

# Recreation Fee Site Business Plan

United States Department of the Interior  
Bureau of Land Management

Burns District Office  
28910 Highway 20 West  
Hines, Oregon 97720

2022



**Little Blitzen Gorge, Steens Mountain**

## **Executive Summary**

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (FLREA) of December 2004 (Pub. L. 108-447, as amended) and the Bureau of Land Management (BLM) recreation fee program policy and manual direction. FLREA provides the BLM current authority to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. Section 804 of FLREA addresses the minimum public outreach requirements that an agency must consider when developing changes to recreation fees. This outreach process includes resource advisory council (RAC) involvement. RACs provide recommendations to agency officials on matters such as implementing fee structure changes.

The fee analysis portion of this business plan was based on a comparative review of fees charged elsewhere by other public and private entities within the geographic area of the BLM Burns District campgrounds providing similar services.

This business plan proposes modifying existing fees at all BLM Burns District expanded amenity fee campgrounds. This includes five campgrounds on Steens Mountain (Page Springs, Fish Lake, Jackman Park, South Steens Family, and South Steens Equestrian) and Chickahominy Reservoir and Recreation Site located west of the town of Burns.

Current campground campsite fees range from \$6-\$8 per night. This business plan proposes updating fees to a standard of \$16 per night. Existing and proposed fee structures are outlined below. Those with an America the Beautiful – the National Parks and Federal Recreational Lands Senior Pass or Access Pass will be eligible for a 50 percent discount (\$8 per night).

Additional vehicle fees will be updated to \$5 per vehicle. The \$16 fee covers a single car, truck, or RV and towed vehicle. An additional passenger vehicle is \$5. A detailed discussion of this fee proposal occurs in the body of this business plan.

### Existing and Proposed Fee Structure

Recreation Site	Existing Fee	Proposed Fee	Additional Vehicle
<b>Individual Camping Sites:</b>			
Chickahominy Recreation Site	\$8	\$16	\$5
Page Springs Recreation Site	\$8	\$16	\$5
Fish Lake Campground	\$8	\$16	\$5
Jackman Park Campground	\$6	\$16	\$5
South Steens Campground (Family)	\$6	\$16	\$5
South Steens Campground (Equestrian)	\$6	\$16	\$5

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# **1. Introduction**

## **a. Fees and Business Plan Requirement**

This business plan has been prepared to meet the criteria defined in the Federal Lands Recreation Enhancement Act, 2004 (FLREA). The Bureau of Land Management (BLM) originally began collecting recreation fees for the use of public lands under the authority of the Federal Land Policy and Management Act, 1976 (FLPMA). The FLREA provides the BLM current authority to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. FLREA authorizes BLM to locally retain collected recreation fees and outlines how revenues may be used for such things as facility repair, maintenance and enhancement, interpretation, visitor information, services and needs assessments, signage, law enforcement directly related to public use and recreation, and operating or capital costs associated with the Recreation and Visitor Services program.

Under FLREA, an expanded amenity fee may be charged for the use of certain facilities or services, in this case developed campgrounds that provide at least five out of the nine following amenities: tent or trailer spaces, picnic tables, drinking water, access roads, the collection of the fee by an employee or agent of the Federal land management agency, reasonable visitor protection, refuse containers, toilet facilities, and/or simple devices for containing a campfire.

BLM Handbook H-2930-1, Recreation Permits and Fees (Rel. 2-300, dated November 17, 2014), requires that each recreation fee program has an approved business plan that thoroughly discusses fees and explains how fees are consistent with the criteria outlined in FLREA. 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 from collected fees and to provide a structured communication and marketing plan. The primary purposes of the plan are 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 Burns District will use various e-commerce technologies, as directed in BLM Instruction Memorandum No. 2022-019, to provide recreation visitors opportunities to find, reserve, and pay for campsites. Most of these options are provided through the interagency reservation service Recreation.gov. ECommerce solutions, including the scan and pay option, will incur an expanded amenity fee for reservation services in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G). The amount of the fee is charged by the contractor. Current reservation fees can range from \$0.50 to \$10.00. The reservation fee is subject to contracting requirements on Recreation.gov and will be adjusted as that contract changes or with future updates to the Business Plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the traditional iron ranger with RUP envelope will exist until the field office moves the fee area entirely to eCommerce and/or the RUP envelope is no longer available for payment.

The plan will specifically cover the description of the fee sites, proposed changes in fees at 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 potential 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 Financial and Business Management System (FBMS), Recreation Management Information System (RMIS), Collections and Billing Systems (CBS), and other locally generated recreation and visitor use tracking spreadsheets. Much of the data is public information and available but associated personally identifiable information contained in these systems may be subject to Privacy Act requirements. For more detailed information, contact the BLM Burns District.

## **b. Fee Discounts**

Section 805 of the FLREA 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, Military, 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.

This plan proposes a standard \$16 per night campground fee at all Burns District fee campgrounds. Those with an America the Beautiful – the National Parks and Federal Recreational Lands Senior Pass or Access Pass will be eligible for a 50 percent discount (\$8 per night).

## **2. Background**

### **a. Area Description**

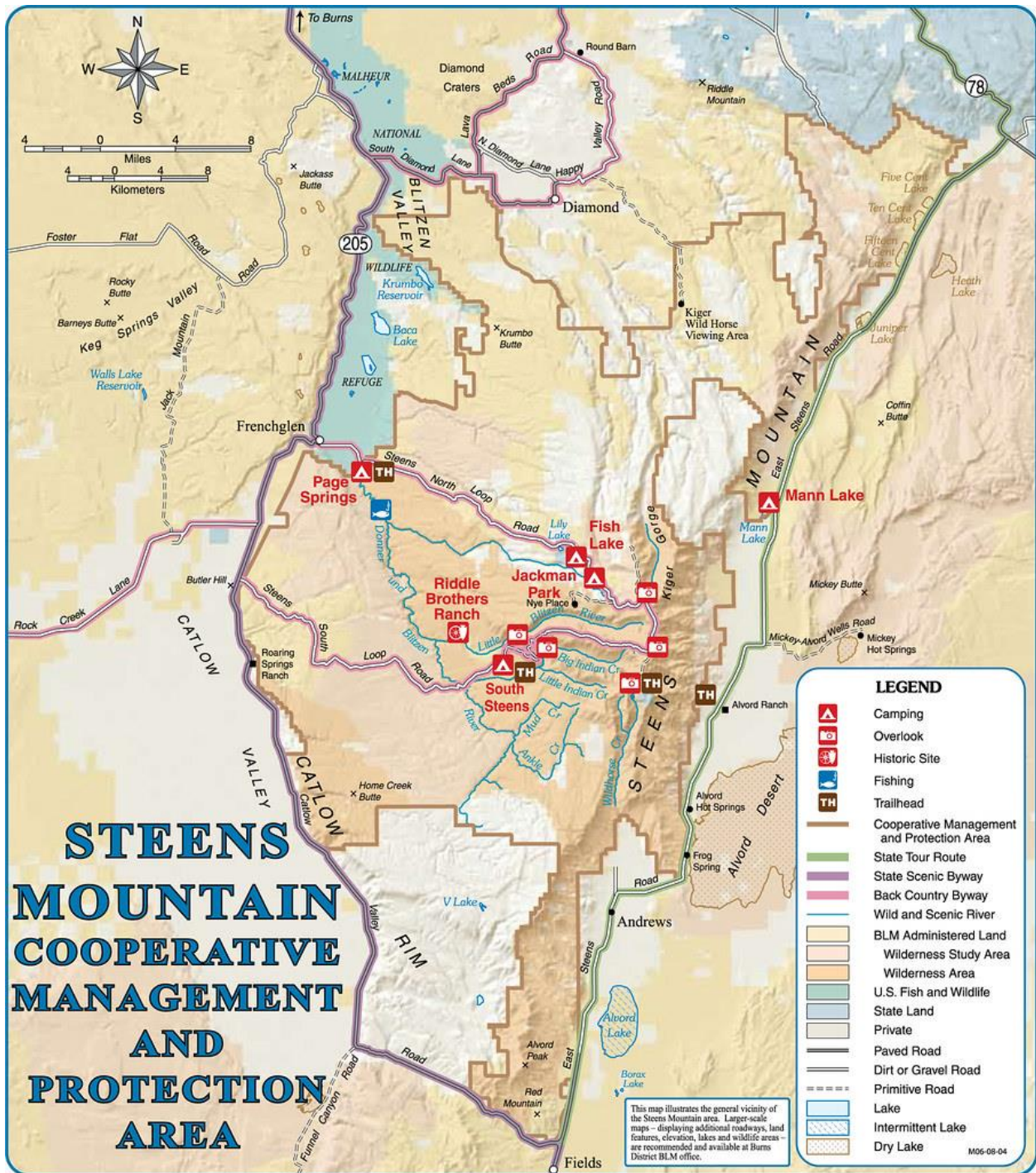
The Bureau of Land Management Burns District is located within Harney County, Oregon, and is represented by the Second Congressional District of Oregon. The BLM Burns District boundaries spread through the corner of southeastern Oregon, extending from the Oregon-Nevada border on the south into the Blue Mountains on the north, nearly 200 miles. The 3.4 million acres of public land are divided nearly equally between two administrative resource areas: Three Rivers in the northern portion of the District and Andrews/Steens to the south. Recreation opportunities in the BLM Burns District are plentiful and widespread. Popular activities include camping, backpacking, picnicking, sightseeing, and exploring the open country on foot and horseback. Visitors also enjoy biking mountain roads, photographing landscapes, hunting big game, and fishing the area waters. The BLM Burns District is home to the Steens Mountain Cooperative Management and Protection Area (CMPA) – nearly 500,000 acres of public land on Steens Mountain offering diverse scenic and recreational experiences and extraordinary landscapes. There are six designated campgrounds in the BLM Burns District – Chickahominy Recreation Site near Riley, Fish Lake Campground, Jackman Park Campground, South Steens Family Campground, South Steens Equestrian Campground, and Page Springs Recreation Site on Steens Mountain. Dispersed camping is also allowed at Mann Lake on the



east side of Steens Mountain, Lily Lake on Steens Mountain, and at Warm Springs Reservoir near Juntura, but these areas do not collect recreation fees. Mann Lake Recreation Site amenities include five dispersed sites with fire rings and picnic tables and two vault toilets. Lily Lake amenities include several dispersed sites, many with picnic tables and fire rings.



Map showing Chickahominy Recreation Site and Mann Lake dispersed camping area



Map showing Steens Mountain campgrounds



## **b. Visitor Demographics<sup>1</sup>**

Harney County, Oregon, has an estimated population of 7,495. The largest cities in Harney County are Burns and Hines, accounting for most of the population. The median household income in Harney County is \$40,735, with 12.6 percent of the population living below the poverty level. Harney County is racially composed of 90 percent Caucasians, 5 percent Latinos, 4 percent Native Americans, and 1 percent African Americans and other.

Non-local residents make up most of the visitors to BLM Burns District fee sites. According to recreation use permit (RUP) collections in fiscal years 2016 and 2017, 98 percent of the visitors were “non-local,” meaning they provided a zip code outside the local communities. Some people travel from all over the region, state, country, and world to visit Harney County and its abundance of natural resources and beauty. Some visitors traditionally come back to the same sites year after year and have for decades. The designation of the Steens Mountain Wilderness in 2000 and the road improvements on the Steens Mountain Loop Road providing easier access to wilderness and stunning scenery have drawn people to Harney County. Visitors to Harney County contributed an estimated \$19.1 million to the local economy in 2019.<sup>2</sup>

During the summer of 2015, Chickahominy Reservoir and Recreation Site was selected to take part in a visitor survey conducted by the Social and Economics Research Center at Washington State University to comply with the Government Performance and Results Act (GPRA). The survey was developed to measure the site’s performance related to BLM goals to provide for a quality recreation experience and to provide for and receive fair value in recreation. Visitor demographics, age, and gender were some components of the survey. The survey found that 86 percent of visitors were 18 years old and over with 33 percent being between 61 and 70. Twenty-five percent of the visiting groups had teenagers (13-17) or children (under 13) with them. Fifty-six percent of visitors were male, and 44 percent were female. While the survey was only conducted at Chickahominy Reservoir and Recreation Site, applying the same findings for all BLM Burns District campgrounds is realistic. However, a more considerable margin of error would apply.

## **c. Recreation Site Descriptions**

### **i. Chickahominy Recreation Site**

Located about 32 miles west of Hines, Oregon, Chickahominy Recreation Site offers camping, boating, fishing, wildlife viewing, and bird watching opportunities. Chickahominy is one of eastern Oregon’s most popular fishing spots. Oregon Department of Fish and Wildlife (ODFW) first started stocking the artificial reservoir with rainbow trout in the summer of 1967. It is still stocked once or twice per year with fingerlings and legal-size trout. The water level fluctuates with the amount of spring run-off and can be low at times, affecting the availability of fisheries. Fishing season peaks in June and resumes in September as the hot summer weather ends. Chickahominy’s location on Highway 20 allows travelers a place to stop and stay the night on long trips. The site is open year-round, and people can often be seen ice fishing the reservoir

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<sup>1</sup> Census.gov, 2020

<sup>2</sup> “Travel Oregon Travel Stats,” <https://www.travelstats.com/impacts/oregon>

from December to late February. The campground contains 28 first-come, first-served sites, and a group camping area. Expanded amenities include travel trailer/tent sites, picnic tables, drinking water, trash receptacles, vault toilet facilities, fire rings, a seasonal fish cleaning station, and an onsite host during the summer months. The camping fee is \$8 per night per vehicle.

Oregon State Marine Board and the Oregon Department of Fish and Wildlife worked cooperatively with Harney County to install a boat loading/unloading ramp. Adjacent to the ramp is a floating boat dock. In 2015, the parking lot near the fish cleaning station was re-paved, and new curbing was installed.



**Boat ramp and floating dock**

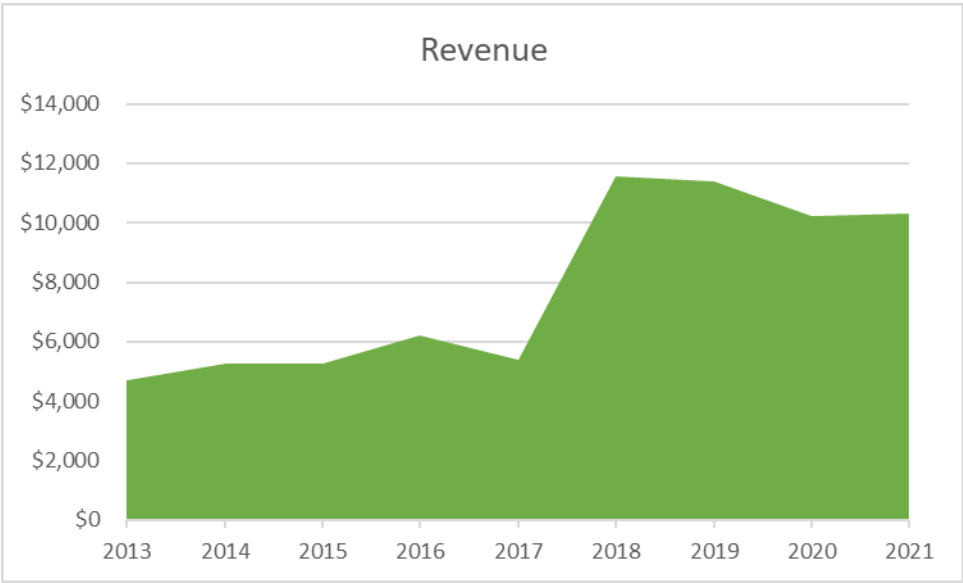
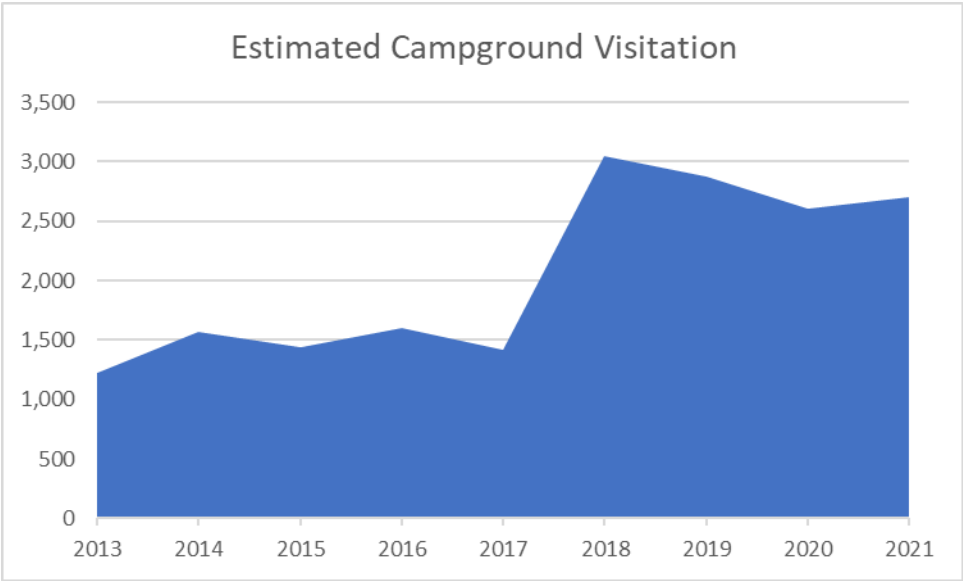
Chickahominy campsites are all in open sagebrush and grass-dominated landscape. Two of the sites near the entrance offer shade structures and the camp host site. Most of the campsites have pull-through parking. Shoreline campsites are available on the northeast side of the reservoir. Day-use fees are not charged, only overnight camping fees.



**Shoreline campsites on east side of Chickahominy Reservoir**

**Chickahominy Recreation Site Use and Revenue Figures**

<b>Fiscal Year</b>	<b>Estimated Campground Visitation</b>	<b>Total Revenue</b>
<b>2013</b>	1,225	\$ 4,698
<b>2014</b>	1,574	\$ 5,246
<b>2015</b>	1,436	\$ 5,250
<b>2016</b>	1,606	\$ 6,227
<b>2017</b>	1,418	\$ 5,378
<b>2018</b>	3,048	\$11,557
<b>2019</b>	2,871	\$11,397
<b>2020</b>	2,604	\$10,222
<b>2021</b>	2,700	\$10,306





## ii. Page Springs Recreation Site

Page Springs Recreation Site is the busiest fee area in the BLM Burns District. Page Springs is located just three miles from the small town of Frenchglen, Oregon, on Highway 205. The campground is nestled into the opening to the scenic Blitzen River Gorge and borders the Malheur National Wildlife Refuge. There are two hiking trailheads located in the campground. The Wilderness Trail is a 1-mile scenic loop to the top of the rim, looking down on the campground and Blitzen River below. The Blitzen River Trail leaves the southernmost side of the camping area. The trail winds along the Blitzen River for about four miles. The hike is popular for those looking to fish for rainbow trout or redband trout (catch and release only). The trail offers many primitive campsites along the river. Page Springs Recreation Site is popular with hikers, fly fishers, campers, bird watchers, photographers, and families looking for relaxation. Thirty-six first-come, first-served roomy campsites under cottonwood and juniper trees welcome visitors year-round. Page Springs Recreation Site also offers a large, covered picnic area for no-fee day use. There are currently no equestrian use or stock trailers permitted in the area. The overnight fee is currently \$8 per vehicle per night.

Expanded amenities provided at Page Springs Recreation Site are tent/travel trailer spaces, picnic tables, vault toilet restrooms, drinking water, trash receptacles, campfire rings, and an onsite campground host spring through fall. Fees are collected year-round by BLM staff.

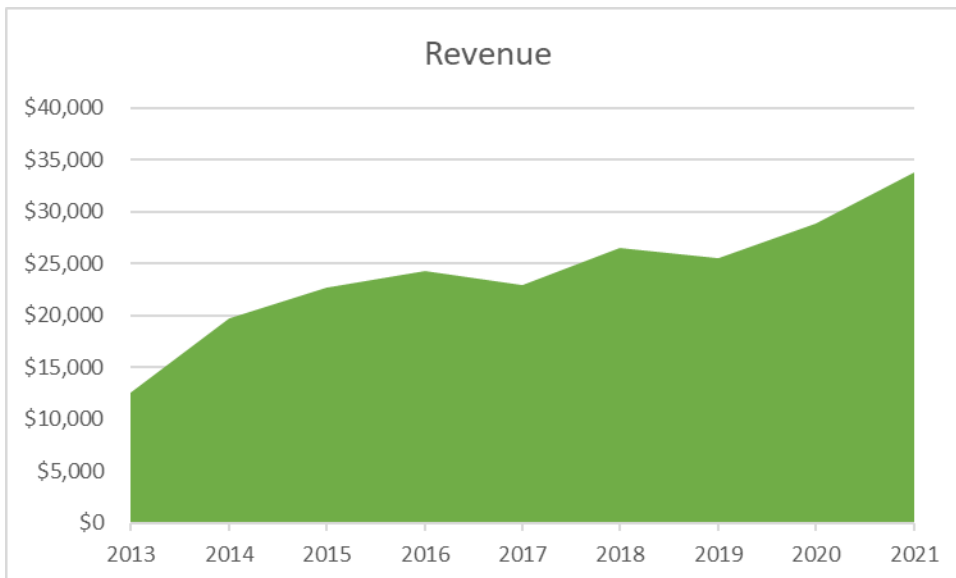
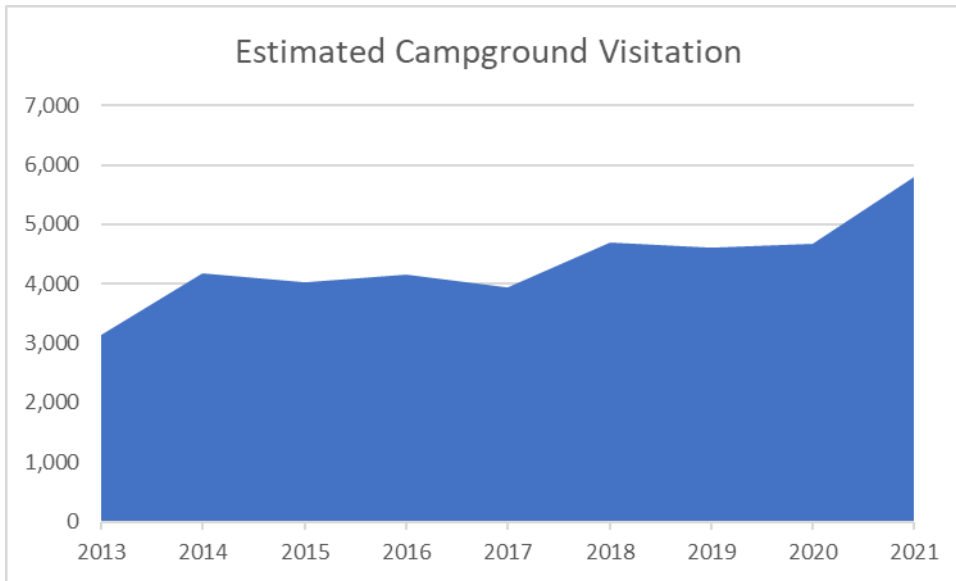


**Page Springs Recreation Site**



### Page Springs Recreation Site Use and Revenue Figures

Fiscal Year	Estimated Campground Visitation	Revenue Generated
2013	3,135	\$12,597
2014	4,180	\$19,710
2015	4,018	\$22,669
2016	4,148	\$24,243
2017	3,944	\$22,892
2018	4,695	\$26,472
2019	4,616	\$25,547
2020	4,682	\$28,904
2021	5,792	\$33,777





**Entrance at Page Springs Recreation Site**

iii. Fish Lake Campground

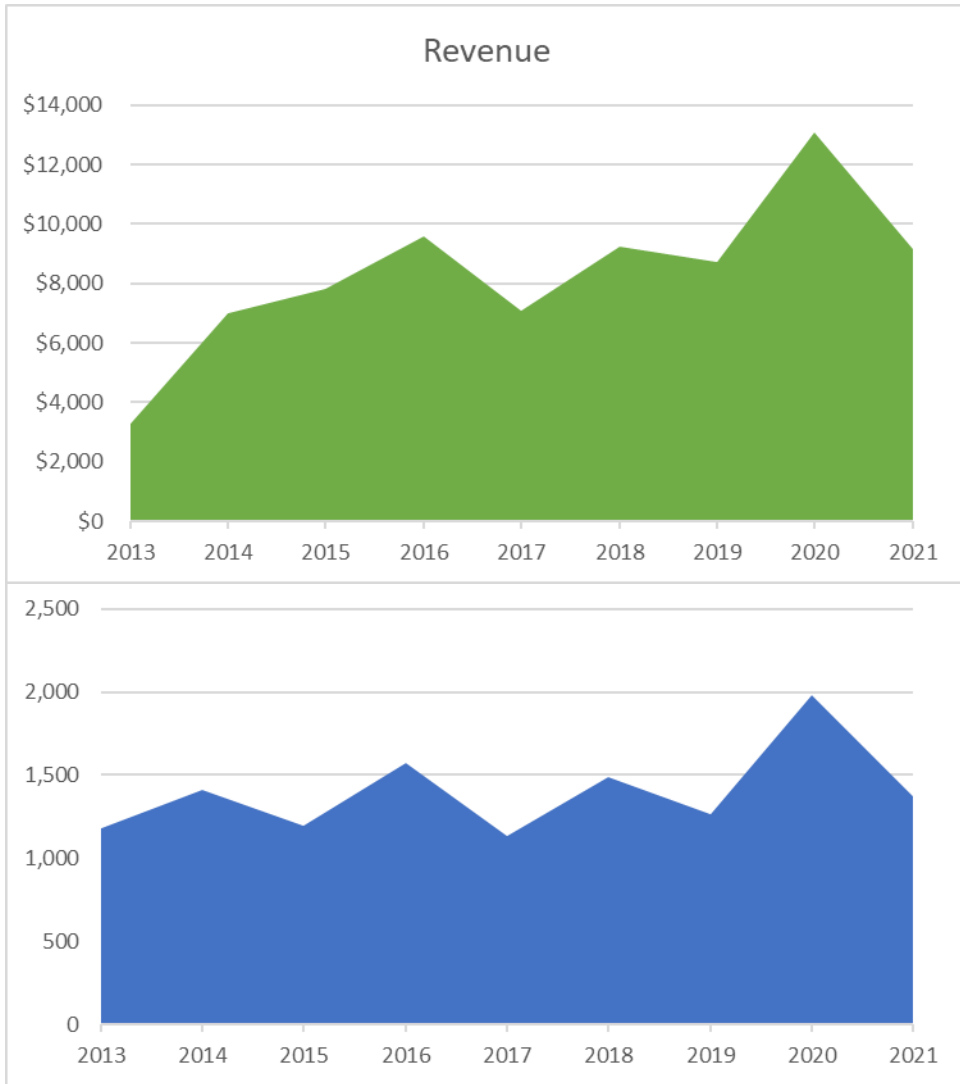
Located along the Steens Mountain Back Country Byway “North Loop Road,” Fish Lake Campground provides an attractive camping experience, especially if Page Springs Recreation Site is full. Fish Lake, a sparkling mountain lake surrounded by quaking aspen and shore willows, offers a remarkable Steens Mountain experience. Sitting 20 miles from the town of Frenchglen, Oregon, at 7,400 feet, 23 campsites border the banks and offer visitors opportunities for picnicking, fishing, swimming, and adventuring on one of Oregon’s most unique mountains. The Steens Mountain Loop Road and access to Fish Lake Campground are closed seasonally from November 1 to June 14 to protect road conditions and resource values. Expanded amenities include travel trailer sites, tent-specific sites, picnic tables, trash receptacles, drinking water, vault toilet facilities, a fishing dock, and a boat ramp. New aluminum picnic tables were installed in 2020. No gas-powered motors are allowed on the lake, but visitors can often be seen in human-powered boats or float tubes. The camping fee is \$8 per night per vehicle.



Typical campsite at Fish Lake Campground

**Fish Lake Campground Use and Revenue Figures**

Fiscal Year	Estimated Campground Visitation	Revenue Generated
2013	1,182	\$ 3,272
2014	1,410	\$ 6,980
2015	1,196	\$ 7,835
2016	1,569	\$ 9,573
2017	1,132	\$ 7,091
2018	1,484	\$ 9,234
2019	1,262	\$ 8,710
2020	1,980	\$13,070
2021	1,372	\$ 9,143







**Recreationist on Fish Lake**

iv. Jackman Park Campground

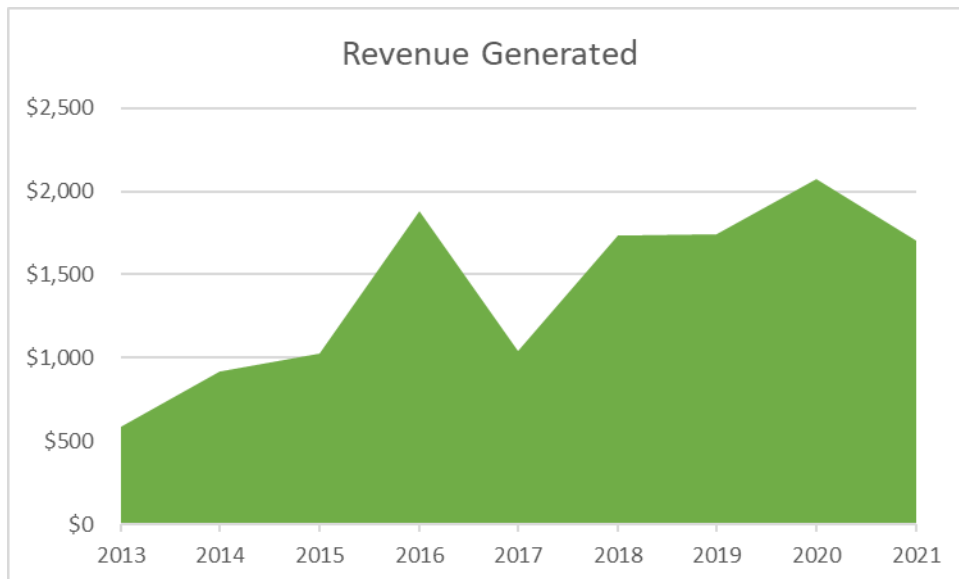
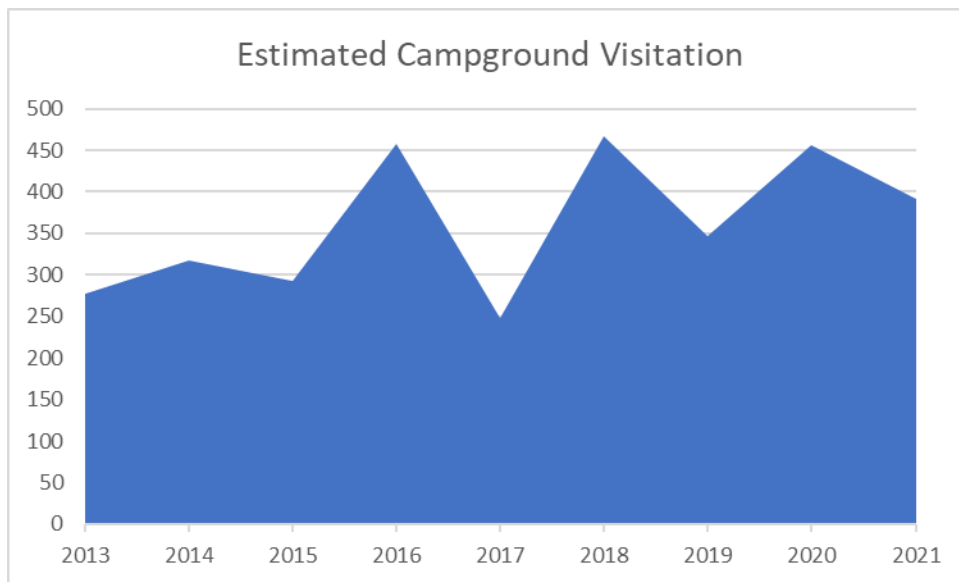
Two miles east of Fish Lake Campground up the North Loop Road lies Jackman Park Campground. Nestled in a grove of aspen trees at an elevation of 7,800 feet, Jackman Park offers six first-come, first-served campsites and some of the best fall color viewing on Steens Mountain. Each campsite has a feeling of privacy due to trees and vegetation and the small number of sites available. Each site is equipped with a fire ring and picnic table. There is a vault toilet and potable water that must be hand-pumped. The camping fee is \$6 per night per vehicle. The campground is open from June 15–October 31, when the North Loop Gate is open.



**Typical campsite at Jackman Park Campground**

### Jackman Park Campground Use and Revenue Figures

Fiscal Year	Estimated Campground Visitation	Revenue Generated
2013	278	\$ 589
2014	318	\$ 916
2015	292	\$1,023
2016	458	\$1,883
2017	248	\$1,038
2018	467	\$1,733
2019	346	\$1,742
2020	456	\$2,075
2021	392	\$1,706





v. South Steens Campground (Family)

This campground is a unique site compared to the rest of the District's campgrounds. South Steens Campground is located approximately 20 miles up the South Loop Road from Highway 205. The family side of South Steens Campground hosts 36 first-come, first-served campsites. Two trailheads leave the family-friendly campground; Big Indian Trail is a 7.9-mile, out and back trail that winds up Big Indian Gorge to the headwall. The Little Blitzen Trail leaves the campground at the Loop Road and is an 8.4-mile-long trail that follows the Blitzen River up the canyon. This is also an out and back trail with many primitive campsites scattered along the banks of the river. South Steens Campground is open from mid-May through mid-November when the Black Canyon Gate along the Loop Road is open. Expanded amenities include tent/trailer campsites, picnic tables, drinking water available at the wellhouse near the entrance, vault toilet facilities, trash receptacles, and fire rings. The camping fee is \$6 per night per vehicle.



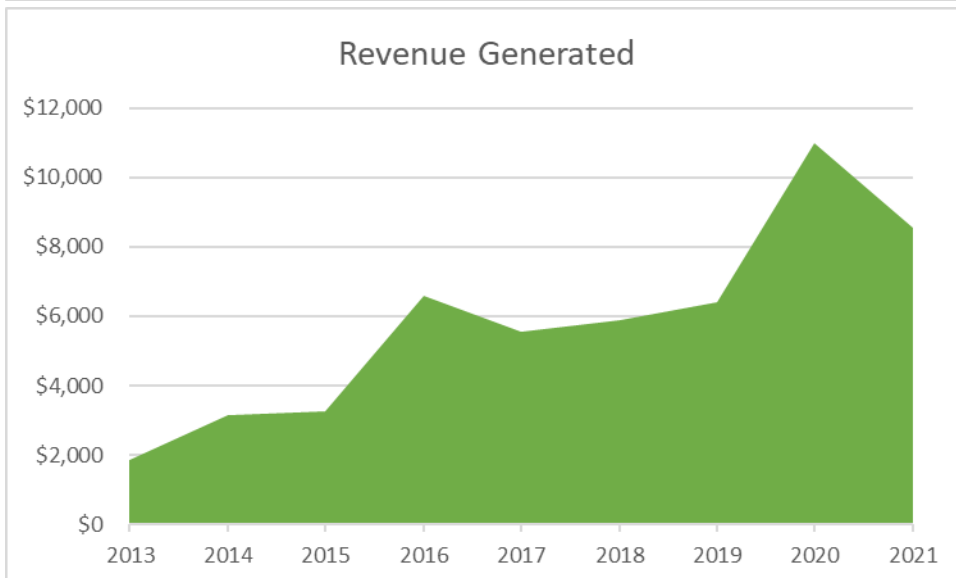
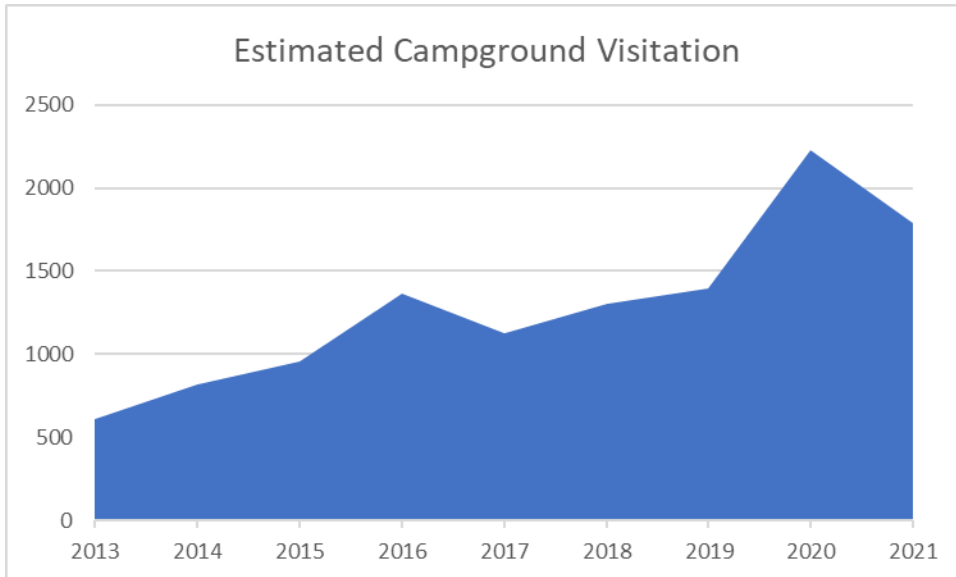
**Typical campsite at South Steens Campground (Family)**

Recreational stock (horses, mules, llamas, goats, etc.) are not allowed in the family portion of South Steens Campground but are welcome and comfortable at the equestrian sites in the South Steens Equestrian Campground directly adjacent to the family portion.



**South Steens Campground (Family) Use and Revenue Figures**

Fiscal Year	Estimated Campground Visitation	Revenue Generated
2013	608	\$ 1,871
2014	818	\$ 3,153
2015	954	\$ 3,269
2016	1,362	\$ 6,593
2017	1,126	\$ 5,550
2018	1,300	\$ 5,891
2019	1,398	\$ 6,419
2020	2,226	\$11,004
2021	1,788	\$ 8,552





**South Steens Campground directional sign on Steens Mountain Loop Road**

vi. South Steens Campground (Equestrian)

South Steens Campground (Equestrian) is a first-come, first-served, backcountry equestrian camp complete with tie posts and small corrals at each of the 15 sites. Located approximately 20 miles up the South Loop Road, South Steens Equestrian Campground lies directly adjacent to the family portion of South Steens Campground. The only stock-friendly campground on Steens Mountain is unique to the BLM Burns District. Expanded amenities provided at South Steens Equestrian include tent and trailer sites, drinking water, vault toilets, trash receptacles, fire rings, and a 50-foot round pen for stock use. The popular Big Indian Gorge Trail is accessible from the South Steens Equestrian site and is a popular trail for equestrian users. The regular camping season at South Steens Equestrian is mid-May through mid-November. This and the family portion of South Steens Campground are popular with hunters in the fall due to their location. The camping fee is \$6 per night per vehicle.





**Typical campsite at South Steens Campground (Equestrian)**

Visitors to both South Steens Campgrounds also enjoy visiting the popular Riddle Brothers Ranch - part of the historical context of pioneer settlement and the development of the livestock industry in the American West. Walter, Frederick, and Benjamin Riddle were three bachelor brothers who secured homesites and raised livestock in and around the ranch. Migrating from western Oregon, they settled in the early 1900s and built their ranch by gaining control of water in the area. In the late 1950s, the Riddle brothers sold their ranch holding to Rex Clemens. In 1986, BLM purchased the property from Clemens and has since managed the ranch for its historical values. Riddle Brothers Ranch National Historic District is located approximately 4 miles north. Driving access into the Ranch is generally permitted Wednesday through Sunday from mid-June through October. High clearance, four-wheel-drive vehicles are recommended. Access by foot, bicycle, or horseback is permitted anytime. Amenities at the Riddle Brothers Ranch are few. A vault restroom and potable water are available, but overnight use, cell phone services, and other conveniences are not. A ranch host is onsite during the summer months and welcomes many visitors from around the country each year.

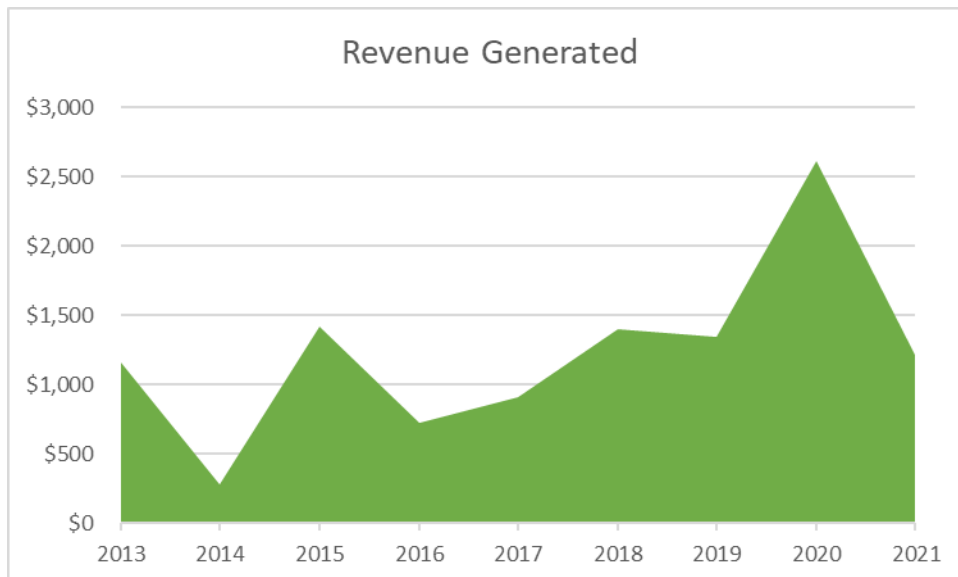
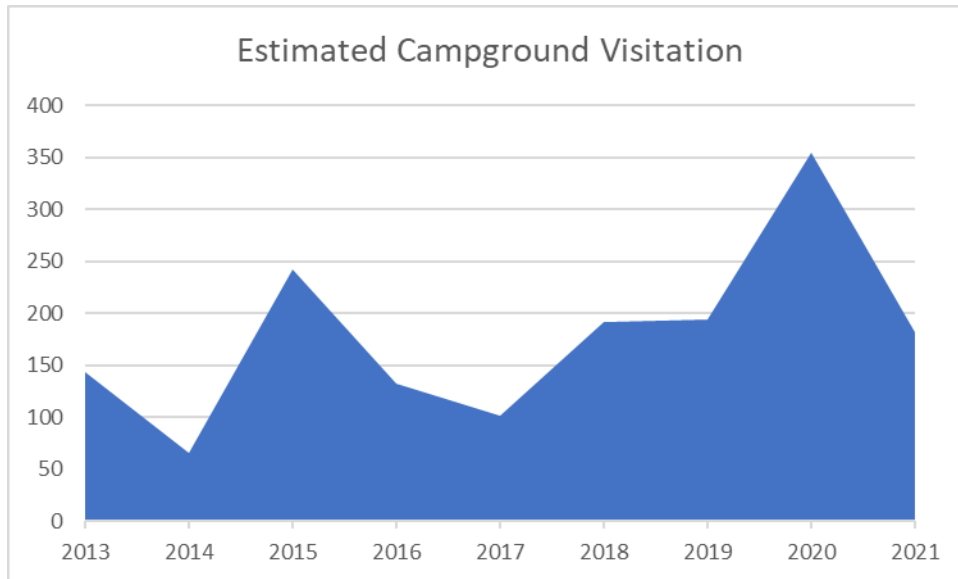




**Caretakers' cabin at Riddle Brothers Ranch**

### South Steens Campground (Equestrian) Visitor Use and Revenue Figures

Fiscal Year	Estimated Campground Visitation	Revenue Generated
2013	143	\$1,158
2014	66	\$ 278
2015	242	\$1,422
2016	132	\$ 722
2017	102	\$ 911
2018	192	\$1,402
2019	194	\$1,346
2020	354	\$2,613
2021	182	\$1,216



**d. Operating Costs**

The BLM Burns District commits considerable resources in managing developed recreation sites. The current system of overnight campgrounds, day-use areas, dispersed sites, overlooks, restrooms, and trails requires high-level management to provide high-quality recreation experiences. Labor costs include two full-time outdoor recreation planners, one for each field office. These positions are managed by the Andrews/Steens Field Office assistant field manager for resources. One BLM Burns District law enforcement ranger is partially funded by the recreation program. Below is a table showing office staff labor costs for developed recreation management.

**Annual Office Staff Labor**

<b>Labor</b>	<b>Estimated Cost</b>
<b>Assistant Field Manager – Resources GS-12 (2 work months)</b>	<b>\$ 19,179</b>
<b>Outdoor Recreation Planner GS-11 (6 work months)</b>	<b>\$ 48,005</b>
<b>Outdoor Recreation Planner GS-11 (6 work months)</b>	<b>\$ 48,005</b>
<b>Law Enforcement GS-12 (4 work months)</b>	<b>\$ 38,359</b>
<b>TOTAL</b>	<b>\$153,548</b>

Labor costs are detailed below:

Labor costs are estimated monthly and based on the most current salary figures. A salary base +45 percent model is used for total cost to government. It is estimated that the assistant field manager for resources spends two months annually on recreation site management activities. It is estimated that two recreation planners (one for each field office) spend six months each annually for recreation site management activities. It is estimated that law enforcement spends four months annually supporting recreation management.

The table below shows actual labor expenditures for recreation maintenance staff for fiscal years 2019, 2020, and 2021. Typical recreation maintenance staffing includes one full-time recreation maintenance worker, two seasonal maintenance workers, and in some years, seasonal park rangers.

**Recreation Maintenance Labor by Fiscal Year**

<b>Fiscal Year</b>	<b>Actual Labor Expenditures</b>
<b>2019</b>	<b>\$121,702</b>
<b>2020</b>	<b>\$137,707</b>
<b>2021</b>	<b>\$152,257</b>

Recreation maintenance labor expenditures vary due to staffing and length of season.

Non-labor operational costs for recreation management on the BLM Burns District include volunteer campground host stipends, services such as restroom pumping, dump fees for trash disposal, potable water testing, equipment, signs, maintenance supplies and materials, brochures,

interpretive materials, and other incidentals. Below is a table showing actual non-labor operational expenditures for fiscal years 2019, 2020, and 2021.

**Recreation Operations Costs by Fiscal Year**

<b>Fiscal Year</b>	<b>Actual Expenditures</b>
<b>2019</b>	<b>\$113,998</b>
<b>2020</b>	<b>\$ 74,157</b>
<b>2021</b>	<b>\$ 94,422</b>

In addition to labor and supply costs, vehicle costs are a significant part of recreation management spending. Below is a table showing recreation maintenance vehicle expenditures.

**Recreation Maintenance Vehicle Costs by Fiscal Year**

<b>Fiscal Year</b>	<b>Actual Expenditures</b>
<b>2019</b>	<b>\$37,371</b>
<b>2020</b>	<b>\$31,316</b>
<b>2021</b>	<b>\$46,648</b>

Recreation maintenance vehicle costs are derived from GSA spending figures for vehicles assigned to recreation maintenance.

BLM Burns District recreation fee sites are widely spread and remote in nature. It is worth noting that distance plays a significant role in recreation site management costs. Driving distance from the Burns District Office to Steens Mountain campgrounds and back is over 200 miles. As evidenced in the preceding table, vehicle costs are high. It can be expected that these costs will continue to increase in FY 2022 and beyond due to a rise in fuel costs.

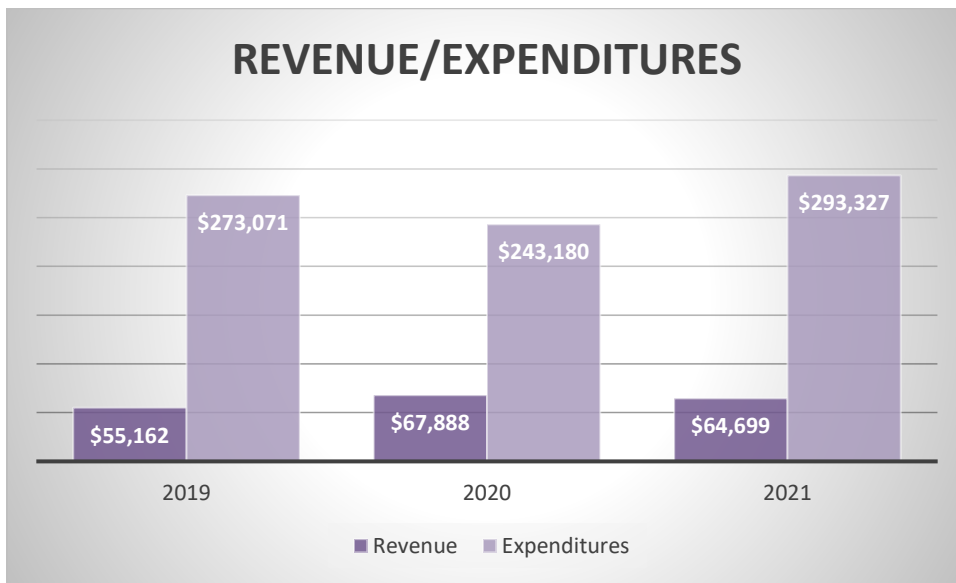
The table and chart below show total operations costs for fiscal years 2019, 2020, and 2021. This is derived from non-labor operations expenditures + recreation maintenance labor expenditures + recreation maintenance vehicle expenditures. This figure does not include the estimated \$153,548 in annual office labor costs for developed recreation management.

**Total Operations Expenditures by Fiscal Year**

<b>Fiscal Year</b>	<b>Total Operations Expenditures</b>
<b>2019</b>	<b>\$273,071</b>
<b>2020</b>	<b>\$243,180</b>
<b>2021</b>	<b>\$293,327</b>

The graph and chart below show total operations spending vs. total revenue collected by fiscal year.

<b>Fiscal Year</b>	<b>Revenue</b>	<b>Expenditures</b>
<b>2019</b>	<b>\$55,162</b>	<b>\$273,071</b>
<b>2020</b>	<b>\$67,888</b>	<b>\$243,180</b>
<b>2021</b>	<b>\$64,699</b>	<b>\$293,327</b>

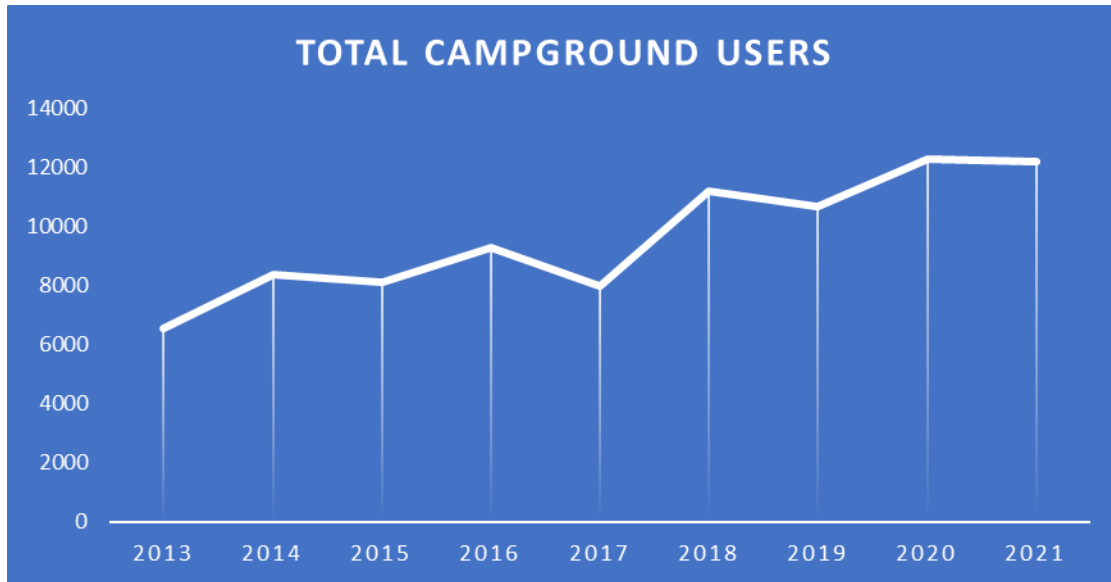


The BLM Burns District spends significant time and resources in the operations, maintenance, and management of developed recreation sites. It is clear that more is spent on campground operations and management than is collected in fees. An update in fee structure is not meant to fully cover these costs. It is meant to help defray these costs, ensuring quality recreation sites for the future. It can also serve to free up appropriated funds for development and improvement.



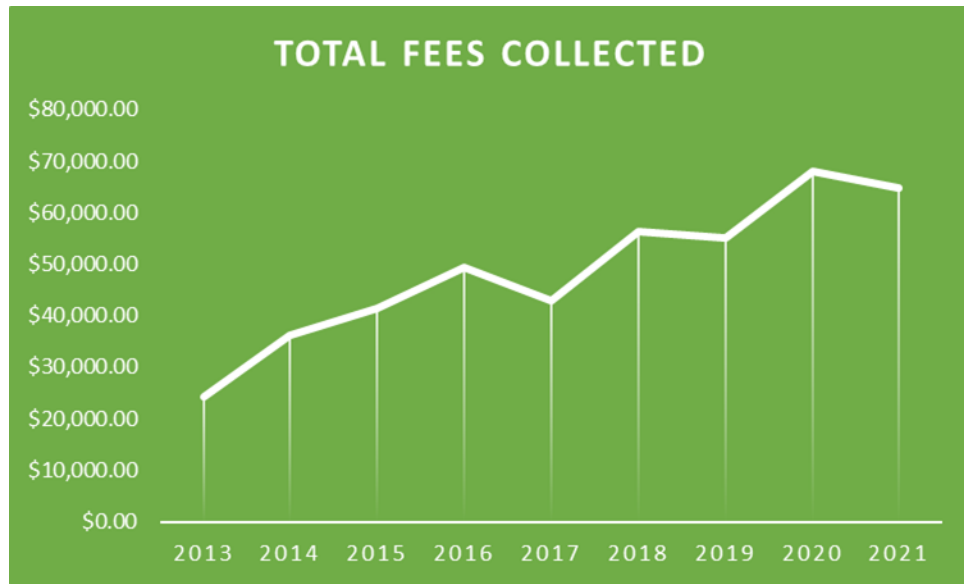
**e. Recreation Use Fees and Revenues**

BLM Burns District recreation use has been increasing in recent years. This includes trail use, road use, and fee site use. From 2013 to 2021, there was an 86 percent increase in visitor use at BLM Burns District recreation fee sites. Covid-related closures around the state likely contributed to the increase at BLM Burns District sites (which remained largely open at that time). Over the last nine years, the trend has fluctuated, but overall, visitation to BLM Burns District recreation fee sites has shown a significant increase.



Fiscal Year	Estimated Campground Visitation
2013	6,571
2014	8,366
2015	8,138
2016	9,275
2017	7,970
2018	11,186
2019	10,687
2020	12,302
2021	12,226

Recreation use fees have been collected at BLM Burns District overnight recreation sites and pavilions since their establishment. Fee increases have not been implemented. Visitation to fee sites has increased significantly over the last 9 years, with a corresponding revenue increase of 168 percent. The chart below illustrates total recreation fee revenues for the last 9 years. Special recreation permit revenue is not included in the chart.



Fiscal Year	Total Campground Revenue
<b>2013</b>	\$24,186
<b>2014</b>	\$36,285
<b>2015</b>	\$41,470
<b>2016</b>	\$49,242
<b>2017</b>	\$42,862
<b>2018</b>	\$56,290
<b>2019</b>	\$55,162
<b>2020</b>	\$67,888
<b>2021</b>	\$64,699

There are many reasonable explanations for the increase in revenue shown in the chart even though fees were not increased during this time. Recreational and campground use have been increasing on the BLM Burns District for years. South Steens and Fish Lake campgrounds are becoming increasingly popular. Recreationists are staying at campgrounds for longer.

### 3. Fee Proposal

#### a. Summary of Fee Proposal

This fee proposal includes increasing campsite fees at all BLM Burns District campgrounds. The table found in the section below shows a summary of the proposed changes and updates, while Appendix B shows a more detailed analysis of the changes.

#### b. Existing and Proposed Fees

The following table illustrates the current and proposed fee structure for BLM Burns District fee recreation sites.

<b>Existing and Proposed Fee Structure</b>			
<b>Recreation Site</b>	<b>Existing Fee</b>	<b>Proposed Fee</b>	<b>Additional Vehicle</b>
<b>Individual Camping Sites:</b>			
Chickahominy Recreation Site	\$8	\$16	\$5
Page Springs Recreation Site	\$8	\$16	\$5
Fish Lake Campground	\$8	\$16	\$5
Jackman Park Campground	\$6	\$16	\$5
South Steens Campground (Family)	\$6	\$16	\$5
South Steens Campground (Equestrian)	\$6	\$16	\$5

#### c. Financial Analysis

Revenue projections are derived from using FY 2021 revenue multiplied by a fee increase multiplier. For example, the proposal calls for raising campsite fees at Chickahominy Recreation Site from \$8 to \$16. Taking the proposed fee divided by the current fee gives the multiplier ( $16/8=2$ ). Multiplying fee revenue for FY 2021 by the multiplier gives a projection for revenue if fee increases are implemented. The table below illustrates the projected revenue if the fee increases are implemented.

### Recreation Site Use Fee Projected Revenue

Recreation Fee Site	Revenue FY 2021	Current Fee	Proposed Fee	Multiplier	Projected Revenue
Chickahominy	\$10,306	\$8	\$16	2.00	\$ 20,612
Page Springs	\$33,778	\$8	\$16	2.00	\$ 67,556
Fish Lake	\$ 9,143	\$8	\$16	2.00	\$ 18,286
Jackman Park	\$ 1,706	\$6	\$16	2.67	\$ 4,555
South Steens Family	\$ 8,552	\$6	\$16	2.67	\$ 22,834
South Steens Equestrian	\$ 1,216	\$6	\$16	2.67	\$ 3,247
<b>TOTAL</b>	\$64,699				<b>\$137,090</b>

In FY 2021, the BLM Burns District collected \$64,699 in recreation fee site revenue. With the proposed increases, it is estimated that the BLM Burns District would collect \$137,090 at 2021 visitation levels.

#### d. Fee Calculation

Expanded amenity fees for BLM Burns District recreation fee sites are based on market comparability. A comparative market study of campsite offerings within Harney County and the surrounding area having similar recreation activities and services was conducted. Malheur National Forest and private recreational businesses were looked at specifically. Proposed fees are based on what these agencies and businesses currently charge for similar visitor facilities, access, and amenities. Because fees on the BLM Burns District have not been raised since inception, the BLM Burns District has significantly lower fees than nearby privately-run facilities.

#### Fee Comparison Analysis

Site	Management	Tent Site Fee	Ranger District
Yellow Jacket	US Forest Service	\$10	Emigrant
Idlewild	US Forest Service	\$10	Emigrant
Falls	US Forest Service	\$ 8	Emigrant
Emigrant	US Forest Service	\$ 8	Emigrant
Delintment	US Forest Service	\$10	Emigrant
Joaquin Miller	US Forest Service	\$ 8	Emigrant
Rock Springs	US Forest Service	\$ 6	Emigrant
Buck Springs	US Forest Service	\$ 6	Emigrant
Tip Top	US Forest Service	\$ 6	Emigrant
<b>AVERAGE</b>		<b>\$ 8</b>	

Site	Management	Tent Site Fee	County
Alvord Hot Springs	Private	\$50	Harney
Steens Wilderness Resort	Private	\$25	Harney
Burns RV Park	Private	\$23	Harney
The Narrows	Private	\$27	Harney
Crane Hot Springs	Private	\$40	Harney
<b>AVERAGE</b>		<b>\$33</b>	

Fourteen recreation fee sites from Burns, Hines, and the surrounding area were chosen for comparison. Private tent sites average \$33 nightly, while US Forest Service campgrounds average \$8 nightly.

Management	Average Fee
<b>Public</b>	\$ 8
<b>Private</b>	\$33

Averaging all 14 recreation fee sites together results in an average of \$16.93.

Site	Fee
<b>Yellow Jacket</b>	\$10.00
<b>Idlewild</b>	\$10.00
<b>Falls</b>	\$ 8.00
<b>Emigrant</b>	\$ 8.00
<b>Delintment</b>	\$10.00
<b>Joaquin Miller</b>	\$ 8.00
<b>Rock Springs</b>	\$ 6.00
<b>Buck Springs</b>	\$ 6.00
<b>Tip Top</b>	\$ 6.00
<b>Alvord Hot Springs</b>	\$50.00
<b>Steens Wilderness Resort</b>	\$25.00
<b>Burns RV Park</b>	\$23.00
<b>The Narrows</b>	\$27.00
<b>Crane Hot Springs</b>	\$40.00
<b>Average</b>	<b>\$16.93</b>

Proposed overnight camp fee rates of \$16 are near market average for the Harney County area. The proposed fee rate is within the low-high range of fees charged at private and public campsites.

The significant difference between US Forest Service and private camp rates indicates US Forest Service rates are likely under the true market value. Malheur National Forest has not recently changed campground fees.

It is worth noting that the comparison does not include extra fees. In the comparison, many of the private businesses charge additional vehicle fees, per person fees, extra tent fees, etc. The actual cost paid for tent sites in these areas can be significantly higher than what is shown in the above tables.

All developed campgrounds that were compared within the market comparison area charge an overnight fee. These fees range from \$6-\$10 per night at more rustic Malheur National Forest campgrounds to \$20-\$50 per night at privately managed facilities.

The proposed fee increases were determined directly from this analysis, and all proposed increases are within the range of other service providers' highs and lows. Comparable services and amenities provided were the main determining factors for the proposed increases. Also taken into consideration were the length of time since the BLM Burns District last raised fees, the number of discounted RUPs sold, and increased costs of maintaining the recreation sites.

BLM campgrounds remain an affordable option. Fair market analysis and cost recovery take affordability into consideration to find the lowest sustainable fee option as shown in the financial projection, with no high-cost superfluous amenities proposed.

The table below shows a comparison of recreation site amenities. It is worth noting that the BLM sites all include drinking water and refuse containers, amenities not all other sites include. It is also worth noting that some private recreation sites include Wi-Fi, an amenity not currently offered at public sites.

<b>Campground</b>	<b>Tent Trailer Site</b>	<b>Picnic Table</b>	<b>Fire Ring</b>	<b>Restroom Facilities</b>	<b>Drinking Water</b>	<b>Refuse Containers</b>	<b>Wi-Fi</b>
<b>Yellow Jacket</b>	X	X	X	X	X		
<b>Idlewild</b>	X	X	X	X	X		
<b>Falls</b>	X	X	X	X	X		
<b>Emigrant</b>	X	X	X	X			
<b>Delintment</b>	X	X	X	X	X		
<b>Joaquin Miller</b>	X	X	X	X	X		
<b>Rock Springs</b>	X	X	X	X			
<b>Buck Springs</b>	X	X	X	X			
<b>Tip Top</b>	X	X	X	X			
<b>Alvord Hot Springs</b>	X	Some	Some	X		X	
<b>Steens Wilderness Resort</b>	X	X	X	X	X	X	X
<b>Burns RV Park</b>	X	X	Shared	X	X	X	X
<b>The Narrows</b>	X	Some	Some	X	X	X	X
<b>Crane Hot Springs</b>	X	X	X	X	X	X	X
<b>Page Springs</b>	X	X	X	X	X	X	
<b>Fish Lake</b>	X	X	X	X	X	X	
<b>Jackman Park</b>	X	X	X	X	X	X	
<b>South Steens (Family)</b>	X	X	X	X	X	X	
<b>South Steens (Equestrian)</b>	X	X	X	X	X	X	
<b>Chickahominy</b>	X	X	X	X	X	X	

**e. Use of Fees**

The BLM Burns District’s main goal for recreation fee sites is to provide all visitors high-quality recreation opportunities and experiences. BLM labor will continue to be the highest operating cost. BLM staffing, among many other things, provides visitor information, conducts field patrols, maintenance, and sanitation of facilities, collects and reconciles fees, and rehabilitates natural resource damage.

Recreation fee revenue will continue to be the primary revenue to support operation of developed recreation sites. Additional revenue could be used to fund upgrades and improvements. Below is a table outlining some options being considered:

<b>POTENTIAL RECREATION ENHANCEMENT PROJECTS</b>	<b>COST ESTIMATE</b>
<b>Chickahominy Recreation Site Shade Structures</b>	<b>\$2,500 per Structure</b>
<b>Chickahominy Reservoir Dock Footing Replacement</b>	<b>Potential Infrastructure Funded Project</b>
<b>Additional Youth Crew Trail Maintenance Funding</b>	<b>\$25,000 per Year</b>
<b>Jackman Park Campground Kiosk Replacement</b>	<b>\$2,750</b>
<b>Fish Lake Recreation Site Kiosk Replacement</b>	<b>\$2,750</b>
<b>South Steens Campground Host Site Improvements</b>	<b>\$9,415</b>
<b>Fish Lake Campground Host Site Improvements</b>	<b>\$8,865</b>
<b>Funding for Additional Campground Hosts</b>	<b>\$600 per Host per Month</b>
<b>Purchase of Firewood for Campground Use</b>	<b>\$200 per Cord</b>
<b>Replacement Fire Rings</b>	<b>\$292 per Fire Ring</b>
<b>Replacement Picnic Tables</b>	<b>\$1,180 per Table</b>
<b>Campground and Campsite Re-Graveling</b>	<b>As Needed</b>
<b>Campground Fee Credit Card Processing Kiosks</b>	<b>Pilot Project 2022</b>
<b>Recreation Maintenance Tractor Replacement</b>	<b>\$25,680</b>
<b>Firewood Splitter Purchase for Public Firewood Pilot Program</b>	<b>\$2,299</b>

In addition to the projects outlined above, additional fee revenue could also support development of new campsites, improved public maps, updated signs, and additional brochures (among other things).



Additional recreation fee revenue could also free up appropriated funding to develop and improve existing non-fee sites, such as Mann Lake, Lily Lake, and Warm Springs Reservoir.

Engaging youth is another important aspect of the recreation program. Idaho Conservation Corps and Northwest Youth Corps are recent examples of youth participating in construction and maintenance projects of BLM Burns District recreation assets. Updating recreation fees will aid in securing the services of these providers, which will allow youth to gain valuable work skills and an introduction to and appreciation for natural resource agencies.

i. Fee Discounts

Section 5 of the Federal Lands Recreation Enhancement Act provided for the establishment of a single interagency national pass known as the America the Beautiful – the National Parks and Federal Recreational Lands Pass. This pass provides the bearer full coverage of standard amenity fees. No sites on the Burns District charge a standard amenity fee (typically day-use areas); all fees charged are for expanded amenities. Holders of the Interagency Senior and Access passes receive half off of expanded amenity fees. This includes overnight camping at BLM Burns District campgrounds. No other fee discounts, passes, or waivers are allowed.

ii. E-commerce

The BLM Burns District continues to find ways to transition their recreation fee programs, where practical (including sales of local agency passes), to one or more e-commerce technologies and use these products and services to conduct official business electronically. Recreation.gov is a federal government service currently managed by a contractor that serves as a one-stop visitor service resource for recreation facilities and activities offered by a multitude of federal agencies, including the BLM. Currently, all BLM Burns District campgrounds are first-come, first-served. Some campgrounds or even individual sites may become reservable via a system like Recreation.gov in the future. In addition, the BLM Burns District will be exploring alternative payment methods, including the use of credit cards, when and where feasible. Page Springs Campground will pilot a scan and pay system during the 2022 recreation season. South Steens Family and Equestrian campgrounds will pilot a remote off-grid kiosk system during the 2022 recreation season.

**f. Impacts of Fee Changes**

i. Effects of the Fees

BLM Burns District fees have not been changed or updated since inception. Since campground fees were first implemented, the costs of goods, labor, and services have increased significantly. As the costs of goods, labor, and services increase, the purchasing power from recreation fees decreases proportionately.

If the proposed fee updates are implemented, new projects identified in the priorities for future expenditures section could be implemented. If the proposed fee increases were adopted, current services would continue to be offered. Some of the revenue would be used to gradually reduce

the maintenance backlog. Also benefitting would be site infrastructure, cleanliness, and visitor services and information. All of these combined would improve the overall visitor experience.

Burns District's recreation fee sites can achieve greater self-sufficiency while recognizing that appropriated funds still provide the backbone of the recreation program. 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.

## ii. Effects to the Environment

Updating fees could also provide a resource benefit. Additional revenue would help allow the BLM Burns District to improve, manage, and operate recreational facilities to the fullest. Providing trailheads, campgrounds, dispersed sites, overlooks, and day-use areas for visitors allows the BLM Burns District to consolidate resource impacts to a much smaller area. Human waste and garbage are dealt with appropriately in areas where infrastructure is provided. If these services were not available, the impacts could be felt across a wide area.

Increased fee revenue could allow more purchasing power to acquire items that help reduce resource damage. For example, new and updated signs and interpretive materials could be installed to educate visitors about responsible recreation.

A lack of fee revenue could eventually lead to a reduction in services. Negative resource impacts could also be realized as services decline. Human waste, garbage, and vandalism issues could be intensified. Reduced recreational staff presence and public contact could further negative behaviors and reduce public trust.

## iii. Effects to Low-Income Populations and Environmental Justice Communities

A recent study<sup>3</sup> concluded that user fees did not play an important role in how low-income individuals chose outdoor recreation settings. However, low-income outdoor recreationists tended to visit non-fee settings when they were available and provided similar opportunities.

The BLM Burns District provides a variety of overnight camping opportunities. Free dispersed camping is allowed on BLM lands. There are also developed recreation areas offering free dispersed sites. Mann Lake, on the east side of Steens Mountain, offers five sites with picnic tables, fire rings, two vault toilets, and an informational kiosk. Lily Lake, near Fish Lake Campground, offers numerous dispersed sites with picnic tables and fire rings. Warm Springs Reservoir, east of Burns, allows dispersed camping and includes toilet facilities.

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<sup>3</sup> Lamborn et al., "User Fees Displace Low-Income Outdoor Recreationists."

Another study<sup>4</sup> compared acceptance of recreation fees of very low-income individuals (less than \$10,000 a year) to those of other individuals. Most people at every income level accepted fees, preferring them to reduced services or closed recreation areas.

The BLM typically does not have fees for use of dispersed recreation opportunities, which remain free to all users. Dispersed camping is free and permitted anywhere on BLM administered lands unless otherwise posted for up to 14 days in any 28-day period. Fees are only charged at sites where they are needed to help manage use, maintain visitor safety, and conserve the recreation setting.

#### iv. Effects to Recreational Users

Because of the remote nature of Harney County, high-quality campgrounds are a limited resource. With increases in visitation and recreation demand, it is vitally important for the BLM Burns District to continue providing and improving recreational offerings for the public.

Based on campground envelope data, it is estimated that 98 percent of visitors to BLM Burns District campgrounds are non-local. Travel spending for non-local visitors is significantly higher than that of local visitors. A Dean Runyan Associates economic study<sup>5</sup> generated visitor spending figures for Eastern Oregon. Average expenditures for overnight visitors in 2020 for the “other overnight” category (which includes campgrounds) is \$255 per party per trip. Therefore, it is unlikely that a \$8-10 increase in campground fees will affect visitors’ ability to patronize these fee campgrounds.

It is worth noting that rises in fuel-prices and the remote nature of these fee sites means travel to those sites already represents significant cost, especially when the vast majority of visitors are traveling from outside the local commuting area (and in many cases, from other states). Again, a \$8-\$10 campground fee increase does not represent significant financial burden or change visitors’ ability to patronize these fee campgrounds.

Increased fee revenue would allow the BLM Burns District to continue to provide safe, well-maintained, high-quality recreation experiences. Additional resources could also provide opportunities to expand recreational offerings and modernize current offerings. Some examples already being explored include non-cash payment options, additional campground hosts, new picnic tables and fire rings, improved campground information kiosks, and public firewood offerings, among other things.

The campground facilities represent a substantial public investment, and visitors could expect to see a loss of functionality and use of these facilities as maintenance efforts may be reduced. 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 some facilities may not be reopened due to a lack of funds. Maintenance that 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.

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<sup>4</sup> Burns and Graefe, “Toward Understanding Recreation Fees: Impacts on People with Extremely Low Income Levels.”

<sup>5</sup> Dean Runyan and Associates, “The Economic Impact of Travel in Oregon.”

A worst-case scenario may be a reduction in recreation and maintenance staff as those positions may not be filled if vacated. Recreation demands will continue to increase as visitation increases. Already constrained resources will be allocated to simply keeping up with increased demand rather than improving recreation assets. The opportunities for future planned developments would be limited and likely set aside.

The BLM Burns District may have challenges fulfilling the BLM's Recreation Strategy and the Steens Mountain Comprehensive Recreation Plan, instead focusing only on basic sanitation and health and safety needs.

#### v. Effects to the Local Economy

Benefits to the economy could also be realized. Providing high-quality recreation sites helps ensure continued visitation. Recreation and tourism contribute significantly to the local economy. Visitors to BLM Burns District lands spend locally on lodging, fuel, food, entertainment, supplies, etc. It is estimated that over 98 percent of visitors are non-local. Visitors coming from outside the local area typically stay longer and spend more. It is imperative to the local economy to keep recreation site infrastructure in good condition and cleaned and serviced to high standards.

The following information from Dean Runyan Associates<sup>6</sup> illustrates the importance of recreation and tourism to the local economy. In 2020, travel spending in Harney County totaled \$14 million, contributing to \$5.9 million in earnings, 280 jobs, and \$780 thousand in local tax revenue.

Based on historic data, it is clear that the visitor/recreation/hospitality services industry will continue to be important to the local economy. It can be reasonably stated that providing high quality public recreation opportunities is vital to the long-term economic stability of Harney County.

Not updating fees could lead to the erosion of services such as cleaning and maintenance of sites and facilities. Sites and facilities that are not appealing to visitors may reduce visitation, negatively impacting the local economy.

## **4. Outreach**

### **a. Public and Stakeholder Participation**

Outreach efforts for proposed fee changes or new fee implementation will follow procedures outlined in FLREA. The communication plan for the fee increase has been developed and is located in Appendix B.

A notice of intent to increase fees will be posted at all BLM Burns District fee campgrounds. A press release will be published in local print media. The release will also be posted on the BLM Burns and BLM Oregon/Washington websites.

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<sup>6</sup> Dean Runyan and Associates, "The Economic Impact of Travel in Oregon."

## **b. Visitor Feedback Mechanisms**

The BLM will allow for a 90-day public review period (from initial campground posting) during which the public will have the opportunity to learn about the proposal and to submit comments for consideration.

The BLM will publish the proposed recreation fee plan online for review at:

<https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>

The public may submit comments on the proposed recreation use fees by any of the following methods:

### **E-mail:**

BLM\_OR\_BU\_Mail@blm.gov  
RE: Recreation Fee Plan

### **Mail:**

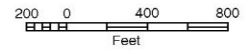
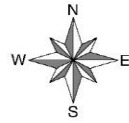
Bureau of Land Management  
Burns District Office  
Attn: Recreation Fee Plan  
28910 Highway 20 West  
Hines, OR 97738

**Comments will be accepted until October 9, 2022.**

## Appendix A – Recreation Fee Site Descriptions

Campground	Season	Camp Host	Campsites	Potable Water	Restrooms	Trash Service	Fee
Chickahominy	Year-Round	No	28	Spigot	Vault	Yes	\$8
Page Springs	Year-Round	Yes	36	Spigot	Vault	Yes	\$8
Fish Lake	June 15-November 1	No	23	Spigot	Vault	Yes	\$8
Jackman Park	June 15-November 1	No	6	Pump	Vault	Yes	\$6
South Steens (Family)	May 15-November 15	No	36	Spigot	Vault	Yes	\$6
South Steens (Equestrian)	May 15-November 15	No	15	Spigot	Vault	Yes	\$6

# CHICKAHOMINY RECREATION SITE



**LEGEND**

- Campsites Loop
- Group Camping
- Fee Station
- Picnic Area
- Picnic Shelter
- Restroom
- Boat Launch
- Fishing Access
- Drinking Water
- Fish Cleaning
- Paved Road
- Other Road
- BLM
- State
- Private

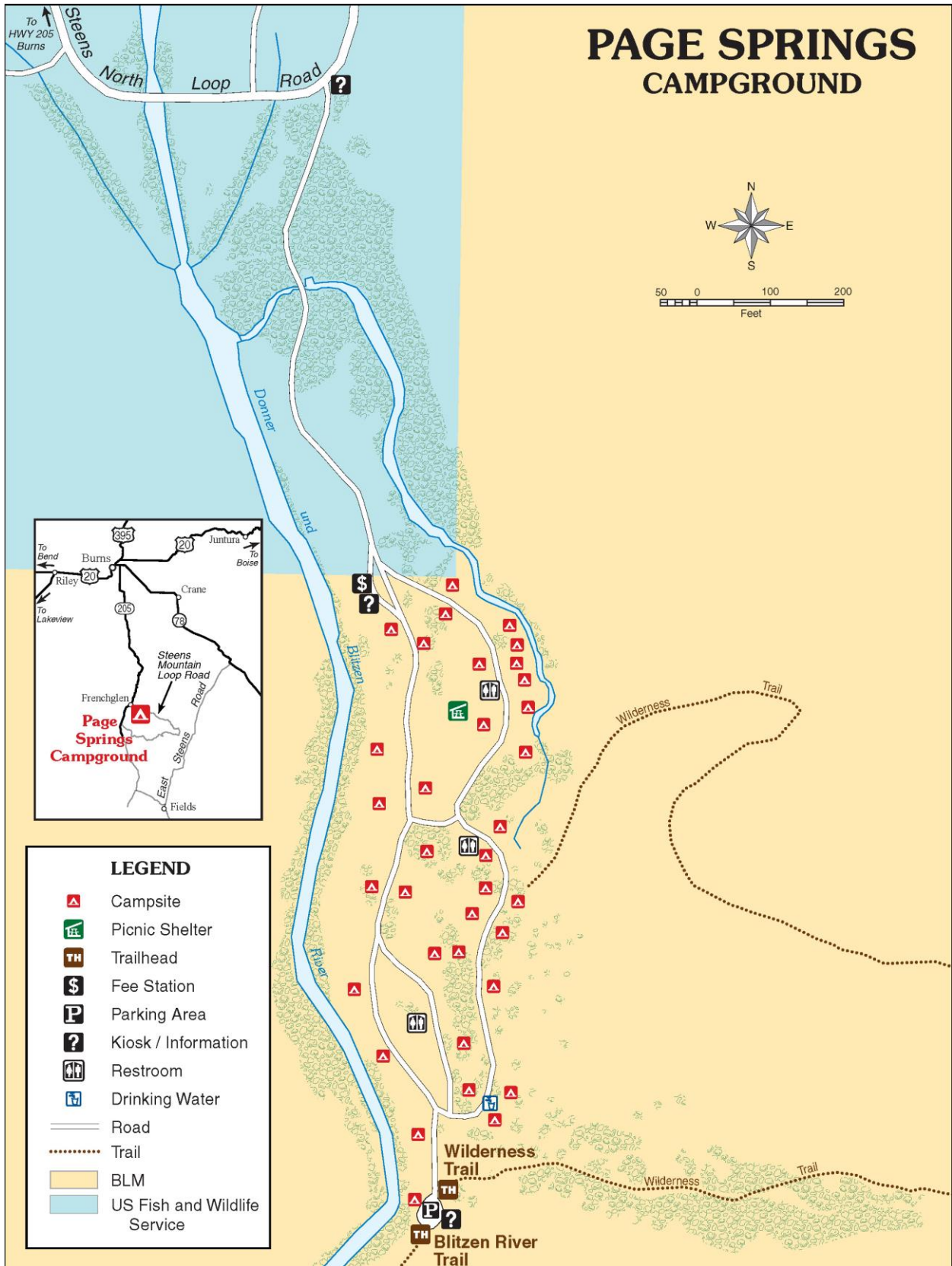
Chickahominy Reservoir

To Bend  
98 Miles

To Burns  
32 Miles

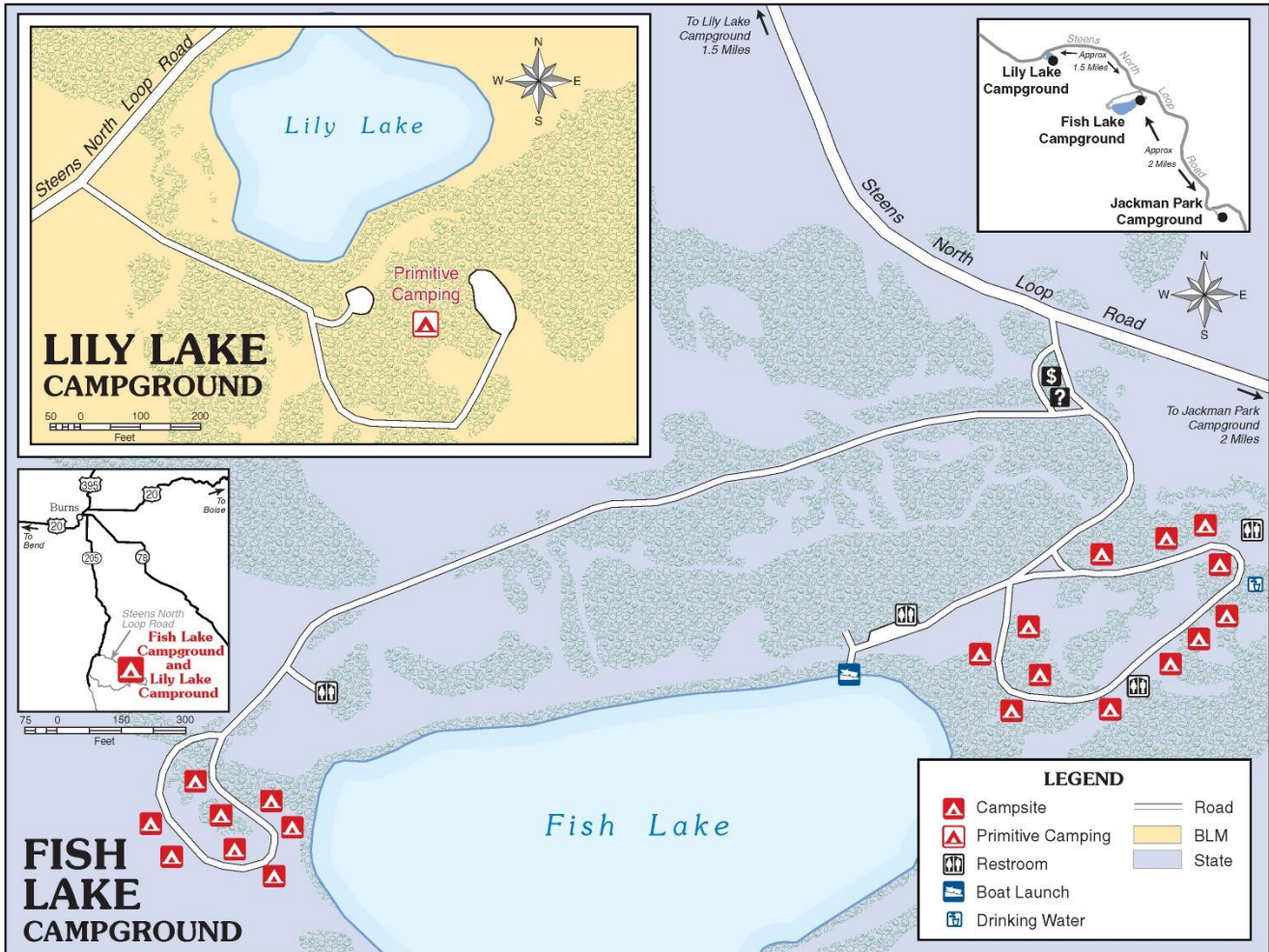


Chickahominy Recreation Site Map

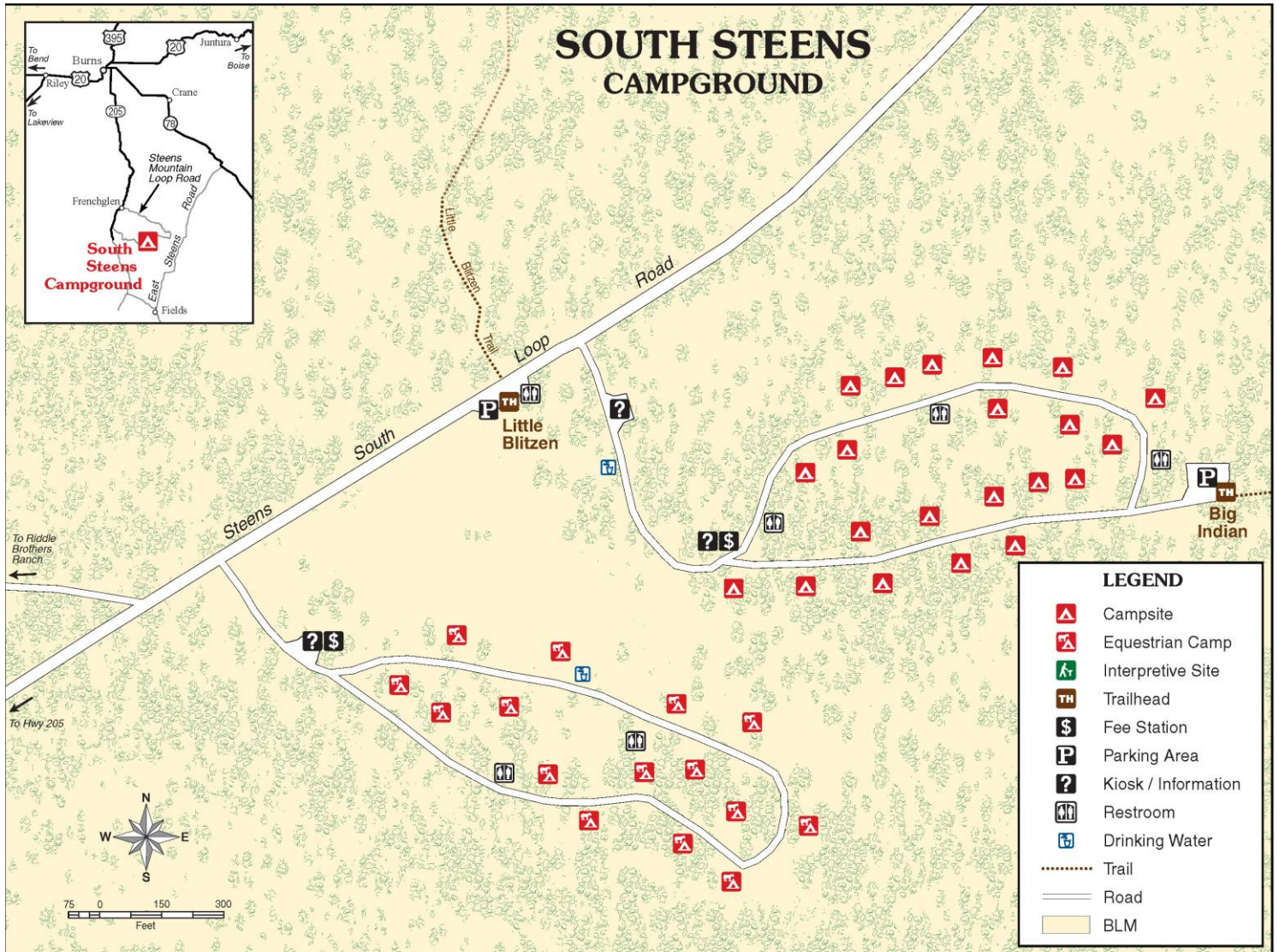


Page Springs Recreation Site Map





Fish Lake and Lily Lake Campgrounds Map



South Steens (Family) and (Equestrian) Campgrounds Map

## **Appendix B – Communication Plan**

### **Burns District Proposed Recreation Use Fees Communication Plan**

#### **Introduction**

The Bureau of Land Management (BLM) Burns District is seeking public comments for modifying overnight camping fees at its District recreation sites. Pending approval from the Southeast Oregon Resource Advisory Committee (RAC), the fee increase is proposed to be implemented in time for the 2023 camping season.

#### **Communication Goals**

- Explain what triggered a fee increase for campgrounds on the BLM Burns District.
- Convey that the new and increasing fees are necessary and routine in order to maintain and keep open recreation sites, stay current with inflation and market averages, and gain fair return for use on public lands.

#### **Target Audience**

- Local and regional recreationists
- Harney County residents
- Members of the public who have previously expressed interest in BLM Burns District affairs

#### **Key Messages**

- Fees have not been increased at BLM Burns District recreation sites since they were initially implemented.
- The increase is to provide adequate funding for sites and maintain consistency with similar recreation opportunities that the Malheur National Forest and local private businesses provide.
- With the passage of the Federal Lands Recreation Enhancement Act of 2004, all fees collected from recreation sites must be reinvested for services, maintenance, and improvements to the sites. Fees may be adjusted from time to time to reflect changes in costs, due to inflation, and to ensure a fair return for the use of the public lands.
- Provide a table of fee increases (following):



Recreation Site	Existing Fee	Proposed Fee	Additional Vehicle
<b>Individual Camping Sites:</b>			
Chickahominy Recreation Site	\$8	\$16	\$5
Page Springs Recreation Site	\$8	\$16	\$5
Fish Lake Campground	\$8	\$16	\$5
Jackman Park Campground	\$6	\$16	\$5
South Steens Campground (Family)	\$6	\$16	\$5
South Steens Campground (Equestrian)	\$6	\$16	\$5

**Strategies**

- Targeted outreach to the local and regional recreationists, Harney County residents, and members of the public who have previously expressed interest in BLM Burns District affairs.
- Targeted outreach to local media outlets about the proposed recreation use fees.
- Convey that the proposed recreation use fees will provide the necessary budget to keep open and maintain sites and will remain consistent with surrounding agencies.

## Questions and Answers

### **Q: Why is there a need to increase the fees?**

A: The current fee structure has been in place since inception. Since then, the cost to operate fee sites has increased and surrounding recreation providers have increased fees. This increase allows us to remain consistent with local market averages. Increased fees are also necessary to keep up with changes in maintenance costs, due to inflation, and to ensure a fair return for the use of the public lands.

### **Q: How did you decide how much to charge for a particular recreation site?**

A: A fee comparison analysis was completed, and these increases are in line with what other recreation providers are charging for similar types of amenities at their overnight camping facilities.

### **Q: Will the public have an opportunity to weigh in on this, and future decisions?**

A: The BLM will allow for a 90-day public review period (from initial campground posting) during which the public will have the opportunity to learn about the proposal and to submit comments for consideration.

The BLM will publish the proposed recreation fee plan online for review at:

<https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>

The public may submit comments on the proposed recreation use fees by any of the following methods:

**E-mail:**

BLM\_OR\_BU\_Mail@blm.gov  
RE: Recreation Fee Plan

**Mail:**

Bureau of Land Management  
Burns District Office  
Attn: Recreation Fee Plan  
28910 Highway 20 West  
Hines, OR 97738

**Comments will be accepted until October 9, 2022.**



**The BLM manages more than 245 million acres of public land, the most of any Federal agency. This land, known as the National System of Public Lands, is primarily located in 12 Western states, including Alaska. The BLM also administers 700 million acres of sub-surface mineral estate throughout the nation. The BLM's mission is to manage and conserve the public lands for the use and enjoyment of present and future generations under our mandate of multiple-use and sustained yield. In Fiscal Year 2014, the BLM generated \$5.2 billion in receipts from public lands.**

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Jeffrey Rose  
BLM Burns District Manager

Authority: 16 U.S.C. 6803(b) and 43 CFR 2932.13

## Appendix C – Works Cited

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