

August 2017



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

Nestucca River Corridor Recreation Sites Business Plan



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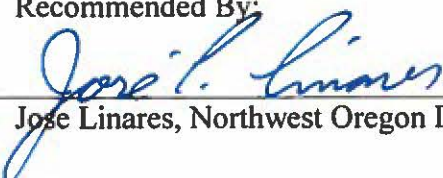
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8/28/17
Date

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 of the Nestucca River Recreation Sites that provide similar services. Based on the comparative fee analysis, this Business Plan proposes to revise the camping and keep the day-use fee as is for the Nestucca River Recreation Sites.

The Nestucca River Recreation Sites consists of four Bureau of Land Management (BLM) campgrounds; Alder Glen, Dovre, Elk Bend, and Fan Creek located along the Nestucca River and four off-highway vehicle trailheads that lead to 24 miles of trails in the Tillamook Field Office of the Northwest Oregon District, Bureau of Land Management (BLM), Department of the Interior. The Nestucca sites are in Oregon's 5th Congressional District.

The small, 3-5 acre campgrounds contain 10-11 sites each with the exception of Elk Bend, which offers 5 walk-in campsites. Each campground is equipped with designated sites, fire rings, picnic tables, potable water, and vault toilets. Elk Bend has parking located a short distance from the camp sites.

Fee revenue for the recreation sites has historically been generated from camping fees and extra vehicle parking. The following fee schedule outlines the existing and proposed changes for recreation fees at the Nestucca River Recreation Sites. Detailed discussion on this fee proposal occurs in the body of this business plan.

Table 1: Existing Fees and Proposed Fee Changes

Standard Amenity	Existing Fee	Proposed Fee
Day-Use	None	\$5
Annual Day-Use Pass ¹	None	\$30
Expanded Amenity	Existing Fee	Proposed Fee
Extra Vehicle Fee	\$5	\$5
Small Group Day-use Shelter	None	\$50
Basic Campsite	\$10	\$15
Group Campsite	None	\$75 (up to 40 people) \$2.50 for each additional person

Introduction

Regulatory Framework

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 that RUP revenue is spent at or near the site of collection. This business plan and these fee sites are associated with the **Nestucca 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)

¹ 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 Nestucca River Recreation Sites.

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 H-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 trailsides, 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 the Nestucca River Recreation Sites in the near future.

Background

Fee Site Description

The Nestucca River Corridor is part of the Nestucca Back Country Byway and designated as an Area of Critical Environmental Concern for scenic qualities, fisheries production, botanical and recreational values within a setting of high-quality commercial timberlands. The Nestucca River is known for its steelhead fishing opportunities and is one of the most productive anadromous fisheries in Oregon. The nearby Upper Nestucca Off-Highway Vehicle (OHV) trail system provides 24 miles of motorcycle and all-terrain vehicle use and includes three staging areas that offer direct access to the trail system.



The Nestucca River Corridor is located along the Nestucca River, which is both a state designated scenic water way and a federally designated wild and scenic river. The area is located within a typical coastal forest, which boasts a lush forest system and provides ample opportunities to view wildlife, like elk, deer, bear, bobcat and birds. The small, 3-5 acre campgrounds contain 10-11 sites each with the exception of Elk Bend, which

offers 5 walk-in campsites. Each campground is equipped with designated sites, fire rings,

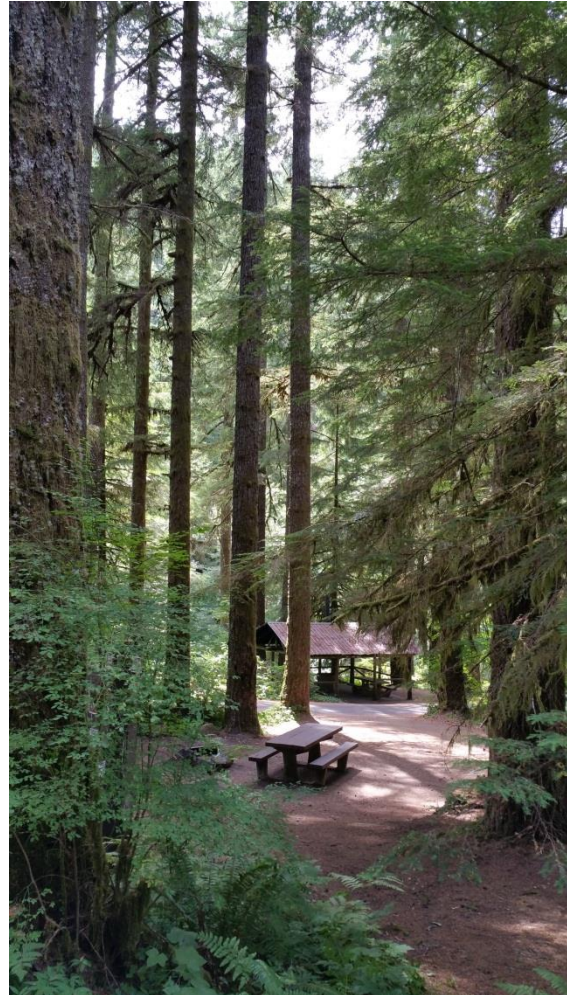
picnic tables, potable water, and vault toilets. Elk Bend has parking located a short distance from the camp sites.

Alder Glen offers 11 first come first serve campsites that offer direct access to the Nestucca River within the campground. Each campsite offers a tent pad, dedicated parking space, barbeque grill, fire ring, and picnic table. The campground is paved, offers information kiosks, potable water, vault restrooms, universally accessible dock and walkway, and a camp host.

Fan Creek offers 11 first come first serve campsites that offer direct access to the Nestucca River within the campground. Each campsite offers a tent pad, dedicated parking space, barbeque grill, fire ring, and picnic table. The campground is paved, offers information kiosks, potable water, vault restrooms, and a camp host.

Dovre offers 10 first come first serve campsites that offer direct access to the Nestucca River within the campground. Each campsite offers a tent pad, dedicated parking space, barbeque grill, fire ring, and picnic table. The campground is paved, offers information kiosks, potable water, vault restrooms, and shares a camp host with Fan Creek.

Elk Bend currently offers 5 free walk-in tent sites, potable water, vault toilet, barbeque grills, fire rings, picnic tables, tent pads and shares a camp host with Alder Glen. The site will be transitioned into a group campsite that would be reservable online or over the phone and will no longer be a free site; this would be done to meet the growing demand for this style of camping. Future plans during the Nestucca Byway project calls for restructuring the parking area to include a more formal parking layout with gated access, and an accessible ramp to the campground.



Amenity Descriptions

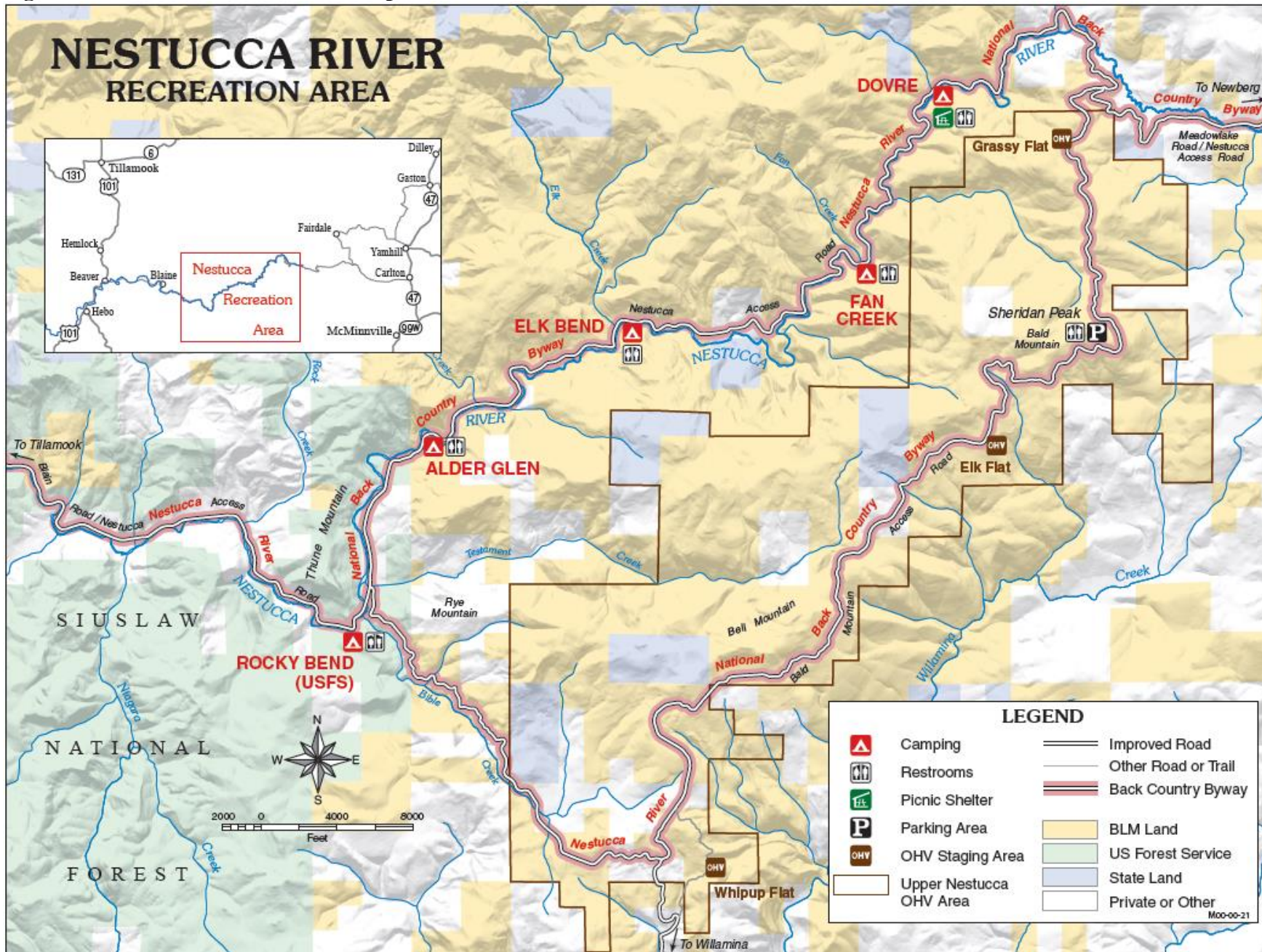
Each individual site allows up to eight people and two vehicles. An additional tent is allowed at each site in addition to their primary camping type. For example, an RV site allows for one RV and a tent, a tent site allows for two tents. One RV and one camper trailer at a single site is not allowed,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

Basic Campsites offer BBQ grill, picnic table, tent pad, assigned parking and a fire ring. No hookups are available at the sites and certain sites can allow for up to a 24ft camper trailer or RV.

Season of Use

The campgrounds are open from Memorial Day weekend until mid-November to accommodate rifle elk hunters, with the option to expand or shorten the season based on user demand and budget. The peak use of the campgrounds coincides with the warmer months, with weekends and holidays reaching maximum capacity at the campgrounds; rifle season for elk also results in heavy outdoor recreation use in the corridor as well. The OHV trailheads and other day-use sites remain open year round, but at times must be closed for natural resource protection or administrative actions like fire season closures or log operations.

Figure 1: Nestucca River Corridor Map



Recreation Use

Visitation at the **Nestucca River Recreation Sites** is recorded annually in the BLM’s Recreation Management Information Systems (RMIS) database. 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 at the fee sites within the Nestucca River Recreation Corridor.

Table 2: Annual Visitation

Site	FY12	FY13	FY14	FY15	FY16
Alder Glen	1,953	2,979	2,038	2,805	3,228
Fan Creek	450	1,833	1,644	1,643	2,449
Dovre	1,271	1,875	1,519	1,995	2,357
Elk Bend	498	704	525	497	572
Total	4,172	7,391	5,726	6,940	8,606

The BLM-managed fee sites in the Nestucca River Recreation Corridor visitation rates fluctuate drastically from year to year, due to weather, economics and administrative activities that result in closures to the byway or campgrounds. The administrative activities can be due to road construction and repairs, bridge and culvert repairs and replacements or construction activities within the campsites. The Nestucca River Recreation Sites had approximately 8,606 visitors in 2016, with the majority of visitors using the sites for overnight camping. The highest season of use occurs from July through August with the majority of the visitors looking for a location to escape the heat in the valley and to cool off in the river.

A visitor satisfaction survey was conducted at the Nestucca River Corridor campgrounds during the primary use season of the fiscal year 2015. The demographics for the visitors during this time were 64% of visitors being adults and of those adults 65% of them were between the ages of 31-60. The gender of the visitors were split nearly in half at 49% female and 51% male; with the majority (55%) of the visitors not having children with them. The primary activities of those surveyed were camping (88%), hiking (56%), swimming (49%), picnicking (47%) and sightseeing (44%). The reason for use changes during the months of September through November to be more oriented toward the vast hunting opportunities that the Nestucca River Corridor offers. Fishing sees greater emphasis during the peak Steelhead fishing season. The survey concluded that 92 percent of visitors were satisfied with the value received and opportunities experienced while visiting the Nestucca River Corridor and over half the visitation is from repeat users.

The majority of visitors to the Nestucca River Corridor come from the nearby communities of the Willamette Valley. However the popularity of the corridor has grown in the past few years as

a bicycle travel route to the coast and as a more rustic camping opportunity for people from the larger metropolitan areas of Salem and Portland. According to a report done by The Oregon Community Foundation in 2011, 75% of the population of the Northern Willamette Valley is Caucasian, 18.6% his Hispanic and 6.3% is other. The median family income is \$59,000, with only 23% of the population having a bachelor’s degree.

Fee Revenue

Table 3 displays the annual amounts collected at the Nestucca River Recreation Sites since 2014.

Table 3: Annual Fee Collection and 3-Year Average

Fiscal Year	FY14	FY15	FY16	3-Year Average
Combined Total	\$15,592	\$18,086	\$14,807	\$16,162

Fee Collection and Enforcement

All vehicles entering the **Nestucca River Recreation Sites** are required to pay for a recreation use permit for overnight camping (expanded amenity fee) or day-use (standard amenity fee). Visitors can purchase the recreation use permits at self-service fee stations located near the entrances. All passes must be displayed either on the campsite post or within view from the vehicle’s front window. The BLM is considering placing some or all of the campsites on the National Recreation Reservation System.

The Nestucca River Recreation Sites’ fees are enforceable through the presence of onsite hosts that monitors the sites and a rotation of BLM employees that patrol the sites. If problems arise, the host contacts BLM staff or law enforcement in the Northwest Oregon District, Salem Office. Yamhill and Tillamook County Law Enforcement Officers patrol the area and are available to assist as well.

School groups and educational organizations can arrange free access at any time of the year for authorized educational activities by contacting the BLM and providing a curriculum of their planned educational activities (see Prohibitions on Charging REA Fees). Other recreational events must be held under a Special Recreation Permit (SRP) issued by the Northwest Oregon District.

Operations and Maintenance Costs

The BLM spends about \$192,550 each year to operate and maintain the site, which includes staff salary, vehicles, supplies, law enforcement, and operations. The cost for fee collections is approximately \$3,000 annually, which includes collection, maintenance of self-service fee stations, and costs associated with the sale of annual passes. The Nestucca River Corridor recreation facilities represent well over \$1 million dollars in capitalized infrastructure investment. In addition, alternative program funds, including recreation pipeline funding, have been invested in improving and maintaining the Nestucca River Corridor’s facilities and infrastructure over the past years. With continual stagnation or decreases in annual recreation budgets, the fee collection program is necessary to continue maintenance, improvements and for

development of new user demanded experiences, such as the Nestucca OHV trail system and building new staging areas with adequate amenities that are prescribed by user demand.

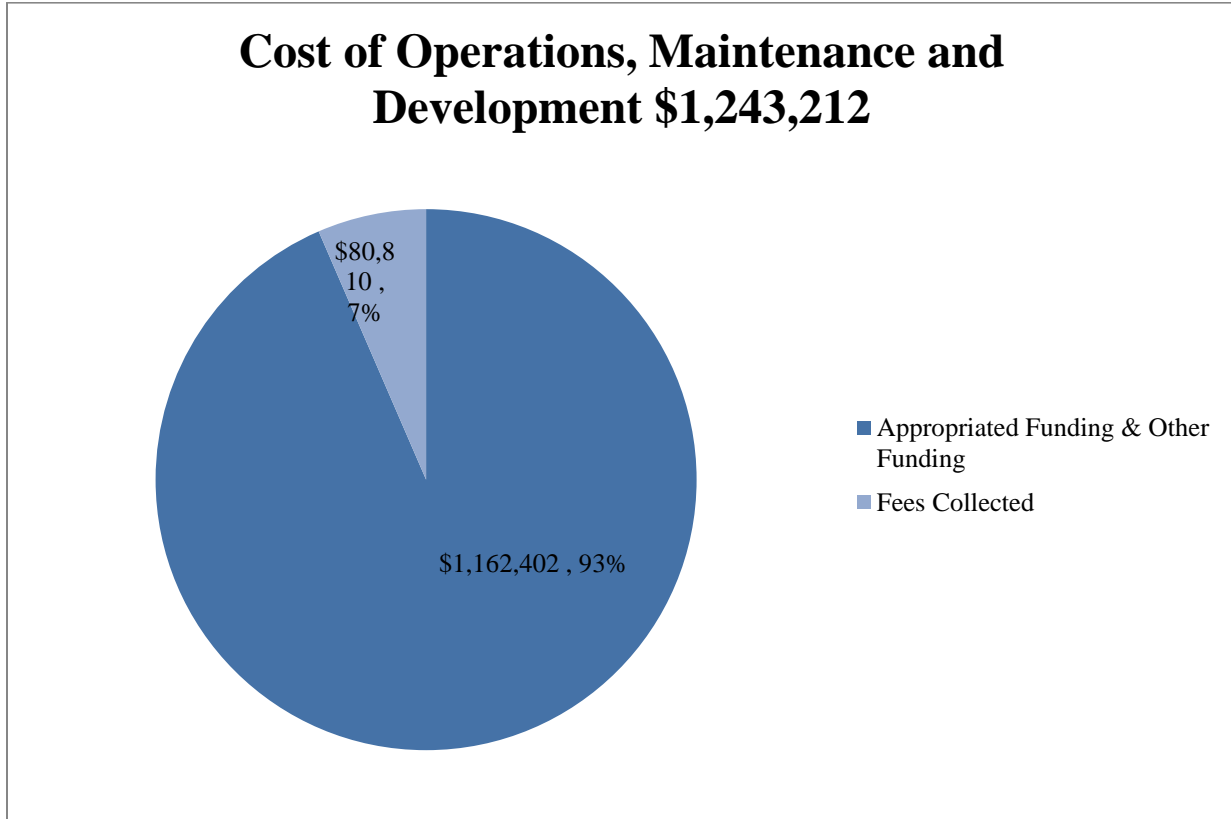
Table 4: Annual Expenditures by Expense Cost Category

Cost Type (These costs are the averages and include benefits.)	Current	Projected Year 2021
Park Rangers (6 months)	\$48,000 (2 rangers)	\$55,645 (2 rangers)
Other Staff Labor (outdoor recreation planners, specialists, other rangers...etc)	\$36,000	\$41,734
Youth Corps Labor	\$14,400 (2 weeks)	\$33,388 (4 weeks)
Vehicles	\$7,000	\$8,115
Equipment/Supplies	\$25,000	\$28,982
Services (water testing, waste pumping, trash pickup...etc)	\$12,000	\$13,900
Camp host stipend	\$9,400 (2 hosts)	\$10,051 (2 hosts)
Law Enforcement	\$50,750 (25% present)	\$58,833 (25% present)
Total	\$202,550	\$250,648

Projected Development Costs

The Nestucca River Corridor campgrounds are already developed recreation sites and represent well over a million dollars in infrastructure investment. The BLM has plans to improve campground and day use amenities by adding additional hiking and biking trails, continue to develop day use sites into standard amenity sites, improve overall day-use accessibility, replace old infrastructure like the day-use shelter at Dovre. In the OHV area the BLM plans to develop approximately 10 miles of OHV trails, and make improvements to OHV trailheads such as restrooms, signage and fencing. It is too early in the development and scoping process to give an accurate estimate on costs and exact projects that would be completed.

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



Below is a list of recent improvements and maintenance and their costs:

- Dovre day-use shelter (2016, \$42,000)
- CXT Restrooms at campgrounds (2012 - 2013, \$153,150)
- CXT sidewalks (2013, \$7,312)
- Universal trail to fishing platform at Alder Glen (2013, \$16,000)
- Fishing platform repair (2013, \$12,000)

Fee Proposal

Summary

The fee analysis portion of this business plan was based on a comparative review of fees at other existing public facilities that provide similar services within the geographic area of the Nestucca River Corridor Recreation Sites. Based on the comparative fee analysis, this business plan proposes to expand the day-use fee and add a camping fee.

Table 5: Existing Fees and Proposed Fee Changes

Standard Amenity	Existing Fee	Proposed Fee
Day-Use	None	\$5
Annual Day-Use Pass ²	None	\$30
Expanded Amenity	Existing Fee	Proposed Fee
Extra Vehicle Fee	\$5	\$5
Small Group Day-use Shelter	None	\$50
Basic Campsite	\$10	\$15
Group Campsite	None	\$75 (up to 40 people) \$2.50 for each additional person

Financial Analysis of Existing Private and Public Facilities

The BLM charges expanded amenity fees for camping within the Nestucca River Corridor at Alder Glen, Dover, and Fan Creek Campgrounds. Camping at the walk-in Elk Bend campground is free. Current fees have not changed since 2005. A comparative analysis conducted by the BLM Salem District recreation staff in 2016 reviewed expanded amenity fees at similar state, federal, and local park facilities. Fees would increase expanded amenity fees and begin implementing a standard amenity day-use fee in 2017 based on this comparative market analysis (see Appendix 1).

Expanded and standard amenity fees for the Nestucca River Corridor are based on a fair market value analysis. A review of State, federal, and local parks in geographic region of the Nestucca River Corridor in the counties of Yamhill and Tillamook resulted in the 2017 proposed fee changes, which are based on what the public sector currently charge for similar visitor facilities, number of campsites, access, and services. No comparable sites in the private sector currently exist; RV parks available along the coast were not used in the comparison as they are a different market and would not accurately reflect the recreation market of the Nestucca River Corridor.

Individual campsite Factors we evaluated in determining price comparisons were size of sites and accessibility, as the existence of fire pits, close potable water, and naturalness of setting, and vegetation screening between campsites. Within the market area the average fee for basic individual sites is \$16.87. Comparable campgrounds managed by Oregon Department of Forestry fees range from \$8 to \$27. The Trask River and Kilchis River County Campgrounds are similar to the Nestucca River Corridor campground in amenities offered and size. However, the County campgrounds offer more amenities or higher quality facilities than the Nestucca River Corridor campgrounds, and we adjusted downwards approximately 10 percent for individual sites. The proposed fee for individual campsites is \$15.

Group campsite fees in the market area range from \$50 to \$100 per night based on allowable group size and amenities provided. Group campsite prices have a wide range and maximum amount of people allowed per site. We determined that the best method to analyze the fee prices

² 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 Nestucca River Recreation Sites.

for group sites is by a per person method, dividing the stated capacity of a site, into the maximum fee charged. The average group camping fee per person is \$2.50. The minimum camping fee for a group campsite would be set at \$75 per-night for the first 30 people, not including additional vehicles. Any additional vehicles or people above the allotted amount will pay \$5 per vehicle and \$2.50 fee per person. The entire Elk Bend campground would be reservable by groups, and we feel the privacy and exclusiveness of this arrangement offsets the difference in amenities between Elk Bend and comparable campgrounds.

Small group day-use shelters: Currently there are no fees established in the area for day-use shelters. The BLM will apply a modest \$1.00 per person fee rate for day-use shelters in the analysis area. The fee for the day-use shelter at Dovre will be \$50, and will allow for a maximum of 50 people at the shelter.

Day-use fees in the market area range from \$2 to \$6 per vehicle for standard amenities. Surrounding counties and large cities offer numerous opportunities for day-use with the majority being free; rental fees for group day-use facilities and shelters vary (Appendix 1). To stay consistent with the additional vehicle fee already in place at the campgrounds, the day-use fee would be set to \$5. In the Nestucca corridor, as day use sites and OHV trail heads with enough standard amenities are developed, they will be designated as fee sites and the standard districtwide annual pass being valid as well.

Projected Fee Revenue

The Nestucca River Corridor Recreation Sites consists of four campgrounds, these campgrounds are Alder Glen, Elk Bend, Fan Creek and Dovre and their combined average annual fiscal year fee collection since 2014 is \$16,162. Generally fee revenue is based on the annual visitation, compliance rate, occupancy rate and available days. The revenue collected at the Nestucca River Corridor Recreation Sites has remained fairly steady over the past 5 years, aside from fluctuation cause from weather and byway construction.

The occupancy rate for the campgrounds within the Nestucca River Corridor is 35%, the campgrounds were traditionally open from Memorial Day to Labor Day, for 184 days on average, with the increases in available days to accommodate elk hunters the campgrounds will be open from May 1st till November 15th, this will extend the season to 197 available days in 2017. This will also likely lower the occupancy rate as there will be more rainy days during this time span.

Example: Alder Glen 11 (sites) X .30 (occupancy) X 197 (days available) X \$15 (fee) = \$9,752

Table 6: Projected Revenue Based on Regional Occupancy Rates

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Alder Glen	11	30%	197	\$15	\$9,752
Elk Bend	1	35%	197	\$75	\$5,171
Fan Creek	11	30%	197	\$15	\$9,752
Dovre	10	30%	197	\$15	\$8,865
Combined	Total				\$33,540

Based on both our current and projected fees, operation and maintenance costs for Clay Creek Recreation Site (see Table 7); the site will become more self-sufficient and will allow for improved maintenance and visitor services, as well as other enhancements in the recreation site.

Table 7: Difference Between Revenue Collected and Expenditure Costs

	Current	Projected After Fee Increases	Projected 2021
Fees Collected	\$16,162	\$33,540	\$33,540
Operation & Maintenance	\$202,550	\$202,550	\$250,648
Difference	-\$186,388	-\$169,010	-\$217,108

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 in the Nestucca River Recreation Corridor have not been changed since 2005, 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 fee changes 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

increased use of the site due to the rising popularity of the mountain bike trail system. 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 has a Cooperative Management Agreement with Applegate Rough Riders Motorcycle Club to conduct annual trail clean-ups, maintain the trail system, and work with the BLM with new trails or re-routes of existing trails. Applegate Rough Riders Motorcycle Club donates an average of 270 hours of volunteer time annually. Oregon State Parks and Recreation, and Oregon Department of Forestry both have been valuable in the management and maintenance of the OHV trail system. They have assisted with grants, emergency trail work, and their trail expertise, in addition to working cooperatively to enhance the overall OHV experience in the area.

The BLM will continue partnerships with Yamhill and Tillamook County youths, scouts, sheriff departments, and individuals. The BLM hosts annual trail maintenance, campground maintenance and clean up events for volunteers; in addition to work parties, the BLM has also hosted information sessions, like trail building and wildlife education programs that were offered at the campgrounds and within the trail system. The accomplished work includes firewood preparation, trail, and site maintenance projects 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.

On August 11, 2016, information about the Northwest Oregon District's Proposed Fee Changes was posted onsite at the Nestucca River Corridor Recreation Sites; 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); the email is monitored daily during the workweek. As of March 22, 2017, the Northwest Oregon District has received seven comments, with one being specific to the Nestucca River Corridor Recreation Sites. Commenters generally were confused about the America the Beautiful-The National Parks and Federal Recreation Lands Pass and in general support of fee increases.

Below is the comment in its entirety:

- “1. Public facilities of all kinds need appropriate maintenance and occasional upgrading to provide a safe and enjoyable experience for those citizens who use them.*
- 2. Tax revenues may provide a base of funding for BLM properties from the federal level but demand increases at a faster rate than those resources ever will, given the gridlock in our Congress.*
- 3. I believe that user fees are a perfectly appropriate source of funding for maintenance and improvement of public facilities.*
- 4. RE: the provision for people to provide volunteer service in exchange for an annual pass.*
 - a. This assures that people who are financially challenged have an alternate way of obtaining the pass.*
 - b. It also provides the opportunity for greater public awareness of the challenges faced by public employees and budgets in maintaining these facilities.*
- 5. I think the proposed fee structure is fair.*
- 6. RE: enforcement of the fees.*
 - a. Since there are already fees for use of many of these facilities I assume there is already a structure for enforcement of any new fees.*
 - b. I assume that the current proposal would not result in any increased enforcement costs assuring that the increases would go wholly to maintenance and upgrading of facilities.*

I live in a resort community at the coast near the Nestucca River Corridor and have spent several years enjoying access to many public lands...USFS, BLM, State and County. I find that many people who visit our area are appreciative of the beauty of the coastal environment and use it appropriately, leaving virtually no trace of their time spent in a natural environment. However, an increasing number of people using our public lands show an incredible disrespect for the very environment they came to enjoy. The vandalism and trash left

in their wake costs all taxpayers more money each year to remedy. This is very sad, but it is a reality that public stewards of the land must contend with so I support the proposals you have outlined, at least as far as I understand them from the article in the Tillamook County Pioneer.”

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 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 or District 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 the Nestucca River Corridor’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 Public Land Statistics available online at https://www.blm.gov/public_land_statistics/. 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.

Appendix 1: Analysis of Existing Campgrounds

Campgrounds below have all 9 expanded amenities listed above. *Full hookup is water, electric, and sewer. *Basic is no hookups

Campground	Fee														
Nestucca River Corridor (BLM)	<i>Proposed Fees</i>														
	Basic campsite	\$15													
	Extra vehicle	\$5													
	Day-use shelter	\$50	✓	✓	✓	✓	✓	✓	✓	✓				✓	
	Day-use (Including OHV)	\$5													
Group campsite (\$2.50 per past 30)	\$75														
Trask River (Tillamook County)	Tent	\$21													
	\$8 per extra tent														
	RV/Trailer	\$27													
	\$8 per extra tent														
	Day-use	\$4	✓	✓		✓	✓		✓	✓	✓				
	Extra vehicle	\$6													
Pet	\$6														
Group campsite	\$100														
\$8 per extra tent															
Kilchis River (Tillamook County)	Tent	\$21													
	\$8 per extra tent														
	Rv/Trailer	\$27													
	\$8 per extra tent		✓	✓		✓	✓		✓	✓	✓				✓
	Day-use	\$4													
	Extra vehicle	\$6													
Pet	\$6														
Jones Creek (ODF)	<i>Proposed Fees</i>														
	Basic campsite	\$15	✓	✓	✓	✓	✓		✓	✓					
	Walk-in campsite	\$8													
	Extra vehicle	\$4													
Group campsite	\$50														
Browns Camp (ODF)	<i>Proposed Fees</i>														
	Basic campsite	\$15						✓	✓						
	Extra vehicle	\$4													
Group campsite	\$50														
Gales Creek (ODF)	<i>Proposed Fees</i>														
	Basic campsite	\$15	✓	✓	✓				✓						
	Walk-in campsite	\$8													
Extra vehicle	\$4														

Campground	Fee														
Reehers Camp (ODF)	<i>Proposed Fees</i>														
	Basic campsite \$15	✓	✓	✓				✓						✓	
	Extra vehicle \$4														
Nehalem Falls (ODF)	<i>Proposed Fees</i>														
	Basic campsite \$15	✓	✓		✓	✓		✓	✓						
	Walk-in campsite \$8														
	Extra vehicle \$4														
	Group campsite \$50														
Hebo Lake Campground (USFS)	<i>Proposed Fees</i>														
	Basic campsite \$18	✓	✓	✓	✓	✓								✓	
Rocky Bend Group Campground (USFS)	<i>Proposed Fees</i>														
	Group campsite \$75	✓	✓		✓	✓			✓						
Castle Rock Group Campground (USFS)	<i>Proposed Fees</i>														
	Group campsite \$75	✓	✓		✓	✓			✓						