6.5 people instead of 8 people in the fully funded program).	60%	\$ 9,492	There will be less time required in official supervision work because there are 60% of the people to supervise (5 people instead of 8 people in the fully funded program).

Updated April 1, 2014

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Volunteer Float Assistant	Work Months (83%)	1.3		\$ -	100%	\$ -		0%	\$ -	
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	River Ranger Seasonal GS 5 Step1	Work Months (83%)	2.5	\$ 3,460	\$ 8,650	50%	\$ 4,325		25%	\$ 2,163	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Float Assistant Seasonal GS 4 Step1	Work Months (83%)	1.8	\$ 3,040	\$ 5,320	50%	\$ 2,660		25%	\$ 1,330	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Shuttle Service	Cost per Work Month	2.5	\$ 400	\$ 1,000	50%	\$ 500		25%	\$ 250	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Supplies	Cost per Work Month for each team	2.5	\$ 250	\$ 625	50%	\$ 313		25%	\$ 156	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Per Diem	Cost per Work Month	2.5	\$ 1,088	\$ 2,720	50%	\$ 1,360		25%	\$ 680	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Vehicles per mile	monthly mileage cost for 1072 miles at \$0.55 per mile.	2.5	\$ 590	\$ 1,474	50%	\$ 737		25%	\$ 369	Float patrols and river campsite cleanup will be decreased to 16 BLM workdays to cover Segments 2 and 3 (118 river miles) over a 52-day season
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Lead Park Ranger GS 7 Step 6	Cost per Work Month	3	\$ 5,890	\$17,670	80%	\$14,136	There will be less time required in official supervision work because there are 80% of the people to supervise (6.5 people instead of 8 people in the fully funded program).	60%	\$10,602	There will be less time required in official supervision work because there are 60% of the people to supervise (5 people instead of 8 people in the fully funded program).
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Vehicles per mile	monthly mileage cost for 1180 miles at \$0.55 per mile.	2	\$ 649	\$ 1,298	80%	\$ 1,038	There will be less time required in official supervision work because there are 80% of the people to supervise (6.5 people instead of 8 people in the fully funded program).	60%	\$ 779	There will be less time required in official supervision work because there are 60% of the people to supervise (5 people instead of 8 people in the fully funded program).

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
Float Patrol & Launch Site Field Staff (Service Creek to Cottonwood Bridge)	Recreation Aide GS 5 Step 1	Cost per Work Month	2.5	\$ 3,460	\$ 8,650	100%	\$ 8,650		100%	\$ 8,650	
Float Patrol & Launch Site Field Staff (Service Creek to Cottonwood Bridge)	Recreation Aide GS 4 Step 1	Cost per Work Month	2.5	\$ 3,040	\$ 7,600	100%	\$ 7,600		100%	\$ 7,600	
Float Patrol & Launch Site Field Staff (Service Creek to Cottonwood Bridge)	Recreation Aide GS 4 Step 1	Cost per Work Month	2.5	\$ 3,040	\$ 7,600	100%	\$ 7,600		100%	\$ 7,600	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Recreation Aide GS 3 Step 1	Cost per Work Month	2	\$ 2,930	\$ 5,860	100%	\$ 5,860		0%	\$ -	
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Recreation Aide GS 3 Step 1	Cost per Work Month	2	\$ 2,930	\$ 5,860	100%	\$ 5,860		0%	\$ -	
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Law Enforcement Officer	Cost per Work Month	0.5	\$ 9,810	\$ 4,905	100%	\$ 4,905		100%	\$ 4,905	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Supplies	Cost per Work Month for each team	2.5	\$ 400	\$ 1,000	100%	\$ 1,000		100%	\$ 1,000	
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Law Enforcement Vehicles per mile	monthly mileage cost for 3648 Mile with a cost of \$.69 per mile	0.5	\$ 2,517	\$ 1,259	100%	\$ 1,259		100%	\$ 1,259	
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Vehicles per mile	monthly mileage cost for 12,758 miles at \$0.31 per mile spread over 3 rigs	2	\$ 3,955	\$ 7,910	100%	\$ 7,910		100%	\$ 7,910	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol &amp; Launch Site Field Staff (Service Creek to Cottonwood Bridge)</b>	Vehicles per month	Monthly lease rate for 3 vehicles	2.5	\$ 840	\$ 2,100	100%	\$ 2,100		100%	\$ 2,100	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Volunteer Float Assistant	Work Months (83%)	1.5		\$ -	100%	\$ -		0%	\$ -	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	River Ranger Seasonal GS 5 Step1	Work Months (83%)	1.5	\$ 3,460	\$ 5,190	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Float Assistant Seasonal GS 4 Step1	Work Months (83%)	1.5	\$ 3,040	\$ 4,560	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Shuttle Service	Cost per Work Month	1.5	\$ 750	\$ 1,125	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Supplies	Cost per Work Month for each team	1.5	\$ 250	\$ 375	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Per Diem	Cost per Work Month	1.5	\$ 136	\$ 204	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Vehicles per mile	monthly mileage cost for 1829 miles at \$0.31 per mile.	1.5	\$ 567	\$ 850	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM. Saves approximately \$700 by driving out of	0%	\$ -	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
								Maupin instead of Prineville			
<b>Float Patrol (Cottonwood Bridge to McDonald Crossing)</b>	Vehicles per month	Monthly lease rate for one vehicle	1.5	\$ 280	\$ 420	0%	\$ -	Not necessary until state park opens in 2013. At that point we will look to OPRD and/or ODFW to share this work with BLM.	0%	\$ -	
<b>Launch Site Improvement Fund</b>	construction, materials and planning (not ESA monitoring/clearances)	ea.	1	\$14,000	Not suitable for a volunteer	\$14,000	80%	\$ 11,200		0%	\$ -
<b>Law Enforcement</b>	Law Enforcement Officer	Cost per Work Month	1	\$ 9,810	\$ 9,810	100%	\$ 9,810		50%	\$ 4,905	
<b>Law Enforcement</b>	Shuttle Service	Cost per Work Month	1	\$ 400	\$ 400	100%	\$ 400		50%	\$ 200	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
Maintenance of restrooms and facilities at river access points	Toilet Pumping Contracts	Annual Cost	1	\$ 1,050	\$ 1,050	100%	\$ 1,050		100%	\$ 1,050	
Maintenance of restrooms and facilities at river access points	Supplies	Annual Cost	1	\$ 1,050	\$ 1,050	100%	\$ 1,050		100%	\$ 1,050	
Maintenance of restrooms and facilities at river access points	Equipment	Annually Amortized Cost of Fixed Expense	1	\$ 1,500	\$ 1,500	100%	\$ 1,500		100%	\$ 1,500	
Maintenance of restrooms and facilities at river access points	Vehicles per mile	monthly mileage cost for 3712 miles per month at \$0.32 per mile	3.5	\$ 1,188	\$ 4,157	100%	\$ 4,157		100%	\$ 4,157	

Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
<b>Maintenance of restrooms and facilities at river access points</b>	Vehicles per month	Monthly lease rate	3.5	\$ 301	\$ 1,054	100%	\$ 1,054		100%	\$ 1,054	
<b>Maintenance of restrooms and facilities at river access points</b>	Recreation Aide GS 5 Step 1	Cost per Work Month	3.5	\$ 3,380	\$11,830	100%	\$11,830		100%	\$11,830	
<b>River Protection Monitoring</b>	Lead Park Ranger GS 7 Step 6	Cost per Work Month	1	\$ 5,890	\$ 5,890	100%	\$ 5,890		0%	\$ -	
<b>River Protection Monitoring</b>	Shuttle Service	Cost per Work Month	1	\$ 300	\$ 300	100%	\$ 300		0%	\$ -	
<b>River Protection Monitoring</b>	Supplies	Cost per Work Month for each team	1	\$ 150	\$ 150	100%	\$ 150		0%	\$ -	
<b>River Protection Monitoring</b>	Per Diem	Cost per Work Month	1	\$ 816	\$ 816	100%	\$ 816		0%	\$ -	

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Task	Resource	Units	Amount	Unit Cost	Full Operating Budget	Reduced % Coverage	Reduced Operating Budget	Notes about Reduced Operations	No Fee % Coverage	Operating Budget without fees	Notes about Operations without a fee
River Protection Monitoring	Vehicles per mile	monthly mileage cost for 704 miles at \$0.55 per mile.	1	\$ 387	\$ 387	100%	\$ 387	Notes about Reduced Operations	0%	\$	Notes about Operations without a fee

## Appendix D – John Day–Snake Resource Advisory Council Meeting Minutes

John Day – Snake RAC Meeting Summary, January 9-10, 2014

Facilitator: Lisa Clark

Notetaker: Erika Donaldson

The John Day-Snake Resource Advisory Council (RAC) was convened for its meeting at 12:05 A.M. on January 9, 2014, at the Umatilla National Forest Supervisors Office, Pendleton, Oregon. Carol Benkosky welcomed attendees. In accordance with the provisions of Public Law 92-463, the meeting was open to the public. Council members present: Adriane Borgias (Transportation/Rights-of-Way); Terry Drever-Gee (Energy/Minerals); Michael Hayward (Commercial Timber); Art Waugh (Developed Recreation/OHV); Kevin Peterman (Energy/Minerals); Jim Reiss (Dispersed Recreation); Patrick Dunham (Public-at-Large, Dispersed Recreation); Tim Unterwegner (Dispersed Recreation); Lawrence Brown (State Resource Agency); Chris Perry (Elected Official); Greg Cianella (State Resource Agency); Patricia Gainsforth (Public-at-Large); Erica Maltz (Tribal Representative). Absent: Berta Youtie (Environmental Groups); 1 conservation position vacant. Federal Managers present: Carol Benkosky (Prineville District Manager); Don Gonzalez (Vale District Manager, present for Day 2 only); Kate Klein (Ochoco Forest Sup); Kevin Martin (Umatilla Forest Sup, present for Day 2 only); John Laurence (Wallowa-Whitman Forest Sup); Tom Montoya (Wallowa-Whitman Deputy Forest Sup.). For the record, it is noted that to avoid a conflict of interest, Council members absent themselves from the meeting when the Council discusses matters in which a conflict of interest may occur. Others present for all or a portion of the meeting in person or via conference call: Elizabeth Scheeler, Kathleen Cathey, John D. George, Fred Baldwin, Eddie Garcia.

Meeting adjourned at 5:05 p.m., and reconvened on January 10, at 8:03 a.m.

**JOHN DAY RIVER RECREATION PERMIT FEE PROPOSAL** Carol Benkosky provided an overview of the previous fee proposal by the Prineville BLM (given at the last RAC meeting in 2012). The Prineville District Office proposed a new boater special recreation permit fee for the Wild and Scenic sections of the John Day River between Service Creek (River Mile 157) and Tumwater Falls (River Mile 10). The fee would apply to day and overnight trips (floats) during the peak use season of May 20 to July 10 and may include the fall fishing season as well. If approved, fees would be added for the 2014 season. Prineville initially proposed a \$15/per person per launch fee for overnight trips up to 14 days, and a \$7.50/per person per launch fee for a day-use trip. BLM would invest 100% of recreation fee receipts in the John Day River facilities, services and programs related directly to visitor enjoyment, access, health and safety. After reviewing comments, input from the BLM and the Guides and Outfitters for the John Day River, the subcommittee recommended a different fee proposal to the full RAC. The group recommended a one-time per launch fee regardless of the number of boats or group size up to the allowable limit on the John Day. The fee would be non-refundable, and would be \$20 per launch for overnight trips and \$10 per launch for day trips going from point to point (allowing for splash and giggle day-use when a party puts in and takes out at or near the same location). While the fee would not earn as much money as requested by the BLM, the group felt the proposal would help with maintenance and management of the river, would help alleviate a hoarding problem with permits (although this is a side benefit rather than the goal

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of the fee) and was more equitable to local river users who may not be able to afford a higher fee. The fee would only apply to peak season at this time, although it could be extended to include the fall steelhead season in future years if the RAC decided it was necessary. In addition, the fee would not apply to the one-mile stretch at Priest Hole that is popular for local day-use. The RAC also proposed expanding volunteer use, partnerships with local counties and other methods to help make up for the difference in the amount the BLM requested and the expected revenue from a per launch fee.

**PUBLIC COMMENT PERIOD** Two members of the public called in during the comment period. One person from Redmond, Oregon was adamantly opposed to the fee structure the BLM had originally proposed. He felt that a per person fee was too costly, and would prohibit him from taking his family to the John Day River. He wanted to see less government management on the river. When asked about the RAC proposal, he said while he didn't want a fee, he felt that one was more reasonable and that the RAC overall showed good insight. His main concern was competing for permits with guide services. The second comment also came in via the conference call line from Baker, Oregon. The caller wanted to know when the Blue Mountain Forest Plan would be out for public comment. He felt that the release date was misrepresented by the Forest Supervisor on a recent radio-talk show that the caller hosted. Overall, he was concerned that the public would not have enough time to evaluate the plan and that the comment period was too short.

**JOHN DAY RIVER RECREATION PERMIT FEE PROPOSAL, CONT.** After listening to the public comments, the RAC also discussed reviewing the fee system after the first year to determine effectiveness, how the money was used and future needs. The group recommended documenting with signs or plaques along the river where fees have been used to provide amenities or maintenance (e.g. "your launch fees have been used to pay for..."). The group reminded the BLM to not overpromise on what they could deliver and to spend time where possible educating the public about Leave-No-Trace, proper river etiquette, etc. Although the group was not tasked with identifying how fees would be used, they did mention that maintenance of launch points should be minimal because high-low water fluctuations on the John Day -as a non-regulated flow river- made these efforts difficult. One early goal could be to establish a human-waste disposal system – from working with State Parks at the new Cottonwood Canyon State Park, to installing a SCAT machine, or something else – to encourage people to use their portable toilet systems instead of burying waste along the river. They identified this lack of disposal system as the number one reason people fail to comply with the regulation. The full RAC voted on the "Per launch fee proposal," and the motion passed unanimously (RAC members Berta Youtie and Erica Maltz were absent).