

April 2017



**Bureau of Land Management  
Northwest Oregon District Office**

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



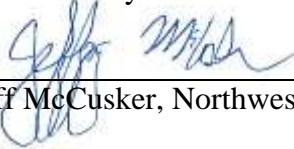
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**Signatures for Approving Business Plan**

Reviewed By:



3/22/2017

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Date

Approved By:

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Kathy Stangl, Deputy State Director for Resources

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Date

## **Executive Summary**

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (REA) of December 2004 (P.L. 108-447, as amended), and Bureau of Land Management (BLM) recreation fee program policy and manual direction. REA provides the BLM current authority to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. Section 804 of REA addresses the minimum public outreach requirements that an agency must consider when developing or changing recreation fees. This outreach process includes the involvement of a Resource Advisory Council (RAC). RACs provide recommendations to agency officials on matters including, but not limited to:

- **Implementing or eliminating fees;**
- **Expanding or limiting the recreation fee program; and**
- **Implementing fee level changes.**

The fee analysis portion of this business plan was based on a comparative review of fees charged elsewhere and by other public agencies within the geographic area around Fishermen's Bend Recreation Site that provide similar services. Based on the comparative fee analysis, this business plan proposes to revise the day-use and camping fees for Fishermen's Bend Recreation Site.

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

Fishermen's Bend Recreation Site offers five tent campsites, 31 partial hookups, 19 full hookups, three group campsites and three day-use shelters that will be converted to overnight shelters. Amenities include paved or surfaced access and parking, picnic tables, barbecues and fire pits, potable water, play grounds, sports fields, basketball courts, horseshoe pits, shower facilities, dump station, interpretive or informational kiosks, garbage cans, and toilet facilities, with many more recreation opportunities in the recreation site.

Fee revenue for the recreation site has historically been generated from camping fees and day-use shelter reservations. The following fee schedule outlines the existing and proposed changes for recreation fees at Fishermen's Bend Recreation Site. Detailed discussion on this fee proposal occurs in the body of this business plan.

**Table 1: Existing Fees and Proposed Fee Changes**

<b>Standard Amenity</b>	<b>Existing Fees</b>	<b>Proposed Fees</b>
Day-use for passenger vehicle	None	\$5
Day-use for van (10-20 people)	None	\$10
Day-use for bus (20+ people)	None	\$20
Annual Day-Use Pass <sup>1</sup>	None	\$30
<b>Expanded Amenity</b>	<b>Existing Fees</b>	<b>Proposed Fees</b>
Individual Tent Campsite	\$16	\$20
Partial Hookup Campsite	\$22	\$31
Full Hookup Campsite	\$28	\$36
Cabins	\$40	\$65
Group Campsite	\$85-\$105	\$125 (up to 50 people) \$2.50 for each additional person
Group Picnic Shelter (planned for new overnight shelter)	\$110	\$110
Group Camping Shelter (former group picnic shelter)	see above	\$180 (up to 60 people) \$3 for each additional person
Extra Camping Vehicle	\$5	\$5
Dump Station	\$5	\$5

**Introduction**

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (REA) of December 2004 (P.L. 108-447, as amended), Bureau of Land Management (BLM) recreation fee program policy and manual (Manual 2930 – Recreation Permits and Fees) and handbook (H-2930-1 Recreation Permit and Fee Administration Handbook). REA provides the BLM current authority to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. REA authorizes the BLM to locally retain collected recreation fees and outlines how revenues may be used for such things as facility repair, maintenance, facility enhancement directly related to public use, and operating or capital costs associated with the Recreation and Visitor Services program.

Under REA, a Standard Amenity fee and an Expanded Amenity fee may be charged for the use of certain facilities or services, which include developed day-use sites and campgrounds. The developed recreational sites must meet the criteria that are defined below. These fees are usually implemented through the issuance of a recreation use permit (RUP), or through a specific annual pass. BLM policy requires that revenue from RUPs be deposited into a separate account (pg. 2-3 of H-2930-1). Doing so allows the BLM to more readily track and report collections; and ensures

<sup>1</sup> The proposed revision of the annual day-use pass is covered in a separate business plan for the Northwest Oregon BLM Pass which is designed to cover multiple recreation sites, but is shown for informational purposes only as one of the fee types for the Fishermen’s Bend Recreation Site.

that RUP revenue is spent at or near the site of collection. This business plan and these fee sites are associated with the **Fishermen's Bend Fee Project Area**.

Definitions of Standard and Expanded Amenities taken from Federal Lands Recreation Enhancement Act (REA) of December 2004 (P.L. 108-447, as amended), Bureau of Land Management (BLM) recreation fee program policy and manual (Manual 2930 – Recreation Permits and Fees) for the area covered under this business plan:

- **Standard Amenity Recreation Fees** cover outdoor recreation areas that provides significant opportunities for outdoor recreation; has substantial Federal investments; where fees can be effectively collected, and that has all of the following amenities: (1) designated developed parking, (2) a permanent toilet facility, (3) a permanent trash receptacle, (4) interpretive sign, exhibit, or kiosk, (5) picnic tables, (6) and security services (Sec. 803.(f)(4)(D) of REA).
- **Expanded Amenity Recreation Fees** cover specialized outdoor recreation sites and services including but not limited to developed campgrounds with at least a majority of the following amenities: (1) tent or trailer spaces, (2) picnic tables, (3) drinking water, (4) access roads, (5) fee collection by an employee or agent of the BLM, (6) reasonable visitor protection, (7) refuse containers, (8) toilet facilities, (9) simple devices for containing a campfire (Sec. 803.(g)(2)(A) of REA).
- **Additional Expanded Amenity** recreation facilities or services include rental of cabins, group day-use or overnight sites, binoculars or other equipment (Sec.803.(g)(2)(C) of REA); use of hookups for electricity, cable, or sewer (Sec.803.(g)(2)(D) of REA); use of sanitary dump stations (SEC.803.(g)(2)(E) of REA); and use of reservation services (Sec.803.(g)(2)(G) of REA).

## **Purpose of Document**

The BLM Handbook 2930-1, Recreation Permits and Fee Administration (Rel. 2-300, Dated November 17, 2014), requires that each recreation fee program have an approved business plan which thoroughly discusses fees and explains how fees are consistent with the criteria set forth in REA. Business plans are to assist management in determining the appropriateness and level of fees, the cost of administering a fee program, the expected benefits to be derived for the public and to provide a structured communication and marketing plan. The primary purpose of the plan is to serve as public notification of the objectives for use of recreation fee revenues and to provide the public an opportunity to comment on these objectives. The finalized business plan guides the expenditure of collected REA funds and insures public accountability.

The business plan will specifically cover a description of the fee site, proposed changes in fees to these sites, associated operating costs, planned expenditures of fee revenue, a financial analysis utilizing a regional comparative market study of fees charged for other similar recreation

facilities, and the impacts of proposed fee changes. The data used to analyze and prepare this business plan was obtained through internal BLM tracking and accounting mechanisms such as the Federal Business Management System (FBMS), Recreation Management Information System (RMIS), Collections and Billing Systems (CBS), and other locally generated recreation and visitor use tracking spreadsheets. For additional detailed information, contact the BLM Northwest Oregon District. Much of the data is open and available, but associated personally identifiable information contained in these systems may be subject to Privacy Act requirements.

### **Prohibitions on Charging REA Fees**

Section 803(d) of the REA provides that standard or expanded amenity recreation fees shall not be charged for (shortened list): solely for parking, undesignated parking, or picnicking along roads or trails, general access, low investment sites or areas, persons moving through without using the facilities or services, for camping at undeveloped sites that do not provide a minimum number of facilities or services as described above (expanded amenity recreation fee), use of overlooks or scenic pullouts, any person engaged in the conduct of official Federal, State, Tribal, or local government business, special attention or extra services necessary to meet the needs of the disabled, any person under 16 years of age, outings conducted for noncommercial educational purposes by schools or bona fide academic institutions, and others.

### **Fee Discounts**

Section 805 of the REA provided for the establishment of a single interagency national pass known as the “America the Beautiful – the National Parks and Federal Recreational Lands Pass,” which provides the bearer full coverage of standard amenity fees and holders of the Interagency Senior and Access Passes a 50 percent discount on some expanded amenity fees. The national interagency Senior and Access Passes replaced the Golden Age and Access Passports in 2007; the BLM continues to honor these passes. No discount is allowed for expanded amenity group use sites, shelters, yurts or cabins. The Northwest Oregon District Pass provides only provides the bearer full coverage for standard amenity fees, with no discounts for expanded amenity fees. No discount is allowed for expanded amenity group use sites, shelters, yurts or cabins. It is not expected that the total use from passes would make a substantial impact on fee revenue for Fishermen’s Bend.

### **Background**

#### **Fee Site Description**

**Fishermen’s Bend Recreation Site** is a 184-acre highly developed camping and day-use recreation facility located in along the North Santiam River at the base of the Cascade Mountains. Fishermen’s Bend is a 38 minute drive from Salem, Oregon along OR-22 E/N Santiam Highway, and is located outside of Mill City, Oregon. The recreation site offers direct access to the Santiam River, including



a boat ramp and offers highly developed camping opportunities.

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



### Amenity Descriptions

Each individual site allows up to eight people and two vehicles. An additional tent is allowed at each site in addition to their primary camping type. For example, an RV site allows for one RV and a tent; a tent site allows for two tents. An RV and camper trailer at one site is not allowed; two camper trailers or two RVs are not allowed.

**Group Day-use Shelters** offer BBQ grills, electricity, potable water, fire places, hot water, picnic tables and at some heaters, with maximum occupancies ranging from 50-200 people. Access to group picnic shelters are through accessible paths in close proximity to parking. The group day-use shelters are re-servable online and over the phone.

**Overnight Group Shelters** would offer BBQ grills, electricity, potable water, fire places, hot water, picnic tables and designated RV spaces with hookups. Limited tent camping would also be available near the shelters. Existing low occupancy Group Day-use Shelters would be converted to offer this new camping type.

**Individual Tent Sites** offer a picnic table, fire ring, BBQ grill, tent pad, and assigned parking. No hookups are available and only tents are allowed at the site.

**Partial Hookup Sites** offer a picnic table, fire ring, BBQ grill, tent pad, assigned parking and hookups; a Partial Hookup site is a site that has hookups, but not all three (water, electric, sewer) available. Tent pads are also located at the Partial Hookup Sites to provide additional camping opportunities and accommodate any extra visitors associated with the site.



**Full Hookup Sites** have all hookups (water, electric sewer), a picnic table, a BBQ grill, assigned parking and a fire ring. Tent pads are also located at the Full Hookup Sites to provide additional camping opportunities and accommodate any extra visitors associated with the site.

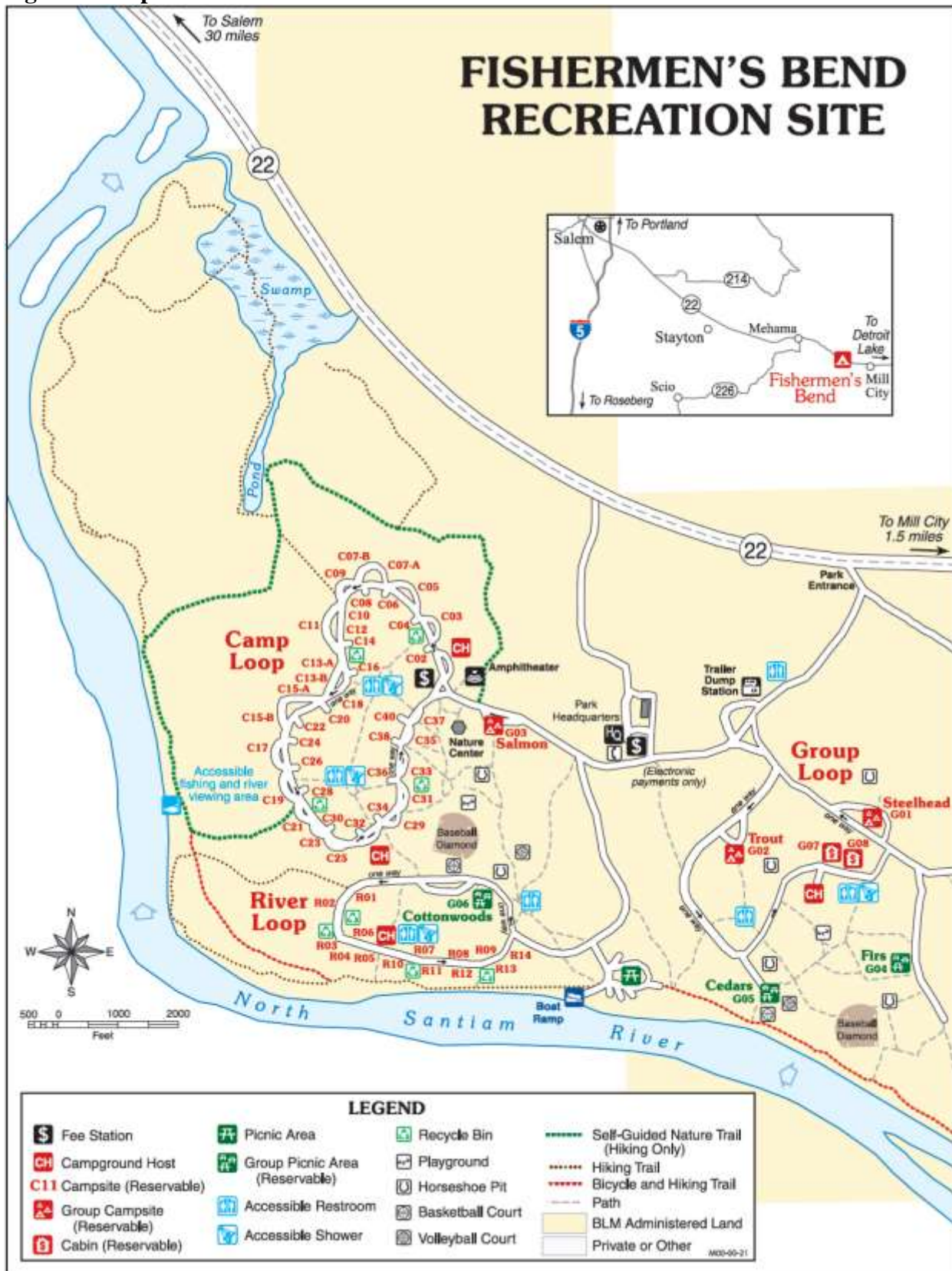
**Cabins** offer electricity, water, space heater, tent pad, picnic table, fire pit, BBQ grill, covered deck, assigned parking, a bunk bed, and a double bed. The maximum number of people per cabin is six.

### **Season of Use**

**Fishermen's Bend** is open to day-use year-round and for camping and group facility use May 1 through October 31, with extending or shortening the season at BLM's discretion based on visitor demand and budget. Vehicle access is limited to a few roads during the winter season of November 1 through April 30, while the remainder of the site is open to pedestrians and bicyclists. The main road that leads to the dump station, office, boat ramp, and picnicking area is open year-round to vehicle traffic. The entire site is available and open for day-use to pedestrians, bicyclists, and hikers year-round. Fishermen's Bend is a highly utilized site and has nearly full occupancy throughout the entire season, with the highest level of use being from June through September.



Figure 1: Map of Recreation Site



## Recreation Use

### Visitors

Visitation at **Fishermen's Bend Recreation Site** is recorded annually in the BLM's Recreation Management Information Systems (RMIS) data base. The use at a specific site is captured as "visits" which equates to one person entering onto lands or waters, administered by the BLM for pursuit of recreational experiences. The applicable rule is that one entrance per individual per day to public lands is reportable as a visit. Visitation in RMIS also follows the federal fiscal year (FY) cycle that begins on October 1, and runs through September 30 of the following year. Calculating or estimating visitor use is derived through several methods including tallying the information from recreation use permits (fee envelopes and passes), traffic counters, trail counters, and through simple observation. In most cases, the number of visits is a combination of these methods. The following table captures the visits to **Fishermen's Bend Recreation Site**.

**Table 2: Annual Visitation to Fishermen's Bend**

Site	FY12	FY13	FY14	FY15	FY16*
Overnight	41,588	43,301	45,321	48,493	95,134
Day-use	32,025	34,101	32,140	34,390	5,580
Total	78,035	77,402	77,461	82,883	100,714

\*A different methodology was used to derive visitation in 2016 (reservation.gov, RUPs...etc.)

The majority of visits occur from June to August with camping, picnicking, and river activities being primary activities. During the winter season visitation focuses on fishing for steelhead, and walking. Visitation varies from year to year, based on factors including weather and regional economics. Many visitors are repeat users from surrounding communities. The overall occupancy rate for the 2016 year was about 64.5 percent, with most of the use being on during the warmest summer months, resulting in a fully occupied campground during these days.

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

### Fee Revenue

Table 3 displays the annual amounts collected at Fishermen's Bend Recreation Site since 2014. A significant increase in fee revenue was seen in FY2016 due to all sites being moved to Recreation.gov and the BLM no longer covering the cost to use the reservation system.

**Table 3: Annual Fee Collection and 3-Year Average**

FY14	FY15	FY16	3-Year Average
\$153,036	\$163,748	\$237,253	\$184,679

## **Fee Collection and Enforcement**

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

All of Fishermen's Bend's overnight sites are fully reservable online and walk-in reservations are discouraged. This policy was implemented to reduce the amount of cars blocking the gates, and visitors fighting to try and be first in line to get a first come, first server campsite.

Upon check-in, campers fill out a registration form, and receive vehicle tags identifying that they are associated with the site. Only one RV or camper trailer is allowed at each site, and allows one additional tent per site. Each tent site allows for two tents per site. Campers receive two colored tags upon registration. Additional vehicles over the maximum of two per registered site must pay additional fees and receive a separate colored tag. These tags of varying color, hang on rearview mirrors allowing hosts and staff to enforce fee compliance with minimal site intrusion.

The BLM currently does not charge a fee for day-use at Fishermen's Bend. Standard amenity fees would be easily implemented and enforceable by the self-service automated pay station. These fees are enforceable through the presence of onsite hosts that monitors the site and BLM employees that patrols the site. If problems arise, BLM staff or law enforcement is contacted in the Northwest Oregon District, Salem Office. Marion County Officers patrol the area and are available to assist as well.

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

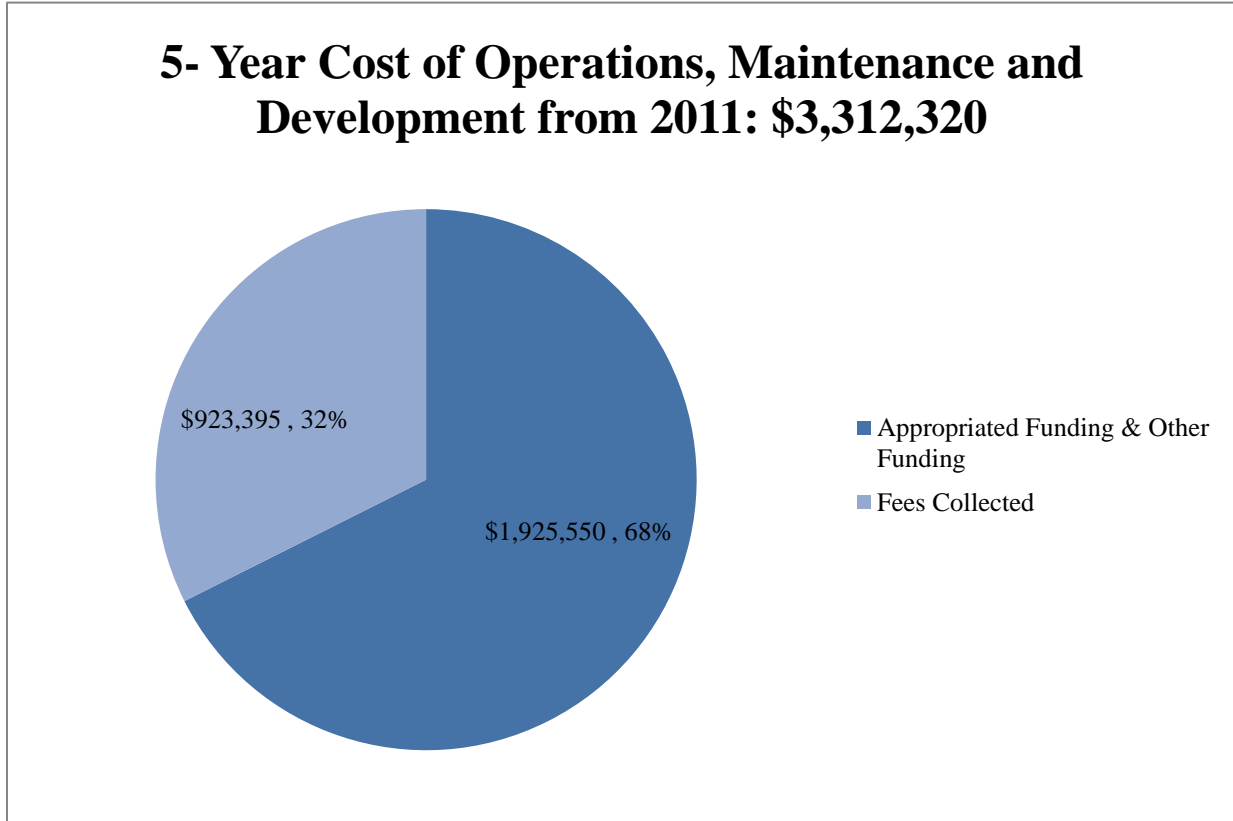
## **Operations and Maintenance Costs**

Fishermen's Bend costs the BLM approximately \$478,113 each year to operate and maintain, which includes staff salary, vehicles, law enforcement, supplies, and operations. The estimation for fee collections is approximately \$5,000 annually, which includes fee collection, maintenance of self-service fee stations, and costs associated with the purchase of vehicle registration tags and the new district annual pass. The recreational facilities at Fishermen's Bend represent well over \$10,000,000 in capitalized infrastructure investment over the last 52 years. These funds are derived from appropriated, special funding like recreation pipeline or differed maintenance and recreation fees. With continual decreases or stagnation in annual recreation budgets, the fee collection program is necessary to continue operations, maintenance, and enhance the site's high quality recreational opportunities for the public.

**Table 4: Annual Expenditures by Expense Cost Category**

<b>Cost Type</b> (These costs are the averages and include benefits.)	<b>Current</b>	<b>Projected Year 2021</b> (No New Development)	<b>Projected Year 2021</b> (After Development)
Park Manager	\$82,600 (20% away)	\$95,750 (20% away)	\$95,750 (20% away)
Assistant Park Manager	\$40,600 (30% away)	\$47,100 (30% away)	\$47,100 (30% away)
Park Rangers (6 months)	\$84,000 (5 rangers, 30% away)	\$97,400 (5 rangers, 30% away)	\$97,400 (5 rangers, 30% away)
Other Staff Labor (outdoor recreation planners, specialists, other rangers...etc.)	\$68,000	\$78,800	\$85,800
Youth Corps Labor	\$57,600 (8 weeks)	\$66,800 (8 weeks)	\$66,800 (8 weeks)
Vehicles	\$23,800 (30% away)	\$27,600 (30% away)	\$27,600 (30% away)
Equipment/Supplies	\$60,000	\$69,600	\$70,700
Services (water testing, waste pumping, trash pickup...etc.)	\$12,000	\$13,900	\$16,300
Camp host stipend	\$26,000 (9 hosts)	\$30,100 (9 hosts)	\$30,100 (9 hosts)
Law Enforcement	\$23,533 (10% present)	\$27,300 (10% present)	\$27,300 (10% present)
<b>Total</b>	<b>\$478,133</b>	<b>\$554,350</b>	<b>\$564,850</b>

**Figure 2: Five-Year Total Costs of Operations, Maintenance, Development and Fees Collected**



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

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

**Projected Costs for Development and Maintenance Projects**

The Fishermen’s Bend Recreation Site is already a developed recreation site. Fishermen’s Bend is a very popular campground that is routinely at max capacity during the most popular camping months of June-August. The development costs are to expand the overnight camping and to offer new overnight alternatives like group camp shelters.

- Campsite water hookups (\$50,000)
- Shelter electric hookups (\$60,000)
- New egress road (\$10,000)
- Bank stabilization planning (\$50,000)
- Parking organization and safety (\$15,000)

- Cabins and road (\$230,000)
- Off-leash dog park (\$45,000)
- New River Loop campsite (\$100,000)

## Fee Proposal

### Summary

The fee analysis portion of this business plan was based on a comparative cost review of fees at other existing private and public facilities that provide similar services within the geographic area of Fishermen’s Bend. Based on the comparative fee analysis, this business plan proposes to add day-use fees and revise the camping fees.

The following fee schedule outlines the existing and proposed changes for recreation fees at Fishermen’s Bend.

**Table 5: Existing Fees and Proposed Fee Changes**

Standard Amenity	Existing Fees	Proposed Fees
Day-use for passenger vehicle	None	\$5
Day-use for van (10-20 people)	None	\$10
Day-use for bus (20+ people)	None	\$20
Annual Day-Use Pass <sup>2</sup>	None	\$30
Expanded Amenity	Existing Fees	Proposed Fees
Individual Tent Campsite	\$16	\$20
Partial Hookup Campsite	\$22	\$31
Full Hookup Campsite	\$28	\$36
Cabins	\$40	\$65
Group Campsite	\$85-\$105	\$125 (up to 50 people) \$2.50 for each additional person
Group Picnic Shelter (planned as group overnight shelter)	\$110	\$110
Group Camping Shelter (former group picnic shelter)	see above	\$180 (up to 60 people) \$3 for each additional person
Extra Camping Vehicle	\$5	\$5
Dump Station	\$5	\$5

### Financial Analysis of Existing Private and Public Facilities

An analysis conducted by the BLM Northwest Oregon District recreation staff in 2016, reviewed comparable fees charged elsewhere by similar state, federal, and local park facilities near the

<sup>2</sup> The proposed revision of the annual day-use pass is covered in a separate business plan for the Northwest Oregon BLM Pass which is designed to cover multiple recreation sites, but is shown for informational purposes only as one of the fee types for the Fishermen’s Bend Recreation Site.

mid-Willamette Valley urban areas and foothills. The analysis resulted in the proposed fee changes, which are based on what other public agencies are currently charging for similar sites, facilities, equipment or services. No comparable sites in the private sector currently exist; RV parks are available but do not provide the same amenities and were not included in the fee comparisons charts. Appendix 1 displays in a table format the comparative analysis by the type of services and amenities each recreation site offers. The following information summarizes the comparative analysis by fee type.

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

**Individual Tent Site:** Individual tent sites are sites that typically do not have any kind of hookups and can only accommodate a tent. Fees were determined from averaging the fees from comparable campgrounds. The range for tent sites is \$16 to \$24 per individual campsite, the average fee for these sites after being rounded to the nearest whole dollar is \$19 per night. Fishermen's Bend provides higher quality amenities and more amenities than those in the comparison; this resulted in the fee being raised to \$20.

**Partial Hookup Site:** A partial hookup site is an RV or camper trailer site that only includes 2 of the 3 common hookups of water, sewer, and electric. Partial hookup sites ranged from \$30 to \$31 for comparable sites in the analysis area. The proposed fee for full hookup sites is \$31 after averaging and rounding to the nearest whole dollar.

**Full Hookup Site:** A full hookup site is an RV or camper trailer site that includes sewer, water and electric hookups. During the analysis only one campground that provided for full hookups were found and the fee rate was \$28. However, since full hookup sites offer more amenities than a partial hookup sites, the fee rate will be changed to \$36 for the higher level of services provided.

**Cabin:** Cabins typically include electricity, furniture, and beds, but bedding is not provided. Cabins see a higher increase in fees; this is due to the current fee for cabins being established during 1999. The market has changed substantially since the 1999 fee establishment and this can be seen from the large fee increase. There is only two other campgrounds in the region with the lodging option of Cabins. For a more thorough analysis a larger sample of similar campgrounds was taken, resulting in the \$65 fee proposal.

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

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

The quality and extent of Fishermen's Bend's facilities and structures significantly exceed those of other parks, especially in the size of shelters, their accessibility as well as the existence of fireplaces, hot plates, sinks, ball fields and basketball/volleyball courts, playground, showers, horseshoe pits and other amenities that Fishermen's Bend offers. These resulting differences in quality and amount of amenities added a 10 percent increase to the average per person per night fee; after the fee was rounded to the nearest fifty cents, the fee per person per night came to \$3. The proposed amount per night for the group shelters after the conversion is completed is a minimum of \$180 per night with an added \$3 fee per person past the first 60 guests, and a \$5 extra vehicle fee will be added for each vehicle past the first 17 allowed with the group shelter.

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

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

### **Projected Fee Revenue**

Currently Fishermen's Bend's occupancy rate is higher than the regional average; the occupancy rates at Fishermen's Bend for 2016 were between 55 percent and 80 percent, with a surplus of campers lining up and calling in to take any last minute cancellations, while others were being diverted to the other BLM campground Elkhorn during the busiest time of year. A safe assumption would be the high utilization of Fishermen's Bend would continue and only increase.

Standard amenity fee collection at Fishermen's Bend with the proposed \$5 per vehicle fee for day-use was derived by taking the day-use visitor count from 2016 (5,580) and dividing it by the average person count per vehicle of 2.5 people per vehicle. This resulted in a projected fee collection of \$11,160 for day-use visitors.



The occupancy rate reflects the average amount of nights a campsite is in use over the 184 available days. Each column is multiplied by the next until it reaches the total in the Revenue column. For example, using the Full Hookups; 19 (Full Hookup) X .65 (Occupancy Rate) X 184 (Season) X \$36 (Fee) = \$81,806.

**Table 6: Projected Fee Revenue for Current Development:**

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Full Hookup	19	65%	184	\$36	\$81,806
Partial Hookup	31	65%	184	\$31	\$114,936
Tent	5	65%	184	\$20	\$11,960
Cabins	2	80%	184	\$65	\$19,136
Group Campsites	3	55%	184	\$125	\$37,950
Group Camp Shelters	3	55%	184	\$180	\$54,648
Camping	Total				\$320,436
Day-Use	Total				\$11,160
Combined	Total				\$331,596

The projected overnight camping fee revenue with the proposed fees at Fishermen’s Bend would be \$320,436. Adding in the projected standard amenity fee revenue of \$11,160 would bring the total fee revenue collected at Fishermen’s bend to \$331,596.

**Table 7: Projected Fee Revenue After Development:**

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Full Hookup	43	65%	184	\$36	\$185,141
Partial Hookup	11	65%	184	\$31	\$40,784
Tent	9	65%	184	\$20	\$21,528
Cabins	12	80%	184	\$65	\$114,816
Group Campsites	3	55%	184	\$125	\$37,950
Group Camp Shelters	3	55%	184	\$180	\$54,648
Camping	Total				\$454,867
Day-Use	Total				\$11,160
Combined	Total				\$466,027

The projected overnight camping fee revenue with the proposed fees and completed development at Fishermen’s Bend would be \$454,867. Adding in the projected standard amenity fee revenue of \$11,160 would bring the total fee revenue collected at Fishermen’s bend to \$466,027.

**Table 6: Side by Side Comparison of Fee Revenue**

Fee Type & Site (Fishermen’s Bend)	Projected Revenue (No New Development)	Projected Revenue (After Development)
Tent	\$11,960	\$21,528
Partial Hookup	\$114,936	\$40,784
Full Hookup	\$81,806	\$185,141
Cabin	\$19,136	\$114,816
Group Campsite	\$37,950	\$37,950
Group Camp Shelter	\$54,648	\$54,648
Day-use	\$11,160	\$11,160
<b>Total</b>	<b>\$331,596</b>	<b>\$466,027</b>

Fishermen’s Bend Recreation Site will become more self-sufficient based on the projected fees when compared to the operation and maintenance costs for the Fishermen’s Bend Recreation Site (see Table 9). In addition to becoming more self-sufficient, the added fee revenue will allow for improved maintenance and visitor services, as well as other enhancements to the recreation site.

**Table 9: Difference Between Revenue Collected and Expenditure Costs**

	Current	Projected 2021 (No New Development)	Projected 2021 (After Development)
<b>Fees Collected</b>	\$184,679	\$331,596	\$466,027
<b>Operation &amp; Maintenance</b>	\$478,133	\$554,350	\$564,850
<b>Difference</b>	<b>-\$293,454</b>	<b>-\$222,754</b>	<b>-\$98,823</b>

**Proposed Use of Additional Fee Revenue**

The Northwest Oregon District’s primary goal for recreation sites is to provide high-quality recreation opportunities and experiences for all visitors. Labor will continue to be the highest operating cost for the recreation sites. BLM staff provides visitor information and interpretive programming; conducts field patrols; maintains facilities; collects and reconciles fees; and rehabilitates natural resource damage. Recreation fee revenue is needed to help support the operation and maintenance of these developed recreation sites. The following is an initial list of how the proposed recreation fee revenue would be used:

- Service contracts for garbage collection, septic pumping, water testing, and firewood.
- Increased patrols for visitor safety, property protection and compliance.
- Renewal of county and state drinking and wastewater permits.
- Supplies including but not limited to cleaning supplies, toilet paper, hand soap, paper towels, hand sanitizer, fuel for motorized equipment, paint, lumber, rock, concrete...etc.
- Maintain, improve and replace recreation site infrastructure such as trails, signage, barbeque grills, fire rings, picnic tables, cement and wood fencing, restroom buildings, kiosks, lighting, roadway striping, maintenance building, communication devices, curb stops, non-motorized...etc.

- Maintain and replace equipment such as lawn mowers, leaf blowers, weed trimmers, hand tools, golf carts, ATVs, pressure washers, chain saws, drills...etc.
- Operating or capital costs associated with government vehicles, trailers, tractors, and bobcats.
- Information material such as maps, brochures, and interpretive signage.
- Fee collection equipment and upkeep.
- Audits and evaluations.
- Construction of recreation facilities, such as additional camp sites, trailheads and trails.
- Campground Host stipend payments.
- Purchase native trees and shrubs to prevent social trailing through sensitive areas,
- new interpretive panels could be installed to educate visitors on the importance of the natural resources and how a healthy forest system works
- increased effort to eradicate invasive species from recreation sites could occur

Due to continued stagnation or decreases in the BLM budget there is a growing need for the recreation program to become more self-sufficient, while recognizing that appropriated funds still provide the majority of the recreation program funding. Over the next five years, the recreation program is looking to achieve greater self-sufficiency and resiliency through market rated fee increases, repurposing low visitation recreation sites and designing purpose built recreation sites that fill popular recreation needs. The Bureau of Land Management's Recreation Strategy "Connecting with Communities", provides a vision to increase and improve collaboration with the local community network of service providers to help communities produce greater well-being and socioeconomic health to deliver outstanding recreation experiences to visitors while sustaining the distinctive character of public land recreation settings. The Northwest Oregon District is also striving to continue relationships with local youth groups in helping to promote a positive experience for youth on public lands and to inspire them to take a greater interest in public land issues.

### **Impacts of Implementing or Not Implementing Fee Changes**

**Positive Impacts** – Fees at Fishermen's Bend Recreation Site have not been changed since 2009, yet the costs of goods, labor, and services have steadily increased. As the costs of goods, labor, and services increase, the purchasing power from recreation fees decreases proportionately. If the proposed fees were adopted, current services would continue to be offered and additional services (additional trails, new types of amenities) would be available. Some of the revenue would be used to gradually reduce the maintenance backlog. Also benefiting would be additional law enforcement, employee oversight of the sites that would reduce vandalism, negative behavior and increased visitor safety. Site infrastructure, cleanliness, and visitor services and information would be benefited as well. All of these combine to improve the overall visitor experience.

Benefits to the local economy could also be realized. It is imperative to the local economy to keep recreation site infrastructure in good condition, clean and serviced to high standards. Maintaining these high standards and creating new opportunities improves the overall recreational experience for current and new visitors alike.

Increased fees also add benefits to the environment. It would allow the Northwest Oregon District to improve, manage, and operate recreational facilities to the fullest. By providing day-use trailheads, campgrounds, and day-use areas for visitors, it allows the District to consolidate resource impacts to a much smaller area. Human waste and garbage are dealt with in an appropriate manner in areas where infrastructure is provided. If these services were not available, the impacts would be felt across a wide area, as illegal dumping would increase. Increased fees would also allow for more purchasing power to acquire items that help reduce negative impacts to the environment. For example, native trees and shrubs could be purchased to prevent social trailing through sensitive areas, new interpretive panels could be installed to educate visitors on the importance of the natural resources and how a healthy forest system works and an increased effort to eradicate invasive species from recreation sites could occur.

**Negative Impacts** – If proposed fees are not adopted, the existing facilities could see a loss of functionality as operation and maintenance efforts may not be able to keep pace with the high use of the site. As costs continue to increase, maintenance may not happen as quickly or as often as needed and some services may be reduced. Deferred maintenance costs would increase as facilities age and deteriorate without proper annual maintenance. Maintenance which is deferred because of insufficient funding may result in increased safety hazards, reduced service to the public, higher costs in the future and inefficient operations.

A reduction in recreation and maintenance staff could occur as those positions may not be filled if vacated due to lack of funds. Law enforcement patrols are not expected to be affected. Recreation demands will continue to increase as the Northwest Oregon District is seeing some of the highest population growth in the nation, which in turn increases visitation, thus the costs to operate the fee sites would become more dependent on the fluctuating appropriated funding. The opportunities for future planned developments would be constrained and likely dropped from implementation.

Negative impacts to the environment could also occur. Fewer trash pickups and pumping of toilets could occur, thus creating human waste and garbage impacts. Less-frequent patrols from recreation staff to maintain trails, signage and education materials may allow some visitors to act inappropriately by cutting new trails and vandalizing facilities.

## **Outreach**

### **Stakeholders and Partnerships**

The BLM strongly believes that in order to have a successful recreation program, community partners must be engaged and utilized. The BLM not only gains great volunteers, but also gains the essential community attachment to a place. A community that is attached to a campground or trail system is more likely to promote these places and take pride in their stewardship. The community benefits from tourism dollars associated with these sites, the skills that the BLM staff teaches area youth, and the extra finances directly tied to the assistance agreements, all of which are empowering for rural communities.

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

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

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

The BLM will continue partnerships with Marion County youth, scouts, sheriff department, and individuals. The BLM hosts annual trail maintenance, campground maintenance and clean up events for volunteers. The accomplished work includes firewood preparation, trail, and site maintenance and projects that are completed throughout the year. A priority will be to increase the number of partnerships and agreements associated with the Northwest Oregon District as a whole, to further generate the highest return on fee dollars.

### **Public Comments**

Partners realize that fees are a part of using developed facilities and continually ask when fee changes will be implemented. Partners understand that fee collection provides available funds for the completion, operation and maintenance of developed sites. Fees also act as a tool for resource protection by helping prevent miss-use and individuals using locations as housing.

The Fishermen's Bend Recreation Area Management Plan Environmental Assessment discussed that there would be fee increases and new fees established for day-use. The plan was released in January 2015 and during the process the BLM received two comments about the fee increases and establishing a new day-use fee. Concerns were raised that people would be unwilling to pay the day-use fee, establishing full hookups would price people out of the campground and having a fee to allow pets in cabins.

On August 11, 2016, information about the Northwest Oregon District's Proposed Fee Changes was posted onsite at Fishermen's Bend Recreation Site; simultaneous news releases were pushed to local newspapers. The news release was also published in the Statesman Journal, which prints for the upper Willamette Valley area on August 14, 2016, and The Tillamook County Pioneer which prints for Tillamook County on August 15, 2016. The Northwest Oregon District also posted news releases online for viewing. All documents provided an email address where public comments related to any recreation project may be submitted ([blm\\_or\\_no\\_rec\\_publiccomments@blm.gov](mailto:blm_or_no_rec_publiccomments@blm.gov)); the email is monitored daily during the workweek. As of November 3, 2016, the Northwest Oregon District has received seven comments, nothing specific to Fishermen's Bend Recreation Site. Commenters generally were confused about the America the Beautiful-The National Parks and Federal Recreation Lands Pass. They were in general, supportive of fee increases.

### **Public Communication and Marketing Plan**

1. Public notice of the proposed fee changes will continue to be posted onsite until implemented.
2. News releases will appear in local newspapers informing the public of fee changes the Northwest Oregon District BLM is planning.
3. Both the public notice and news release will contain contact information for public comments on the proposed fee changes.
4. Website information will inform the public of the proposed fee changes.
5. Fee signs and paper materials will reflect the proposed fee changes, including notice of the fee rate(s), the passes that are accepted, and where the fees are charged.
6. A Notice of Intent to Collect Recreation Fees will be published in the *Federal Register* six months before establishing any new recreation fees sites.

In addition, the Northwest Oregon District will be presenting the campground fee proposals to the Coastal Oregon and Northwest Oregon Recreation Resource Advisory Council (RAC) for its formal review. The RAC is a 15-member advisory panel which provides advice and recommendations to the BLM on resource and land management issues for approximately 720,000 acres of public lands in Oregon. The Federal Lands Recreation Enhancement Act mandates that the appropriate Recreation RAC will be consulted and given opportunities to provide recommendations to the BLM on all recreation fee proposals prior to implementation. Comments from both the public at large and the BLM RAC will be considered prior to the implementation of the proposed recreation fees.

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

### **Ways to Inform Public of Fee Expenditures**

Fee expenditure information is collected on an annual basis and presented in the Federal Statistics document available online. More specifically, each area will post fee expenditure















information on site and online to inform the public where and on what services, maintenance, operations their fees are spent.

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## Appendix 1: Analysis of Existing Private and Public Campgrounds















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

\*Partial Hookup is 2 out of 3 hookups. \*Full hookup is water, electric and sewer. \*Basic is no hookups

Campground	Fee															
<b>Fishermen's Bend (BLM)</b>	<i>Proposed Fees</i>															
	Full hookup	\$36														
	Partial hookup	\$31														
	Tent site	\$20														
	Cabin	\$65														
	Extra vehicle	\$5														
	Day-use	\$5	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Group day-use shelter	\$110	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Group camp shelter	\$180 (\$3 per person past 60)														
Group campsite	\$125 (\$.50 per person past 50)															
<b>Little North Fork Recreation Area (BLM)</b>	<i>Proposed Fees</i>															
	Basic site	\$20	✓	✓	✓	✓	✓	✓								
	Extra vehicle	\$5	✓	✓	✓	✓	✓	✓								
Day-use	\$5															
<b>Quartzville Recreation Area (BLM)</b>	<i>Proposed Fees</i>															
	Basic site	\$16														
	Extra vehicle	\$5	✓	✓		✓	✓		✓							
	Day-use	\$5	✓	✓		✓	✓		✓							
Group campsite	\$100 (\$2 /person past 50)															
<b>John Neal Memorial Park (Linn County)</b>	Basic site	\$24														
	Water hookup	\$24														
	Extra vehicle	\$7	✓	✓		✓	✓		✓	✓	✓	✓		✓		✓
	Group campsite	\$200														
	Group shelter	\$125														
<b>River Bend (Linn County)</b>	Basic site	\$24														
	Partial hookup	\$31														
	Cabin	\$65														
	Extra vehicle	\$7	✓	✓		✓	✓		✓	✓	✓		✓	✓		✓
	Group shelter	\$125														
Group gazebo	\$175															



Campground	Fee															
<b>Sunnyside (Linn County)</b>	Basic site \$24															
	Double site \$48															
	Triple site \$72	✓	✓		✓	✓		✓	✓							
	Partial hookup \$31															
	Extra vehicle \$7															
<b>Waterloo (Linn County)</b>	Basic site \$24															
	Partial hookup \$29	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓			✓
	Extra vehicle \$7															
	Group shelter \$125-\$175															
<b>Whitcomb Creek (Linn County)</b>	Basic site \$22															
	Extra vehicle \$7	✓	✓		✓	✓		✓	✓		✓					
	Group campsite \$200															
<b>Cascadia (State Parks)</b>	Tent site \$17															
	Extra vehicle \$7															
	Day-use \$5	✓	✓		✓	✓		✓	✓					✓		
	Picnic area \$50															
	Group campsite \$71 (\$3 each over 25 people)															
<b>Detroit Lake (State Parks)</b>	Full hookup \$28															
	Electric only \$26															
	Tent site \$19	✓	✓		✓	✓	✓	✓		✓	✓					✓
	Extra vehicle \$7															
	Day-use \$5															
<b>Silver Falls (State Parks)</b>	Horse site \$19/\$58															
	Electric only \$26															
	Tent site \$19															
	Extra vehicle \$7															
	Cabin \$40/\$50	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	
	Day-use \$5	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	
	Group shelter \$50/\$100															
	Group campsite \$71 (\$3 each over 25 people)															
Group RV \$101 (\$10 per past 10)																
<b>Breitenbush (USFS Willamette)</b>	Basic site \$16															
	Double site \$30															
	Extra vehicle \$7	✓	✓		✓	✓										
	Day-use \$7															

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