

August 2017



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

Shotgun Creek Recreation Site Business Plan



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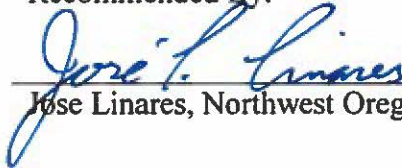
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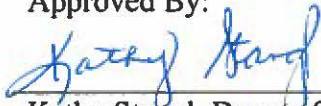
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8/28/17
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Executive Summary

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 Shotgun Creek 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 Shotgun Creek Recreation Sites.

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

Table 1: Existing Fees and Proposed Fee Changes

Standard Amenity	Existing Fees	Proposed Fees
Day-use walk/bicycle	\$3	\$2
Day-use for passenger vehicle/motorcycle	\$3	\$5
Day-use for van (10-20 people)	\$3	\$15
Day-use for bus (20+ people)	\$3	\$25
Annual Day-Use Pass ¹	\$15	\$30

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

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 Shotgun Creek 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 **Shotgun Creek 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 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 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 Shotgun Creek Recreation Site.

Background

Fee Site Description

Shotgun Creek Recreation Site is a 277-acre day-use area with nearly 20 acres of developed recreation site; 260 acres retain the natural characteristics typical of this region. The developed portion includes two group picnic shelters (each equipped with fireplace, lights, electric stoves, sinks, and picnic tables that easily accommodate greater than 120 people; oversized briquette grill is available upon request) and 23 individual picnic sites.

Amenities available at the site include potable water, drinking fountains, dog waste stations, heated flush bathrooms and changing room, individual fire rings and grills, stocked firewood bins, interpretive kiosk, garbage service, ball field, sand volleyball court, 7-mile hiking trail system, open grassy areas with a meandering stream, playground, four horseshoe pits, accessible



facilities, paved parking areas and access routes throughout the developed facility, seasonal swimming area with sandy beach and a year-round site host. Visitors pay a standard amenity fees for daily or seasonal use permits. Expanded amenity fees are charged for reserved use of two group picnic shelters. Numerous other outdoor recreation opportunities exist within a 30-mile radius. The quality of the site's facilities and engaging mix of recreation opportunities serve as a draw for visitors wishing to recreate within close proximity of the Eugene-Springfield metropolitan area.

Season of Use

Shotgun Creek is open for casual day-use and organized group facility use May 1 through October 31. Standard amenity fees are charged at the site and the site is opened from the site is open 10:00 a.m. to 9:30 p.m.; winter hours are 8:00 a.m. to 4:30 p.m., but these hours may be shortened or extended depending on staffing and funding. The main road that leads to the site is paved and open year-round to vehicular traffic. It provides access to other areas valued for recreational opportunities including the Shotgun OHV Trail System, located north of the Shotgun Creek.

Figure 1: Map of Recreation Site

Shelters

GROUP SHELTERS MAY BE RESERVED FOR DAY USE ONLY.

There are two group shelters and each is equipped with fireplace, lights, electric stoves, sinks with potable water and picnic tables that will accommodate up to 112 people.



Trail Map



Trail Lengths

Shotgun Creek Trail Loop	2.36 Miles
Tiki Trail Loop	1.33 Miles
B.S.A. Trail	2.11 Miles
Loop A-B	0.21 Miles
Trail A	0.10 Miles
Trail B	0.11 Miles
Trail C	0.21 Miles

Site Map



- * Information Kiosk
- Picnic Site
- R Restrooms

Maps not drawn to scale

Park Amenities

- Picnic sites (23 individual sites)
- Beaches and swimming area (no lifeguard)
- Volleyball court
- Restrooms with flush toilets
- Changing room
- Softball field
- Play area
- Horseshoe pits
- Hiking trails (6.43 miles)



Recreation Use

Visitation at the **Shotgun Recreation Site** 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 **Shotgun Creek Recreation Site**.

Table 2: Annual Visitation

Recreation Site	FY12	FY13	FY14	FY15	FY16
Shotgun Creek	8,756	5,447	5,982	6,164	6,050

Shotgun Creek received approximately 6,050 visits in 2016, with the majority of visits occurring June through September. Visitation rates vary from year to year based on a number of factors including economic conditions and seasonal weather influences. Visitation remains stable with many repeat visitors returning to the site year after year to enjoy its beauty, amenities and valued recreation opportunities.

Oregon is represented by a diverse population seeking varied types of recreation opportunities to satisfy important needs: adventure, solitude, relaxation, companionship, challenge, discovery, exercise, etc. Shotgun Creek is comprised of a desirable mix of recreation opportunities that address multiple needs and cater to a wide spectrum of visitor demographics (e.g., age, physical ability, economic strata, etc.). Also, while nestled in a forested environment that offers high scenic value, and a sense of escape and natural respite, the high-end amenities (e.g., full utilities, appliances, heated bathrooms, flush toilets, maintained lawn areas, water fountains, etc.) found within the developed part of the recreation site appeal to many who wish to host important social events that necessitate access to modern conveniences. Finally, because of its low elevation location, close proximity to population centers and easy access, SCRS receives visitation throughout the year. Hiking, in particular, is a key winter activity at the site during the winter months when high-elevation hiking opportunities dwindle due to snow conditions.

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

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

Fee Revenue

Table 3 displays the annual amounts collected at Shotgun Creek Recreation Site since 2012.

Table 3: Annual Fee Collection and 5-Year Average

FY12	FY13	FY14	FY15	FY16	5-Year Average
\$11,840	\$11,326*	\$11,326*	\$12,258	\$12,964	\$11,943

*Annual collections were the same to the dollar for these years.

Fee Collection and Enforcement

Currently all vehicles entering the **Shotgun Creek Recreation Site** for day-use is required to obtain a recreation use permit for day-use (standard amenity fee). SCRS also collects day-use shelter fees (expanded amenity) through reservations. Visitors can purchase the recreation use permits at self-service fee stations located near the host site and entrance gate. All passes must be displayed within view from the vehicle’s front window. The BLM is considering placing the day-use shelters on Recreation.gov, the Federal government’s one-stop center for reservations and trip-planning information.

Shotgun Creek Recreation Site fees are enforceable through the presence of the onsite host that patrols the site. Visitors post the envelope stub, receipt, on the vehicle window, which is easily accessible for record keeping and compliance. If problems arise, the host is in contact with Northwest Oregon District Law Enforcement and other Northwest Oregon BLM district personnel through radio communications or over the phone. Lane County Officers patrol the road and are available to assist.

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 recreation events must be held under a special recreation permit issued by the Northwest Oregon District.

Operations and Maintenance Costs

The BLM spends about \$103,150 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. As use increases to the Shotgun Creek Recreation Site due to adding the site to the reservation system, and improving the quality of the site, the operation and maintenance costs will likely increase as well. Any future facility development is unlikely to significantly 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.

Table 4: Annual Expenditures by Expense Cost Category

Cost Type (These costs are the averages and include benefits.)	Current	Projected Year 2021
Maintenance Worker	\$32,832	\$38,061
Park Rangers (6 months)	\$48,000 (2 ranger)	\$55,645 (2 ranger)
Other Staff Labor (outdoor recreation planners, specialists, other rangers...etc.)	\$54,000	\$62,601
Youth Corps Labor	\$28,800 (4 weeks)	\$33,387 (4 weeks)
Vehicles	\$7,000	\$8,115
Equipment/Supplies	\$12,500	\$13,911
Services (water testing, waste pumping, trash pickup...etc.)	\$10,000	\$11,593
Camp host stipend	\$9,400 (2 host)	\$10,897 (2 host)
Law Enforcement	\$17,250 (15% present)	\$20,000 (15% present)
Total	\$219,782	\$254,210

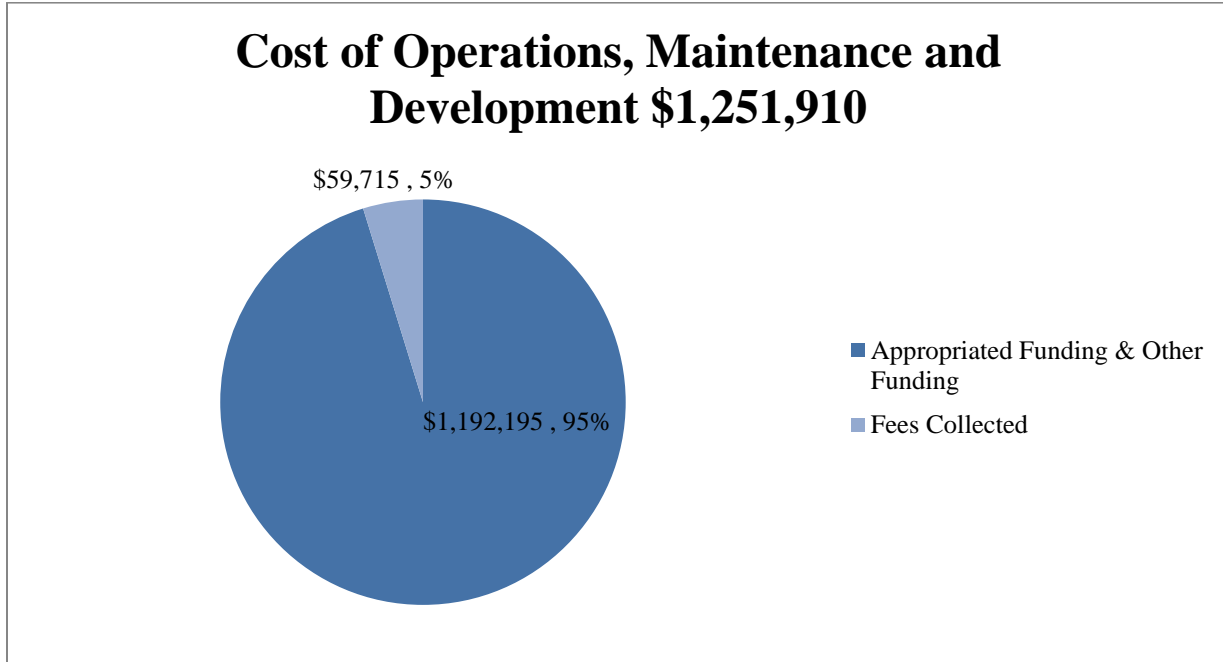
The facility components at the site represent well over \$2,477,000 in capitalized infrastructure investment over the last 35 years. Additionally, alternative program funding, have been invested to improve and maintain the facilities and infrastructure over the last 12 years. With continual decreases in annual recreation budgets, the fee collection program is necessary to continue operations, maintain and enhance the site’s high quality recreational opportunities for the public.

Normal site annual operation and maintenance funding will continue to come primarily from base budget sources and supplemented with fee receipts. As the base funding budget has been remaining flat or at times decreasing, the funding has been able to purchase less as inflation has been increasing.

The BLM utilizes several alternative funding sources to maintain the site, including special approved programs such as recreation pipeline funding and payments to counties for site maintenance projects and improvements. Both depend on periodic renewal and may not be future sources of funding. Staff has also made extensive use of volunteers, service programs, and organizations such as the county corrections programs, Student Conservation Association, Americorp, Northwest Youth Corp, local scout groups, county environmental youth programs,

and other community service programs, to conduct maintenance and construction projects. These programs allow the BLM to complete numerous needed projects that would otherwise not likely be completed. Volunteers and special programs make efficient use of limited funding and staff resources, but require additional levels of staff supervision.

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



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

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

- Waterline project (2011; \$187,000)
- Trail paving (2013; \$71,000)
- Trail paving (2014; \$14,000)
- Land line telephone (2012; \$5,000)
- Backup Sewage Treatment Facility Operator (2011 to present; \$3,000 per year; \$15,000)
- Shotgun Shop cooling system (2013; \$8,000)
- Refinishing picnic tables in shelters (2013 to present; \$2,000 per year; \$6,000)
- Removing site host quarters (2012; \$5,000)
- Building host site (2014; \$10,000)
- Security upgrades (2013 to present; about \$5,000 per year; \$15,000)

- Vegetation plan (2013; \$2,000)

Projected Development Costs

Shotgun Creek Recreation Site is planned to under go a new Resource Area Management Plan (RAMP). The RAMP will be addressing some possible changes to the recreation site, including new development. Some new development may include overnight camping, new trails, new trailheads and various other improvements. Currently the planning process is too early for any accurate predictions.

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 Shotgun Creek Recreation Site. Based on the comparative fee analysis, this business plan proposes to add a day-use fee, increase camping fees and restructure the day-use shelter fee structure.

The following fee schedule outlines the existing and proposed changes for recreation fees at the Shotgun Creek Recreation Site.

Table 1: Existing Fees and Proposed Fee Changes

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

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

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 Shotgun Creek Recreation Site.

Financial Analysis of Existing Public Facilities

The BLM charges expanded amenity fees for camping at Shotgun Creek. Current fees have not changed in over 20 years. The BLM conducted a comparative market study of similar public facilities in the region (Appendix 1). State, federal, and local parks were surveyed in the same regional recreation market as SCRS. Proposed fees are based on what the public sector currently charges for similar visitor facilities, number of campsites, access, and service. In summary, all campgrounds charge fees. RV parks are available but do not provide the same amenities offered at SCRS and were not included in the fee comparisons charts. Additionally, some parks may charge a day-use fee if visiting other areas of the park.

The proposed fees were determined through the analysis of comparable sites and their current fee rates. The aforementioned proposed fee table shows the results of averaging for each type of site and amenity.

Group Day-use Shelter: Group picnic shelter fees range greatly, dependent on occupancy numbers, quality of sites and regional location. The wide range of occupancy numbers, quality of sites and fees resulted in using the average fee per person method. The resulting average fee per person after rounding to the nearest \$.50 cents resulted in a fee of a \$1.50 per person per day.

Day-use Fee: The proposed day-use fee for Shotgun Creek is \$5 per passenger vehicle. With many of the day-use visitors using the site for river activities such as fishing, swimming, tubing and boating, it was determined that day-use visitors would be using the less of the other amenities provided. This resulted in the BLM electing to propose the lower fee amount of \$5 per vehicle. The day-use fee for vans (10-20) would be \$15 and buses (20+) would be \$25.

Projected Fee Revenue

The estimated revenue was derived by multiplying the number of available shelters by the regional occupancy rate of 20 percent, then multiplying that by the average 184 day season, and finally multiplying that number by the fee. For example; 2 (day-use shelters) x .20 (occupancy rate) x 184 (season) x \$150 (fee) = \$8,280. Current visitation numbers are not broken out from day-use shelters and day-use. To find the projected day-use fee the five year average for just day-use visitation fees was multiplied by 67 percent to represent the fee increase.

Table 6: Estimated Fee Revenue by Site Type

Type	Amount	Occupancy Rate	Days Available	Cost Per Night	Revenue
Group Day-use Shelter	2	20%	184	\$150	\$11,040
Day-use	Total				\$8,862
Total	Total				\$19,902

Based on both our current and projected fees, operation and maintenance costs for Shotgun 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	\$11,943	\$19,902	\$19,902
Operation & Maintenance	\$219,782	\$219,782	\$254,210
Difference	-\$207,839	-\$199,880	-\$234,308

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 Shotgun Creek Recreation Site have not been changed for over 20 years, 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 will seek to continue partnerships with Lane County Corrections, Division of Youth Services, Northwest Youth Corps, scouting organizations, emergency responders and others whose needs and skill mix contribute to the management objectives associated with the SCRS.

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

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

Public 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.

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

On August 11, 2016, information about the Northwest Oregon District's Proposed Fee Changes was posted onsite at the Shotgun Creek 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, nothing specific to the Shotgun Creek 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.

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 Shotgun Creek 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















Each site has at least 5 of the following amenities: developed campgrounds with at least five of the following amenities: (1) tent or trailer spaces, (2) picnic tables, (3) drinking water, (4) access roads, (5) fee collection by an employee or agent of the BLM, (6) visitor protection, (7) refuse containers, (8) toilet facilities, (9) devices for containing a campfire. Additional amenities are shown in Table 1.

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

Recreation Site	Fee																
Shotgun Creek (BLM)	Proposed Fees																
	Day-use bike/walk \$2																
	Day-use car/motorcycle \$5																
	Day-use van, 10-20 \$15																
	Day Use Bus, >20 \$25																
	Annual Day-use Van \$50																
	Group picnic shelter \$150 (up to 100 people; \$1.50 for each additional person)	✓	✓	✓	✓			✓	✓						✓		✓
Both picnic shelters \$600 (up to 400 people; \$1.50 for each additional person)																	
Clay Creek (BLM)	Proposed Fees																
	Basic site \$20																
	Group day-use shelter \$75 (up to 50 people; \$1.50 each additional person)	✓	✓	✓	✓	✓	✓	✓	✓	✓							
	Extra vehicle \$5																
Day-use \$5																	

Recreation Site	Fee															
John Neal Memorial Park (Linn County)	Basic site \$24															
	Water hookup \$24															
	Extra vehicle \$7	✓	✓													
	Group campsite \$200	✓	✓		✓	✓		✓	✓	✓	✓			✓		✓
	Group shelter \$125 50 person max															
River Bend (Linn County)	Basic site \$24															
	Partial hookup \$30															
	Cabin \$65															
	Extra vehicle \$7	✓	✓													
	Group gazebo \$175 150 person max	✓	✓		✓	✓		✓	✓	✓		✓	✓			✓
Waterloo (Linn County)	Basic site \$24															
	Partial hookup \$30															
	Extra vehicle \$7															
	Group shelter \$125 100 person max	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓			✓
	Group shelter \$175 150 person max															
Hendricks Bridge	Group shelter \$50 (max 50 people)	✓	✓		✓	✓	✓	✓			✓					✓
Jasper (OR State Parks)	Group shelter \$150 Max 150 people	✓	✓		✓	✓					✓					
City of Eugene	Shelter #1															
	1st six hours \$100															
	Over six hours \$200 (max 110 people)															
	Shelter #2															
	For six hours \$120	✓	✓		✓	✓										
	Over six hours \$240 (max 150 people)															
Security deposit \$100																
Park use permit application fee \$10-50																

Recreation Site	Fee														
Southshore (USFS Willamette)	Basic site \$20														
	Double site \$38	✓	✓		✓	✓		✓			✓				
	Extra vehicle \$7	✓	✓		✓	✓		✓			✓				
	Day-use \$7														
Armitage (Lane County)	Day Use \$3	✓	✓	✓	✓	✓	✓	✓			✓		✓		
	Annual \$30														
Jasper (OR State Parks)	\$5 per vehicle	✓	✓	✓	✓	✓	✓	✓		✓	✓		✓	✓	✓
	\$30 per vehicle annually														
	\$50 per vehicle (24- month permit)														
Armitage (Lane County)	\$3 per vehicle	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	\$30 per vehicle annually														
Richardson park, (Lane County)	\$3 per vehicle	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	\$30 per vehicle annually														
Baker Bay (Lane County)	\$3 per vehicle	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	\$30 per vehicle annually														
Terwilliger Hot Springs (USFS)	\$5 per person	✓	✓	✓	✓		✓	✓	✓				✓	✓	✓

Recreation Site	Fee														
Slide Creek (USFS)	\$5 per vehicle	✓	✓	✓	✓	✓				✓	✓			✓	
Echo East Fork Day Use Area (USFS Willamette)	\$5 per vehicle	✓	✓	✓	✓	✓				✓	✓			✓	
Hendricks Bridge (Lane County)	\$3 per vehicle \$30 per vehicle annually	✓	✓	✓	✓	✓				✓	✓			✓	
Millpond Recreation Site (Roseburg BLM)	Basic \$14 Extra vehicle \$5 Day-use shelter \$130 200 person max	✓	✓	✓	✓					✓				✓	
Tyee Recreation Site (Roseburg BLM)	Basic \$14 Extra vehicle \$5 Day-use shelter \$55 75 person max	✓	✓	✓	✓									✓	