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

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# **Sandy River Basin Recreation Sites Business Plan**



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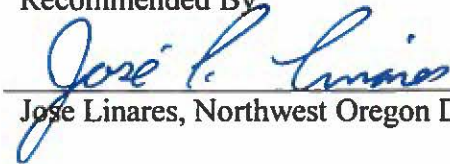


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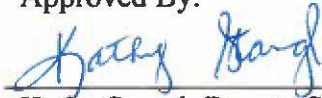


Jose Linares, Northwest Oregon District Manager

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Kathy Stangl, Deputy State Director for Resources

8/27/17

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## **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 by other private and public agencies within the geographic area of the Sandy River Basin Recreation Sites that provide similar services. Based on the comparative fee analysis, this business plan proposes to expand the day-use and add camping fees for the Sandy River Basin Recreation Sites.

The **Sandy River Basin Recreation Sites** are within the Sandy River Basin, which contains 14,850 acres of Salem District Bureau of Land Management (BLM)-administered public lands located in Clackamas and Multnomah counties of western Oregon's 3<sup>rd</sup> Congressional District. The BLM has gained several parcels of land for stewardship through the Land and Water Conservation Fund (LWCF). The LWCF was used to acquire key parcels of lands that the BLM identified as being critical within the Sandy River Basin. These critical lands were identified for their high resource values; particularly lands that contain or have the potential to restore river frontage, wetlands or side streams, fisheries habitat, to provide recreation opportunities, and provide protection of the scenic quality.

The recreation sites include **Wildwood Recreation Site, Sandy River Day-use Trailhead (SRT) and The Former Marmot Dam Recreation Site (FMD)**. Amenities include paved or surfaced access and parking, picnic tables, barbecues, potable water, interpretive or informational kiosks, garbage cans, and toilet facilities. A more in depth description of available amenities is located in the body of the document.

Currently Wildwood is the only site where fees are collected; the SRT and FMD is fee free. Fee revenue for Wildwood has historically been generated from day-use fees, annual day-use passes and day-use shelter reservations. The following fee schedule outlines the existing and proposed changes for recreation fees at the Sandy River Basin Recreation Sites. Detailed discussion on this fee proposal occurs in the body of this business plan.

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

Standard Amenity	Existing Fees	No Changes	
Day-use for passenger vehicle	\$5	\$5	
Day-use for van (10-20 people)	\$10	\$10	
Day-use for bus (20+ people)	\$20	\$20	
Annual Day-Use Pass <sup>1</sup>	\$25	\$30	
Expanded Amenity	Existing Fees	Proposed Fees	
Individual Tent Campsite	<b>None</b>	\$22	
Partial Hookup Campsite		\$26	
RV/Trailer Full Hookup Campsite		\$35	
Yurt 16'		\$45	
Yurt 16' with power		\$55	
Cabin with electric		\$65	
Cabin with electric and shared outdoor covered kitchen (SOCK)		\$80	
*Overnight Group Shelter		\$6 per person With a minimum of \$420 for up to 70 people	
Extra Camping Vehicle		\$5	
Group Picnic Shelter – (M-Th) <i>Outdoor Picnic Kitchens</i>		\$45	<b>Discontinuing weekday reduced fees</b> \$60
<i>Salmon River Shelter</i>	\$95	\$125	
<i>Group-use Day Shelter (Half)</i>	\$95	\$150	
<i>Group-use Day Shelter (Full)</i>	\$190	\$300	
Group Picnic Shelter-(Fr-Su and Holidays) <i>Outdoor Picnic Kitchens</i>	\$60	<b>Discontinuing weekday reduced fees</b> \$60	
<i>Salmon River Shelter</i>	\$120		\$125
<i>Group-use Day Shelter (Half)</i>	\$120		\$150
<i>Group-use Day Shelter (Full)</i>	\$240		\$300
Dump station	<b>None</b>	\$5	

\* Minimum fee and group size may change based on further planning input.

**Table 2: New Proposed Fees Changes at Sandy Ridge Trailhead & Former Marmot Dam**

Standard Amenity	Existing Fees	Proposed Fees
Day-use for passenger vehicle	<b>None</b>	\$5
Day-use for van (10-20 people)		\$10
Day-use for bus (20+ people)		\$20
Annual Day-Use Pass <sup>1</sup>		\$30

<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 Sandy River Basin Recreation Site.

## **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 **Sandy River Basin 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 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 to 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 only provides the bearer



full coverage for standard amenity fees, with no discounts for expanded amenity fees. It is not expected that the total use from passes would make a substantial impact on fee revenue for Wildwood, and FMD recreation sites, but it would for SRT in the near future and this will be discussed further in the document.

## **Background**

### **Fee Site Description**

**Wildwood** is a 553 acre highly developed day-use recreation site located approximately 16 miles east of Sandy, Oregon in the Mount Hood foothills. It includes BLM-administered lands along the Salmon Wild and Scenic River within Clackamas County along US Highway 26 and within the Mount Hood-Sandy River Special Recreation Management Area. Wildwood is a 20-minute drive from Sandy and an hour's drive from Portland. The site encompasses two miles of scenic Salmon River frontage, an extensive wetland complex, and upland conifer forests typical of the lower Cascades.

Wildwood visitors currently pay standard amenity and expanded amenity fees for day-use at the site. The site currently offers three large reservable group shelters, two smaller reservable group shelters, potable water, picnic tables, full kitchen facilities, seven full services restrooms, two ball fields, open play areas, a playground, four horseshoe pits, two volleyball courts, two basketball courts, an extensive assortment of trails, accessible interpretive facilities, and site hosts. The site also includes several miles of interpretive signs and accessible trails that allow visitors to explore the forest along the Salmon River and enter the underwater fish viewing area.



BLM is beginning a new management plan for Wildwood Recreation Site, which would propose overnight camping such as group campsites, individual tent sites, RV/trailer sites with hookups, yurts, and cabins. Amenities available would include hookups, fire rings and grills, flushable restrooms, garbage and recycling service, campsite host, potable water, and showers. Visitors would pay expanded amenity fees for use of these reservable camping facilities and campsites, which would be available for reservation through the Recreation.gov. The BLM operates several other facilities nearby that would create great synergy with the Wildwood Recreation Site, further increasing overall visitor experience.

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 (existing)** 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 reservable online at Recreation.gov and over the phone.



**Outdoor Kitchens (existing)** offer a small covered kitchen area with an electric stove stop, paved accessible area, picnic tables, barbeque grills and lights.

**Overnight Group Shelters (new development)** 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 (new development)** would offer a picnic table, fire ring, BBQ grill, tent pad, and assigned parking. No hookups would be available and only tents would be allowed at the site. Potable water and restroom facilities would be found nearby.

**Partial Hookup Sites (new development)** would 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 would also be located at the Full Hookup Sites to provide additional camping opportunities and accommodate any extra visitors associated with the site.

**Full Hookup Sites (new development)** would be similar to the back-ins and pull-through sites found at Fishermen's Bend Recreation Site. The sites would have all hookups (water, electric sewer), a picnic table, a BBQ grill, assigned parking and fire ring. Tent pads would also be located at the Full Hookup Sites to provide additional camping opportunities and accommodate any extra visitors associated with the site.

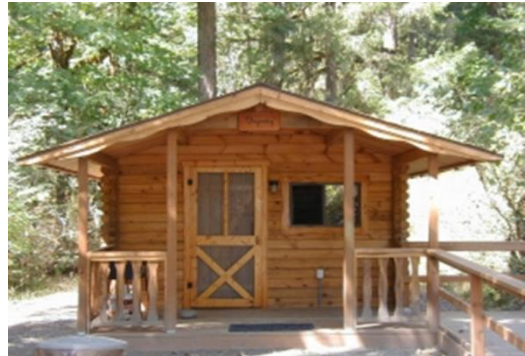


**Yurts (new development)** would have a bunk bed with a full size bunk on the bottom, a picnic table, fire ring and a BBQ grill outside; electricity available at some. A notable trend that is on the rise in overnight camping is yurts. Yurts are circular with teepee style roofs and have become a highly popular camping option at State Parks and along the coast. They are cheaper than cabins to install and have higher occupancy rates than tent sites making them one of



the top choices for adding semi-permanent camping structures. Only four public campgrounds and three private resorts in the study area offer this type of camping structure.

**Cabins (new development)** would offer similar amenities as those at Fishermen’s Bend; however, the Cascadia cabin design would better meet the theme within the Sandy River Basin-Mt. Hood Corridor (SRB-MHC). Amenities would include electricity hookup, 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 would be six. Two outdoor kitchen areas may be converted to include cabins and increase the overall size of the kitchens to allow for picnic tables and other amenities to be covered as well.



**Cabins with Shared Outdoor Covered Kitchens (new development)** would offer cabins that are built around the current outdoor covered kitchens. The cabins would offer the same amenities as the standard cabins, but would also provide direct access to the outdoor covered kitchens. There would be three to four cabins that are built around the outdoor covered kitchens to allow the visitors to share the outdoor covered kitchens. The shared outdoor covered kitchens (SOCK)



will have a larger covering placed over the area that will allow space for picnic tables and a fire source, such as a fire place, fire pit or barbeque grill.

**The Former Marmot Dam Recreation Site** is a developed day-use recreation site in Clackamas County at river mile 30 on the Sandy River and approximately 10 miles east of Sandy, Oregon. Marmot Dam is within an hour’s drive of Portland. In 2008, the historic Marmot Dam was decommissioned returning the land to BLM for management.

The site encompasses undeveloped and developed areas including, day-use picnic sites, barbeque grills, vault restroom and improved parking. There are future plans for interpretive signage of the decommissioning process of the dam and all the rehabilitation efforts that took place to restore the environment.

**Sandy Ridge Trailhead and System (SRT)** has grown into one of the most popular mountain bike destinations in Oregon, and now ranks among the premier venues for mountain biking in the Pacific Northwest. Sandy Ridge trailhead provides standard amenities of vault restrooms, designated parking, picnic tables, security services, informational kiosk,



trash receptacles, and over 15 miles of mountain bike specific “flow” trails. Future plans call for development of a formal events area, increased parking capacity by 163 standard spots, tailgating bump outs, potable water, security improvements, changing rooms, bicycle wash station and a bike hub that would include tools to make small bike repairs.

### **Season of Use**

The **Wildwood and Sandy Ridge Day-use Trailhead (SRT)** is open year round, with temporary closures based on public safety or resource damage concerns. An example of when these sites are closed is during severe weather conditions such as excessive rain, high winds, snow, or ice storms. Another example of a temporary closure would be based on administrative actions such as large-scale landscape maintenance projects like thinning or brush treatments. Public safety and resource protection are top priorities for the BLM.

**The Former Marmot Dam (FMD)** is open to vehicles from May through October, with the option to expand or shorten the season based on user demand, budget and weather. The Day-Use Area is still open to non-vehicle based visitors year round.

### **Market Opportunity**

A 2015 survey of the lower Sandy River indicated the need for additional recreation opportunities that are in close proximity to the Portland-Metro area. One of the categories surveyed was “perceived crowding,” with nearly half the respondents feeling crowded. This is significant since nearly two-thirds of respondents considered solitude to be moderately or extremely important. With the Portland-Metro area, growing faster than the national average, both recreation demand and the desire for experiences offering solitude in the outdoors would increase.

New development at Wildwood would allow the BLM to fill a camping gap within the SRB-MHC. Currently there are no overnight public camping facilities located in the middle section of the SRB-MHC, from Sandy to Welches. Wildwood could serve as a base camp for visitors wanting to take advantage of the incredible day-use recreation opportunities existing in the area, including the Sandy Ridge Day-use Trailhead (SRT), Salmon-Huckleberry Wilderness, and the Sandy River. SRT has rapidly grown in popularity, receiving 90,000 to 120,000 visitors a year and is now being advertised in other nations like Canada and Germany. It is expected that SRT would continue to see an increase in visitation in the years to come. Wildwood could greatly benefit from the success of SRT with only being a 17 minute bike ride away.

The *Sandy River Basin Integrated Management Plan (2009)*, a multi-resource integrated plan, analyzed and approved the trail system. The decision to develop a trail system was based on a recreation “gap” analysis of the Sandy River/Mount Hood region and substantial public feedback in favor of additional recreation opportunities.

The extent the current development at Wildwood, and the addition of the proposed development at Wildwood would allow the BLM to fill a unique niche in the level of development and amenities of campgrounds in the area. The BLM would be able to create a unique identity as

being a mid-level developed campground when compared to United States Forest Service (USFS) and the private sector. The USFS offers a much more Spartan style of camping with limited amenities, and in small locations that are carved out of the woods. Private campgrounds offer high amounts of amenities including satellite TV, exercise rooms and even restaurants. The difference between private and USFS would allow the BLM sites to attract a larger audience by filling the mid level gap and appeal to visitors that are looking for a nature driven camping experience, with a decent amount of amenities, but not at the resort level that the private sector offers, which results in a lower price that reflects the amenity difference. However, the BLM sites would still offer a much higher level of a developed camping experience than the USFS. This would allow the BLM to create a unique identity of being a mid-level developed site which would allow the BLM to separate itself from other public land managers and create their own identity.

Wildwood would be more successful by tapping into the very large winter tourism market of the Mt. Hood Region to bolster its available days per year by including a strong shoulder season. Building yurts or cabins at Wildwood would allow for a longer camping season, thus increasing occupancy and revenue, resulting in improved efficiency and utilization of infrastructure during the shoulder season. Wildwood could also be marketed to mountain biking, snowboarding, skiing, and snowshoeing schools or groups as a base camp location to administer their instructions or guided trips, further increasing revenue and reducing the large deficit of operation and maintenance costs of the recreation sites (pg 18, Table 5).

Mt. Hood Express, a public bus transportation route has expressed interest in stopping at Wildwood. Public transportation stopping at Wildwood and the proposed cabin, yurt and full hookup development of Wildwood would allow for a better “shoulder” season. The public transportation would allow visitors to travel from Wildwood to Mt. Hood on buses that are equipped to carry ski or snowboarding gear in snowy conditions by professionals that are trained to drive in those conditions.

Wildwood would be able to expand its summer recreation appeal by providing greater accessibility to more summer recreation opportunities and providing a unique camping experience for the region. The public transportation could carry visitors to Mt. Hood, SRT and other popular trailheads all day for a \$5 fee during the summer.

All three of the BLM sites would be managed with a regional mindset to increase their success, efficiency and synergy. Planning and managing the three sites holistically would allow the BLM to reduce overhead on operations and provide a better visitor experience. Using a regionally based management approach would allow the BLM to leverage each site’s assets to offer a better and more comprehensive outdoor recreation experience, giving visitors more value and benefits per visit.

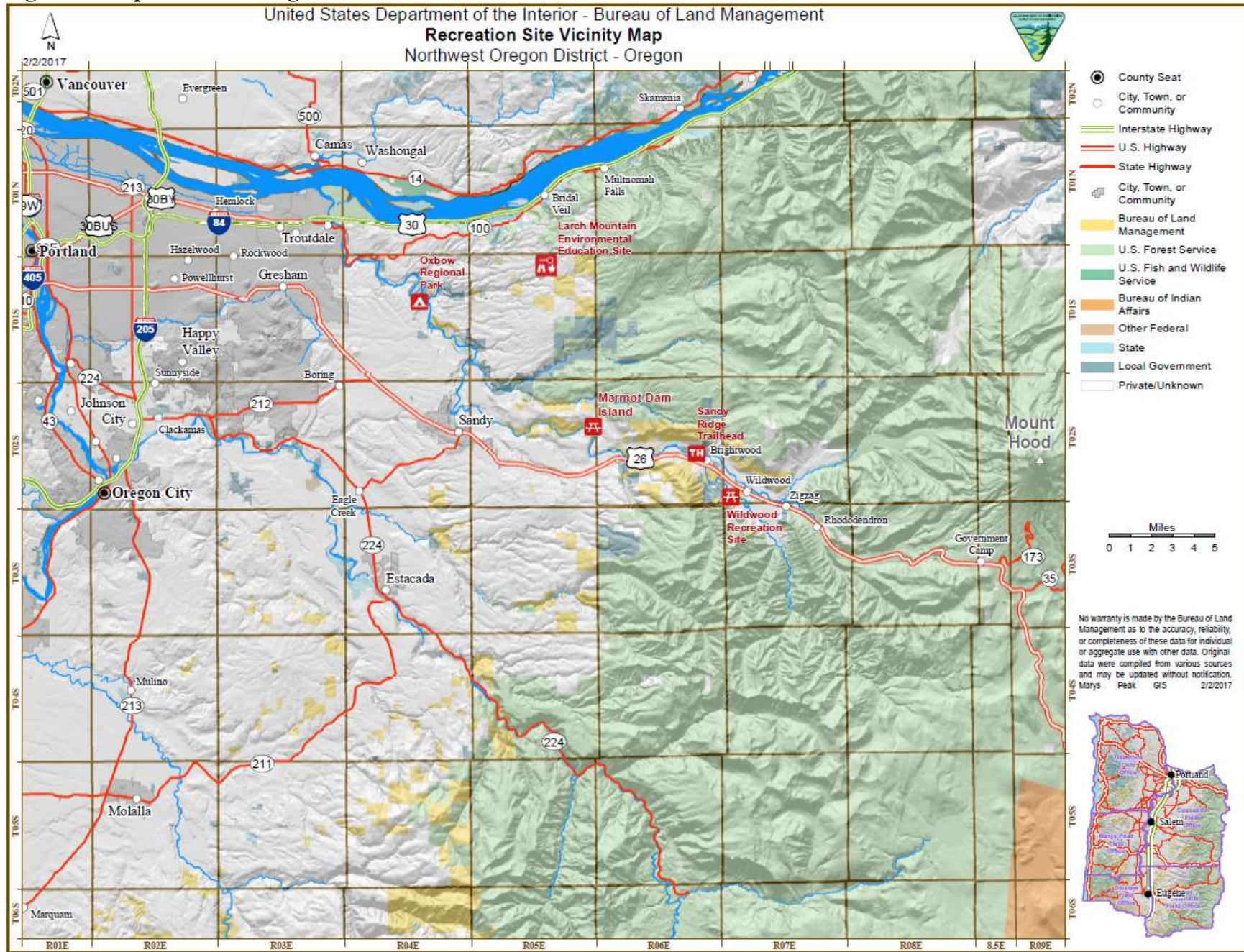
Marketing of the Sandy River Basin would be done through the BLM’s official website, brochures, and closely located facilities, also through partnerships with County and State tourism boards. The summer season and the winter season would use two different marketing approaches and styles, due to the difference in demand and recreation type during those seasons. Summer marketing would be more focused on river recreation, overnight camping, hiking and mountain

biking. The popularity of SRT would be utilized in boosting the visitation of Wildwood and FMD during the summer. Wildwood would be marketed as a base camp for SRT and the other amazing hiking and mountain biking opportunities that are scattered throughout the Sandy River Basin-Mt. Hood Corridor area.

Winter recreation marketing would focus more heavily on skiing, snowboarding, snowshoeing and day-use fishing for Salmon and Steelhead. The addition of the improved lodging at Wildwood would allow these facilities to better support winter recreationalist demand. The additional proposed stop of Wildwood on the Mt. Hood Expresses bus route would further increase the regional significance of Wildwood for both winter and summer recreation. Wildwood would become a more appealing destination for visitors by being a stop for public transportation that is more equipped for winter driving. This would allow Wildwood to have a stronger “shoulder season”, thus increasing site fee revenues and reducing the large deficit between operation and maintenance costs and fee collections.



**Figure 1: Map of Greater Regional Area**





**Figure 2: Sandy River Basin Recreation Site's Locations**

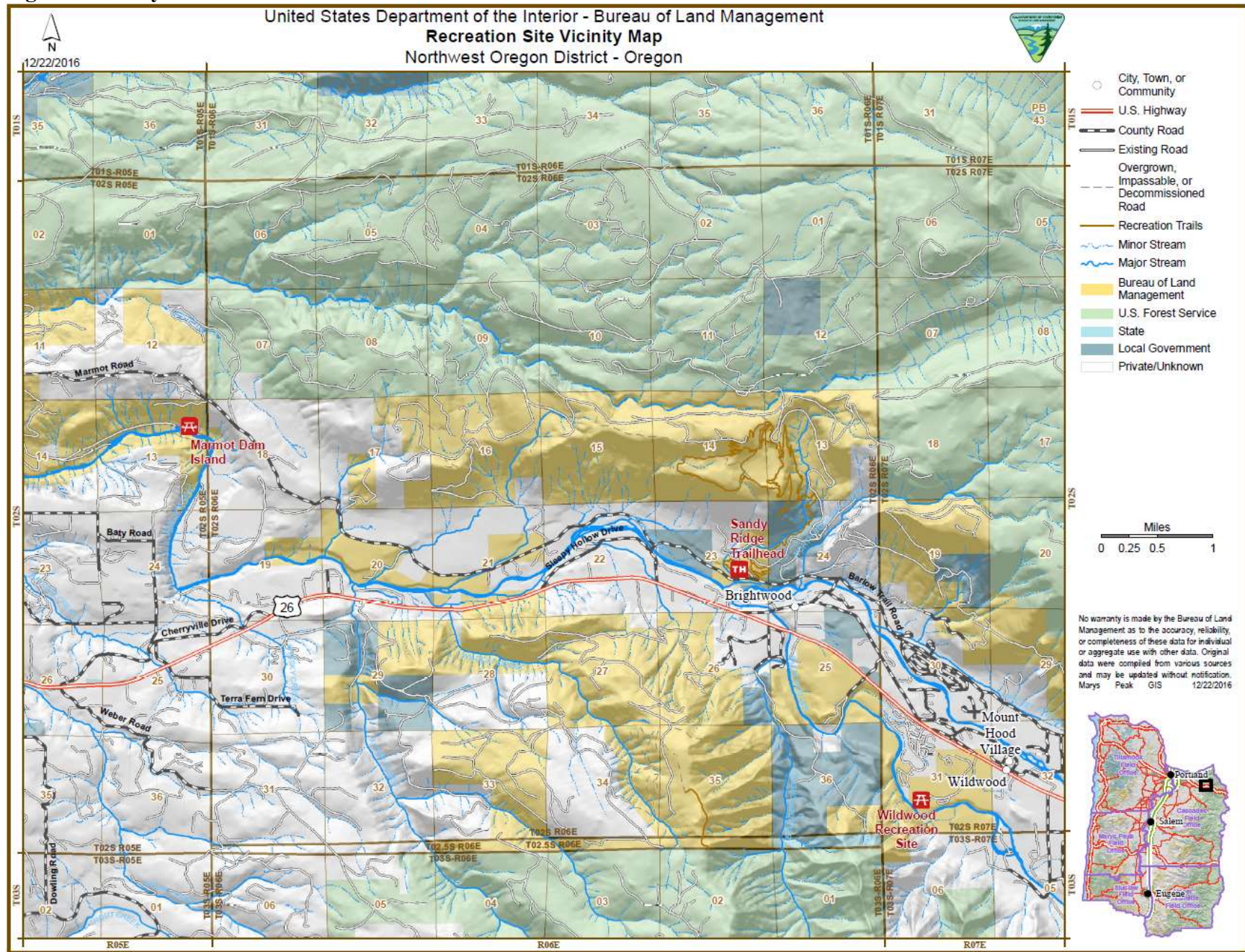
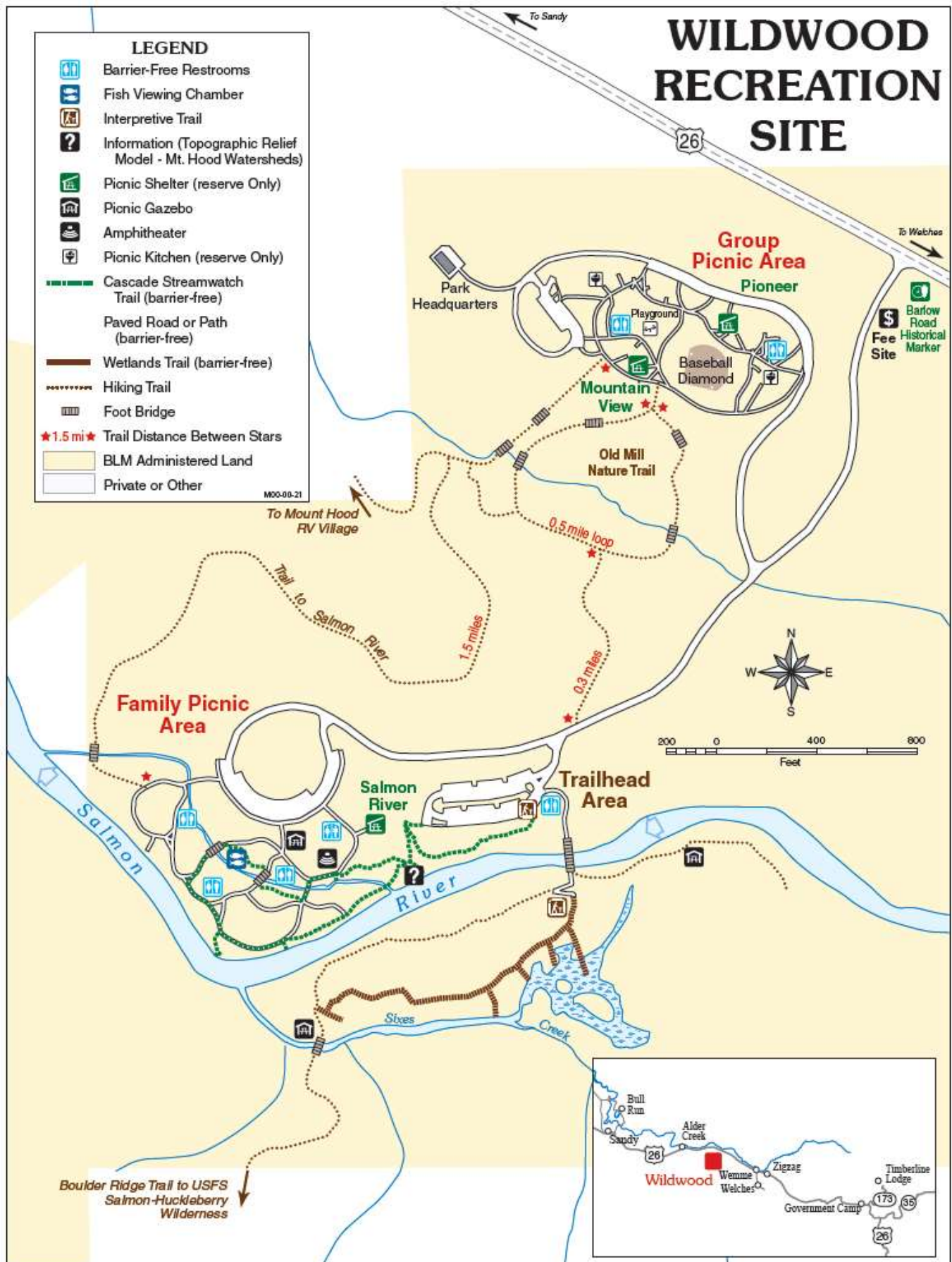




Figure 3: Map of Wildwood Recreation Site



## Recreation Use

### Visitor Demographics

**Sandy Ridge Day-use Trailhead (SRT) and Wildwood** are included in the Columbia River Gorge- Mt. Hood Region as one of the statewide regions by Travel Oregon for the purposes of analysis and marketing. The combined Columbia River Gorge- Mount Hood Region is one of the most popular in the state, capturing nine percent of total visitors statewide.

Travel Oregon contracts with Longwoods Market Research to collect visitor information on a semiannual basis in order to improve tourism product development, delivery and marketing. The most recent Longwoods survey was completed in 2010 and provides detailed information on overnight visitors to the Mt. Hood-Columbia River Gorge Region. According to this study 19 percent of overnight visitors stay in campgrounds, 33 percent have a household income over \$100,000, 68 percent have no children, and 56 percent have a college degree, which is well above the state average.

**The Former Marmot Dam Recreation Site (FMD)** opened for day use in August, 2016. A comparable facility is Oxbow Regional Park, located approximately 18 miles downstream on the Sandy River or a 40-minute drive from FMD. Oxbow Regional Park has received steady use over the past 5 years with visitation staying within 15 percent of the 230,000 visitors per year. The majority of visits occur from May through September, with the highest numbers during the weekends at 1,800 visitors per day on the lower Sandy and just over 1,000 at Oxbow. Visitation rates vary based on a number of factors, including existing economic conditions and weather. With the recent addition of campsite utilities (water, sewer, and electricity), a higher number of visitors venture out despite the weather, and occupy sites earlier and later during the camping season, suggesting that those amenities are a strong factor in site occupancy rates and could yield higher rates of return on investment.

A survey done for the BLM and Oregon State Parks in 2015 by Oregon State University on the lower Sandy Wild and Scenic River, found that the majority of visitors are from Oregon (89 percent), with the remaining visitors coming mostly from the surrounding states. Multnomah County (58 percent), followed by Clackamas County (22 percent), were the two counties that had the highest visitation numbers to the lower part of the Sandy River, with the average age being 38 years old.

Visitation to **Wildwood Recreation Site and Sandy Ridge Day-use Trailhead** is recorded annually in the BLM's Recreation Management Information System (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. Table 2 captures the visits at the sites within the Sandy River Basin Recreation Sites.

**Table 3: Annual Visitation**

Site	FY12	FY13	FY14	FY15	FY16	5-year Average
Wildwood Recreation Site	47,560	49,000	48,856	56,143	44,916	49,295
Sandy Ridge Day-use Trailhead	30,335	59,850	81,842	88,389	92,911	70,665
Total	77,895	108,850	130,698	144,532	137,827	119,960

No visitation was captured from the **Former Marmot Dam Recreation Site (FMD)** as it was opened late in the 2016 recreation season. The majority of visits occur from June through September with picnicking, mountain biking and hiking being primary activities. Visitation varies from year to year, based on factors including weather and regional economics. Many visitors are repeat users from surrounding communities.

### Fee Revenue

Table 4 displays the annual amounts collected from the Sandy River Basin Recreation Sites since 2012. SRT and FMD are currently both fee free sites, but offer permitted events through Special Recreation Permits, no permitted events have taken place at FMD as of yet. Collections are only from Wildwood RUPs.

**Table 4: Annual Fee Collection and 5-Year Average**

FY12	FY13	FY14	FY15	FY16	5-Year Average
\$51,967	\$42,052	\$54,333	\$43,183	\$55,813	\$49,470

### Fee Collection and Enforcement

All vehicles entering the **Wildwood Recreation Site** are required to obtain a recreation use permit for day-use (standard amenity fee). The **Sandy Ridge Day-use Trailhead (SRT)** and the **Former Marmot Dam Recreation Site (FMD)** would require all vehicles entering the sites to obtain a recreation use permit for day-use. The three recreation sites could be accessed by obtaining one of the annual passes as well. Visitors can purchase the recreation use permits at self-service fee stations located near the entrance of each area, and the annual pass can be purchased from BLM offices. 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 once developed on Recreation.gov, the Federal government’s one-stop center for reservations and trip-planning information. Visits would be expected to increase as a result of adding Sandy River Basin Recreation Sites to the reservation system, increasing occupancy and efficient use of the site.

The Wildwood Recreation Site fees are enforced through the presence of onsite hosts and BLM recreation staff that manage and administer the sites. If problems arise during the host's rounds, they contact BLM staff or law enforcement in the Northwest Oregon District Office for assistance with compliance. Clackamas County Law Enforcement patrols the area and is available to assist with other issues at the site when needed. Sandy Ridge Day-use Trailhead and Marmot Dam Recreation Sites will follow the same procedures to ensure fee enforcement.

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 \$500,100 each year to operate and maintain the sites, which includes staff salary, vehicles, supplies, law enforcement, and operations. The cost for fee collections is approximately \$5,000 annually, which includes collection, maintenance of self-service fee stations, and costs associated with the sale of annual passes. As use increases to the recreation sites due to the growing popularity of outdoor recreation and the growth in population, operation and maintenance costs will likely increase as well. Future facility development would likely impact the operation and maintenance expenses, beyond upkeep and replacement of the facilities as they become unserviceable. The largest rise in operations and maintenance costs would be for additional staff time, youth corps work, and supplies, but these costs would be offset by the additional generated revenue.

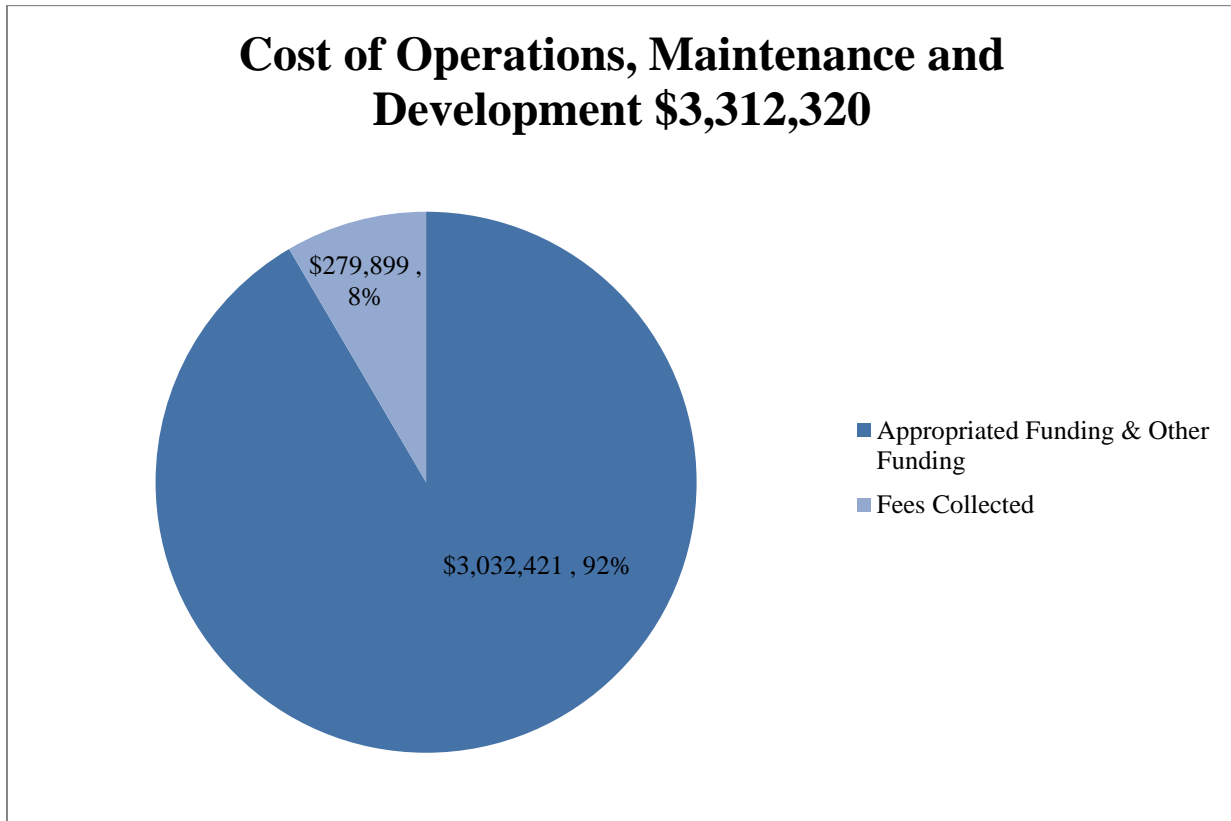
**Table 5: Annual Expenditures by Expense Cost Category**

<b>Expense Category</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	\$102,300	\$118,600	\$118,600
Assistant Park Manager	\$56,150	\$65,100	\$65,100
Park Ranger (6 months)	\$69,100 (3 rangers)	\$80,150 (3 rangers)	\$133,800 (5 rangers)
Other Staff Labor (outdoor recreation planners, specialists, other rangers...etc)	\$79,200	\$91,815	\$110,080
Youth Corps Labor	\$57,600 (8 weeks)	\$66,800 (8 weeks)	\$83,500 (10 weeks)
Vehicles	\$28,000	\$32,500	\$32,500
Equipment/Supplies	\$30,000	\$34,800	\$58,000
Services (water testing, waste pumping, trash pickup...etc)	\$20,000	\$23,200	\$34,800
Camp Host Stipend	\$7,000 (6 hosts)	\$8,115 (6 hosts)	\$10,820 (8 hosts)
Law Enforcement (25% present)	\$50,750	\$58,850	\$58,850
<b>Total</b>	<b>\$500,100</b>	<b>\$579,930</b>	<b>\$706,050</b>



With the recommended development, additional seasonal staff will be needed and if the season is extended an additional park ranger would be required to handle the winter months. Two additional camp hosts would be required for the summer months to assist with the two new camp loops. It is expected that law enforcement will need to spend more time at the Sandy River Basin recreation sites, as many of them will be expanding or are new developed sites.

**Figure 3: Five-Year Total Costs of Operations, Maintenance, Development and Fees Collected**



**Below is a list of recent improvements, repairs and their costs.**

**Marmot:**

- Site restoration, leveling, native plantings (2009-2013; \$89,000)
- Bridge repair and public safety (2013; \$25,000)
- Trail construction (2011; \$5,000)
- Site design (2010; \$50,000)
- Non-native weed removal (ongoing; \$18,000)
- Road design and improvement (2014; \$200,000)

**Sandy Ridge Trail:**

- Trailhead Construction (2011; \$230,000)

**Wildwood:**

- Seasonal Housing Replacement (2006; \$140,000)
- Host Pad Construction (2006; \$30,000)

- Cascade Streamwatch Drain Repair (2006; \$12,000)
- Restroom Replacement (2006; \$12,000)
- Septic/Sewer Replacement and Electrical Upgrade (2007; \$1 million)
- Salmon River Footbridge Maintenance (2008; \$150,000)
- Signage Replacement (2009; \$20,000)
- Water Line Replacement (2010; \$750,000)
- Shelter Hearth and Appliance Replacement (2010; \$21,000)
- Shelter Siding Replacement (2010; \$15,000)
- Irrigation Well House (2011; \$120,000)
- Trail Re-Surfacing (2011; \$100,000)
- Wildwood Fish Viewing Window Maintenance Platform (Ongoing; \$25,000)

### **Projected Development Costs**

**The Former Marmot Dam's** projected development costs is \$900,000 dollars for the following items:

- Electrical line restored to the site
- Well drilling, pump, pressure tank, and water system building
- Host site hookups and holding tank
- Site excavation, earth moving, and road paving

**Wildwood** projected development costs is \$1.5 million to \$2 million depending on level of development for the following items:

- Yurts, cabins, RV sites, tent sites
- Site development including, site grading, installing hookups from main supply line, and new access road
- Campsite development, fire rings, picnic tables, hookup services
- Additional restrooms and shower facilities
- Day-use wood park and adventure area
- New office and entrance

**Sandy Ridge Day-use Trailhead** projected development costs is \$796,000 for the following items.

- Electricity to site
- Well drilling, pump, pressure tank, and water system building
- Site development, including grading, paving, curb stops, painting, gates and revegetation
- Security improvements
- Bike HUB that will include bike wash station, small tools for bike repairs, bus stop and changing rooms
- Designated events area
- Interior bike skills area
- Tail gaiting bump outs and other day-use amenities

## Fee Proposal

### Summary

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

**Table 6: Existing Fees and Proposed Fee Changes at Wildwood**

Standard Amenity	Existing Fees	No Changes
Day-use for passenger vehicle	\$5	\$5
Day-use for van (10-20 people)	\$10	\$10
Day-use for bus (20+ people)	\$20	\$20
Annual Day-Use Pass <sup>2</sup>	\$25	\$30
Expanded Amenity	Existing Fees	Proposed Fees
Individual Tent Campsite	None	\$22
Partial Hookup Campsite		\$26
RV/Trailer Full Hookup Campsite		\$35
Yurt 16'		\$45
Yurt 16' with power		\$55
Cabin with electric		\$65
Cabin with electric and shared outdoor covered kitchen (SOCK)		\$80
*Overnight Group Shelter		\$6 per person With a minimum of \$420 for up to 70 people
Extra Camping Vehicle		\$5
Group Picnic Shelter – (M-Th)		
<i>Outdoor Picnic Kitchens</i>	\$45	\$60
<i>Salmon River Shelter</i>	\$95	\$125
<i>Group-use Day Shelter (Half)</i>	\$95	\$150
<i>Group-use Day Shelter (Full)</i>	\$190	\$300
Group Picnic Shelter-(Fr-Su and Holidays)		<b>Discontinuing weekday reduced fees</b>
<i>Outdoor Picnic Kitchens</i>	\$60	\$60
<i>Salmon River Shelter</i>	\$120	\$125
<i>Group-use Day Shelter (Half)</i>	\$120	\$150
<i>Group-use Day Shelter (Full)</i>	\$240	\$300
Dump station	None	\$5

\* Minimum fee and group size may change based on further planning input.

<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 Sandy River Basin Recreation Site.

**Table 7: New Proposed Fees Changes at Sandy Ridge Trailhead & Former Marmot Dam**

<b>Standard Amenity</b>	<b>Existing Fees</b>	<b>No Changes</b>
Day-use for passenger vehicle	None	\$5
Day-use for van (10-20 people)		\$10
Day-use for bus (20+ people)		\$20
Annual Day-Use Pass <sup>3</sup>	None	\$30

### **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 at similar state, federal, and local park facilities in Clackamas County, Oregon. The analysis resulted in the proposed fees, which are based on what the other public sector agencies and private market is currently charging for their sites, facilities, equipment or services. 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.

During the analysis and price comparison, amounts were rounded to the nearest whole dollar amount for fees; additionally any tacked on or added fees, like Metro’s \$5 per vehicle for everyone (including visitors camping) and USFS \$2 additional fee for weekends and holidays were excluded from the analysis.

**Individual Tent Campsites** were highest in the private sector, ranging from \$27-\$32 and USFS was the lowest ranging from \$17-\$21 for single tent sites, some double sites are \$40. The average cost per night for tent campsites within an hour drive of Wildwood and Marmot, excluding special fees, is \$22 a night. The \$22 fee places the BLM in the mid-level range of fees and development levels when compared to public and private sector sites.

**Partial Hookup Campsites** are the most numerous RV/camper trailer designed site and range from \$24-\$28. The average cost per night for partial hookup sites is \$26 across private and public sector campsites. This resulted in a fee rate of \$26 for partial hookup sites.

**Full Hookup Campsites** are limited to only four comparable campgrounds with designated Full Hookup campsites, many campgrounds use *double* sites for RVs and trailers, while offering no amenities or just partial hookups.. The average was \$35 a night. This average is strongly driven by private sector campgrounds with the sites ranging from \$38-\$49 per night. Public RV sites range from \$24-\$29, which excludes additional fees charged for weekends, holidays, and additional vehicles. The nearest comparative for Wildwood are privately owned campgrounds.

**Overnight Group Shelters** currently do not exist in the analysis area. Using the current fee per person rate of \$3 for group campsites, and then adding 100% of the cost, due to the much higher level of amenities that would be offered at the overnight group shelters resulted in a rate of \$6 per person. One of the day-use shelters that currently exist at Wildwood would be transformed

<sup>3</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 Sandy River Basin Recreation Site.

into an overnight group shelter. The overnight group shelter fee may be set to \$420 for the first 70 people and an additional \$6 per person would be charged after. The maximum amount allowed at the overnight shelter would be refined through further planning of the development. The shelter would have hookups added to it for RVs and camper trailers.

**Yurts** may be utilized instead of cabins in some instances; further planning in the development plan will determine this. Yurts in the public sector rates range from \$39-\$50 a night and range from \$62-\$70 a night in private sector. The fee structures dependent on what amenities are included; electricity and pet friendly yurts usually incur an extra \$10 fee. Comparing the non-electric yurt fees showed an average fee of \$43 a night. The average fee for yurts with electricity was \$64; these were private sector facilities. The resulting fee for BLM yurts would be \$45 with an additional \$10 fee (\$55) for yurts with electricity and another \$10 fee (\$65) would be included for pet friendly yurts. The small increase above average is based on the level of development and amenities at BLM sites compared to other public campgrounds.

**Cabin** supply is limited at public campgrounds in the region. All three private sector campgrounds offer cabins ranging from \$59 for non-electric to \$165 for A-frame styled cabins. The only public campground that offers cabins is Champoeg State park with prices ranging from \$40-\$50 for non-electric, with a \$10 price surcharge for pet friendly cabins.

Due to the limited availability of cabins within the area a larger more extensive analysis was completed for cabins. It is recommended that the BLM's cabin rates should range from \$60-\$70 a night; this conclusion was driven by analyzing a mixture of BLM, State, County, USFS and private campgrounds throughout Oregon. With the large variation in private sector prices and the limited amount of public sector cabins in the region the recommendation would be to set the fee price at \$65 a night for a cabin with electricity and \$75 a night for pet friendly cabins within the Sandy River Basin.

**Cabin with Shared Outdoor Covered Kitchen** pricing is based off of how many cabins would be located around the current outdoor kitchens. The proposed outdoor kitchen fee of \$60 would be divided by four, due that numbers being the maximum amount of cabins that would be located around an outdoor kitchen. Any amount of cabins less than the proposed four would have an increased value, since there would be less people sharing the outdoor kitchen. The proposed fee of \$65 per night for a cabin with electricity would be added to \$15, which is  $\$60/4$ , for a fee of \$80 a night.

**Group Day-Use Shelters** range from about \$50 to \$250 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 \$1.56 per person per day and \$1.50 per person after being rounded to the nearest \$.50 cents. However, due to the higher level of amenities provided, kitchen facilities, electric stoves, bathrooms, electric outlets, running hot water, and heat at the Salmon River Shelter resulted in a 50% increase to the average; after rounding to the nearest \$.50 cents, the rate is \$2.50 per person.

This results in an increase of the Salmon River Shelter fee from \$120 to \$125 with the max occupancy of 50. Pioneer and Mountain group day-use shelters fees increase to \$150 for a half



shelter (100 person max occupancy), and \$300 for a full shelter rental (200 person max occupancy). All future group day-use shelters that are built in the SRB-MHC under this business plan would continue with the \$1.50 per person or \$2.50 per person rate depending on their amenity levels.

**Day-Use and Extra Vehicle:** The only changes to the day-use and extra vehicle fees would be to set the extra vehicle fee to be the same as the day-use fee and to begin collecting them at FMD and SRT sites. The fees would remain at the same rate as the current Wildwood fees as they are within the current range of day-use and extra vehicle fees.

### **Projected Fee Revenue**

The Sandy River Basin Recreation Sites consists of the three recreation sites of Wildwood, SRT and FMD. Each one of these recreation sites has a separate method for projecting possible fee revenue. Generally fee revenue is based on the annual visitation, compliance rate, occupancy rate and available days; however, FMD has no recorded visitation rates and overnight camping has not been present at any of the BLM managed sites. SRT has the most strait forward fee revenue projections as it is strictly based on visitation numbers and possible annual pass conversion rates. FMD is based on the average day-use collections as Wildwood as they present similar day-use options. Wildwood's campground projections are the most complex as the overnight development for Wildwood is being modeled off of another BLM facility.

**SRT** had nearly 93,000 visitors during 2016, which would yield a high rate of day-use fees. However, many of the visitors are repeat visitors from the local area; therefore a safe assumption is that these visitors would purchase one of the annual passes that allow for unlimited site visits. SRT is expected to have a higher pass conversion rate than the 3.5 percent that is seen at Wildwood, due to the amount of repeat visitation from local users that SRT has. A high estimate is about 25 percent of visitors entering SRT would have a day-use pass. Factoring in pass holders and the 3 person per vehicle average for visitors, the projected fee revenue would be **\$116,250**. Repeat visitors purchasing agency passes would have a significant impact on the projected revenue at SRT. Below is the projection formula.

$$93,000 \text{ (Visitors)} \times .75 \text{ (non pass holders)} / 3 \text{ (people per vehicle)} \times \$5 = \$116,250$$

**FMD** would expect to see similar day-use fee revenue amounts as Wildwood. Since FMD has only been open for two months there is no RMIS numbers or other visitation numbers that have been collected. FMD is much closer to a large population area than Wildwood; however FMD offers less developed outdoor recreation opportunities such as salmon and steelhead fishing, white water rafting and more primitive hiking. The difference in development would result in lower amounts of visitation to FMD when compared to Wildwood, but being much closer to large population area may offset this. The average day-use fees for Wildwood will be used as the projected fee revenue for FMD, which is **\$49,470**.

**Table 8: Projected Annual Revenue for SRT and FMD**

<b>Recreation Site</b>	<b>Annual Projection Amount</b>
<b>Sandy Ridge Trailhead</b>	\$116,250
<b>Former Marmot Dam</b>	\$49,470

### **Wildwood Projections**

This section presents two revenue projections for **Wildwood**. The method used for determining the projected fee revenue was to multiply the current occupancy averages by the number of available sites. That number was then multiplied by the number of available camping days during the season (184 days). Finally, that number is multiplied by the proposed fee rate and that equals the projected fee revenue for that camping type.

For example, using the Full Hookups; 23 (Full Hookup) X .65 (Occupancy Rate) X 184 (Season) X \$35 (Fee) = \$96,278.

The occupancy rates were taken from a comparable BLM facility and from regional averages, due to Wildwood currently not allowing overnight camping. Projected revenue for the off season (November 1-April 30) is excluded; currently there is not enough data available to determine occupancy rates for the shoulder season.

Wildwood's day-use fee collection for the past 5 years has been within 15 percent of \$45,000 total revenue collected. Expanding recreational opportunities at Wildwood, Sandy Ridge Trailhead and FMD would increase fee revenue, offset operational deficits and provide new recreational opportunities that are currently lacking. The 5-year average for day-use fees will be added to the projections for camping. This is being done, because the development that is taking place is unlikely to have a negative impact to the majority of day-use visits. The transformation of the day-use shelter and the outdoor kitchens will not have a significant offset of use, as the current average utilization rate for these amenities is 10 percent or less. The outdoor kitchens see a utilization rate of 4 and 6 percent resulting in them only being used 7 and 11 days a year.

### **Projections Based on Regional Averages**

The regional average for campsite occupancy, based on type was derived from pulling data from the USFS campgrounds in the region and the Metro RMPP leased Oxbow campground. 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; 23 X .55 X 184 X \$35 = \$81,466. The below table (Table 9) offers a complete overview of the projections and based on the current occupancy rate in the region.

**Table 9: Wildwood Projected Revenue Based on Regional Occupancy Rates**

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Full Hookup	23	55%	184	\$35	\$81,466
Partial Hookup	38	55%	184	\$26	\$99,986
Cabins	15	80%	184	\$65	\$143,520
Cabins w/ SOCK	7	80%	184	\$80	\$82,432
Group Camp Shelters	1	40%	184	\$420	\$30,912
Camping	Total				\$438,316
Day-Use	Total				\$49,470
Combined	Total				\$487,786

**Projections Based on Fishermen’s Bend**

Development of Wildwood is largely based off of the most successful campground in the Northwest Oregon District, which is Fishermen’s Bend. Fishermen’s Bend shares many similar features as Wildwood to include proximity to a large population area, easy access on a major travel route, and direct access to a river. Fishermen’s Bend and Wildwood also share similarities in amenity quality for day-use recreation, and new development at Wildwood would be based on the most successful features of Fishermen’s Bend. This would suggest that Fishermen’s Bend may provide better estimates of possible revenue utilizing their occupancy rate, rather than the occupancy rate for the region. Fishermen’s Bend likely provides a more suitable occupancy rate, due to how similar the two sites are, and how dissimilar Wildwood is to the surrounding overnight options.

**Table 10: Wildwood Projected Revenue Based on Fishermen’s Bend Occupancy Rates**

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Full Hookup	23	65%	184	\$35	\$96,278
Partial Hookup	38	65%	184	\$26	\$118,165
Cabins	15	80%	184	\$65	\$143,520
Cabins w/ SOCK	7	80%	184	\$80	\$82,432
Group Camp Shelters	1	55%	184	\$420	\$42,504
Camping	Total				\$482,899
Day-Use	Total				\$49,470
Combined	Total				\$532,369

**Total Amount of Projected Fee Revenue**

Table 11 shows a side by side comparison of projected fees for the Sandy River Basin Recreation Sites. The comparison is that of the possible development at Wildwood and with no new development at Wildwood. The two projections for Wildwood are added to the projections from SRT (\$116,250) and FMD (\$49,470).

**Table 11: Projected Annual Revenue**

Recreation Site	Projected 2021 (No New Development)	Projected 2021 (After Development)	
		Regional Occupancy Average	Modeling Occupancy Average
Sandy Ridge Trail	\$116,250	\$116,250	\$116,250
Former Marmot Dam	\$49,470	\$49,470	\$49,470
Wildwood	\$49,470	\$487,786	\$532,369
Total	\$215,190	\$653,506	\$698,089

The Sandy River Basin Recreation Sites will become more self-sufficient based on the current, projected fees, operation and maintenance costs for the Sandy River Basin Recreation Sites (see Table 12). 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 sites.

**Table 12: Difference Between Revenue Collected and Expenditure Costs**

	Current	Projected 2021 (No New Development)	Projected 2021 (After Development)	
<b>Fees Collected</b>	\$49,470	\$215,190	\$653,506	\$698,089
<b>Operation &amp; Maintenance</b>	\$500,100	\$579,930	\$706,050	\$706,050
<b>Difference</b>	<b>-\$450,630</b>	<b>-\$364,740</b>	<b>-\$52,544</b>	<b>-\$7,961</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 Wildwood Recreation Site have not been changed since 2008 and the other Sandy River Basin Recreation Sites do not currently charge fees, 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 soil 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**

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. 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.

The International Mountain Bicycling Association's (IMBA) Trail Solutions team completed much of the design, construction, and oversight of the SRT system under an assistance agreement. Local IMBA chapter, Northwest Trail Alliance, has provided thousands of hours of volunteer assistance for trail maintenance and will assist in future trail construction.



Oregon's Mount Hood Territory-Tourism Board has awarded the BLM grants to develop these sites, promoted the sites through their advertising campaigns and have helped show that the BLM is a positive force in the community.

The BLM will continue partnerships with Clackamas County youth, scouts, sheriff department, 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 SRT and Wildwood. 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 mis-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 Sandy River Basin 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](mailto: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, nothing specific to the Sandy River Basin Recreation Sites. Commenters generally were confused about the America the Beautiful-The National Parks and Federal Recreation Lands Pass. In general there was support 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 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 Sandy River Basin'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/](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















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

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

Campground	Fee														
<b>Wildwood (BLM)</b>	<i>Proposed Fees</i>														
	Tent site	\$22													
	Partial hookup	\$26													
	Full hookup	\$35													
	Yurt	\$45													
	Yurt(electric)	\$55													
	Cabin(electric)	\$65													
	Cabin(E & SOCK)	\$80	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓
	Extra vehicle	\$5	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓
	Day-use	\$5-\$20													
	Group campsite (3 per person past 25)	\$75													
Group day-use shelter (weekday)	\$45-\$190														
Group day-use shelter (weekend)	\$60-\$240														
<b>Metzler Park (Clackamas County)</b>	Partial hookup	\$26													
	Tent site	\$21													
	Group day-use shelter	\$100-\$125	✓	✓		✓	✓	✓	✓		✓	✓	✓	✓	
	Extra tents(3+)	\$5													
	Extra vehicle	\$5													
Day-use	\$5														
<b>Feyrer Park (Clackamas County)</b>	Partial hookup	\$26													
	Group day-use shelter	\$50-125				✓	✓	✓	✓		✓	✓	✓		
	Extra vehicle	\$5													
	Day-use	\$5													
<b>Barton Park (Clackamas County)</b>	Partial hookup	\$26													
	Tent site	\$21													
	Group day-use shelter	\$100-\$125	✓			✓	✓	✓	✓		✓	✓	✓	✓	
	Extra tents(3+)	\$5													
	Extra vehicle	\$5													
Day-use	\$5														

Campground	Fee														
<b>Oxbow Regional Park (Metro)</b>	Basic site \$22	✓	✓		✓	✓	✓	✓	✓	✓	✓		✓		✓
	Per vehicle fee \$5														
	Group campsite \$75 (\$3 per over 25 person limit)														
	Group day-use shelter \$125-\$250														
<b>Milo McIver (State Parks)</b>	Partial hookup \$24	✓	✓		✓	✓	✓	✓			✓	✓	✓		✓
	Walk-in tent \$18														
	Extra vehicle \$5														
	Day-use \$5														
	Group campsite \$50 (\$2.50 per over 20 person limit)														
	Group day-use shelter \$50														
<b>Champoeg State Heritage Area (State Parks)</b>	Full hookup \$29	✓	✓		✓	✓	✓	✓				✓		✓	✓
	Partial hookup \$26														
	Tent sites \$19														
	Extra vehicle \$5														
	Day-use \$5														
	Group campsite \$71 (\$3 per over 25 person limit)														
	Group day-use shelter \$50														
<b>Ainsworth (State Parks)</b>	Tent sites \$17	✓	✓												✓
	Full hookup \$24														
	Extra vehicle \$7														
	Day-use \$5														
<b>KOA (Private)</b>	Tent sites \$32				✓									✓	✓
	Yurt(electric) \$62														
	Cabin \$65														
	Full hookup \$38														
	Day-use \$5														
<b>Mt. Hood RV Village (Private)</b>	Tent sites \$28				✓	✓				✓				✓	
	Full hookup \$49														
	Deluxe cabin \$99														
	Cabin \$69														
	Yurt(electric) \$65														
	Cottage \$160														



Campground	Fee															
<b>Lost Lake Campground (Private)</b>	Tent sites \$26															
	Premium tent \$30															
	Cabin \$165															
	No Hookups \$32															
	Yurt \$60-\$70	✓	✓		✓	✓					✓	✓	✓	✓		
	Extra vehicle \$8															
	Day-use \$8															
	Group campsite \$45 (9 max)															
<b>Camp Creek (USFS Mt. Hood)</b>	Basic site \$18	✓	✓	✓	✓	✓		✓								
	Premium site \$20															
	Double site \$40	✓	✓	✓	✓	✓		✓								
	Extra vehicle \$8															
<b>Lost Creek (USFS Mt. Hood)</b>	Basic site \$19	✓	✓		✓	✓		✓								
	Premium site \$21															
	Yurt \$39	✓	✓		✓	✓		✓						✓		
	Extra vehicle \$8															
<b>Pine Point (USFS Mt. Hood)</b>	Tent site \$17															
	Premium site \$18															
	Double tent \$34	✓	✓	✓	✓	✓		✓								
	Extra vehicle \$8										✓					
	Day-use \$5															
	Group campsite \$120 (36 max)															
<b>Trillium Lake (USFS Mt. Hood)</b>	Basic site \$20	✓	✓		✓	✓		✓								
	Yurt \$39															
	Extra vehicle \$8	✓	✓		✓	✓		✓			✓					
	Day-use \$5															
<b>Spring Drive RV (USFS Mt. Hood)</b>	Partial Hookup \$28	✓	✓													
	Extra vehicle \$8															
<b>Tollgate (USFS Mt. Hood)</b>	Basic site \$21	✓	✓		✓	✓		✓								
	Group campsite \$40															
	Extra vehicle \$8	✓	✓		✓	✓		✓								
	Day-use \$5															
<b>Fish Creek (USFS Mt. Hood)</b>	Yurt \$39	✓	✓		✓	✓										
	Tent site \$21															
	Extra vehicle \$8	✓	✓		✓	✓										
	Day-use \$5															