

# COMMERCIAL SERVICES PLAN & FINANCIAL FEASIBILITY EVALUATION

## CANYON FERRY RESERVOIR MONTANA



prepared for the

**BUREAU OF RECLAMATION**

by

***Aukerman, Haas & Associates LLC.***

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Lewis and Clark County Commissioner

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Yacht Basin Marina  
Kim's Marina  
Goose Bay Marina

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Individuals who reviewed and provided comments on the draft report

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Private Businesses around Canyon Ferry Reservoir, especially:  
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Vern's RV Park and Storage  
Yacht Basin Bar and Restaurant

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# **EXECUTIVE SUMMARY COMMERCIAL SERVICES PLAN AND FINANCIAL FEASIBILITY EVALUATION CANYON FERRY RESERVOIR**

## **PURPOSE OF THIS REPORT**

This report provides Reclamation with a reservoir-wide Commercial Services Plan (CSP) for Canyon Ferry Reservoir that evaluates existing concessions, operations offered by Reclamation, as well as private businesses, and identifies potential opportunities for future concessions development. The CSP supports a range of development options to help meet public use demands and provide the private sector with reasonable business opportunities.

This report also provides a Financial Feasibility Evaluation (FFE) to determine if the services and opportunities identified in the CSP are economically viable. Information in the FFE will assist Reclamation in evaluating proposals for concessionaire's who may wish to respond to Requests for Proposals (RFPs) for operating a concession at Canyon Ferry Reservoir.

The information provided and conclusions reached by the CSP & FFE take into consideration existing concession facilities, services and opportunities which are available at Kim's, Yacht Basin, and Goose Bay Marinas; other non-concession businesses near the Reservoir; and future facilities, services and opportunities which might be needed and made available at the Silos Recreation Area. Information in the FFE will assist Reclamation in evaluating proposals at the Silos Recreation Area.

## **COMMERCIAL SERVICES PLAN**

### **GOALS OF THE COMMERCIAL SERVICES PLAN**

The goals of the Commercial Services Plan are to provide information and direction on:

1. additional/new facilities, services and opportunities that should be required under future contracts.
2. existing facilities, services and opportunities that should continue to be authorized under future contracts.

3. actions that could help the concessionaires provide public service and strengthen their operations.

## **OPTIONS**

In this plan three major concession options for ownership of concessions are considered:

- **Option # 1: Shared ownership: The concessionaire and Reclamation both share in the ownership of facilities and infrastructure.**
- **Option # 2: Federal Ownership: Reclamation owns all of the fixed assets and the concession contract is solely for management; this includes operation, maintenance, and providing goods and services.**
- **Option # 3: Privatization: Reclamation sells the land that the concession is located on and the entire operation is privatized.**

**Under option # 1** the concessionaire and Reclamation both may own facilities. Under a concession contract, which may differ for each concessionaire, the concessionaire for a designated time period, has the responsibility to provide, manage and maintain their own and Reclamation owned and approved facilities, and provide government approved goods and services to the public. The concessionaire must bid on the contract and, if successful, has the right to operate and make money through the use of Reclamation owned facilities and lands. Reclamation owns all of the land. For this privilege, the concessionaire pays Reclamation a concession franchise fee. The amount paid to Reclamation is a percent of their gross revenues. This percent varies based upon the mix of government and concessionaire investments in fixed assets, the potential profitability of the concession, length of contract and other variables deemed applicable at the time of the contract bidding.

**Under option # 2** Reclamation owns all of the facilities and lands; and the concessionaire contractually becomes a lease/renter and manager, operator and goods and services provider for Reclamation. The concession contract is a management contract with a designated period of time and a franchise fee. The fee is almost always considerably higher than in option # 1 since the concessionaire has no fixed asset investments or debt and Reclamation is responsible to recover the federal investment in the fixed assets.

**Under option # 3** Reclamation sells the entire concession site and the operation is privatized. Terms of the sale and ownership are limited by deed restrictions that require certain facilities and services, in perpetuity, to be offered to the public and be maintained.

## **REQUIRED AND OPTIONAL FACILITIES AND SERVICES**

Based upon all of the public input, concessionaire discussions, Reclamation input, use information and this contractors professional judgment, these concessions are providing needed services, and each has an important niche in the overall provision of facilities and services at Canyon Ferry Reservoir.

A guiding premise in considering suggested facilities and service is to avoid competition between Reclamation concessions and existing businesses on private lands at the Reservoir.

There are new and additional facilities and services that have merit for evaluation in the FFE. Listed under each of the options and alternatives in the full report are recommendations for the facilities and services that should be required and authorized/optional for the concessions and Reclamation.

## **COMMERCIAL SERVICES RECOMMENDATIONS**

### **1. Recommendation: Continue all existing concession operations**

**Justification: From public input into this plan, the existing operators and operations are all viewed as competent, friendly, “Montana style” small local businesses that are doing a good job of meeting the public recreation needs. All three marinas are viewed as needed. Silos Recreation Area is important to the southern part of the reservoir and the economy of Broadwater County.**

### **2. Recommendation: Do not seek out one single concession operator for the entire lake.**

**Justification: There is strong local opposition to a single large operator—especially non-local. The public prefers small local “Montana style” operators.**

### **3. Recommendation: Continue to work with all concessionaires to assist them in planning for, or providing, the necessary services, facilities and infrastructure to accommodate public needs.**

**Justification: The public has a reasonable expectation to enjoy and benefit from quality services, facilities, and other infrastructure designed to accommodate recreational pursuits on Federal lands. To the extent that funding is available, Reclamation can develop recreational areas that can benefit the general public, and at the same time, will contribute to the overall success of the concession operators.**

**4. Recommendation:** Shared ownership (option # 1) with enhanced facilities and services is the preferred option and alternative. The concessionaire and Reclamation should share in the ownership and expense of facilities, infrastructure, and improvements for concessions on Canyon Ferry Reservoir.

**Justification:** With shared ownership of facilities:

- the public should receive more facilities and services
- oversight and guarantees will be in place to help assure quality of facilities and services
- public lands and access to water will be assured, a single large operator could be avoided
- more money should be generated in the commercial sector
- no breaks in services should occur
- neither Reclamation nor the concessionaire will individually have to expend as much money for facilities and infrastructure.

**5. Recommendation:** Should a concession become unsuccessful and cannot be bid or sold, then Reclamation, as a last resort, needs to be prepared to initiate Federal ownership.

**Justification:** Since all of the concessions and their existing and proposed facilities and services are essential for public recreation on the Reservoir, it is essential to consider Reclamation ownership as a backup to shared ownership. This should be a last resort to keep a concession running. Purchase by Reclamation would only occur if there were a willing seller, and the price would likely be at the depreciated value. There is no guarantee that Reclamation would have adequate funds available to buy out the concessions.

**6. Recommendation:** Privatization (option # 3) is the least desirable option and is not recommended.

**Justification:** The disadvantages of privatization at Canyon Ferry Reservoir out-weigh the advantages. The advantages and disadvantages are presented on pages 56&57 of the main report.

**7. Recommendation:** The bidding selection process should consider the existing local concession operator's performance record, their financial advantage, and the degree to which their performance has met the needs of the public. Reclamation currently conducts annual inspections to evaluate concessionaire's performance. The results are shared with concessionaires. However the agency is currently working towards performance based standards. Agency adopted

**standards should be shared with the concessionaires and applied to new contracts when appropriate.**

**Justification: Having a copy of these standards will help assure that the existing concessionaires know what they must do to meet the standards.**

**8. Recommendation: Develop a recreation plan for Canyon Ferry Reservoir.**

**Justification: A recreation plan would be developed to help management with integrating and implementing the CSP, FFE and RMP into a coordinated effort to manage Canyon Ferry Reservoir to provide quality recreation experiences for the future. State of the art management planning tools should include the Water Recreation Opportunity Spectrum (WROS) and Carrying Capacity study. Information gathered from using these tools and from the CSP, FFE, RMP, and past and new scientific visitor surveys would be used to support the recommendations of the plan. Among other things, the plan would provide specific management actions needed to meet visitor needs; and outline who, when, where and how actions would be taken.**

## **FINANCIAL FEASIBILITY EVALUATION (FFE)**

### **GOALS OF THE FINANCIAL FEASIBILITY STUDY**

To identify:

- 1 Facility and service upgrades/developments that should be provided by Reclamation, and upgrades/developments that should be provided by the concessionaire.
- 2 Proposed length of service (term) for future contract opportunities at each marina/concession based upon scope and degree of private investment.
- 3 Economic information necessary to evaluate the financial viability of options considered.
- 4 New marina/concessions opportunities at Silos and how they may or may not affect other existing concessions and private businesses already operating in the immediate vicinity.

## **FFE FINDINGS**

### **CONCESSIONS:**

#### **Yacht Basin Marina**

1. A list of required and authorized facilities and services for Yacht Basin Marina can be found on page 64 of the main report.

2. At a base franchise fee of 0.0%, Yacht Basin Marina would need a 15-year contract with the concessionaire selling their facilities, infrastructure and improvements (fixed asset return) and personal property at the end of the contract. This is based on a return on the money invested in capital improvements (internal rate of return [IRR]) of 9.9%.

#### **Kim's Marina and Resort**

1. A list of required and authorized new facilities and services for Kim's Marina can be found on page 64 & 65 of the main report.

2. At a base franchise fee of 0.0% Kim's Marina would need a 15-year contract with the concessionaire selling their fixed assets, personal property and improvements at the end of the contract. This is based on a return on their money invested in capital improvements (IRR) of 14.4%.

#### **Goose Bay Marina**

1. A list of required and authorized facilities and services for Goose Bay Marina can be found on page 65 & 66 of the main report.

2. At a base franchise fee of 0.0%, Goose Bay Marina would need a 15-year contract with the concessionaire selling their fixed assets, personal property and improvements at the end of the contract. This is based on a return on their money invested in capital improvements (IRR) of 12.0%.

### **GOVERNMENT PARTNERSHIP:**

#### **Silos Recreation Area**

1. A list of required and authorized facilities and services for Silos Recreation Area can be found on page 66 & 67 of the main report.

2. Silos recreation Area is operated under a management agreement as a Government partnership between Reclamation and Broadwater County. The County is a Government service provider and not a concessionaire or a commercial service operator. The County is authorized to provide oversight,

under their management contract with Reclamation, to the future concession activities at Silos Recreation Area. The terms of any future concession contracts would be negotiable.

3. The new required and optional facilities and services suggested for Silos Recreation Area should have a positive effect on the other Reservoir concessions and off-site private businesses.

#### **OTHER FINANCIAL CONSIDERATIONS:**

1. Should a concessionaire opt to sell their assets before the end of the contract, then it is recommended that Reclamation allow either of the following two options:
  - A. An approved prospective buyer may assume the existing concession contract for the remainder of the term.
  - B. An approved perspective buyer may negotiate a new long-term contract with Reclamation.
2. If there are no successful bidders or buyers of a concession, then Reclamation should consider negotiating the purchase of the existing assets.
3. If the existing concession operators are successful bidders for a new contract, then concessions become more economically feasible, since the concessionaires must pay only the improvement costs and not the fixed asset return costs.
4. Reclamation should consider placing a % of any franchise fees in a dedicated fund for Reclamation to help with future capital improvements.
5. Computer economic models demonstrate that it is not financially feasible for Reclamation to acquire the concessionaire's assets through a reduction in franchise fees over the term of the contract.
6. A 15 year contract with a 0.0% franchise fee with the concessionaire selling their FAR would be minimally financially feasible depending on the IRR that each concessionaire is able to live with. However, if a franchise fee is required by Government, then a longer term 20 year contract with a small franchise fee of 1- 2% and the concession selling their FAR would be more financially feasible.

## INTRODUCTION

This report consists of a Commercial Services Plan (CSP) and a Financial Feasibility Evaluation (FFE). The CSP provides information on the types of commercial facilities and services that are necessary and appropriate for concessions<sup>1</sup> at the Bureau of Reclamation's (Reclamation) Canyon Ferry Reservoir in central Montana. (See Figure 1. Regional Location Map). The CSP is an implementation plan that establishes the most effective and sufficient ways to plan, authorize, and manage the concession activities at the Reservoir. Currently, there are three concession operations at the Reservoir. The concessions are Kim's Marina and Resort, Yacht Basin Marina and Goose Bay Marina. There is also one management contract with Broadwater County for the Silos Recreation Area. Together they offer a variety of goods and services needed by the public. These concessions operate under contracts that are directly administered by Reclamation. The CSP must comply with applicable laws and regulations as well as be mindful of Reclamation's Concession Policy and its Concession Directives and Standards (see Appendix A). The CSP recommends options for which concession facilities and services are necessary and appropriate. The Financial Feasibility Evaluation (FFE) addresses the feasibility of providing the concession facilities and services described in this CSP. Therefore, in this report, the results of the FFE logically follow the CSP.

The findings and recommendations of this report rely first and foremost on public input in order to help meet the needs and desires of the Reservoir users, the commercial operators, the local communities, and management. Input came from public meetings, the Canyon Ferry Working Group, the commercial operators (Reservoir concessionaires and other private operators around the Reservoir), public input from nearly 100 interested individuals, the Canyon Ferry Resource Management Plan/Environmental Assessment, (especially a review of letters of response), results of the 2003-2004 Canyon Ferry Recreation Survey, meetings with Lewis and Clark County and Broadwater County public officials and representatives, the Gateway Development Corporation, and Reclamation managers. The report also relies on existing plans and documents listed under References (pages 75-77). This report is developed as recommended in the February 2003 Canyon Ferry Resource Management Plan and Environmental Assessment (RMP). Therefore, the reader is referred to the RMP for much of the background information on the Reservoir, its resources and recreation. This allows this report to concentrate mainly on its CSP/FFE purpose and goals, and to present finding in a brief and succinct format.

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<sup>1</sup> A concession is a non-Federal commercial business that supports appropriate public uses and provides facilities, goods, or services for which revenues are collected. A concession involves the use of the Federal estate and usually involves the development of real property improvements.

Overall, the concessions serving Canyon Ferry Reservoir are relatively small family operated businesses that, together with Silos Recreation Area, are providing the facilities, goods and services needed by today's Reservoir visitors. Based on the public input into this report, the concessionaires are viewed by the public as competent, dedicated and friendly. These concessions are seen locally and with some affection and pride as "Montana style operations". The facilities and services of the concessions and those of Reclamation are, in general, viewed as adequate to good. A reoccurring theme from the visitors responding to this study was, "if it ain't broke don't fix it." This is good advice. However, there is a public demand for more and improved facilities. Facilities, services, and management can often be improved and expanded, with careful planning. This is particularly important as visitation continues to grow, recreation activities and demands change, and the need grows for economic stimulus in the area; which is the case at Canyon Ferry Reservoir. Thus, this report concentrates on the future planning to meet a relatively moderate growth and demand for more commercial facilities and services. The ultimate goal is to protect and enhance the quality recreation experience enjoyed by all of Canyon Ferry's visitors.

## **PURPOSE OF THIS REPORT**

This report provides Reclamation with a reservoir-wide Commercial Services Plan (CSP) for Canyon Ferry Reservoir which evaluates existing concessions, operations offered by Reclamation, as well as private businesses, and identifies potential opportunities for future concessions development. The CSP supports a range of development options to help meet public use demands and provide the private sector with reasonable business opportunities.

This report also provides a Financial Feasibility Evaluation (FFE) to determine if the services and opportunities identified in the CSP are economically viable. Information in the FFE will assist Reclamation in evaluating proposals for concessionaire's who may wish to respond to Requests for Proposals (RFPs) for operating a concession at Canyon Ferry Reservoir.

The information provided and conclusions reached by the CSP & FFE take into consideration existing concession facilities, services and opportunities which are available at Kim's, Yacht Basin, and Goose Bay Marinas; other non-concession businesses near the Reservoir; and future facilities, services and opportunities which might be needed and made available at the Silos Recreation Area. Information in the FFE will assist Reclamation in evaluating proposals at the Silos Recreation Area.

## **GOALS OF THIS REPORT**

1. Identify additional/new facilities, services and opportunities that should be required under a future contract.
2. Identify existing facilities, services and opportunities that should continue to be authorized under a future contract.
3. Actions that could help the concessionaires provide public service and strengthen their operations.
4. Propose a length of service (term) and franchise fee for future contract opportunities at each marina/concession based upon scope and degree of private investment.
5. Identify facility and service upgrades/developments that should be provided by Reclamation, and upgrades/developments that should be provided by the concessionaire.
6. Provide economic information necessary to evaluate the financial viability of options considered.
7. Identify new marina/concessions opportunities at Silos and how they may or may not affect other existing concessions and private businesses already operating in the immediate vicinity.

## **NEED FOR THE CSP & FFE**

The need for a Commercial Services Plan and Financial Feasibility Study is further demonstrated by the following considerations:

1. Concession permits for two of the three marinas currently operating at the reservoir will expire within the next two years, and the third will expire in 2010. This circumstance provides an opportunity for Reclamation to consider new management options, such as adding new recreation facilities, goods and services.
2. A new marina development is authorized by P.L.105-277 for the Silos Recreation Area. Thus, the CSP/FFE is needed to help define the scope of the new development in this area.
3. There is increasing public interest in improving the variety and quality of facilities and services that promote safe, enjoyable recreational experiences at Canyon Ferry. This suggests a potential for greater visitor use of Canyon Ferry Reservoir if more and improved water-related recreational opportunities were made available. Public recreational needs may be better met if concession services and facilities at the reservoir were more carefully planned.

4. In February 2003 a Resource Management Plan and Environmental Assessment (RMP/EA) was completed that will help guide overall reservoir resource management over the next ten years. Resource and concession management directions need to be harmonious and integrated with their goals. Preparing a concession management plan at this time will ensure that the necessary recreational data, identified facilities and services, and desirable goals and objectives in the RMP are considered in this Commercial Services Plan and Financial Feasibility Evaluation.

## **DEFINITION OF TERMS**

- **Fixed assets**-facilities, infrastructure, developments and improvements
- **Fixed asset recovery (FAR)**-sale of the fixed assets
- **Buy down**-purchase of the fixed assets through reducing the franchise fee to the concessionaire throughout the life of the contract
- **Capital improvements**-fixed assets that are major facility and infrastructure developments and improvements
- **Franchise fee**-payments of a % of gross revenue to the Government for the exclusive right to operate and financially benefit from the use of the Federal estate.
- **Financial feasibility**-for this report, financial feasibility refers to the ability of a concession to experience a reasonable rate of total return on their money invested in capital improvements over the term of their contract. (a total of around 15% was set as the targeted reasonable rate)
- **Service term**-length of a contract
- **Internal rate of return (IRR)**-percent return on the money invested in capital improvements.
- **Possessory interest**-having a financial investment or ownership in
- **A concession** is a non-Federal commercial business that supports appropriate public uses and provides facilities, goods, or services for which revenues are collected. A concession involves the use of the

Federal estate and usually involves the development of real property improvements.

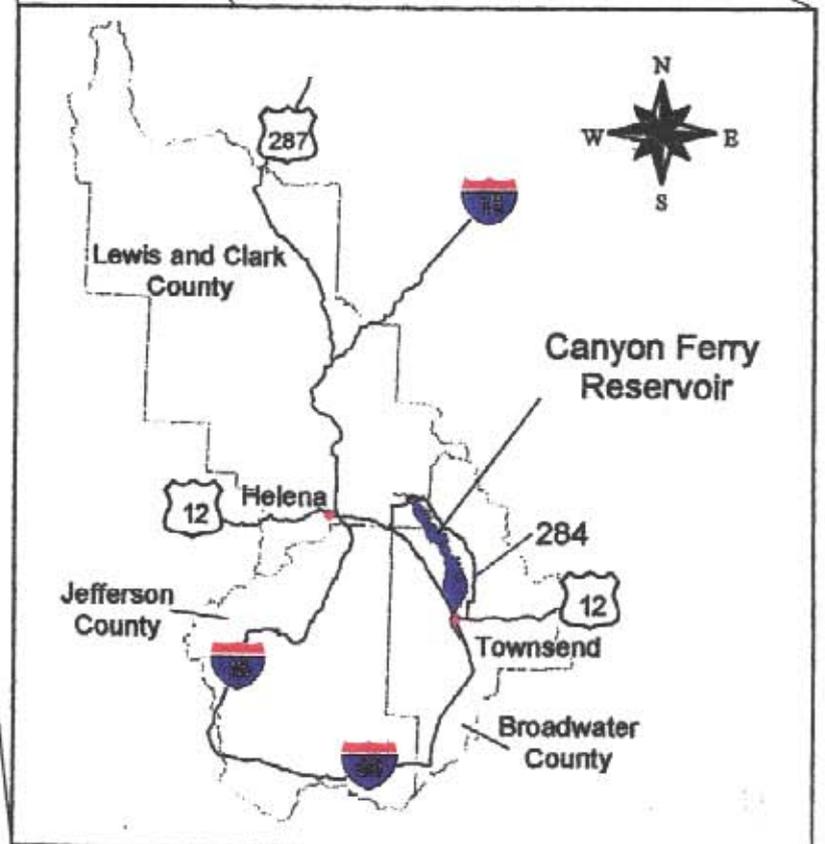
## **BRIEF OVERVIEW OF CANYON FERRY RESERVOIR**

Canyon Ferry Reservoir is a long, relatively narrow body of water located in western-central Montana, about 17 miles east of Helena, the state capital (population 28,300). It is formed by the impoundment of the Missouri River by a dam built at Hellgate Canyon in 1954. The reservoir is approximately 25 miles long with 95 miles of shoreline. It has a capacity of 1,892,000 acre-feet of water and is authorized to irrigate approximately 237,600 acres of farmland in the Upper Missouri area of Montana. Canyon Ferry Reservoir currently provides irrigation for 92,600 acres of land. The rest of the land planned for irrigation is undeveloped. Canyon Ferry Reservoir accommodates 3 concession-operated marinas, 12 campgrounds, 12 day-use areas including 1 site designated for group use, and 2 sites accessible only by boat. Also, one deep-water harbor with boat launches and docks is being built and under management contract by Broadwater County in the Silos Recreation Area at Broadwater Bay. Canyon Ferry Reservoir is administered by the United States Bureau of Reclamation. Reclamation is responsible for providing a wide range of recreational opportunities and managing most of the reservoir's land and water resources. The Bureau of Land Management (BLM) administers multiple-use lands that border the reservoir and lie mainly on the west side, while Montana Fish, Wildlife and Parks manages wildlife areas at the south end of the lake. The reservoir has long been popular for the recreational opportunities that it offers to fish, boat, camp, hunt, and view wildlife.

VICINITY MAP  
FIGURE 1



# Location in Montana



## **COMMERCIAL SERVICES PLAN**

## GOALS OF THE COMMERCIAL SERVICES PLAN

The goals of the Commercial Services Plan are to provide information and direction on the:

1. Additional/new facilities, services and opportunities that should be required under future contracts.
2. Existing facilities, services and opportunities that should continue to be authorized under future contracts.
3. Actions that could help the concessionaires provide public service and strengthen their operations.

## OPTIONS

In this plan three major concession options for ownership of concessions are considered:

- **Option # 1: Shared ownership: The concessionaire and Reclamation both share in the ownership of facilities and infrastructure.**
- **Option # 2: Federal Ownership: Reclamation owns all of the fixed assets and the concession contract is solely for management; this includes operation, maintenance, and providing goods and services.**
- **Option # 3: Privatization: Reclamation sells the land that the concession is located on and the entire operation is privatized.**

**Under option # 1** the concessionaire and Reclamation both may own facilities. Under a concession contract, which may differ for each concessionaire, the concessionaire for a designated time period, has the responsibility to provide, manage and maintain their own and Reclamation owned and approved facilities, and provide government approved goods and services to the public. The concessionaire must bid on the contract and, if successful, has the right to operate and make money through the use of Reclamation owned facilities and lands. Reclamation owns all of the land. For this privilege, the concessionaire pays Reclamation a concession franchise fee. The amount paid to Reclamation is a percent of their gross revenues. This percent varies based upon the mix of government and concessionaire investments in fixed assets, the potential profitability of the concession, length of contract and other variables deemed applicable at the time of the contract bidding.

**Under option # 2** Reclamation owns all of the facilities and lands; and the concessionaire contractually becomes a lease/renter and manager, operator and goods and services provider for Reclamation. The concession contract is a management contract with a designated period of time and a franchise fee. The fee is almost always considerably higher than in option # 1 since the concessionaire has no fixed asset investments or debt and Reclamation is responsible to recover the federal investment in the fixed assets.

**Under option # 3** Reclamation sells the entire concession site and the operation is privatized. Terms of the sale and ownership are limited by deed restrictions that require certain facilities and services, in perpetuity, to be offered to the public and be maintained.

**Options 1. and 2. have two commercial services alternatives. The two alternatives are:**

- **alternative A, no change**
- **alternative B enhance existing and add limited new concession facilities and services.**

All three of the options include the **continuation of the operation of all of the existing concessions**. Based upon all of the public input, concessionaire discussions, Government input, use information and this contractors professional judgment, these concessions are providing needed services, and each has an important niche in the overall provision of facilities and services at the Reservoir.

## **GUIDING LAWS, REGULATIONS AND POLICIES FOR RECLAMATION CONCESSIONS**

All activities at Canyon Ferry Reservoir are governed primarily by the Reclamation Act of 1902, as amended and supplemented; the Reclamation Project Act of 1939; the Federal Water Project Recreation Act of 1965 (Public Law [P.L.] 89-72), as amended by Title 28 of P.L. 102-575 and P.L. 105-277-the Canyon Ferry Reservoir Montana Act of 1998, as amended.

In addition, to the primary laws listed above, Reclamation is responsible for implementing and enforcing all other Federal laws, regulations, and Executive orders dealing with the management of natural resources on Federal lands. Reclamation also considers the guidance provided in its published manuals in the form of policies and directives and standards (Concession's Policy Statement LND PO2 dated April

29, 2002, and Concession's Directives and Standards<sup>2</sup> LND 04-01<sup>3</sup> dated April 29, 2002) when managing its concession program. These directives and standards are not laws, but guidance to help standardize Reclamation's concessions management. However, not all situations are the same, and local situations may suggest and warrant variation from the standards and guidelines. The Concessions Policy and Directives and Standards are provided in Appendix A.

Commercial services and facilities operated by concessionaires on the Federal estate managed by Reclamation must comply with applicable federal, state, and local laws. Furthermore, such commercial activities must operate under formal, legally binding concession contracts as described in Appendix A.

## **EXISTING CONCESSIONS AND MANAGEMENT AGREEMENTS AT CANYON FERRY AND THEIR INSTRUMENTS OF AUTHORIZATION**

With the departure of the Montana Department of Fish, Wildlife and Parks in 1993, as a managing partner, Reclamation began administering concession agreements for commercial activities at Canyon Ferry Reservoir. The primary instruments used are concession contracts, leases, agreements and/or permits. Currently in effect at Canyon Ferry Reservoir is:

- A concession contract that is a lease for the use of United States property to operate the Yacht Basin Concession Area until 12/31/2004.
- A concession contract that is an agreement and lease for the use of United States property to operate Kim's Marina Concession Area until 10/01/2003 that has been extended for two years until December 31, 2005.
- A concession contract that is a lease and permit for the use of United States property to operate the Goose Bay Concession Area until 12/31/2010.
- A management agreement to partner with Broadwater County to manage the Silos Recreation Area for 10 years beginning January 2003.

Following are the locations, salient dates and features of these concession contracts.

### **YACHT BASIN MARINA CONCESSION AREA**

Yacht Basin Marina is in the northern-most portion of the lake, near Canyon Ferry Dam. It is located in the southwest corner of Section 10, Township 10 North, Range 1 West, P.M., Lewis and Clark County. Executed in 1995, the concession contract

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<sup>2</sup> The Concession Directives and Standards referred to in this CSP apply to concessions managed directly by Reclamation. Separate directives and standards address concessions managed by Reclamation's non-Federal partners.

<sup>3</sup> These designations refer to the numbering system of manuals. For example, LND 04-01 is the Land Series, part 01, chapter 01.

authorizes the concessionaires, to provide recreation facilities and services to the public at the Yacht Basin Marina. The contract is effective from April 15, 1995 to December 31, 2004. Once the contract expires, Reclamation must re-open the competitive bid process. If the current concessionaires wish to continue their Yacht Basin concession operation, they may submit their proposal for evaluation in the bidding process.

#### KIM'S MARINA CONCESSION AREA

Kim's Marina Concession Area is at the north end of the Reservoir, adjacent to Cave Bay, in Lewis and Clark County, Montana. It is located in Sections 2 and 3, Township 10 North, Range 1 West, P.M.M. Executed in 1994; the concession contract authorizes the concessionaires to provide recreation facilities and services to the public at Kim's Marina. The contract was effective from January 1, 1994 until October 1, 2003, and has been extended for two years from July 28, 2003 to December 31, 2005. Once the contract expires, Reclamation must re-open the competitive bid process. If the current concessionaires wish to continue their Kim's Marina concession operation, they may submit their proposal for evaluation in the bidding process.

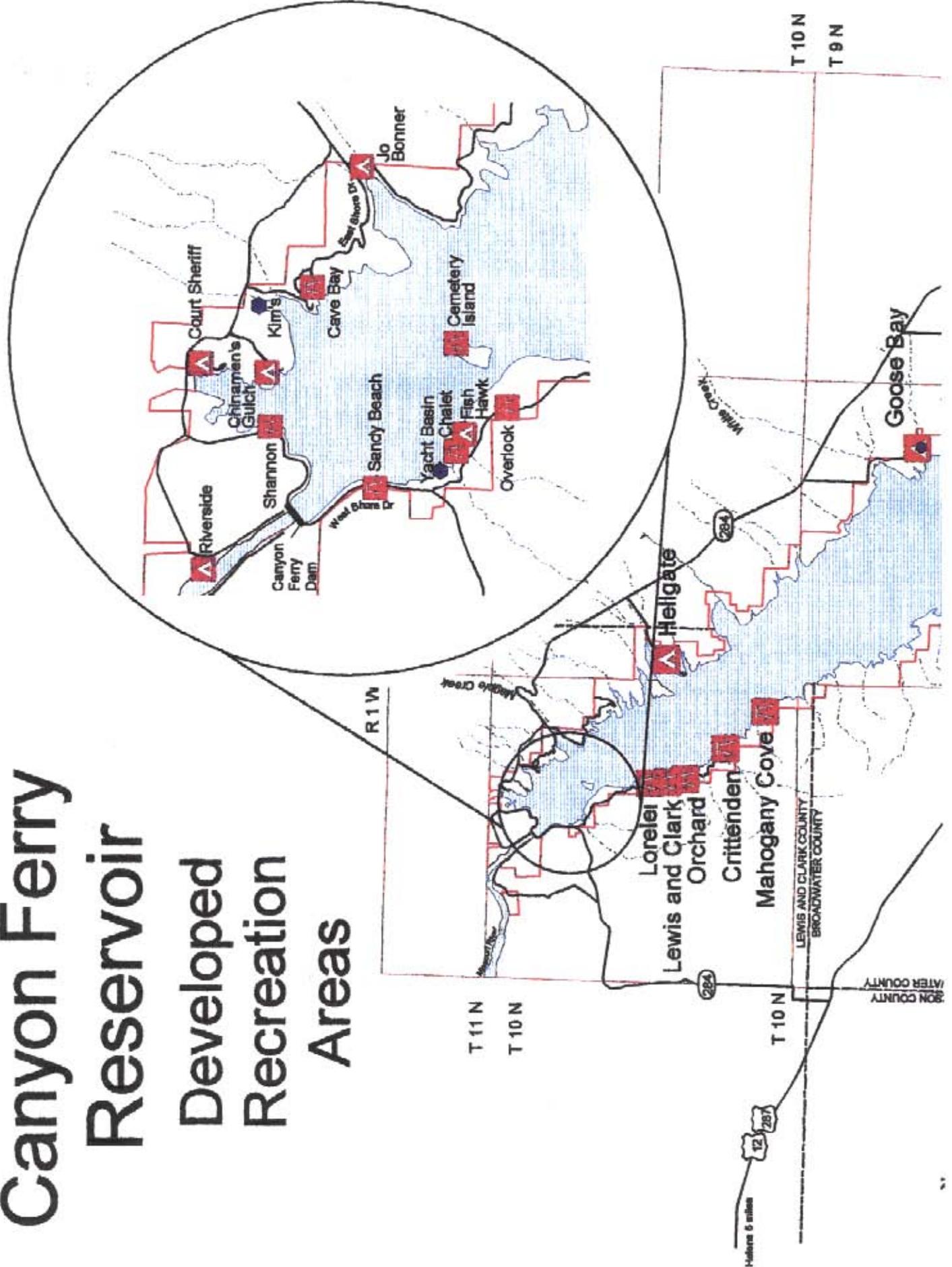
#### GOOSE BAY MARINA CONCESSION AREA

Goose Bay Marina is at the east shore along the central portion of the Reservoir. The property lies east of Canyon Ferry Reservoir and in Broadwater County, Montana. The contract between the State of Montana and the concessionaire was first executed in 1975, but was later extended to 2010 by Reclamation through a renewal clause in the contract. It authorizes the concessionaires to provide concession-related facilities and services to the public at Goose Bay Marina. Once the contract expires, Reclamation must re-open the competitive bid process. If the current concessionaires wish to continue their Goose Bay Marina concession operation, they may submit their proposal for evaluation in the bidding process.

#### SILOS RECREATION AREA

Silos Recreation Area is near the southeast end of the Reservoir adjacent to Broadwater Bay. It is located a few miles north of Townsend in Broadwater County. The management contract between Reclamation and Broadwater County was executed in January 2003. It authorizes Broadwater County to develop, manage, operate and maintain the Silos Recreation Area at Canyon Ferry Reservoir. Two years prior to the expiration of this 10-year contract, the County will notify Reclamation of its desire to enter into a new Agreement for the next ten years or discontinue its management responsibilities at the Agreement's expiration date.

# Canyon Ferry Reservoir Developed Recreation Areas





## Legend

— Study Area Boundary  
(Bureau of Reclamation Jurisdiction)

● Marinas and Concessions

### Campgrounds

▲ Camping

▲ Day use

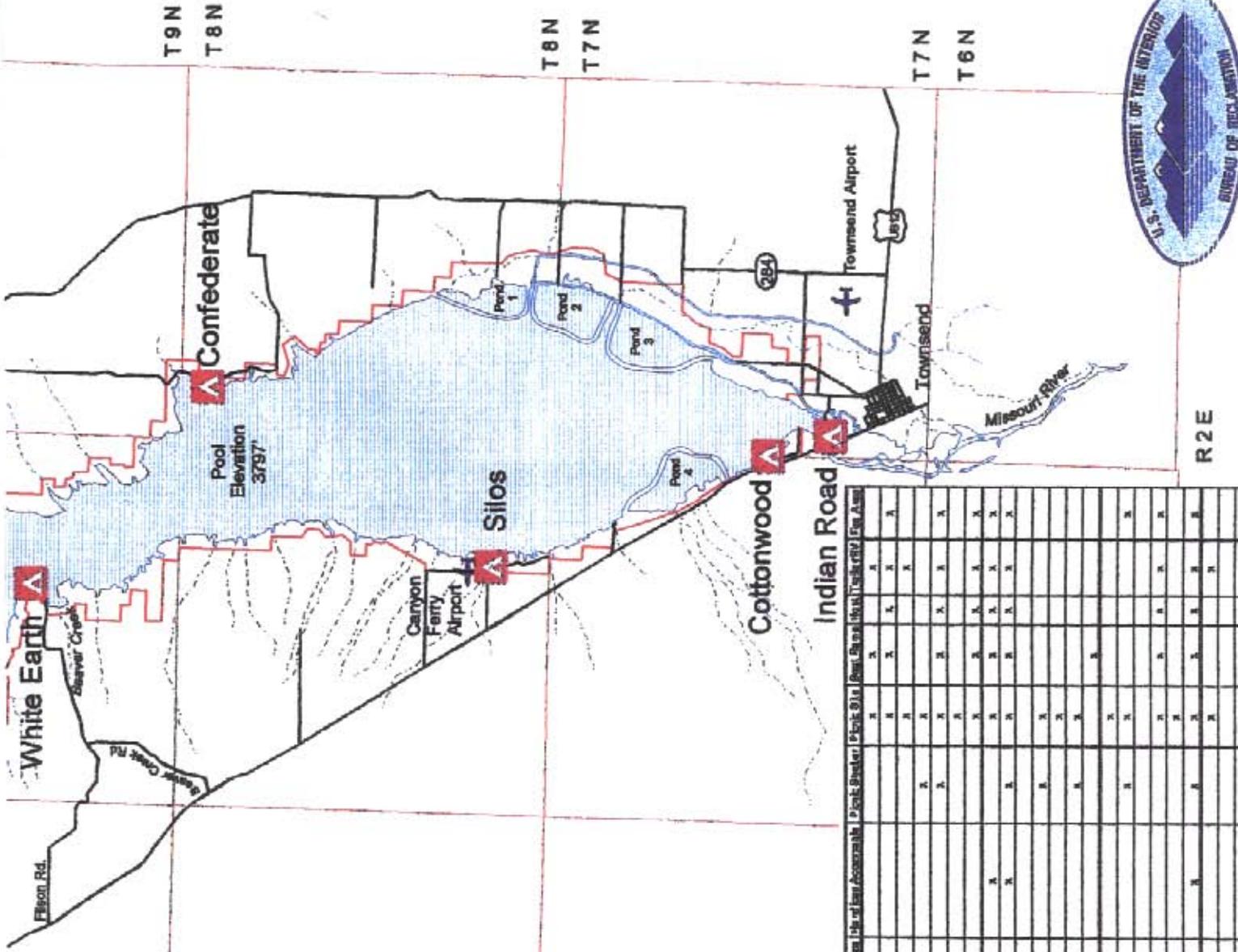
### Hydrology

--- Intermittent

— Perennial

— Canal

2 0 2 4 Miles



NAME	Area Type	Perennial Water	Intermittent	Canal	Day Use	Camping	Marinas and Concessions	Study Area Boundary	Other
Green Bay	camping	X							
White Earth	camping	X							
Indian Road	camping	X							
Cherokee	day use	X							
Hooper	camping	X							
Deer Creek	day use	X							
Cherokee's Gulch	camping	X							
Co at 3rd St	camping	X							
Silos	camping	X							
Orange	day use	X							
Lewis and Clark	day use	X							
Lewis	day use	X							
Overton	day use	X							
Shannon	day use	X							
Fla's Street	camping	X							
Chickadee	day use	X							
Becky Branch	day use	X							
an Branch	camping	X							
Management	day use	X							
Spencer	camping	X							
Co at 3rd St	camping	X							
Cottonwood	camping	X							

## DESCRIPTION OF THE RESERVOIRS EXISTING CONCESSIONS, MANAGEMENT CONTRACT AREAS, AND PRIVATE BUSINESSES

### CONCESSIONS

#### YACHT BASIN MARINA

Yacht Basin Marina is located on the northwestern shore of the reservoir approximately eight-tenths of a mile south of Canyon Ferry Dam. The facilities that are directly used to serve the marina operation and the public include a concrete launch ramp, 110 boat slips and connecting docks, a single two story building of approximately 320 sq ft that serves as a store and office, a guest shower facility a public restroom, and a couple of small storage buildings. A fueling system and dockside gasoline pump was recently installed. The land assignment also includes a relatively flat un-surfaced area that is used for boat and trailer dry storage and vehicle parking. On the slope above these storage areas, there are 2 rental cabins, each measuring less than 250 sq ft in size. A rustic group rental cabin, containing only bunks, is located on a beach north of the main marina. An older 900 sq. ft. cabin is also located on the site. This marina has a deep-water harbor. It is popular with sailors and receives the highest satisfaction rating for concessions at the reservoir. According to visitors using the public input form to this report, the owners and operators are known for their friendly and caring service; and have made steady improvements to the marinas facilities since the inception of their contract. The concessionaires also provide community services such as Coast Guard services, vessel safety checks, Girl and Boy Scout learn to sail and camp programs, VHF classes, boating safety classes and coastal clean up; and they host special events (races, harbor stroll, dive fest etc.)



Figure 4. Student sailing group at Yacht Basin Marina

## KIM'S MARINA

Kim's Marina is the largest concession operation on the Reservoir. It is located on the northeastern shore of the reservoir approximately one and one-half miles east of Canyon Ferry Dam. The bay is relatively protected and fairly deep. The site includes a concrete launch ramp, boat slips accommodating 175 boats and connecting docks, a fueling dock and sewage pump-out facilities and a single story building measuring approximately 7,800 sq ft that houses the marina office, store and other visitor services. Marina facilities also include 12 house trailer sites, 5 rental cabins, a log restroom, 30 travel trailer sites, and 103 campsites. The campsites have 46 full hookup, 14 electric and 43 no-hookup sites. The northwest part of the marina land assignment also includes space for the dry storage of boats and boat trailers, and vehicles. In the past couple of years, new docks, new full service RV sites, floating breakwater and buoyed beach area have been added to this marina and its services. Reclamation has also provided a water diversion system for flood control and a CXT vault toilet. Based on public input, the concessionaires receive consistently high praise for their competent and friendly service.



Figure 5. Kim's Marina and RV Resort

## GOOSE BAY MARINA

The Goose Bay Marina is located on the eastern shore about midway between the north and south end of the reservoir. The bay is the largest serving as a marina and it is a deep-water bay. It includes a new modern launch ramp with toilet facility, 80 boat slips and connecting docks, new fuel service, expanded house trailer used as the marina store, a cinder block restroom, and a 15' x 15' storage building. Marina facilities also include 34 house trailers, 60 travel trailer/camp sites, and an extensive,

unimproved area in the east part of the land assignment that is used for the dry storage of boats, boat trailers, house trailers, and related objects. As is the case with the other marinas, the concessionaires are known for their friendly service; and continue to make improvements to this site. In particular, the site has been cleaned up, a new gas fueling system is in place and one dock with 25 slips has been replaced. Reclamation has also helped with facilities by building a multi lane boat ramp, large parking area and two new CXT vault toilets. However, there is a need to replace 4 of the 5 docks, restroom and shower, and some infrastructure. This marina plays an important function by providing facilities, goods and services, fuel and refuge from storms midway on the Reservoir.



Figure 6. Goose Bay Marina

## MANAGEMENT CONTRACTS

### SILOS RECREATION AREA

This is the main recreation area serving the south end of the reservoir. It is managed by Broadwater County under contract with Reclamation. Facilities include campgrounds with limited services, group shelters, CXT vault toilets and other toilets, four old boat ramps, a new deep-water harbor (still being constructed, widened and made deeper), and a new multi lane boat launch ramp with parking lot. Plans are to provide fuel and boat docks with slips.



Figure 7. Silos Recreation Area

## OFF-SITE PRIVATE BUSINESSES THAT ARE NOT CONCESSIONS

### SILO'S RV PARK AND FISHING CAMP

This private family-operated business is located adjacent to and just north and west of the Silos Recreation Area. The operation is year-round. The facility is well maintained and neat and tidy. It provides all of the facilities and services typical of a developed RV park. These include RV and tent camping, full hook-ups including water/electric and a sewage dump station, showers and modern/clean restrooms. The store provides needed commodities typically found at a marina and RV store such as groceries, ice, pre-packaged food, fishing tackle etc. Boat rentals are available as is secured and fenced boat and RV storage. Propane and gasoline are also available. This business is a favorite of locals and tourists, who are mostly repeat visitors who depend on the products and services. This business is central to serving the needs of fishermen, who make up the majority of visitors to the south end of the Reservoir. This service includes major fishing tournaments, and ice fishing and winter sports. The owners have also contracted with Broadwater County to manage the Silo's Campground. The owners receive consistently high praise by the public for their competent and friendly service.



Figure 8. Silos RV Park and Fishing Camp



Figure 8a. Yacht Basin Bar & Restaurant

YACHT BASIN BAR AND RESTAURANT  
SILOS INN BAR AND RESTAURANT  
O'MALLEY'S BAR AND RESTAURANT

These businesses, on private property, do a good job of providing the food, beverage and gaming needs around the Reservoir. The nearby communities of Townsend and Helena provide an abundance of additional food and beverage establishments.



Figure 9. Silos Inn Bar and Restaurant



Figure 10. O'Malley's Bar and Restaurant

VERNS RV PARK AND STORAGE

This is a high quality, nicely landscaped, well-maintained facility offering a few full service RV sites and large fully enclosed covered storage and dry fenced storage. It is located on the north end of the reservoir.



Figure 11. Vern's RV Park and Storage



Figure 12. Vern's RV Park and Storage

#### YACHT BASIN RV PARK AND STORAGE (no picture available)

This private business is owned and operated by the owner of Yacht Basin Bar and Restaurant. It is located west of the bar and restaurant. The facility offers permanent sites for mobile homes, house trailers and long term RV camping. It also offers both fenced and fully enclosed short and long-term dry storage.

#### SILOS BOAT LOFT AND STORAGE, AND OTHER AREA STORAGE

Several other boat and camper storage facilities exist for boats and trailers on the north and south ends of the Reservoir, and in the communities of Helena and Townsend. Silos Boat Loft and Storage is an example of a new enclosed facility close to Silos Recreation Area.



Figure 13. Silos Boat Loft and Storage

## **CANYON FERRY EXISTING VISITATION AND DESIRED RECREATION FACILITIES AND SERVICES**

The following information is presented in order to help get a better feel for what recreation facilities and services that might be helpful and appropriate for future outdoor recreation concessions at Canyon Ferry Reservoir.

All of the information presented in this section comes from local, Canyon Ferry-related sources. These sources include: publications listed in the References section of this report (mainly public comments from the 2003 Canyon Ferry Reservoir RMP and data from the recent 2003-2004 Canyon Ferry Recreation Survey); data from over 90 responses from a public information form circulated by local citizens; and meetings with concessionaires, managers, non-concession private commercial service owners, on-site reservoir users and others. Following are some public input opportunities that occurred during the report study period.

- Individual meetings were held with the Reservoirs concessionaires and off site business operators in August 2003, and in January and July 2004.
- Two meetings in January and July 2004 were held with Broadwater County Commissioners and the Broadwater Bay Trust Advisory Board
- In August 2003 and January and July 2004 information was obtained through meetings with the Canyon Ferry Working Group.
- In January 2004 a meeting was held with a Lewis and a Clark County Commissioner, planners and other government officials, and Gateway Development Corporation representatives.
- A 45 day public comment period was held in September and October 2004 that included mailing of around 300 draft reports for public review (see Appendix E, Distribution List).
- In September 2004 in Helena and Townsend, public input meetings were held on the CSP/FFE draft report.

All of the above was a concerted effort to obtain as much local and visitor information and involvement as possible in the time frame of the study.

### INFORMATION FROM THE 2004 CANYON FERRY RECREATION SURVEY AND FROM OTHER CANYON FERRY STUDIES (see References pages 75-77)

*Facility Needs:* In the 2003-2004 Canyon Ferry Recreation Survey conducted by The University of Montana, the majority of visitors to the Reservoir (45 to 70% depending on the site) expressed a need for more facilities. This is approximately 10-20%

higher than 1995. The facility needs cited most for summer visitors included showers, restrooms, electrical hook-ups, dump stations and dock maintenance. Fall/winter cited restrooms and boat ramps. This differs from 1995 when visitors wanted covered picnic tables most, followed by RV facilities and dump stations, beach areas, running water and docks.

*Canyon Ferry Reservoir Visitation:* Although visitation figures are limited and questionable, it is still apparent that visitation in 2003-2004 continues to increase. Traffic counts at only 4 sites indicate visitation of around 185,000 visitors just for those areas in 2003-2004. Based on actual visitor counts, the total visitation for all 15 sites in 1995 was only 80,290. However, in 1995 observations found angler visitor days alone at 94,731. 1997 surveys found similar angler numbers (94,510). The 1998 Canyon Ferry Reservoir Economic Analysis estimated baseline annual visits for all users of the Reservoir to be 220,000. This is a 3% increase per year over the past 13 years. The population of Broadwater County increased 32% in the 1990's, and the population is projected to increase in Lewis and Clark County 15.2% between 1999 and 2010. With the 3% visitor trend and the population increases in the two counties around Canyon Ferry Reservoir, there is every reason to expect that the increase in reservoir visitation will continue.

*Activities:* Overall, the recreation activities with the highest % participation levels at Canyon Ferry Reservoir in 2003-2004 were swimming, fishing and auto/RV camping. Other activities with high participation levels include boating and sailing. (These activity figures are taken from the 2003/2004 Canyon Ferry Recreation Survey, Institute of Tourism Recreation Service, University of Montana) These Canyon Ferry Reservoir findings are consistent with national, regional and state findings and trends that are shown in the Federal, State and Regional Trends (Appendix F) of this report.

*Reasons for choosing a site:* Close to home, easy access, good facilities, good fishing, repeat visit and scenery

*Visitor characteristics:* Families and small groups of 3-7 people, 88% in summer and 90% in winter, are Montana residents. The majority come from Lewis and Clark County, and two thirds are repeat visitors.

*Average group trip expenditure (overnight compared to day use):* In 2003/2004 groups spent an average of \$203.46 on overnight trips. For day trips groups spent \$67.37. The overnight group expenditure is double that expended by groups in 1995 and 50% higher than 1995 for day user groups.

*Average group trip expenditure (resident compared to nonresident):* In 2003/2004 resident (summer) \$136.81 and non-Resident \$319.08 expenditures are 50% higher than 1995. Resident expenditures are double those of non-resident.

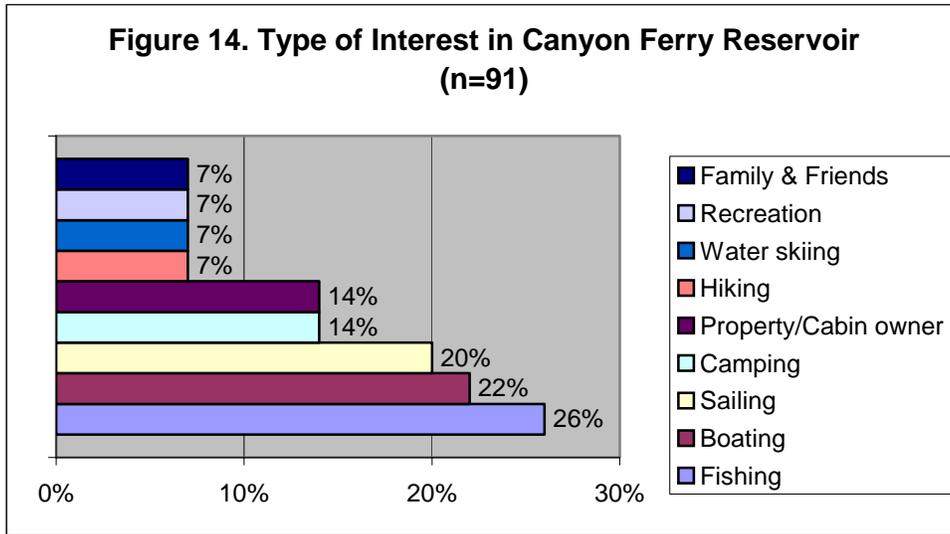
### INFORMATION FROM THE CANYON FERRY RESERVOIR PUBLIC INFORMATION FORM

*Disclaimer-The information presented in this section is not from a scientific survey and study of visitors. Therefore, it may not be representative of the views of all of the Canyon Ferry Reservoir visitors. The data are presented to represent a compilation of what input was received from the public who submitted their input on forms during the course of this study. The information in this section is used, along with all other available information sources, to help build a picture of the Canyon Ferry visitor interests, needs and concerns; and the commercial service and recreation needs. It is important to note that unsolicited open-end responses, like these, usually represent the interests and views that are most important to and foremost in the minds of the person submitting the response.*

Following is a summary of responses from ninety-one interested individuals who provided, on forms, input on Canyon Ferry Reservoir's commercial services and facilities. Only the most frequently mentioned responses are described below. The complete list of responses can be found in Appendix B.

Canyon Ferry users have a variety of interests in the reservoir, most of them recreation-related. Fishing (26%) was mentioned most often, followed by boating (22%), sailing (20%), camping (14%), and the possession of property, cabins or homes near the lake (14%). Hiking, water-skiing, recreation in general and spending time with family and friends were each mentioned by 7% of individuals (Figure 14).

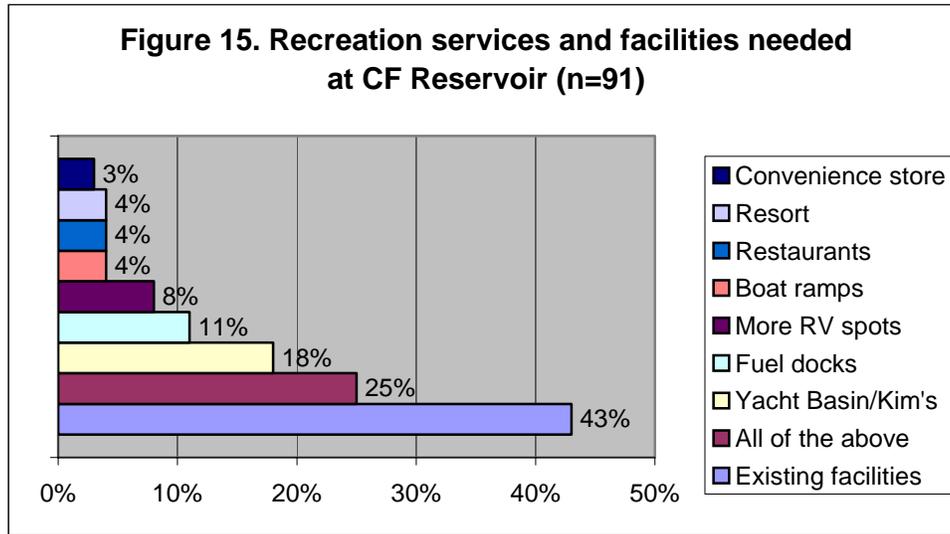
The respondents' most prevalent concern was the possibility of Yacht Basin Marina being closed (10%). On the other hand, respondents expressed a wide variety of hopes and desires for Canyon Ferry Reservoir. Eighteen percent did not want to see many changes or additional development around the lake, while 15% mentioned that they did want to see better recreation facilities and have the reservoir developed to its full potential. Many (16%) hoped that Yacht Basin and Kim's Marinas would continue to operate. The importance of being able to continue to use the reservoir for recreation was mentioned by 13% of respondents, followed by the desire to have multiple marinas and vendors available to choose from (11%).



<sup>1</sup> only includes responses mentioned by 7% or more of the respondents

<sup>2</sup> percentages do not add to 100% because respondents were allowed more than one response

When asked what commercial recreation services and facilities (*marinas, stores, docks, launches, ramps, rentals, fuel, programs etc.*) are needed or not needed at or near the reservoir, a majority of respondents mentioned that the existing facilities, with the addition of the new marina at the Silos area, were adequate (43%). Twenty-five percent said that all of the above mentioned services and facilities were needed. Many reservoir users mentioned that both, Yacht Basin and Kim's Marinas were indispensable for the north end of the lake (18%). The importance of Yacht Basin as the only deep-water marina for sailboats was emphasized. The need for additional, accessible fuel boat docks was expressed by 11% of individuals. Other responses included more camping spots and facilities for RVs (8%), additional boat ramps (4%), restaurants (4%), a resort with room or cabin rentals (4%), and a convenience/grocery store/gas station type facility (3%) (Figure 15). An additional question, which asked the respondents what facilities and services they wanted to see at the reservoir, revealed similar answers and therefore re-enforces the above mentioned desired and needed services and facilities at Canyon Ferry Reservoir.



<sup>1</sup> only includes responses mentioned by 3% or more of the respondents

<sup>2</sup> percentages do not add to 100% because respondents were allowed more than one response

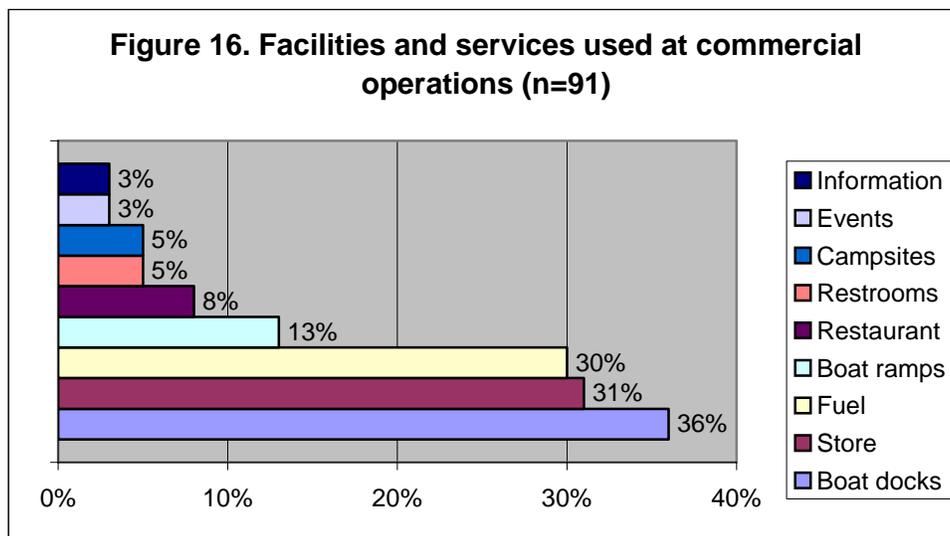
Many explanations were given for why the above mentioned recreation facilities and services were needed or not needed at the reservoir. A majority of respondents said that marinas were needed to satisfy the various needs of boaters, fishermen and other recreationists (33%). Some mentioned that without a deep-water marina (specifically Yacht Basin), there would be no reservoir access for sailboats (11%). An equal amount of individuals said that additional facilities and services were needed (i.e. marinas, boat ramps, campsites) due to limited space and waiting lists for dockage at the existing marinas, congestion in certain parts of the lake or lines at the boat ramps on weekends.

Respondents were very uniform in their answers to the question on where concession-related recreation services and facilities should be located. Thirty-five percent mentioned that the current locations of the marinas and other facilities and services were excellent and should not be moved or eliminated. Others said that Yacht Basin Marina (20%) and Kim's Marina (12%) were in perfect locations right now and an additional 12% of respondents suggested to have marinas and docks strategically placed around the lake in each local area. The idea of a new marina at the Silos area and additional services at the southern half of the lake was welcomed by a combined 17% of individuals.

A majority of reservoir users would like to see the private sector or long-term concessionaires provide concession facilities and services at Canyon Ferry Reservoir (41%). For 27% of respondents it was important to have the current or

local operators provide commercial services. Many were strictly opposed to management by a single concessionaire, large corporation or out-of-state management company (14%). An equal amount of individuals did not like the idea of having a government agency provide commercial services at the lake, although 9% mentioned that the government should manage public access facilities and campgrounds.

A majority of the respondents use Yacht Basin Marina on a regular basis (59%), followed by Kim's Marina (38%), all of the marinas on the lake (16%), Silos RV and Campground (9%) and Goose Bay Marina (5%). Boaters and other recreationists use the marinas mainly for their boat docks (36%), stores and bait shops (31%), boat fuel (30%) and boat ramps (13%). Additional services and facilities mentioned included restaurant/bar (8%), restrooms and showers (5%), camping facilities (5%), events/activities (3%) and lake information (3%). (Figure 16).



<sup>1</sup> only includes responses mentioned by 3% or more of the respondents

<sup>2</sup> percentages do not add to 100% because respondents were allowed more than one response

Twenty percent of respondents did not use Goose Bay Marina, mainly due to the long travel distance from the northern portion of the lake or the often-heavy winds and large waves. Kim's Marina was not used by 11% mainly because of the large amount of people using the facility and shallow water conditions. Ten percent of respondents did not use Silos, again mainly due to long travel distances and strong winds and dangerous waves.

When asked what if anything would improve their facilities and services, many respondents suggested a long-term lease for marinas and more stability and

reliability in contracts with the Bureau of Reclamation (30%). Respondents explained that longer lease times would improve the concessionaires' ability to add services and make improvements. Other individuals thought that the existing services and facilities were sufficient and no improvements were necessary (19%). Other improvements mentioned included more boat docks and slips (9%), better bathroom and shower facilities (7%), more full service campgrounds (5%), additional and/or improved parking (4%).

Yacht Basin Marina was highlighted by 58% of the respondents for doing a particularly good job of providing facilities and services. Explanations given included the constant improvements they have made to their facilities, their friendly, customer oriented service and the important and diverse services and activities they offer, such as boating safety classes, Scout sailing, sailboat regattas and dive programs. Kim's Marina was mentioned second by 36% of respondents mainly due to their nice facilities, good service and good product line, followed by "all marinas are doing a good job" (12%) and Silos RV Park (9%).

When asked about existing problems on or near the reservoir, some individuals mentioned that they disagreed with the reservoir management by the Bureau of Reclamation (18%), followed by unsafe boating and conflicts with jet skiers (15%), uncertainty about rumors of marinas closing (12%) and poor road conditions (10%), among other things. Twelve percent of respondents felt that there were currently no major problems at the reservoir.



Figure 17. Canyon Ferry Working Group Meeting

## FACILITIES AND SERVICES THAT COULD ENHANCE RECREATION AT CANYON FERRY RESERVOIR

The following list of facilities and services is based upon the professional judgment of the consultant after considering information from all sources.

*Docks, berths and launch ramps*--Currently, there is a waiting list for boat berths at Yacht Basin. In general, other marina facilities are crowded only on holiday weekends. There is a need for more and improved docks and berths at the marinas including some births for larger vessels. Yacht Basin and Kim's both need expanded (number and width of lanes) boat launch ramp with more parking. The Goose bay ramp needs to be extended to handle low water launching. Visitors also would like improved and more docks and launch facilities at public areas such as boat launch ramps and campgrounds.

*Parking*—There is a need for more parking area at Yacht Basin Marina. The existing area is small and congested.

*Public toilets and showers*—Yacht Basin and Goose Bay need improved toilets and showers. For the entire Reservoir, visitors desire more toilet facilities and showers in the campgrounds. A toilet is needed closer to the Broadwater Bay boat launch ramp.

*Fuel*—The southern half of the lake has a strong need for dockside fuel service. Silos Recreation Area needs a dockside gasoline pump at Broadwater Bay.

*Convenience store with gas pump*—Cabin and home site owners around the Reservoir have expressed a need for a convenience store with gas pump near their homes. This is an opportunity for private enterprise, but is not central to the recreation mission of Reclamation at CFR and therefore not considered as a concession opportunity. Similarly, the privately operated Silos RV Park and Fishing Camp is providing an important service near the reservoir. It provides the basic goods and services for the Silos campground that it has managed for Broadwater County. It also provides the goods and services for fisherman and boaters in this area of the Reservoir except for dockside fuel, slips and docks, and boat launch ramps. Therefore, it is well situated to serve the public's marina needs for the Broadwater Harbor except for boat docks, slips and boat launch ramp. A reliable shuttle service from the docks to the store would be the only additional service needed. It is also in a good position to manage the docks, slips, launch and beach and provide the dockside fuel service at Broadwater Harbor.

*Cabins*—Group cabins, like those that exist at Yacht Basin, could be located at the Chalet Group Use Site. This would increase the use of this site, provide a needed service, help with visitor safety and generate revenue for Yacht Basin if this were made part of the concession. Winterized year-round cabins near the lake would also be a valuable addition to the Silos Recreation Area. These could help serve the purpose of making the Reservoir both an overnight stay area for travelers passing by the reservoir on U.S. Highway 287 and a destination area for summer and winter recreationists.

*An overnight resort hotel*—near the lake would also be a valuable addition near the Silos Recreation Area. This facility could help serve the purpose of making the Reservoir both an overnight stay area for travelers passing by the reservoir on U.S. Highway 287 and a destination area for summer and winter recreation. This is an opportunity for a business located on private land outside a concession area.

*RV Parks*—Expanded full service RV parks at Kim's and Silos RV and Store would serve similar purposes as the cabins and resort hotel.

*Campgrounds*—The public has expressed a need to improve and add to the existing campgrounds. In particular, a need and commercial opportunity exists to improve and commercially manage the camping that is occurring close to Goose Bay Marina. Restrooms, water, showers, docks and individual and group campsites have all been mentioned. The opportunity exists for all of the concessions to manage selected campgrounds at the Reservoir. This would help with their revenue generation and provide a needed service.

*Swim beaches*—A designated and buoyed sand swim beach area at Silos Recreation Area would add to the mix of recreation opportunities, attract visitors to the area and help generate revenue. Designated and buoyed swim beaches at Jo Bonner, Chinamen's and Court Sheriff campgrounds should attract more visitation, make for a safer area and generate more revenue.

*A bike/hike trail*--developed between Townsend and Silos Recreation Area would attract more locals to the site and town.

*Group shelters*--managed by the marinas at Chalet, Goose Bay and Cave Bay Point would help financially strengthen all three marinas.

*A bar and restaurant with gaming machines*-- might be feasible but is not recommended because Reclamation is not in the gaming business, and bar, restaurant and gaming services are already adequately provided by the private sector near the Reservoir.

*Stable and/or higher water levels*—more stable and higher water levels would help increase visitation and the financial feasibility of the concessions.

## INFORMATION FROM STATE, REGIONAL AND NATIONAL TRENDS

These trends were not used to make local recommendations for this study. However, they are presented in (Appendix F) because these trends are important to consider when planning commercial facilities and services that will attract and serve non-local reservoir visitors. Obviously, the financial feasibility of commercial services at Canyon Ferry Reservoir is not just impacted by local recreation visitors. In the case of Canyon Ferry Reservoir; State, Regional and National trend are similar to those found and presented in the 2004 University of Montana, Canyon Ferry Reservoir Visitor Survey.

## **SELECTION CRITERIA FOR CONCESSION DEVELOPMENT ALTERNATIVES**

The development alternatives of the facilities and services listed below have been selected because they:

- Are likely to be financially feasible.
- Meet future public outdoor recreation needs based on the increased population in the surrounding communities and region.
- Meet the facility and service needs as expressed by the public and reservoir users.
- Do not interfere with the purposes for which the Congress authorized Reclamation's Canyon Ferry Project.
- Are needed to accommodate the increased visitor use at the Reservoir that has increased approximately 30% percent since 1993.
- Provide a quality visitor recreation experience while not overdeveloping the reservoir.
- Will not interfere but will complement any proposed developments outlined in the 2003 Canyon Ferry RMP.

- Will supply the facilities and opportunities that are necessary to meet future trends in outdoor recreation.

## CONCESSION SERVICE PLANNING PARAMETERS AND CONSIDERATIONS

Recreation planners and managers need to weigh several factors when considering the alternatives and the future of commercial concession services for Canyon Ferry Reservoir.

*Existing facilities*-There is growing demand for more facilities, and with continued increased visitation growth of 3% per year, more facilities will be needed especially to meet RV camping demand on peak holiday weekends; and for boat docks, slips and anchorages at marinas and public areas.

*Visitation* is presently relatively moderate but gradually increasing (3%) every year. With campgrounds currently full or near capacity on peak summer weekends, this increased visitation suggests that more campsites and related facilities such as toilets may soon need to be provided. It also suggests that concession RV campgrounds should be economically feasible. Likewise, marina docks and slips are currently full and there is a need for more, and replacement of existing ones that are in disrepair.

*Public input-demand and desire* clearly supports continuation of existing concessions; and opposes a single Reservoir concessionaire-especially non-local. There is also an expressed desire for more facilities—especially campgrounds, toilets, and docks and berths, and showers both at public and concession areas.

*Conflicting uses* are negatively impacting the recreation experiences of visitors to Canyon Ferry Reservoir. Personal Water Craft (PWC) are conflicting with other users. This is the number one conflict on the nations recreation waters. This problem will continue at Canyon Ferry Reservoir if not dealt with at an appropriate time.

*Activity figures, as previously presented*, show that swimming is the activity with the highest % participation level at Canyon Ferry Reservoir, followed by fishing and RV camping. Other activities with high participation levels include boating and sailing. (These activity figures are taken from the 2004 Canyon Ferry Recreation Survey, Institute of Tourism Recreation Service, University of Montana, Pages 100-101) These activity participation levels are similar to those found for the State of Montana, region and Nation.

*Traveling by boat* from the north end to the south end of the reservoir is limited by having no fuel available on the south end of the Reservoir, and by safety concerns primarily, lack of safe harbor from winds. This would change with the completion of a safe deepwater harbor, docks and berths, and planned dockside fuel in Broadwater Bay at Silos Recreation Area.

*Distribution of visitors and concessions* remains skewed towards much heavier use and provision of marina facilities and services on the Reservoirs north end. However, as the facilities and services are developed and expanded at the Silos Recreation Area, more use of the south end of the Reservoir will occur.

*Insect control and shade* will be essential to future visitation and economic growth not only in the Silos Recreation Area, but also in other areas of the reservoir.

*Public facilities and services* will add to the success of commercial concession services. An example would be a bike/hike/horseback trail from Townsend to Silos Recreation Area.

*Quality visitor experience* should be the goal of all involved with recreation at the Reservoir. This can only be assured through good planning that identifies what experiences are best suited to offer recreationists; and how the Reservoir should be planned and managed to protect the quality experiences desired by the visitors.

*Non-concession businesses* exist on private lands around the reservoir. These provide boat storage, full restaurant and bar services on both ends of the reservoir; store, RV camping, shower and marina goods and services near Silos Recreation Area. A few RV campsites are also privately available on the Reservoirs north end. There are further opportunities for private enterprise around the reservoir. In particular for a hotel resort near the Reservoir's southwest end and the operation of Silos Recreation Area's campground, recommended cabins, and docks, slips and projected dockside fuel pump at Broadwater Bay.

## **DEVELOPMENT AND MANAGEMENT OPTIONS AND ALTERNATIVES FOR CONCESSION FACILITIES AND SERVICES**

The Resource Management Plan for Canyon Ferry Reservoir states that commercial services are necessary and appropriate at the reservoir, as they enhance the visitor experience and provide a degree of resource protection. Food and beverage service, camping, watercraft rentals, and the sale of fishing and boating supplies and fuel have been an integral part of the reservoir experience since 1960. These services are being provided on the reservoir by all three marina concessions (Kim's, Yacht

Basin and Goose Bay) as well as private commercial off-reservoir operations including, amongst others, Silos RV Park and Store on the south and O'Malley's Bar and Restaurant, and Yacht Basin Bar and Restaurant on the north end of the reservoir. Concession contracts scheduled to be re-bid for Canyon Ferry marinas in 2004, 2005, and 2010; and any new contracts should be in keeping with the resource management goal of providing needed and desired services to the public. Those services must be appropriate and consistent with guiding principles for resource protection and visitor experience, and must respond to market demand in a fiscally sound manner.

Based upon all of the public input, concessionaire discussions, Reclamation input, use information and this contractors professional judgment, these concessions are providing needed services, and each has an important niche in the overall provision of facilities and services at Canyon Ferry Reservoir.

A guiding premise in considering suggested facilities and service is to avoid competition between Reclamation concessions and existing businesses on private lands at the Reservoir.

Following are three options, for concession management proposed for consideration for this Canyon Ferry Reservoir CSP/FFE. Options 1 and 2 have two alternatives. The two alternatives, to varying degrees, meet the above stated goal and guiding principles. The draft preferred option and alternative was selected by considering the planning parameters and considerations previously listed; and because it comes closest to meeting the goal, guiding principles and selection criteria. There are new and additional facilities and services that have merit for evaluation in the FFE. Listed under each of the options and alternatives are recommendations for the facilities and services that should be required and authorized/optional for the concessions and Reclamation.

**Option # 1: Shared ownership: The concessionaire and Government both share in the provision and ownership of facilities and infrastructure (fixed assets)**

**ADVANTAGES OF OPTION # 1 (shared ownership)**

A concession reduces the amount of fixed asset expenditure (facilities development funding) required from Reclamation and the concessionaire.

The concession partner is more likely to maintain facilities in good condition when they have a vested interest in the facilities and infrastructure.

The more infrastructure that the concessionaire provides, the lower the concession fees that the concessionaire must pay to the government.

There is an opportunity for profits for the concessionaire from the future sale of their facilities, infrastructure and improvements to these assets.

#### DISADVANTAGES OF OPTION # 1 (SHARED OWNERSHIP)

There is no guaranteed continuity or continuation of concession operations or operators. Re-bidding of the contract is required at the end of the concession period. The current operator must submit a bid if they wish to compete for a new contract.

The concessionaire may not be able to find adequate funding to provide needed and required facilities and infrastructure.

Investment by the concessionaire in facilities means financial risk.

Turn-backs of concessions to Reclamation are always possible, with the possibility that Reclamation will need to take over management of the concession. During the final few years of a contract, concessionaires may be reluctant to invest in new or improved infrastructure which can lead to unsafe and inadequate facilities and infrastructure. This can create management headaches, and require that Reclamation spend time and money to solve problems.

Complexities over the value of private ownership of facilities can lead to disagreements between Reclamation and the concessionaire.

#### **Alternative A (shared ownership-no change)**

This alternative would continue the existing concession marina operations without adding any additional new facilities, goods or services beyond those now permitted and required in the existing concession contracts. No changes in use would be considered and the services would stay the same in the re-bid of the contracts in 2004, 2005 and 2010. No new concessions would be permitted on the reservoir except for those permitted under the Silos Recreation Area contract.

#### CONCESSIONS:

Under this alternative:

YACHT BASIN MARINA would continue, until the expiration of the contract on December 31, 2004, to offer the Reclamation approved facilities, and goods and

services that they are currently providing. The existing marina concession operator would be invited to compete for the opportunity to manage the same facilities, goods and services and concession operation. The facilities, goods and services include:

Concessionaire provided:

- boat slips and docks
- a convenience store with office
- motor boat gasoline and propane
- dockside fuel service
- a dry boat storage area
- public restrooms and shower
- four rental cabins
- small storage buildings

Reclamation provided:

- boat launching ramp
- Roads
- CXT vault toilets
- Parking

KIM'S MARINA AND RV RESORT would continue to provide Reclamation approved facilities, and goods and services until the expiration of their extended contract on December 31, 2005. At that time, the existing marina concession operator would be invited to publicly compete for the opportunity to manage the same facilities, goods and services and concession operation. The facilities, goods and services include:

Concessionaire provided:

- boat docks and slips
- dockside motor boat gasoline and fueling service
- sewage pump-out facility
- a convenience store
- dry boat storage
- public restroom service
- shower
- rental of five cabins
- long-term trailer rental sites
- full-service RV and trailer campsites
- sewage dump station



Figure 18. Kim's Marina Long-term Trailers

Reclamation provided:

- public CXT restroom
- floodwater diversion system
- boat launching ramp

*GOOSE BAY MARINA* would continue to provide Reclamation approved facilities, and goods and services until the expiration of their extended contract on December 31, 2010. At that time, the existing marina concession operator would be invited to publicly compete for the opportunity to manage the same facilities, goods and services and concession operation. The facilities, goods and services include:

Concession provided:

- five docks with 80 boat slips
- a convenience store
- a dry boat and trailer storage area
- fuel system and dockside gasoline
- rental of 60 full service RV campsites
- long-term trailer sites
- toilets
- showers

Reclamation provided:

- boat launch ramp
- public CXT restrooms
- parking lot



Figure 19. Goose Bay Boat Launch Ramp & Toilets

#### GOVERNMENT PARTNERSHIP:

SILOS RECREATION AREA including Broadwater Bay, would continue to be developed, operated, managed and maintained by *Broadwater County*, as a management partner with oversight from Reclamation, until the expiration of its 10 year contract in 2013, as described in the January 22, 2003 Management Agreement.

*Broadwater County provided:*

- management of the campgrounds
- management of group day use sites
- a harbor at Broadwater Bay
- boat launch ramp
- management of group use shelters
- management of existing campgrounds
- management of existing boat ramps

Reclamation Provided: (existing facilities)

- group use shelters
- campgrounds
- well
- utilities
- design of harbor and appurtenant features



Figure 20. Silos Boat Launch Ramp

***Potential Effects of Alternative A: (shared ownership-no change)***

***ADVANTAGES***

*Continuity* of provision of existing facilities, goods and services would be assured by continuing operating the concessions through management contracts and continued operation with the existing Broadwater County management partnership.

*Government competition* with private enterprise could be avoided by not duplicating concession marina facilities and services where private non-concession facilities and services already exist.

***DISADVANTAGES***

*Future public needs* for concession facilities and services would not be fully met.

*Visitor experience and satisfaction* may decline as increasing numbers of visitors compete for the same number and type of facilities and services. This is particularly true with the growing population of the area and the growing visitation at the Reservoir.

*Environmental impact* such as shoreline erosion, loss of vegetation, and pollution and littering would probably increase due to lack of facilities and services.

Future commercial needs and new opportunities for economic growth and development would be stifled.

**Alternative B (Shared Ownership- Existing Concessions and Government Partnership, and Enhance Facilities and Services**

CONCESSIONS:

YACHT BASIN MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires on December 31,2004. At that time a new concession contract could be put up for bid. This new contract would be in keeping with the 2003 Canyon Ferry RMP/EA, and will be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession franchise fee would be charged based upon the continuation of past facilities, goods and services (see Alternative A, page 34) and the addition of the following recommended Government and private facility and service investments.

Concessionaire Provided:

*Required*

- Replacement of two docks and the addition of two more docks (some for larger boats)

*Authorized/Optional*

- Improved toilets with shower
- Group rental cabins and additional/improved recreation activity facilities at the Chalet Group Use Site
- Operation and Maintenance of the Chalet Site
- Operation and maintenance of the Fish Hawk Campground
- More docking and mooring for temporary public landing and short term stay (e.g. overnight, day or weekend)
- Sewage pump-out for boats
- Trail from the Chalet Group Use Site to the Marina



Figure 21. Yacht Basin Marina Mooring and Docks

Reclamation Provided (pending appropriations are provided)

- Expanded and improved parking lot
- Boat launch ramp improvement\*
- Bank stabilization and improved safe path to the north leading to the existing group cabins and beach
- Fish cleaning station (use grants and donations)

KIM'S MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires on December 31, 2005. At that time a new concession contract could be put up for bid. This new contract would be in keeping with the Canyon Ferry RMP/EA, and will be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession franchise fee would be charged based upon the continuation of the provision of the facilities, goods and services (see Alternative A page 34 & 35) in the past contract and the addition of a mix of the following recommended Government and private facility and service investments and services.

Concession provided:

*Required*

- Operation and maintenance of Chinaman's, Jo Bonner, and Court Sheriff campgrounds
- Management, operation and maintenance of the swim area
- A twenty site expansion of the full service RV campground

\*According to users, the existing ramp functions well for deep water launching. In any improvement, the existing launch capability needs to be maintained.

- Manage, operate and maintain group shelter at Cave Bay point
- Maintenance of fish cleaning station
- Replace 1 dock with berthing for approximately 68 boats



Figure 22. Kim's Marina Swim Area and Breakwater

Reclamation provided (pending appropriations are provided):

- Fish cleaning station (with grants)
- Provide designated and buoyed swim beach areas at the campgrounds
- Boat launch ramp improvement
- Assistance with utilities and construction in RV campground
- Provide Group shelter and parking at Cave Bay Point
- New shower house



Figure 23. View from proposed day use shelter

GOOSE BAY MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires in 2010. At that time a new long-term concession contract would be put up for bid. This new contract would be in keeping with the Canyon Ferry RMP/EA, and will be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession franchise fee would be charged based upon the continuation of the provision of the facilities, goods and services (see Alternative A pages 35 & 36) in the past contract and the addition of a mix of the following recommended Government and private facility and service investments and services:

Concessionaire provided:

*Required*

- When built by Reclamation, operate and maintain two loops with 40 campsites (some group sites) at Goose Bay campground.
- Manage and maintain a group day use area when built by Reclamation
- Replace 4 docks and improve stairs and paths to docks

*Authorized/Optional*

- Build a satellite store near the new boat ramp
- Improve and expand the RV park. Continue to try to grow more trees with drip irrigation system and/or provide shade shelters for campsites in the RV park, and add more 30 and 50 amp.
- Provide a floating breakwater (like the one at Kim's marina) at the mouth of the bay to protect boats and facilities from the large waves created by high winds on the Reservoir. This would also allow future placement of additional docks and slips in Goose Bay.

Reclamation provided (pending appropriations are provided):

- Develop a full service fee campground with 2 campground loops, 40 designated sites, group camping areas, toilets, water and other amenities
- Construct a modern full service day use facility for group rentals.
- Assist in expanding and improving RV sites with more 30 and 50 amp power
- New shower and toilet facility
- Lengthen (extend) boat launch ramp to accommodate low water launching (already planned)
- Fish cleaning station (utilize grants and donations)

Broadwater County (pending approval and appropriations)

- Asphalt the 3 miles of road into the marina



Figure 24. Yacht Basin Marina



Figure 25. Goose Bay Marina

#### GOVERNMENT PARTNERSHIP:

SILOS RECREATION AREA including Broadwater Bay, would continue to be developed, operated, managed and maintained by Broadwater County, as a management partner with oversight from Reclamation, until the expiration of its 10 year contract in 2013, as described in the January 22, 2003 Management Agreement. At that time the management and contract would be reviewed for possible renewal.

The Broadwater Bay area at Silos is being developed and is managed by Broadwater County. It is an essential addition to Canyon Ferry Reservoir because it provides, on the south end of the Reservoir, the only safe harbor for boats from storms, boat launch ramps, docks and slips for boats. Following are the recommended facilities and services.

Broadwater County & Reclamation Provided: (responsibility for provision to be determined in future negotiations)

#### *Required*

- management of group day use sites
- continued construction of a deep water harbor at Broadwater Bay (deepening and expanding needed and in progress)
- provision of docks and slips
- operation and maintenance of the boat launch ramp
- Gasoline pump service at dockside service station
- Operation and maintenance of Silos Campground
- Toilets and water close to the new boat launch ramp
- Shade cover at the campsites

- Trees planted in the campground with drip irrigation system
- Concerted mosquito control effort
- Fish cleaning station
- Development, operation and maintenance of a swim beach

*Authorized/Optional*

- Ice sled service for ice fishers
- Rental Cabins
- A shuttle service to Silos RV for already available marina type commodities and services
- Campground upgrade
- 30 and 50 amp power in campgrounds if the existing Silos RV private operator becomes the contracted concession manager for the Silos Recreation Area campgrounds and other recreation areas and facilities
- If possible, development of a system for algae control at the beach and at the harbor
- Water, shower, toilets and fast food type concession for the swim beach
- Hiking, biking, horse riding, non-motorized trail from Silos Recreation Area to Townsend

**Potential Effects of Alternative B (shared ownership-enhanced)**

*ADVANTAGES*

*Continuity* of provision of existing facilities, goods and services would be assured by continuing with the existing concessions and Broadwater County management partnership.

*Improvements* would continue to be made to existing approved facilities and services.

*Future public needs* for concession facilities and services would be met.

*Visitor experience and satisfaction* would be enhanced.

*Opportunities for economic growth and success of concessions* would be enhanced.

*O&M costs to the Government* would be reduced because the concessionaires would be providing O&M at some campgrounds and day use areas currently being serviced by Government.

Facilities at Silos Recreation Area *would continue to be developed and improved.*

*Needed services* would be added for the visitors at south end of the Reservoir. Fuel service at the south end would enable motorboats to travel up and down the full length of the Reservoir.

*New concession opportunities* would be provided, including opportunities for non-concession commercial services to enhance their businesses by adding concession services.

*New and improved facilities and services* would attract new visitors and revenue to the area and the Reservoir in general.

*Government competition* with private enterprise would be avoided by not duplicating concession marina facilities and services where these non-concession facilities and services already exist.

#### *DISADVANTAGES*

*There is additional outlay of Federal funding that cannot be guaranteed.*

### **THE POTENTIAL EFFECTS OF ADDITIONAL FACILITIES AND SERVICES AT SILOS RECREATION AREA ON THE RESERVOIR'S CONCESSIONS AND OFF-SITE PRIVATE BUSINESSES**

The new required and optional facilities and services suggested for Silos Recreation Area should have a positive effect on the other Reservoir concessions and off-site private businesses.

- Increased numbers of users of the reservoir at Silos Recreation Area should mean increased use for other Reservoir concessions and off-site private businesses. This could be particularly true for Silo's RV and Goose Bay Marina.
- The Silos area, on the south end of the Reservoir, is mainly used by fishermen and campers. The northern end of the Reservoir is used more for boating, sailing, water skiing, swimming, day use, water skiing and personal water craft (PWC) use. This separation of uses is due mainly to natural resource differences between the areas. The fishing, algae conditions, and water depth all contribute to the choices of recreationists on where they choose to play. Added facilities and services at the Silos Recreation Area will not contribute to any significant change in these resources that influence the choices of where and when people recreate.

- The Silos area attracts visitors from Broadwater County and areas south of the Reservoir due to the fact that it is closer to these areas. The north end receives more visitation from Lewis and Clark County and areas to the north. This natural distance barrier should remain a more important factor in influencing which concession or business people choose, than would additional facilities and services at the Silos Recreation Area
- Fuel service at the south end of the Reservoir would provide motor-boaters with more convenience and locations to purchase fuel on the water. This should improve their recreation experience and lead to increased Reservoir recreation use.
- The provision of a safe harbor from strong winds on the south end of the Reservoir will lead to a safer situation on the Reservoir. This should attract more boaters and sailors to utilize the entire Reservoir.

**Option # 2: Government ownership: Reclamation owns all of the fixed assets and the concessions contract is solely for management that includes operation, maintenance, and the provision of goods and services.**

Government ownership would be a last resort. It would occur only to assure continued operation of the concessions if no concessionaires bid on the concession contracts. Under this option, the Government, which already owns the land, would also become the owner of the concession facilities and infrastructure. However, the management would not be by the Government. A concession management contract would be bid to the private sector.

ADVANTAGES OF OPTION # 2 (Government ownership)

*Public ownership of land, facilities, and infrastructure would be maintained.*

*Disruption of the provision of concession facilities and services might be avoided by the public owning both the lands and the facilities on those lands, and by having private concessionaires managing the concessions*

*The need and associated risks for concessionaires to invest in capital improvements would be eliminated.*

*The existing concessionaires would receive an immediate fixed asset return on their existing capital investments, even though it would be at a depreciated value. The concessionaire would have the opportunity to bid on the management contract and, if they were successful bidders, they could profit from managing the facilities and services.*

*The public's return on investment could be increased due to a higher % concession fee.*

There would be more control over the quality and safety of facilities and infrastructure.

Controversy and legal issues over ownership of improvements, value of improvements, and disposition of improvements would be avoided.

#### DISADVANTAGES OF OPTION # 2 (Government ownership)

*The need would exist for Government to secure revenue to purchase the facilities during times of tight budgets.*

*The opportunity will be lost for concessionaires to invest in and profit from the development and improvement of facilities.*

*There is the potential for less care and concern for managing Government-owned assets versus privately owned assets.*

*There would be one single owner of all three concessions-the Government. This would be unpopular with the local public.*

#### **Alternative A (Government ownership-no change in number and type of facilities and service, however the Government would purchase and own all fixed assets)**

This alternative would continue the existing concession marina operations without adding any additional new facilities, goods or services beyond those now permitted and required in the existing concession contracts. No changes in use would be considered and the contract provisions would stay the same until the re-bid of the contracts in 2004, 2005 and 2010. Reclamation might, instead of outright purchase, receive the fixed assets of the concession through reducing the franchise fee that the concessionaire must pay over the term of their contract. Or, if there were willing sellers Government had the funding, Government could purchase through agreeable means the existing fixed assets deemed appropriate and necessary for the concession to continue to operate. A new concession management contract would be bid, and the successful bidder would manage, operate and provide the existing goods and services. No new concessions would be permitted on the reservoir except for those permitted under the current Silos Recreation Area contract. Under this alternative:

## CONCESSIONS:

YACHT BASIN MARINA would continue, until the expiration of the December 31, 2004 contract, to offer the Reclamation approved facilities, and goods and services that they are currently providing. As a condition of a new long term contract Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the concession operation. The existing marina concession operator would be invited to publicly compete for the opportunity to manage, operate, and maintain the Reclamation-owned facilities and provide the following services:

Concessionaire provided services:

- Management, operation and maintenance of the existing Reclamation facilities listed below, and the provision of related goods and services.

Reclamation provided facilities (pending appropriations are provided):

- Improved boat launching ramp\*
- boat slips and docks
- a convenience store
- a boat storage area
- public restrooms and shower
- cabins
- gasoline fueling facility
- parking lot

KIM'S MARINA AND RV RESORT would continue, until the expiration of the December 31, 2005 contract, to offer the Reclamation approved facilities, and goods and services that they are currently providing. As a condition of a new long-term contract, Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the concession operation. The existing marina concession operator would be invited to publicly compete for the opportunity to manage,

Concessionaire provided services:

- manage, operate and maintain the Reclamation provided facilities, and provide the related goods and services

\*According to users, the existing ramp functions well for deep water launching. In any improvement the existing launch capability needs to be maintained.

Reclamation provided facilities (pending appropriations are provided):

- public restrooms
- flood diversion structure
- sewage pump-out facility
- a convenience store
- boat storage
- full-service RV and trailer camp sites
- boat docks and slips
- a boat launch ramp
- gasoline fueling dockside facility
- cabins
- shower

GOOSE BAY MARINA would continue, until the expiration of the December 31, 2010 contract, to offer the Reclamation approved facilities, and goods and services that they are currently providing. As a condition of a new long-term contract, Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the concession operation. The existing marina concession operator would be invited to publicly compete for the opportunity to manage, operate, and maintain the Reclamation-owned facilities and provide the following services

Concession provided services:

- manage, operate and maintain the Reclamation provided facilities, and provide the related goods and services

Reclamation provided facilities (pending appropriations are provided):

- boat launch ramp
- public restrooms
- parking lot
- docks and boat slips
- a convenience store
- a boat and RV storage area
- fuel system and dockside gasoline
- short and long-term campsites
- toilets
- access to docks
- showers
- parking lot

## GOVERNMENT PARTNERSHIP:

SILOS RECREATION AREA including Broadwater Bay, would continue to be developed, operated, managed and maintained by Broadwater County, as a management partner with oversight from Reclamation, until the expiration of its 10 year contract in 2013, as described in the January 22, 2003 Management Agreement. At that time, the management and contract would be reviewed for possible renewal.

Broadwater County provided services:

- management of the campgrounds
- management of group day use sites
- continued construction of a deep water harbor at Broadwater Bay
- management of boat launch ramps
- management of campgrounds
- management of day use sites
- management of old boat ramps
- management of restrooms

Reclamation Provided: (existing facilities)

- group use shelters
- campgrounds
- well
- utilities
- design of harbor and appurtenant features



Figure 26 Silo's boat launch ramp

**Potential Effects of Alternative A (Government ownership-no change)**

**ADVANTAGES**

*Continuity* of provision of existing goods and services could be assured by continuing the existing areas facilities and services.

*Improvements* could continue to be made to existing facilities and services where the improvements were already begun.

The Government partner and concessionaires would not have to make new investments in facilities and infrastructure.

Concessionaires would receive an immediate return on their investments even though the returns would be at depreciated value.

The complexities of possessory interest would be eliminated and disagreements about fair value and disposition should be reduced.

**DISADVANTAGES**

*Future public needs* for concession facilities and services would not be fully met.

*Visitor experience and satisfaction* may decline as increasing numbers of visitors compete for the same number and type of facilities and services. This is particularly true with the growing population of the area and the growing visitation at the Reservoir.

*Environmental impact* would probably increase due to lack of facilities and services.

*The opportunity and responsibility* to meet future commercial needs and new opportunities for economic growth and development would be missed.

*Securing Federal funding* is not assured.

There would be one owner of facilities at the reservoir (the Government). The local public opposes this.

**Alternative B (Government Ownership-Enhance Existing Concessions, and Provide New Concession and Non-Concession Opportunities)**

**CONCESSIONS:**

YACHT BASIN MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires December 31, 2004. As a condition of a new long term contract Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the concession operation if there was a willing seller. A new concession contract that would be a management contract only, would then be put up for bid. This new contract would be in keeping with the 2003 Canyon Ferry RMP/EA, and would be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession fee would be charged based upon the continuation of the provision of the goods and services in the past contract and the new services listed below. Reclamation would provide the existing facilities and the additional facilities listed below. The concessionaire would provide the management, O&M and goods and service for these additional facilities

Concessionaire provided services:

- Operation and Maintenance of the Chalet Site
- Operation and maintenance of the Fish Hawk Campground
- Operation and maintenance of the additional Reclamation-provided facilities listed below

New facilities provided by Reclamation pending appropriations are provided):

- Expanded and improved parking lot
- Expanded and improved boat launch ramp
- Bank stabilization and improved safe path to the north leading to the existing group cabins and beach
- Trail from the Chalet Group Use Site to the Marina, and toilet at this site
- Fish cleaning station
- Improved toilets with shower (ADA)
- Two group rental cabins and additional/improved recreation activity facilities at the Chalet Group Use Site
- Replacement of 2 docks and the addition of 2 new docks (some for larger boats)
- More docking and mooring for temporary public landing and short term stay (e.g. overnight, day or weekend)
- Developed campsites including a few for RV's at Fish Hawk

KIM'S MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires December 31, 2005. As a condition of a new long term contract Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the

concession operation. A new concession contract that would be a management contract only, would then be put up for bid. This new contract would be in keeping with the 2003 Canyon Ferry RMP/EA, and would be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession fee would be charged based upon the continuation of the provision of the goods and services in the past contract and the new services listed below. Reclamation would provide the existing facilities and the additional facilities listed below. The concessionaire would provide the management, O&M and goods and service for these additional facilities.

*Concessionaire provided services:*

- Manage all current and new facilities and services
- Operation and maintenance of Chinaman, Jo Bonner, and Court Sheriff Campgrounds
- Management, operation and maintenance of the swim areas at campgrounds
- Manage group day use area at Cave Bay

*Reclamation provided facilities (pending appropriations are provided):*

- Fish cleaning station
- Beaches, designated with buoys, with swim area, changing rooms and showers at area campgrounds
- Construct day-use group shelter at Cave Bay
- Expand by 20 sites, the full-service RV campground at Kim's
- Provide some more recreation facilities and recreation/meeting room
- Finish construction of flood control/water diversion
- Upgrade the toilets and shower

*GOOSE BAY MARINA* would continue to offer the facilities, goods and services described in Alternative A until the contract expires in 2010. As a condition of a new long term contract Reclamation could receive, in lieu of a reduced franchise fee, or could purchase the existing facilities deemed appropriate and needed to continue the concession operation. A new concession contract that would be a management contract only, would then be put up for bid. This new contract would be in keeping with the 2003 Canyon Ferry RMP/EA, and would be mindful of Reclamation's Concession Policy, Directives and Standards for Concession Services. A % of gross revenue concession fee would be charged based upon the continuation of the provision of the goods and services in the past contract and the new services listed below. Reclamation would provide the existing facilities and the additional facilities

listed below. The concessionaire would provide the management, O&M and goods and service for these additional facilities.

Concessionaire provided services:

- Management, operation and maintenance of the group day use area
- Management, operation and maintenance of Goose Bay Campground
- Management, operation and maintenance of all new and existing facilities and services

Reclamation provides all facilities including the following new facilities (pending appropriations are provided):

- Develop a full service fee campground at Goose Bay with campground loops, designated sites, group camping areas, toilets, water and other amenities
- Construct a modern full service day use facility for group rentals.
- Build a store near the boat ramp
- Construct new restroom and shower facilities
- Upgrade RV sites to 30 and 50 amp.
- Trees and shade shelters with drip irrigation system
- Provide wave suppression at mouth of Bay
- New docks

GOVERNMENT PARTNERSHIP:

SILOS RECREATION AREA including Broadwater Bay, would continue to be developed, operated, managed and maintained by Broadwater County, as a management partner with oversight from Reclamation, until the expiration of its 10 year contract in 2013, as described in the January 22, 2003 Management Agreement. At this time the contract would be reviewed and considered for renewal. The Broadwater Bay area at Silos is an essential addition to Canyon Ferry Reservoir because it provides, on the south end of the Reservoir, the only safe harbor for boats from storms, boat launch ramps, docks and slips for boats. The main commercial service needs for Silos Recreation Area, including Broadwater Bay, are:

Broadwater County provided services:

- Operation of gasoline dockside fuel service
- A shuttle service to Silos RV Park and Fishing Camp for already available marina type commodities and services
- Operation and maintenance of Silos Campground
- Operation and maintenance of a swim beach

- Ice sled service for ice fishers
- O&M of rental cabins
- O&M of docks and slips and launch
- O&M of the group shelters

Reclamation provided facilities & services:

*Required*

- Toilets and drinking water close to the new boat launch ramp
- Shade cover at the campsites
- Trees planted in the campground with drip irrigation system
- Concerted mosquito control with the County
- Dockside gasoline fuel system
- Docks with up to 140 slips depending on the size of the enlarged harbor
- Fish cleaning station (with grants)
- Campgrounds

*Authorized/optional*

- Construction and designation with buoys of a sand swim beach
- If possible, development of a system for algae control at the beach and at the harbor
- Water, shower, toilets and fast food type concession for the swim beach
- Hiking, biking, horse riding, non-motorized trail from Silos Recreation Area to Townsend
- 30 and 50 amp power in campgrounds if the existing Silos RV and Fishing Camp private operator becomes the contracted concession manager for the Silos Recreation Area campgrounds and other recreation areas and facilities
- Year-round winterized rental cabins
- Trail to Townsend

**Potential Effects of Alternative B (Government ownership-enhanced)**

**ADVANTAGES**

*The uncertainty* in the provision of existing facilities, goods and services that exists with concessionaires and the bidding process, would be eliminated by Government assuring the continued existence and operation of concession areas and the Silos area.

*Improvements* would continue to be made to existing approved facilities and services.

*Future public needs* for facilities and services could be met on an as-needed timely basis without having to rely on the ability of concessionaires to obtain funding and make the improvements. This is not always possible on a timely basis in the private sector.

*New concession management opportunities* would be provided, and opportunities would exist for non-concession commercial services to enhance their businesses by adding concession-type services.

*Government competition* with private enterprise would be avoided by not duplicating concession marina facilities and services where non-concession facilities and services already exist on private property.

*The complexities of possessory interest*, and disagreements about fair value and disposition would be eliminated.

*If Government bought* the existing concessionaire's fixed assets, then the existing concessionaires would receive an immediate return on their investment, however at a depreciated value.

*Government ownership and provision of facilities* might help assure improved quality of facilities and infrastructure and environmental quality.

*Time and expense* in Government oversight and management of concession contracts could be reduced.

#### *DISADVANTAGES*

*The large Federal investment* would be dependent on appropriations that are not assured.

*It may be difficult to phase in buyouts.*

*There would be only one owner* of facilities on the Reservoir (Government). The local public does not want this.

*Funding for facilities and services from the private sector* would be eliminated and all funding would have to come from the Government.

*Opportunity for commercial business enterprise* would be lost.

**Option # 3: Privatization. Reclamation sells the entire concession site and the operation is privatized. Terms of the sale and ownership should be limited by deed restrictions that require certain facilities and services, in perpetuity, to be offered to the public and be maintained.**

#### ADVANTAGES OF OPTION # 3 (Privatization)

There would be no time limit on the length of operation and no insecurity of having to bid on the concession

Business loans would be easier to obtain.

The owner would have the right to possibly sell the facility for profit.

Privatization would eliminate the questions related to possessory interest, and reduce disagreements about fair value and disposition.

Federal bureaucracy, "red tape", paperwork, and changing government regulations and personnel could be reduced.

The property might add to the local tax base. However, the Federal Government already remits an annual amount to counties in the form of payments in lieu of taxes.

#### DISADVANTAGES OF OPTION # 3: (Privatization)

There would be little if any public (Government) oversight of the quality of operation, monopoly and pricing.

The U.S. Government will reserve the right to operate the reservoir in a manner which is conducive to the authorized purposes for the Canyon Ferry Project. These authorized purposes include, but are not limited to water supply, flood control, and power generation. Therefore, if privatization of the concession areas occurs, the U.S. Government would still need legal instruments in place to release the Government from any future damage claims that could be related to reservoir operations. For example, if the reservoir were drawn down for flood control or repairs, the concession could be put out of business, with no recourse. On the other hand, if the water level was raised for increase water supply, or power generation, then the concession could be inundated with no possibility of recovering damages.

Selling public recreation land for the purpose of allowing private individuals and entrepreneurs to make a profit is not in the best interest of the public.

Selling the land is contrary to the National and State of Montana efforts to obtain, for recreation, more public domain and access to water.

As a stipulation of the sale of the properties, covenants could be placed upon the property and its owner requiring that facilities and services be provided to the public, these facilities and services and lands be maintained at a high standard and public access to water be maintained. However, there is no guarantee that the covenants will be upheld. This could even lead to limiting public access to water. Government oversight would still be required, and the government could end up getting a property back that is degraded and requires considerable work and expense to rehabilitate.

This option lends itself to a single large operator. The purchase of waterfront land and government-owned facilities and infrastructure would be very costly and could be prohibitive for the existing local operators. This could mean that the existing concession operators might not be able to afford the purchase or out-bid large operators. Outside large operators could buy up the lands and operations. This could lead to higher prices and services more oriented to tourists than locals. Tourists often desire more costly facilities and services such as houseboats.

The purchase should still require that all of the recommended new facilities and services be provided. This would represent additional major expense for the business since Reclamation would no longer share in providing the facilities and infrastructure for the private sector like they would with a concession operation. Where profit margins are already low, which is the case with concessions at Canyon Ferry Reservoirs, this added expense could cause the business to fail.

The sale would require special specific Federal legislation that would likely take considerable time to possibly get approved.

Government sale of public lands, especially public recreation lands and environmentally and visually sensitive lands adjacent to water, are unpopular with the public. The probable teaming of recreationists and environmentalists to oppose the sale of the public estate could draw national attention and negative public relations, and have political implications.

There is no guarantee that money generated by the Federal Government from the land sale would come back to Canyon Ferry Reservoir to benefit recreation.

Selling public lands at Canyon Ferry Reservoir for the purpose of allowing private individuals to make a profit would set a precedent for allowing public lands around other reservoirs to be sold for this purpose.

## CONCESSIONS:

YACHT BASIN MARINA would continue to offer the facilities, goods and services until that time that its contract expires and the concession is re-bid or until Reclamation might receive congressional approval to sell its land and facilities. The purchaser and new private owner should provide to the public the management, O&M, goods and service and facilities that currently exist; and those new facilities and services recommended in this report and listed below.

*New facilities that should be provided to the public by the new private owner*

- Expanded and improved parking lot
- Expanded and improved boat launch ramp
- Bank stabilization and improved safe path to the north leading to the existing group cabin and beach
- Fish cleaning station
- Improved toilets and showers (ADA)
- Replacement of 2 docks and addition of 2 new docks (some for larger boats)
- More docking and mooring for temporary public landing and short term stay (e.g. overnight, day or weekend)

KIM'S MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires December 31, 2005 and the concession is re-bid, or until Reclamation might receive congressional approval to sell its land and facilities. The purchaser and new private owner should provide to the public the management, O&M, goods and service and facilities that currently exist; and those new facilities and services recommended in this report and listed below.

*New facilities that should be provided to the public by the new private owner*

- Fish cleaning station
- Expand by 20 sites, the full-service RV campground at Kim's
- Provide some more recreation facilities and recreation/meeting room
- Finish construction of flood control/water diversion
- Upgrade the toilets and shower
- Replace the one old 68 slip dock

GOOSE BAY MARINA would continue to offer the facilities, goods and services described in Alternative A until the contract expires in 2010 and the concession is re-bid, or until Reclamation might receive congressional approval to sell its land and facilities. The purchaser and new private owner should provide to the public the

management, O&M, goods and service and facilities that currently exist; and those new facilities and services recommended in this report and listed below.

*New facilities that should be provided to the public by the new private owner*

- Build a new store near the boat ramp
- Construct new ADA restrooms and showers away from the well
- Upgrade RV sites to 30 and 50 amp.
- Trees and shade shelters with drip irrigation system
- Breakwater at mouth of Bay
- Four new docks and improved stair system down to docks
- Fish cleaning station

## COMMERCIAL SERVICES RECOMMENDATIONS

### **1. Recommendation: Continue all existing concession operations**

**Justification: From public input into this plan, the existing operators and operations are all viewed as competent, friendly, “Montana style” small local businesses that are doing a good job of meeting the public recreation needs. All three marinas are viewed as needed. Silos Recreation Area is important to the southern part of the reservoir and the economy of Broadwater County.**

### **2. Recommendation: Do not seek out one single concession operator for the entire lake.**

**Justification: There is strong local opposition to a single large operator—especially non-local. The public prefers small local “Montana style” operators.**

### **3. Recommendation: Continue to work with all concessionaires to assist them in planning for, or providing, the necessary services, facilities and infrastructure to accommodate public needs.**

**Justification: The public has a reasonable expectation to enjoy and benefit from quality services, facilities, and other infrastructure designed to accommodate recreational pursuits on Federal lands. To the extent that funding is available, Reclamation can develop recreational areas that can benefit the general public, and at the same time, will contribute to the overall success of the concession operators.**

4. **Recommendation:** Shared ownership (option # 1) with enhanced facilities and services is the preferred option and alternative. The concessionaire and Reclamation should share in the ownership and expense of facilities, infrastructure, and improvements for concessions on Canyon Ferry Reservoir.

**Justification:** With shared ownership of facilities:

- the public should receive more facilities and services
- oversight and guarantees will be in place to help assure quality of facilities and services
- public lands and access to water will be assured, a single large operator could be avoided
- more money should be generated in the commercial sector
- no breaks in services should occur
- neither Reclamation nor the concessionaire will individually have to expend as much money for facilities and infrastructure.

5. **Recommendation:** Should a concession become unsuccessful and can not be bid or sold, then Reclamation, as a last resort to assure services, needs to be prepared to initiate Federal ownership.

**Justification:** Since all of the concessions and their existing and proposed facilities and services are essential for public recreation on the Reservoir, it is essential to consider Reclamation ownership as a backup to shared ownership. This should be a last resort to keep a concession running. Purchase by Reclamation would only occur if there were a willing seller, and the price would likely be at the depreciated value. There is no guarantee that Reclamation would have adequate funds available to buy out the concessions.

6. **Recommendation:** Privatization (option # 3) is the least desirable option and is not recommended.

**Justification:** The disadvantages of privatization at Canyon Ferry Reservoir out-weigh the advantages. The advantages and disadvantages are presented on pages 56&57.

7. **Recommendation:** The bidding selection process should consider the existing local concession operator's performance record, their financial advantage, and the degree to which their performance has met the

needs of the public. Reclamation currently conducts annual inspections to evaluate concessionaire's performance. The results are shared with concessionaires. However, the agency is currently working towards performance based standards. Agency adopted standards should be shared with the concessionaires and applied to new contracts when appropriate.

**Justification:** Having a copy of these standards will help assure that the existing concessionaires know what they must do to meet the standards.

**8. Recommendation:** Develop a recreation plan for Canyon Ferry Reservoir.

**Justification:** A recreation plan would be developed to help management with integrating and implementing the CSP, FFE and RMP into a coordinated effort to manage Canyon Ferry Reservoir to provide quality recreation experiences for the future. State of the art management planning tools should include the Water Recreation Opportunity Spectrum (WROS) and Carrying Capacity study. Information gathered from using these tools and from the CSP, FFE, RMP, and past and new scientific visitor surveys would be used to support the recommendations of the plan. Among other things, the plan would provide specific management actions needed to meet visitor needs; and outline who, when, where and how actions would be taken.

## **FINANCIAL FEASIBILITY EVALUATION**

## GOALS OF THE FINANCIAL FEASIBILITY EVALUATION

To identify:

- 1 Facility and service upgrades/developments that should be provided by Reclamation, and upgrades/developments that should be provided by the concessionaire.
- 2 Proposed length of service (term) for future contract opportunities at each marina/concession based upon scope and degree of private investment.
- 3 Economic information necessary to evaluate the financial viability of options considered.
- 4 New marina/concessions opportunities at Silos and how they may or may not affect other existing concessions and private businesses already operating in the immediate vicinity

In order to meet these goals, this Financial Feasibility Evaluation presents the following:

- A. Estimates of the capital investments needed for the required new concession developments and improvements presented in the Commercial Services Plan.
- B. Justification for Federal vs. concessionaire capital investment requirements
- C. The proposed length of a concessions seasonal operation and justification
- D. Adjustment of user fees
- E. The alternatives, recommendation and justification for the proposed length of service term and proposed franchise fee for each of the concessions contracts
- F. The concession franchise fee, and term of contract needed for Reclamation to recover their capital investment if government owns the fixed assets

## FFE FINDINGS

- A. Estimates of the capital investments needed for the required new developments and improvements presented in the Commercial Services Plan.**

Disclaimer-No appraisals have been done to provide cost estimates for this study. The costs of facilities and infrastructure listed in this report are estimates based upon available information obtained from Reclamation, the concessionaires, industry standards and the best professional judgment of this contractor. There are many variables that could change these estimates such as who does the construction--is it contracted or done in-house, the materials used, etc.

CONCESSIONS:

Yacht Basin Marina

<u>Concessionaire Provided:</u>	<u>Estimate</u>	<u>Income</u>
	<u>Construction Cost</u>	<u>(yearly)</u>
<i>Required</i>		
• Replacement of two docks and addition of two more docks (some for larger boats)	\$200,000	\$30,000
<i>Authorized/Optional</i>		
• 2 Group rental cabins and additional/improved recreation facilities at the Chalet Group Use Site	\$25,000	\$4,000
• Operation and Maintenance of the Chalet Site		\$2,000
• Operation and maintenance of the Fish Hawk Campground 25 sites		\$7,000
• Sewage pump-out for boats	\$5,000	
• Trail from the Chalet Group Use Site to the Marina	\$10,000	

Reclamation Provided (pending appropriation of funds):

• Expanded and improved parking lot and expanded And boat launch ramp improvement (already being Evaluated and planned by Reclamation)	\$250,000	
• Bank stabilization and improved safe path to the north leading to the existing group cabin and beach (provided as part of the parking lot expansion)		
• Fish cleaning station (utilize grants and donations)	\$34,600	
• Designate and improve 25 campsites at Fish Hawk	\$175,000	

Kim's Marina and Resort

Concession provided

*Required*

• Operation and maintenance of Chinaman's, Jo Bonner, and Court Sheriff campground	\$35,000
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	<u>Cost</u>	<u>Income</u>
• Management, operation and maintenance of the swim area		
• Twenty site expansion of full service RV campground With matching \$50,000 from Reclamation	\$50,000	\$25,000
• Manage, operate and maintain group shelter at Cave Bay point		\$ 2,500
• Maintenance of fish cleaning station		
• Replace 1 dock with berthing for approximately 68 boats.(assumes some labor by owner (income already exists-\$3,000 assumes an increase in fee)	\$100,000	\$3,000

Reclamation provided (pending appropriation of funds):

• Fish cleaning station (utilize grants and donations)	\$34,600	
• Provide designated and buoyed swim beach areas at the Campgrounds	\$3,000	
• Assistance construction of RV campground	\$50,000	
• Close off boat launching from the beaches at the campgrounds because of safety and environmental concerns, and an abundance of existing launches in the area		
• Toilets and shower	\$50,000	
• Provide Group shelter and parking at Cave Bay Point	\$20,000	

Goose Bay Marina

Concessionaire provided

*Required*

• Operation and maintenance of two loops with 40 Campsites some group sites.		\$16,000
• Management and maintenance of a group day use area		\$3,000
• Replace 4 docks & improve stairs & paths to docks \$3,000 (income exists-\$3,000 assumes an increase in fee)	\$150,000	

*Authorized/Optional*

• Build new store near boat ramp	\$50,000	
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	<u>Cost</u>	<u>Income</u>
• Continue to try to grow more trees with drip irrigation system and/or provide shade shelters for campsites in RV park	\$3,000	
• Provide a tethered floating breakwater (like the one at Kim's marina) at the mouth of the bay to protect boats and facilities from the large waves created by high winds on the Reservoir. This would also allow future placement of additional docks and slips in Goose Bay.	\$4,000	

Reclamation provided (pending appropriation of funds)

• Develop a campground with 2 campground loops, 40 designated sites, a diversity of sites (some group camping areas, tent sites, full service RV type and some partial service RV).	\$250,000	
• Construct a modern full service day use facility for group rentals near Goose Bay Campground area	\$20,000	
• Assist in expanding and improving RV sites with more 30 and 50 amp power	\$50,000	
• Fish cleaning station (utilize grants & donations)	\$34,600	
• Toilets and shower facility	\$50,000	

GOVERNMENT PARTNERSHIP:

Silos Recreation Area

Broadwater Co. & Reclamation provided pending appropriation of funds and agreement on which partner should provide the facility or service

*Planned/authorized and/or required*

• management of group day use sites		
• continued construction, deepening and expansion of a deep water harbor, and channel dredging at Broadwater Bay	\$280,000	
• docks with 140 slips (assumes 60% occupancy with small fishing boats-seasonal rate)	\$250,000	\$40,000
• Gasoline pump service at dockside service station	\$30,000	\$30,000
• Operation and maintenance of Silos Campground		\$11,000
• Toilets and water close to the new boat launch ramp	\$15,000	
• Concerted mosquito control effort	\$25,000	
• operation and maintenance of the boat launch ramp		
	<u>Cost</u>	<u>Income</u>

- Fish cleaning station (utilize grants and donations) \$34,600
- Swim beach (buoy area, provide sand and maintain) \$10,000

*Authorized/Optional*

- 2 Rental Cabins-winterized \$80,000 \$8,000
- A shuttle service to Silos RV for already available marina type commodities and services
- Ice sled service for fishermen
- Water, shower, toilets and fast food type concession for the swim beach \$75,000
- campground improvement including campsite shade cover and trees \$1,200,000\*
- 30 and 50 amp power in campgrounds if the existing Silos RV private operator becomes the contracted concession manager for the Silos Recreation Area campgrounds and other recreation areas and facilities.
- If possible, development of a system for algae control at the beach and at the harbor
- Hiking, biking, horse riding, interpreted non-motorized trail from Silos Recreation Area to Townsend

**B. Justification for Federal vs. concessionaire capital investment requirements**

Most of the capital improvements and investment requirements listed for the Government are needed public facilities and services that do not return revenue to the concessionaires; or they are facilities that Reclamation has already suggested that they plan to or would like to provide at Canyon Ferry Reservoir. These capital improvements help strengthen the concessions, provide a service to the public, help with health and safety or go beyond the scope of the concessions contract.

**C. The proposed length of a concessions seasonal operation and justification**

Based on existing recreation demand and the experience of the current concession operators and government recreation managers, the length of required seasonal operation should be from May 1 through September 30.

\* \$1,200,000 for campground is an estimate from Reclamation's Canyon Ferry staff. The recreation season is short with the majority of use coming in July and

August. The exception is at the Silos Recreation Area. At the Silo's locale, the area should operate year-round and support winter use. Ice fishing is extremely popular on the southern half of the reservoir and ice boating is growing in popularity.

#### **D. Adjustment of user fees**

Use fees charged to the public by the concessions for use of their facilities and services at Canyon Ferry Reservoir are low compared to other marinas across the country. From discussions with the concessionaires, it was felt that their user fees were reasonable given the local economy. There is reluctance to raising user fees. Most user fees are comparable across all three marinas. Given that the net income and IRR of these small concessions is marginal at best, it is important that user fees be increased. If the public wants to keep the existing concessions they will need to support increased user fees. Research has shown that the public will support increased user fees for recreation if they believe they will receive value for their money. In this case the main value is in assuring that the concessions are economically viable and remain in existence. It is recommended that user fees be increased across all concessions to a rate that will help assure a reasonable income and working capital while still providing services and facilities at an affordable cost to the public. It is the responsibility of the concessionaire to determine what they consider a reasonable income and what fees they need to charge to achieve this income. Neither this report nor the government should determine these fees. However, it is the responsibility of the Government to oversee prices and assure that fees are comparable to those charged locally in the private sector.

#### **E. The alternatives, recommendation and justification for the proposed length of service term and proposed franchise fee for a concessions contract**

##### Assumptions and Disclaimer

- The financial feasibility of a concession is based, in part, upon the estimated value of the existing fixed assets. Without having an appraisal of these assets, the values assigned to property, infrastructure, and capital improvements may not be the same as those found in an appraisal. The values assigned to the fixed assets are estimates using Reclamation figures, values assigned by the concessionaires, industry standards and professional judgment.
- For each concession, the alternatives are based upon the estimated value of the fixed assets, the required improvements and the personal property.

- The improvements are assumed to be taking place within the first four years of the concession contract. The sooner the improvements and additional facilities and services recommended in this CSP/FFE are made, the sooner the concessions should begin to experience greater return on their investments.
- It is assumed that the inflation rate will be 2.5%.
- Financial feasibility assumes a targeted IRR of 15%. However, a concessionaire may opt for a lower IRR.
- This study set out to demonstrate the minimum time (term) required for each concession to achieve a reasonable IRR (15%). In order to demonstrate this, a franchise fee of 0.0% was assumed. This was done because it was assumed that the primary goal of the Government at Canyon Ferry was not so much to experience a financial return, but to make sure that the facilities and services offer by the concessions would continue to be available to the public. This is particularly important at Canyon Ferry where the small “mom and pop” operations are operating below the 15% IRR. It is possible that the Government would require a franchise fee of 1-2%. If this were the case, it is assumed that the term of the contract would be extended.
- The local public is adamantly opposed to a single operator (especially non-local) of the concessions on Canyon Ferry Reservoir. Therefore, even though computer models demonstrate that combining all three concessions under one operator has the greatest financial feasibility, it is assumed that this option is not politically acceptable. Therefore, the financial scenario of combining all three operators under one concessionaire is not presented.
- Alternative # 1, listed under each marina, assumes that assets will be purchased by the Government or third party at the end of the contract. Alternative # 2 assumes that the assets will be bought down by the Government by reducing the franchise fee. There would be no asset purchase at the end of the contract period. Government would own the assets. Alternative # 3 assumes Government ownership at the beginning of a contract period.

Following are the scenarios that demonstrate the financial feasibility of a concession for each of the marinas. The computer economic model shows that a 15-year term for each of the concessions is the minimum time period required to come close to a reasonable IRR.

## CONCESSIONS:

### YACHT BASIN MARINA

Scenario #1. At a base franchise fee of 0.0%, Yacht Basin Marina would need a 15-year contract with the concessionaire selling their facilities, infrastructure and improvements (fixed asset return-FAR) and personal property at the end of the contract. This is based on a return on the money invested in capital improvements (internal rate of return [IRR]) of 9.9%.

Scenario #2. Reclamation would not be able to buy down the FAR during the term of the contract. A 15-year term only yields an IRR of 3.4%. A 20-year term does not significantly alter these figures. It is important to note that if the existing concessionaire were to bid and get the contract, this scenario becomes more feasible. This is due to the fact that if a current operator gets the contract, they pay only the improvement costs and do not have to pay the fixed asset return costs.

Scenario #3. If Reclamation owned the fixed assets at the beginning of a contract period, then the taxpayers should recover more than half of their purchase expenses in approximately 10 years, with a franchise fee of 17.3%. (See the figures in the following section (F).

### KIM'S MARINA AND RESORT

Scenario #1. At a base franchise fee of 0.0% Kims Marina would need a 15-year contract with the concessionaire selling their fixed assets, personal property and improvements at the end of the contract. This is based on a return on their money invested in capital improvements (IRR) of 14.4%.

Scenario # 2. If Reclamation buys down the FAR during the term of the contract then the term would be 15 years with a franchise fee of 0.0% and an IRR of 12.3%

Scenario # 3. If Reclamation owned the fixed assets at the beginning of a contract period, then in 10 years, the taxpayers should experience repayment of the purchase price with a franchise fee of 26.1 %. (See the figures in the following section (F).

### GOOSE BAY MARINA

Scenario #1. At a base franchise fee of 0.0%, Goose Bay Marina would need a 15-year contract with the concessionaire selling their fixed assets, personal property and

improvements at the end of the contract. This is based on a return on their money invested in capital improvements (IRR) of 12.0%.

Scenario # 2. If Reclamation buys down the FAR during the term of the contract, then the contract term would be 15 years with a franchise fee of 0.0% and an IRR of 7.1%. This is not economically feasible. A 20-year term does not significantly alter these projections.

Scenario # 3. If Reclamation owned the fixed assets at the beginning of a contract period, then in 10-years taxpayers should experience repayment of the majority of the purchase price, with a franchise fee of 18.5%. (See the figures in the following section (F)).

#### GOVERNMENT PARTNERSHIP:

##### SILOS RECREATION AREA

Silos Recreation Area is operated under a management agreement as a Government partnership between Reclamation and Broadwater County. The County is a Government service provider and not a concessionaire or a commercial service operator. The County is authorized to provide oversight, under their management contract with Reclamation, to the future concession activities at Silos Recreation Area. The terms of any future concession contracts would be negotiable.

**F. The total Federal investment, concession franchise fee, and amount of \$'s the public can expect to recover from their capital investment after 10 years if Reclamation purchases, from a willing seller, the concessionaires existing and proposed fixed assets and personal property.**

Personal property and residences, garages, apartments and any other fixed assets that is not central to the provision of facilities and services to the recreating public are not included in the total Government investment \$ figures for the marina concessions.

##### YACHT BASIN MARINA (government ownership)

Total Reclamation Investment (includes the concessionaires fixed asset, personal property and recommended improvements)  
\$671,000

Term of the Concession Management Contract  
10 years

Franchise Management Fee  
17.3% of gross

Up Front \$ Guarantee to the Concessionaire  
8% of gross

Recovery of Government's Total Investment in 10 years  
\$470,030

In summary, over half (\$470,030) of the Government investment of taxpayers dollars of \$671,000 for the purchase of all of the facilities and infrastructure of value that are currently owned by the concessionaire, their personal property and improvements that are recommended for the new commercial services contract, should be recovered by the Government in 10 years. Government would receive a franchise fee of 17.3% of gross. The concessionaire would under a management contract, benefit by receiving a guaranteed up-front 8% of gross revenues, and profit from the concession operation. Since the managing concessionaire would have no investment expenses or debts payments for capital improvements, they should make solid profits.

KIM'S MARINA AND RESORT (Government ownership)

Total Government Investment  
\$1,716,250

Term of the Concession Management  
10 years Contract

Franchise Management Fee  
26.1% of gross

Up Front \$ Guarantee to the Concessionaire  
8% of gross

Recovery of Government's Total Investment in 10 Years  
\$1,819,021

In summary, In 10 years, all of the Federal investment of taxpayers dollars of \$1,716,250, for the purchase of the facilities and infrastructure of value that are currently owned by the concessionaire and that are recommended for the new commercial services contract, plus personal property, should be recovered. The concessionaire would also benefit by receiving a guaranteed up-front 8% of gross revenues, and the profits from the concession operation. Since the concessionaire would have no investment expenses or debt payments for capital improvements, their profits should be quite reasonable.

GOOSE BAY MARINA (Government ownership)

Total Government Investment  
\$665,625

Term of the Concession Management Contract  
10 years

Franchise Management Fee  
18.5% of gross

Up Front \$ Guarantee to the Concessionaire  
8% of gross

Recovery of Government's Total Investment in 10 years  
\$575,015

In summary, in 10 years, most the \$575,015 of the Government's investment of taxpayer dollars of \$665,625, for the purchase of the facilities and infrastructure of value that are currently owned by the concessionaire and that are recommended for the new commercial services contract, plus personal property, should be recovered. A concession franchise fee would be 18.5%. The concessionaire would also benefit by receiving a guaranteed up-front 8% of gross revenues and the yearly net profits from the concession operation. Since the concessionaire would have no investment expenses or debts payments for capital improvements, the profits should be at least 15%.

**OTHER FINANCIAL CONSIDERATIONS**

1. Should a concessionaire opt to sell their assets before the end of the contract, then it is recommended that Reclamation allow either of the following two options:

- A. An approved prospective buyer may assume the existing concession contract for the remainder of the term.
  - B. An approved perspective buyer may negotiate a new long-term contract with Reclamation.
2. If there are no successful bidders or buyers of a concession, then Reclamation should consider negotiating the purchase of the existing assets.
3. If the existing concession operators are successful bidders for a new contract, then concessions become more economically feasible, since the concessionaires must pay only the improvement costs and not the fixed asset return costs.
4. Reclamation should consider placing a % of any franchise fees in a dedicated fund for Reclamation to help with future capital improvements.
5. Computer economic models demonstrate that it is not financially feasible for Reclamation to acquire the concessionaire's assets through a reduction in franchise fees over the term of the contract.
6. A 15-year contract with a 0.0% franchise fee with the concessionaire selling their FAR would be minimally financially feasible depending on the IRR that each concessionaire is able to live with. However, if a franchise fee is required by Government, then a longer term 20 year contract with a token franchise fee of 1- 2% and the concession selling their FAR would be more financially feasible.

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## **APPENDIX A**

# **RECLAMATION'S CONCESSIONS POLICY AND DIRECTIVES AND STANDARDS**

# Reclamation Manual

## Policy

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**Subject:** Concessions Management

**Purpose:** Sets forth the policy for planning, development, management, and operation of concessions at Reclamation projects.

**Authority:** Reclamation Act of 1902, as amended and supplemented; the Reclamation Project Act of 1939; and the Federal Water Project Recreation Act of 1965, as amended.

**Contact:** Land, Recreation, and Cultural Resources Office, D-5300

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### 1. Concessions Management Policy.

- A. **Stewardship.** Reclamation and its managing partners will ensure that concessions are planned, developed, and managed to meet public needs, are compatible with the natural and cultural resources, and provide a variety of services which are consistent with authorized project purposes.
- B. **Authorization of Concessions.** Based on the principles contained in this policy, Reclamation will authorize concessions which establish or continue to provide necessary and appropriate facilities and services.

### 2. Definition.

- A. **Concession.** A concession is a non-Federal commercial business that supports appropriate public recreation uses and provides facilities, goods, or services for which revenues are collected. A concession involves the use of the Federal estate and usually involves the development of real property improvements.

### 3. Concessions Principles. The following principles guide the planning, development, and management of concessions:

- A. Concessions will provide quality recreation facilities and services accessible to persons with disabilities, and appropriate visitor goods and services at reasonable rates.
- B. Concession operations will provide for the protection, conservation, and preservation of natural, historical, and cultural resources.
- C. Commercial facilities and services will be planned and developed through a commercial services planning and public involvement process, in cooperation with other public agencies.

# Reclamation Manual

## Policy

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- D. Concessionaires will be provided with opportunities for a reasonable profit and may be compensated for Reclamation-approved improvements that will remain the property of the United States.
  - E. Reclamation will ensure fair competition in the awarding of concessions contracts and will not allow preferential rights of renewal.
  - F. Exclusive use of the Federal estate will not be allowed and existing exclusive use will be removed as soon as possible.
  - G. Concessions will comply with applicable Federal, State, and local laws.
4. **Supporting Directives and Standards and Guidelines.** Implementation of the Concessions Management Policy is accomplished through the use of the Reclamation Manual Directives and Standards, and Guidelines.
- Concessions Management by the Bureau of Reclamation, LND 04-01.
  - Concessions Management by Non-Federal Partners, LND 04-02.
  - Concessions Management Guidelines.

# Reclamation Manual

## Directives and Standards

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**Subject:** Concessions Management by Non-Federal Partners

**Purpose:** Establishes minimum approval standards for all new, modified, or renewed non-Federal concession contracts.

**Authority:** Reclamation Act of 1902, as amended and supplemented; the Reclamation Project Act of 1939; and the Federal Water Project Recreation Act of 1965, as amended.

**Contact:** Land, Recreation, and Cultural Resources Office, D-5300

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1. **Non-Federal Partners.** Reclamation may transfer to non-Federal partners the responsibility to develop and manage public recreation areas and concession services. Transferred areas are managed by a partner under Federal authorities, the partner's authorities, specific contracts, and agreements with Reclamation. Well-planned and -managed concessions on the Federal estate are of mutual interest to Reclamation and its partners. Reclamation is responsible for continuous management oversight of managing partners and their concessions operations.
2. **Compliance With Directives and Standards.** New concession contracts issued by managing partners must comply with these directives and standards. Existing concession contracts issued by managing partners must, at the first opportunity, be brought into compliance with these directives and standards. If a concession contract is amended or terminated because of contract default or for other reasons and a subsequent concession contract is issued by the non-Federal partner, the subsequent concession contract must be in compliance with these directives and standards.
3. **Definitions.**
  - A. **Concession.** A concession is a non-Federal commercial business that supports appropriate public recreation uses and provides facilities, goods, or services for which revenues are collected. A concession involves the use of the Federal estate and usually involves the development of real property improvements.
  - B. **Exclusive Use.** Exclusive use is any use that excludes other appropriate public recreation use or users for extended periods of time. Exclusive use includes, but is not limited to, boat docks, cabins, trailers, manufactured or mobile homes, structures, or amenities that are determined by Reclamation to be exclusive use.
  - C. **Federal Estate.** The Federal land and water areas under the primary jurisdiction of the Department of the Interior, Bureau of Reclamation.

# Reclamation Manual

## Directives and Standards

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- D. **Fixed Assets.** Fixed assets are any structures, fixtures, or capital improvements permanently attached to the Federal estate.
  - E. **Improvement.** An addition to real property that increases its value or utility or that enhances its appearance.
  - F. **Management Agreement.** A management agreement is a binding contract between Reclamation and a partner to provide public recreation opportunities and concession services on the Federal estate.
  - G. **Non-Federal Partner.** A non-Federal partner is a non-Federal public entity that manages recreation and other resources through a contractual agreement with Reclamation.
  - H. **Total Benefits to the Government.** Total benefits include:
    - (1) **Direct Returns.** These are fees generated by authorized concession contracts and paid directly to the managing entity or to the United States Treasury.
    - (2) **Direct Benefits.** These are fees paid into a contractually designated special account for resource and capital improvements that directly benefit the public in the area of operations where the fees are collected.
    - (3) **Indirect Benefits.** These are services performed by the concessionaire that benefit the public or improvements made to the Federal estate by the concessionaire.
4. **Managing Partner Agreements.**
- A. **Third-Party Concession Agreements.** Third-party concession agreements are agreements between the non-Federal managing partner and another entity to provide concession related services and facilities.
    - (1) **Agreement Standards.** Any concession contract, including a contract renewal or modification, issued by the non-Federal managing partner must meet the requirements of these Concessions Management Directives and Standards.
    - (2) **Contract Approval.** Before issuing or renewing a non-Federal concession contract, the contract must be approved by Reclamation.
    - (3) **Stand In Stead Conditions.** All concession contracts must state that Reclamation will not stand in stead for the managing partner should the

# Reclamation Manual

## Directives and Standards

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management agreement expire or be terminated. At Reclamation's discretion, Reclamation may issue a new concession contract that is in compliance with Reclamation Manual (RM), *Concessions Management by Reclamation*, LND 04-01. Reclamation will not issue a new contract until all exclusive use has been removed.

- B. **Review and Evaluation.** All management agreements will require Reclamation to conduct annual concession operation reviews and evaluations. Reclamation may also conduct unplanned reviews, as necessary. If a review identifies operational or administrative deficiencies in the operation of a concession, a timetable must be established by the area office to correct these deficiencies.
  - C. **Exclusive Use.** New, renewed, or modified management agreements and concession contracts will include clauses that prohibit new exclusive use and require that existing exclusive use be phased out. When existing concession contracts issued by the partner are modified or renewed, Reclamation and the partner must establish a timetable in the concession contract that phases out existing exclusive use before the expiration of the contract. This timetable must be established before the concession contract is resubmitted to Reclamation for approval. The concessionaire and a person hired to guard the concessionaires investment may reside on the Federal estate, with the written approval of Reclamation.
  - D. **Disposition of Fees.** Unless State or local laws direct how concession fees paid to the partner will be used, the following will apply: (1) fees will be returned to the area to provide for operation, maintenance, and replacement of recreation facilities and new facility development; (2) any excess fees (profit) will be returned to Reclamation and disposed of according to RM, *Crediting of Incidental Revenues*, PEC 03-01.
  - E. **Statistical Data.** Each year, the managing partner will be required to provide Reclamation with the information specified in Reclamation's Recreation Use Data Report. Other information may be required, as necessary. This information will provide an accurate inventory of facilities. The report will also contain other data about the managing partner's recreation and concession operations on the Federal estate.
5. **Concessions Planning.** Concession development will adhere to the concessions principles listed in RM, *Concessions Management* (LND P02), will be based on appropriate plans developed by the partner or Reclamation, and will be approved by the Regional Director or delegate. Reclamation can provide direction and assistance in the process, as necessary, to accomplish effective commercial services planning.

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## Directives and Standards

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6. **Concessions Contracting.** The following items will be addressed in all new and renewed concessions contracts issued by non-Federal partners.
  - A. **Sale and Transfer.** The sale and transfer of existing concessions must be approved according to the management agreement and reported to Reclamation in a timely manner.
  - B. **Contract Language.** The partner will develop and use contract language that complies with all applicable Federal laws, rules, regulations, and Executive Orders. Reclamation can provide examples of standard contract structure and language.
  - C. **Length of Term.** The term for a concession may not exceed the term of the management agreement between Reclamation and the partner. In general, terms should be as short as possible and based on the new investment required as determined by a financial feasibility evaluation.
  - D. **Subconcessions.** All subconcessions must meet the terms and conditions of the prime concession contract. The partner must approve all subconcessions and notify Reclamation in advance of any authorization that needs Reclamation approval. Generally, subconcessions are discouraged in order to keep operations under single management.
  - E. **Concessions Building and Improvement Program.** All designs and construction must comply with applicable Federal, State, and local environmental and historic preservation laws and regulations and building code requirements. In areas where no State or local construction standards exist, Reclamation may provide appropriate standards. Where required and before construction, building permits must be obtained from local authorities by the concessionaire. All facilities will be harmonious in form, line, color, and texture with the surrounding landscape.
  - F. **Operation and Maintenance Plan.** Concessionaires will prepare an annual operation and maintenance plan, which must be approved by the partner. The concession contract must clearly state what the plan will contain. Reclamation can provide examples of such plans for the partner and the concessionaire.

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## Directives and Standards

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### G. **Reimbursement for Fixed Assets.**

- (1) A right to reimbursement may exist when a concessionaire places Reclamation-approved fixed assets on the Federal estate. Title to fixed assets must be established in the concession contract. Reimbursement of a concessionaire for fixed assets is the responsibility of the partner. The method for determining the amount of reimbursement and the method of payment will be specifically addressed in the concession contract between the partner and the concessionaire.
- (2) In the event the partner's agreement with Reclamation expires or is terminated without a commitment by both Reclamation and the partner to enter into another agreement, all the concessionaires' fixed assets and personal property must be removed from the Federal estate unless Reclamation decides to issue a new concessions contract and decides to retain the fixed assets. [See paragraph 4A(3).] The partner will be responsible for ensuring that the concession area is returned in a condition satisfactory to Reclamation.
- (3) It must be clearly stated that no financial obligation or risk will reside in the Federal Government for reimbursement for fixed assets or personal property as a result of the partner awarding a concession contract. All new concession contracts issued by the partner will address rights for reimbursement to the concessionaire for fixed assets. Interests in a concessionaire's fixed assets may not extend beyond the term of the management agreement. In addition, the concession contract must provide appropriate language regarding interests in fixed assets and methods of reimbursement, if any, to the concessionaire by the partner.

H. **Area of Operation.** Each concession contract will authorize and define only the physical area necessary to conduct the business activities allowed by the contract. Concession boundaries must be surveyed by the partner and easily recognizable by the visiting public.

I. **Additional Facilities or Services.** Any proposal for expansion of facilities or services must be reviewed by Reclamation and approved by the partner before the expansion takes place.

J. **Exclusive Use.** The contract must state that no new facility, service, or site determined by Reclamation to be exclusive use will be allowed. New, renewed, or modified concession contracts issued by the partner will include clauses that establish a timetable for phasing out existing exclusive use before the contract expires.

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- K. **Reclamation Rights.** All concession contracts must be subject to the rights of Reclamation and its agents to use the subject lands and waters for project purposes.
- L. **Termination of Concession Contract.** Concession contracts will acknowledge the right of Reclamation to terminate, for cause, any concession contract authorized by a non-Federal partner.
- M. **Total Benefits.** The partner will establish and recover fair benefits, including direct return and direct and indirect benefits, for the uses, rights, and privileges granted by a concession contract. For disposition of fees, see paragraph 4D.
- N. **Rates and Merchandise.** Rates charged by concessionaires for services, food, lodging, and merchandise will be based on charges for comparable facilities, services, and merchandise provided by the private sector in similar situations. The partner must approve the rates requested by concessionaires.
- O. **Concessions Safety Program.** Concessionaires are responsible for providing and ensuring a safe and healthful environment for both the visiting public and employees by developing, implementing, and administering health, safety, and educational programs to ensure that concession areas are managed in compliance with Federal, State, and local laws, rules, and regulations.
- P. **Environmental Compliance.** Concession contracts will address all activities with potential environmental impacts resulting from the release of hazardous materials to the environment including, but not limited to, the following: pesticides, herbicides, sewage effluents, petroleum products, and liquid waste (gray water). Concessionaires are required to follow all applicable Federal, State, and local laws, rules, and regulations related to hazardous substance use, storage, and disposal. Application for and acquisition of all required certifications and permits are the responsibility of the concessionaire.
- Q. **Food Sanitation.** Concessionaires' food services will comply with Federal, State, and local food handling and sanitation regulations.
- R. **Advertising and Signs.** The Reclamation logo or name, along with the non-Federal partner logo or name, will be displayed at all concession entrances used by the public. Outdoor signs or other forms of advertising on the Federal estate must be approved by Reclamation before they are displayed.
- S. **Sale of Personal Property.** The sale of personal property other than the approved concessions inventory is prohibited on the Federal estate. No party will be permitted to sell personal property, including vehicles, manufactured or mobile

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## Directives and Standards

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homes, house trailers, travel trailers, boats, or personal water craft, on the Federal estate.

- T. **Utility Services Provided by Reclamation.** The fee charged for utility services provided by Reclamation will be based on the recovery of full operating and replacement costs for utility capital investments and comparable utility rates. Utility services include, but are not limited to, electricity, power, water, waste disposal, gas, and communication systems.
- U. **Insurance Program.** Concessionaires must have and maintain an appropriate insurance policy that will indemnify the United States and meet applicable State requirements. All liability policies will provide that the insurance company will have no right of subrogation against the United States and must provide that the United States is named as an additional insured. The partner may establish similar requirements itself, but it must provide Reclamation with a copy of the insurance certificate that identifies the above conditions.
- V. **System of Recordkeeping.** Financial reports and records necessary for management and oversight of concessions must be maintained and available to the partner and to Reclamation upon request. At a minimum, each concessionaire will complete Reclamation's Annual Financial Report form(s).

### 7. Concessions Administration.

- A. **Annual Review and Evaluation.** All concession agreements issued by the non-Federal partner will require Reclamation and the non-Federal partner to conduct annual concession reviews and evaluations. The review should identify problems, solutions, and a timetable for resolving the problems in a written report. The non-Federal partner must ensure that any operational or administrative deficiencies noted by the review are corrected in accordance with the established timetable.
- B. **Nonprofit Organizations.** In certain circumstances, it may be suitable for cooperative associations or nonprofit organizations to sell goods or provide visitor services to meet the goals and objectives of both Reclamation and the partner. These associations and organizations must be approved by the partner if the cooperating association operates within a concession or elsewhere on the Federal estate. The cooperating association will be responsible for maintaining its accounting system, and the system cannot be combined with a concessionaire's annual financial report. Nonprofit organizations will also be given very clear instructions identifying the type of business they are authorized to conduct and the types of goods and services they may provide. All organizations must provide written proof of their nonprofit status to Reclamation and the partner.

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- C. **Employment of Reclamation Personnel or Family Members**<sup>1</sup>. Reclamation employees or family members may not be owners, partners, board members, corporate officers, general managers, or employees of any business providing commercial services on the Federal estate, nor may they have any financial interest in such a company. Ownership of stock shares traded in a recognized open market is not considered a financial interest under these directives and standards. Reclamation employees are further prohibited from using their public office for private or family gain. A Reclamation employee involved in preparing specifications, awarding a contract, or administering a concession may not be involved in that activity if the employee or a family member is involved in any phase or operation of that concession. Any Reclamation employee or family member responsible for any phase of a concession contract will be excused from duties related to the concession contract if the employee or a family member is involved in competing for the contract or if the Reclamation employee may benefit financially from the awarding of the contract.

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<sup>1</sup>Guidance on this issue should be obtained from an ethics counselor in the servicing Reclamation Personnel/Human Resources Office.

# Reclamation Manual

## Directives and Standards

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**Subject:** Concessions Management by Reclamation<sup>1</sup>

**Purpose:** Sets forth the directives and standards for planning, development, and management of concessions at Reclamation projects.

**Authority:** Reclamation Act of 1902, as amended and supplemented; the Reclamation Project Act of 1939; and the Federal Water Project Recreation Act of 1965, as amended.

**Contact:** Land, Recreation, and Cultural Resources Office, D-5300

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### 1. Definitions.

- A. **Concession.** A concession is a non-Federal commercial business that supports appropriate public recreation uses and provides facilities, goods, or services for which revenues are collected. A concession involves the use of the Federal estate and usually involves the development of real property improvements.
- B. **Cooperating Association.** A cooperating association is a nonprofit organization. It is a Federal 501(c) tax-exempt entity incorporated within the State in which it operates, and it is governed by a volunteer board of directors. Cooperating associations assist in enhancing interpretive programs, providing visitor information, funding research, and supporting various resource themes.
- C. **Exclusive Use.** Exclusive use is any use that excludes other appropriate public recreation use or users for extended periods of time. Exclusive use includes, but is not limited to, boat docks, cabins, trailers, manufactured or mobile homes, structures, roads, or other amenities that are determined by Reclamation to be exclusive use.
- D. **Federal Estate.** The Federal land and water areas under the primary jurisdiction of the Department of the Interior, Bureau of Reclamation.
- E. **Fixed Assets.** Fixed assets are any structures, fixtures, or capital improvements permanently attached to the Federal estate.
- F. **Improvement.** An addition to real property that increases its value or utility or that enhances its appearance.

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<sup>1</sup> The following directives and standards apply to concessions managed directly by Reclamation. Separate directives and standards address concessions managed by non-Federal partners.

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## Directives and Standards

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G. **Incidental Revenues.** Incidental revenues are generally defined as those revenues generated from the use of Reclamation's project lands and facilities that are incidental to authorized project purposes. Although recreation and concession facilities are authorized project purposes, it has been determined that revenues generated from the use of the Federal estate by concessionaires are to be credited as incidental revenues.

H. **Total Benefits to the Government.** Total benefits include:

- (1) **Direct Returns.** These are revenues generated by authorized concession contracts and paid directly to the United States Treasury and credited in accordance with Reclamation Manual (RM), *Crediting of Incidental Revenues*, PEC 03-01.
- (2) **Direct Benefits.** These are fees paid into a contractually designated special account for resource and capital improvements that directly benefit the public in the area of operations where the fees are collected.
- (3) **Indirect Benefits.** These are services performed by the concessionaire that benefit the public or improvements made to the Federal estate by the concessionaire.

### 2. Existing Concession Contracts.

A. **Compliance.** Existing concession contracts must be brought into compliance with the Concessions Management Policy and Directives and Standards at the first legal opportunity, for example, if the contract is amended. If a concession contract expires or is terminated because of contract default or for other reasons, any subsequent concession contract must comply with the Concessions Policy and Directives and Standards.

B. **Unusual Circumstances.** In the event that unusual circumstances prevent Reclamation from issuing a new contract in a timely manner, a one-time, temporary contract may be issued. The temporary contract must comply with the Concessions Management Policy and Directives and Standards and may be issued for a period not to exceed 2 years.

### 3. Concessions Planning.

A. **General.** Before issuing a concession prospectus and Request for Proposal (RFP), Reclamation will complete a formal commercial services plan and financial feasibility evaluation.

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- (1) **Commercial Services Plan.** The commercial services plan can be an addendum to a resource management plan or similar planning document. If there is no other planning document, the commercial services plan may stand on its own. At a minimum, the commercial services plan must determine the number of concessions necessary to meet the public needs, the type of facilities and services to be provided, the financial feasibility of the concession(s), and the location(s) appropriate for commercial activities. The complexity of commercial services plans will vary according to location, past visitor use, anticipated revenues, and other factors.
  - (2) **Financial Feasibility Evaluation.** The financial feasibility evaluation, included in the commercial services plan, will include, at a minimum, a documented determination of the financial viability of the proposed concession operation, including, the estimated fees to be returned to the Government, a justification for the proposed length of the term of the concession contract and the underlying assumptions regarding concessionaire capital investment in the concession.
  - (3) **Planning for New Concessions Contracts.** It is essential that area and regional offices allow adequate time to complete the commercial services planning process, develop an RFP and contract, and receive the Commissioner's Office review and approval of the RFP and contract. In some cases, the planning for new concession contracts(s) must begin several years in advance of the date anticipated the contract(s) will be awarded.
- B. Commercial Services Plan.** Decisions to contract for concessions must be based on the results of the commercial services planning process, which will include public involvement, financial feasibility evaluation, and environmental analysis. During the planning process, the following criteria will be applied to determine appropriate facilities and services:
- (1) Facilities and services must be necessary and appropriate for a broad spectrum of public use and enjoyment.
  - (2) Commercial facilities must not be developed or expanded on the Federal estate if existing facilities, on or off the Federal estate, adequately meet current and projected needs.
  - (3) Facilities and services must reflect the general public's needs rather than the desires of a particular individual or group. Existing concessionaires may provide input through the public involvement process.
  - (4) The financial feasibility evaluation must consider the concession's:

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- (a) Gross revenues (receipts) by operating department (lodging, food, and beverage).
  - (b) Operating expenses:
    - (i) Direct expenses by operating department (including labor and cost-of-goods sold).
    - (ii) Unallocated expenses (including utilities and repair and maintenance).
    - (iii) General and administrative expenses (including overhead, officer salaries, office supplies, and travel).
    - (iv) Fixed expenses (including rent, interest, depreciation, and reserve accounts).
    - (v) Franchise fees.
  - (c) Earnings before interest, depreciation, taxes, and amortization. (EBIDTA is a standard accounting value representing net operating income)
  - (d) Capital investment costs:
    - (i) Working capital.
    - (ii) Furniture, fixtures, and equipment.
    - (iii) Ongoing capital replacement.
    - (iv) New facility development costs.
  - (e) Cash flow analysis.
  - (f) Other appropriate factors that influence the concession's business opportunity (including length of season, rates, visitation, inflation, cost of capital, and appropriate target rate-of-return to concessionaire).
- (5) Facilities and services must be compatible with Reclamation project purposes.
- (6) Facilities, services, or sites considered to be exclusive use will not be allowed and should not be considered as a part of any commercial services planning alternative. Existing exclusive use facilities, services, and sites must be removed when a contract expires or, if possible, sooner.

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- (7) Potential impacts to natural and cultural resources must be considered in the development of facilities and services.
- (8) Facilities must be harmonious in form, line, color, and texture with the surrounding landscape.
- (9) The planning process will consider whether existing concession facilities should be relocated because: (a) they would serve the public better at a different location, (b) they are situated in an area that is topographically limited (steep slopes, soils subject to erosion, limited space for expansion, or the site cannot accommodate the demand) and cannot provide the best public services and facilities, or (c) the financial feasibility evaluation determines that combining one or more existing concessions would create a more financially stable concession.
- (10) If existing fixed assets are proposed to be retained as a part of any new concession operation, they must first be formally evaluated to determine if their existing condition and useful life is sufficient to last through the duration of any new contract. If the evaluation determines that any fixed asset would have to have significant maintenance or would need to be replaced during the term of the new contract, then the fixed asset must be removed prior to issuing a new contract.
- (11) Concession contracts and operations must comply with all applicable laws, rules, regulations, Executive Orders, and policies.

#### 4. Concessions Contracting.

- A. **General Application.** These directives and standards will apply to existing concessions contracts only if agreed to by both Reclamation and the concessionaire. Existing contracts may not be renewed, nor can the length of the term be extended. Existing contracts that are amended or modified within the current term must adhere to these Concessions Management Directives and Standards. New or replacement contracts will be awarded on a fully competitive basis.
- B. **Request for Proposals (RFP).** An RFP will be issued to actively solicit offers from interested parties. To allow for a wide distribution, the RFP will be published in the appropriate media and the following approach will be applied:
  - (1) **Fair Competition.** To ensure fair competition before and during the RFP process, meetings to discuss the RFP with existing or potential concessionaires or other outside parties must not be conducted. It is appropriate to have meetings with existing concessionaires to deal with ongoing operational or

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contractual issues and programs. The RFP should include a schedule of meetings in which all interested parties can discuss requirements of the RFP. Other meetings requested by individual interested parties must be declined.

- (2) **Equal Access to Information.** All information must be equally available to all interested parties during the RFP process.
  - (3) **Written Explanation.** Following release of an RFP, explanations or clarifications will be provided only in writing and must be sent to all parties who already have received the RFP and to any parties who are to receive it in the future.
  - (4) **Existing Concessionaires.** Existing concessionaires must respond to the RFP as a bidder to be considered for the new contract. If any existing concessionaire has a contract that includes a “Preferential Right of Renewal,” the RFP must state that, if selected, the concessionaire’s contract will be subject to all terms and conditions as outlined in the RFP. The RFP must also state how the preferential right of renewal will be applied in the bid process. No preferential right of renewal will be authorized for new, modified, or amended concession contracts.
- C. **Review of Proposals.** A panel composed of Reclamation “subject matter experts” (e.g., financial, recreation, and concession experts) will be convened to review submitted proposals. If Reclamation desires, it may contract with external experts to analyze offers. The panel will forward a recommendation to the selecting official. The selecting official will provide selection criteria and a crediting plan to the panel.
- D. **Contract Terms and Conditions.** The following items should be specifically addressed in concession contracts:
- (1) **Standard Contract Language.** Reclamation’s standard concession contract language will be used to ensure compliance with all applicable laws, rules, regulations, Executive Orders, and Concessions Management Policy and Directives and Standards. Standard contract language can be found in the Concessions Management Guidelines. (See paragraph 5E.)
  - (2) **Interim Operator.** Reclamation may select an interim operator if a contract is not in place at the time the existing contract expires or is terminated. Interim contracts will generally follow the existing contract provisions; however, contract terms and conditions must be modified to reflect current policies and directives and standards. Reclamation may select the existing concessionaire as the interim operator if the existing concessionaire is performing in a

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satisfactory manner. The interim operation will not exceed 2 years. A new contract must be awarded as expeditiously as possible.

- (3) **Required and Authorized Visitor Services.** Contracts must outline the specific types of services, facilities, and activities that a concessionaire is REQUIRED to offer. The contract should also specify any other services or activities the concessionaire is AUTHORIZED to offer. It must be clear that those required services are not optional and must be provided. Any service, facility, or activity not identified in either category is not authorized without a contract amendment or written authorization from the contracting official (Regional Director or delegate).
- (4) **Sale and Transfer.** Concessionaires or parties holding interests in a concession contract may not sell, assign, or transfer their interests or a part of their interests to another party without the prior written approval of the contracting official (Regional Director or delegate). Concessionaires must complete and submit all sale and transfer information as required by Reclamation before approval of a sale or transfer of all or any portion of a concession operation will be considered.
  - (a) **Proposed Transfer.** A proposed transfer of interest is subject to the same evaluation process that is performed for a new concession contract. The Reclamation-designated official may choose not to approve a proposed sale or transfer or may choose to place conditions on the approval.
  - (b) **Change of Original Contract Terms.** Concession contracts will provide that the terms and conditions are subject to change by Reclamation before approval of a sale or transfer. The length of the term may be reduced but not extended.
- (5) **Default and Nonperformance.** Clauses addressing default, penalty, and termination will be included in all concession contracts. The review and evaluation process will be critical to help determine if a concessionaire is in default or not meeting the terms of the contract. [See paragraph 4D(27).] The contract will also allow Reclamation to require a surety or performance bond at any time, collect penalties and administrative costs for default and nonperformance, and terminate the contract.
- (6) **Length of Term.** The term of all contracts will be limited to the shortest period practical and will be based primarily on the investment required of the concessionaire, as determined through the financial feasibility evaluation. The term of a contract requiring minimal or no new capital investment should generally not exceed 5 years. When substantial investment is required, the

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term will be based on the financial feasibility evaluation to ensure that concessionaires receive a reasonable return on their investment. New contracts cannot contain renewal clauses.

- (7) **Subconcessions.** Subconcessions are not permitted.
- (8) **Concessions Building and Improvement Program.** All designs for construction must be approved by Reclamation and must comply with applicable environmental regulations and building code requirements, including those for accessibility and historic preservation. In areas where State or local construction standards are not available, Reclamation may provide appropriate standards. Where required and before construction, the concessionaire must obtain all required building permits from the local authorities. All the concessionaires' facilities will be harmonious in form, line, color, and texture with the surrounding landscape.
- (9) **Environmental Compliance.** Concession contracts will address all activities with potential environmental impacts resulting from the release of hazardous materials to the environment including, but not limited to, the following: pesticides, herbicides, sewage effluents, petroleum products, and liquid waste (gray water). Concessionaires are required to follow all applicable Federal, State, and local laws, rules, and regulations related to hazardous substance use, storage, and disposal. Application for and acquisition of all required certifications and permits are the responsibility of the concessionaire.
- (10) **Interpretation and Thematic Programs.** Contracts should require concessionaires, to the extent possible, to support Reclamation's educational efforts through such actions as developing interpretive and area thematic messages in printed material (menus, marketing, correspondence, etc.), using outdoor signs, and, as appropriate, developing formal programs.
- (11) **Operation and Maintenance Plan.** Concessionaires will prepare an annual operation and maintenance plan, which must be approved by Reclamation. Concession contracts must clearly state what the plan will contain. Reclamation's Concessions Management Guidelines provide a list of operation and maintenance items that should be considered for inclusion in the plan. (See paragraph 5E.)
- (12) **Preference for Renewal.** Concession contracts will not include a preference right of renewal.
- (13) **Reimbursement for Fixed Assets Constructed by Concessionaires.** Concession contracts will specify whether fixed assets located on the Federal

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estate by a concessionaire will remain on the Federal estate or be removed at the end of the contract.

- (a) **Assets That Remain With the United States.** Title to all capital investments will be held by the United States and not the concessionaire. Concessionaires do not automatically have a right to compensation from the United States in fixed asset improvements upon contract expiration or termination. However, at the option of Reclamation, and when appropriated funds are available, Reclamation may purchase a concessionaires remaining assets that have not been amortized and the amount paid to the concessionaire will not exceed cost less depreciation.
  - (b) **Approval of Improvements.** Any new investment in fixed asset improvements by the concessionaire must be approved, in writing, by Reclamation before commencement of construction. This written approval will specify (i) the amount of money to be spent to construct or rehabilitate the fixed asset, (ii) the allowed depreciable life of the improvement (according to the IRS schedule), and (iii) the construction details and schedule.
  - (c) **Assets That Remain to be Purchased by a New Concessionaire.** Upon expiration, termination, or sale or transfer of a concession contract some fixed assets may not have been fully amortized. If Reclamation determines the fixed assets are still needed for the concession operation, the unamortized value must be purchased by the new concessionaire and based on the original cost less depreciation.
- (14) **Area of Operation.** Each contract will authorize and define only the physical area necessary to conduct the business activities allowed by the contract. The contract must include a legal description and a detailed map. Concession boundaries will be surveyed by Reclamation and must be easy to recognize by the visiting public.
- (15) **Additional Facilities or Services.** A concessionaire may request contract amendments for limited additional facilities or services that meet public needs and were not identified in the RFP. A major expansion of facilities or services is not permitted. Additional facilities or services are not allowed without advance approval by Reclamation.
- (16) **Total Benefits to the Government.** Reclamation will determine and recover fair compensation, including direct returns and direct and indirect benefits, for the use, rights, and privileges granted under a concession contract. The

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concession contract will specify the direct returns and direct and indirect benefits.

- (a) **Thresholds.** Targeted thresholds of total benefits will be developed to determine the optimal combination of payments. These will be used in advertisements, RFPs, and renegotiations to seek appropriate benefits to the Government and the public.
  - (b) **Direct Returns (Disposition of Fees).** The appropriate disposition of recreation or concession fees depends on the land status and authority used to collect the fees. Fees collected under the authority of the Land and Water Conservation Fund Act are to be deposited in the Recreation, Entrance, and User Fee Account, which is a special account for Reclamation established in the United States Treasury. For specific information, refer to the RM, *Crediting of Incidental Revenues*, PEC 03-01. Except as provided otherwise in a project specific authorization, fees collected pursuant to Reclamation law will be disposed of as follows:
    - (i) Fees generated by concessions or recreation activities on withdrawn project lands are deposited in the Reclamation Fund.
    - (ii) Fees generated by concessions or recreation activities on lands acquired for project purposes are deposited in the Reclamation Fund, to the credit of the project.
- (17) **Utility Services Provided by Reclamation.** The value for utility services provided by Reclamation will be based on the recovery of full operating and replacement costs for utility capital investments and comparable utility rates. If the financial feasibility evaluation determines that it would not be feasible for the concessionaire to pay rates which would compensate Reclamation for its total capital and operating costs, Reclamation must determine the utility service rates that would be feasible and applied. Utility services include, but are not limited to, electricity, power, water, waste disposal, gas, and communication systems.
- (18) **Exclusive Use.** Exclusive use facilities are not authorized in new concession contracts. If existing concession contracts are amended, a new provision must be included that requires exclusive use to be phased out as soon as possible, before the contract expires. A mandatory timetable for this phase out must be included in the amended contract. The concessionaire and a person hired to guard the concessionaire's investment may reside on the Federal estate, with the written approval of the contracting officer.

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- (19) **Sale of Personal Property.** The sale of personal property by anyone other than the concessionaire is prohibited on the Federal estate. Concessionaires will be permitted to sell their personal property on the Federal estate only to Reclamation or a succeeding concessionaire.
- (20) **Rates and Merchandise.** Rates charged by concessionaires for all facilities, services, and merchandise will be based on charges for comparable facilities, services, facilities, and merchandise provided by the private sector in similar situations. Approved rates will ensure a fair return to the concessionaire and a reasonable charge to the public. Reclamation will approve such rates or rate schedules when the concessionaire proposes to change rates. Any rates in excess of comparable rates must be thoroughly justified and supported in writing by the concessionaire and approved by Reclamation.
- (21) **Concessions Safety Program.** Concessionaires are responsible for providing and ensuring a safe and healthful environment for both the visiting public and employees by developing, implementing, and administering health, safety, and educational programs to ensure that concession areas are managed in compliance with Federal, State, and local laws, rules, and regulations.
- (22) **Insurance Program.** Concessionaires must have an insurance policy that will indemnify the United States and meet applicable State requirements. All liability policies will provide that the insurance company will have no right of subrogation against the United States and will provide that the United States is named as an additional insured. Reclamation must be provided with a certificate of insurance by the insurance agent to confirm that the above requirements are met before development begins or operations commence. The concessionaire must also provide Reclamation with a copy of each insurance renewal certificate throughout the term of the concession contract. The Regional Director or delegate will establish a minimum insurance requirement based on the facilities and services offered by individual concessions.
- (23) **System of Recordkeeping.** Concessionaires will complete Reclamation's Annual Financial Report (AFR) form and provide any other financial information that may be requested. The annual financial reports will conform to the standard AFR form, without exception or modification.
- (24) **Food Sanitation.** Concessionaires' food services will comply with Federal, State, and local food handling and sanitation laws, rules, and regulations.
- (25) **Advertising and Signs.** Use of the Reclamation seal, logo, or name must be approved by Reclamation before it is displayed in advertisements or on signs.

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Outdoor signs or other forms of advertising must not be displayed on the Federal estate without the approval of Reclamation.

- (a) The Reclamation logo or name will be obvious at all entrances to all concessions.
  - (b) Concessionaires will be required to notify the public that they are authorized by Reclamation to conduct business on the Federal estate. All promotional material, regardless of media format (i.e., printed, electronic, broadcast), provided to the public by the concessionaire in connection with the services provided under the concession contract must be approved in writing by Reclamation. At a minimum, all such information will identify the concessionaire as an authorized concessionaire of the Bureau of Reclamation, Department of the Interior.
- (26) **Statistical Data.** Concessionaires will furnish information as specified in Reclamation's Recreation Use Data Report on an annual basis or as otherwise requested.
- (27) **Concessions Review and Evaluation.** Reclamation's Concessions Management Guidelines contain instructions on how to determine an appropriate rating and how to ensure that the concessionaire is in compliance with the terms of the contract. There are two types of review, the "local review" and the "external review."
- (a) **Local Review.** The local review will be conducted by the Reclamation office directly responsible for oversight of the concession. The local review will be conducted at least twice annually. One of the inspections must be conducted during the high use season. The combined reviews will determine the annual performance rating. The review will include, at a minimum, items listed in the Concessions Management Guidelines. The possible ratings are Satisfactory, Marginal, or Unsatisfactory. A copy of the completed review and rating will be sent to the regional office and the concessionaire and entered into the Recreation Use Data Report. The local Reclamation office will maintain all concession program management files and records.
  - (b) **External Review.** The external review will be conducted and documented by a team of technical specialists who are not employees of the office directly responsible for oversight of the concessions. At a minimum, contracts with a term of 5 years or less will be reviewed once, midterm; contracts with a term exceeding 5 years will be reviewed every 5 years.

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A copy of the review will be sent to the area and regional offices and the concessionaire. The external reviews will examine, at a minimum:

- (i) The extent to which the concession operation meets Reclamation's Concessions Management Policy, Concessions Management Directives and Standards, and Concessions Management Guidelines.
  - (ii) The extent to which the concession activities are consistent with resource management plans and commercial services plans.
  - (iii) The extent to which the concessionaire is in compliance with the contract provisions, especially with respect to building improvements, operations, prices charged by concessionaires, fees returned to the Government, and annual financial reporting to Reclamation.
  - (iv) The quality and condition of the facilities and services related to the health and safety of the employees and the visiting public.
  - (v) The recordkeeping system(s) used by the local Reclamation office to determine that the concessionaire uses generally accepted accounting practices.
  - (vi) The recordkeeping system(s) used by the local Reclamation office to conduct quarterly and annual reviews.
  - (vii) The local Reclamation office records regarding the annual reviews and annual rating.
- (c) **Corrective Actions.** If either the local or external review identifies operational or administrative deficiencies in the operation of a concession, a timetable must be established by the area office and approved by the Regional Director or delegate to correct these deficiencies. The contract must specify the actions that will be taken for marginal or unsatisfactory ratings. The possible actions will include suspension of all or part of the concession operation or termination of the concessions contract.
- (d) **Disputes.** Disputes between Reclamation and the concessionaire are to be resolved through informal negotiations and discussions. In the event that such disputes fail to reach resolution, either party may request a formal, nonbinding arbitration process. Each party selects one member for the arbitration panel and, together, these two members will select the third (neutral) panel member. The panel will treat each party equally and

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fairly. Recommendations must be made by a majority of the panel members. If either party disagrees with the arbiter's recommendation, he or she may file an appeal with the Secretary of the Interior under 43 CFR, Part 4, Subpart G. The Secretary's determination is final and binding.

- (e) **Officials Not to Benefit.** No member of the executive, legislative, or judicial branches of the Federal Government may be a party to any concession contract or receive any benefits from a concessions contract.

### 5. Miscellaneous.

- A. **RFP and Contract Review.** All RFPs and concession contracts must be reviewed and approved by the Commissioner's Office. The following sequence of steps must be followed:
  - (1) Area or regional offices must submit the proposed RFP and contract along with supporting information to the Commissioners's Office. The supporting information must include appropriate planning documentation and financial feasibility evaluation.
  - (2) The Commissioner's Office will establish a review team appropriately suited to the complexity and scope of the RFP and the contract. The team will evaluate the RFP and the contract for sufficiency and compliance with the Concessions Management Policy and Concessions Management Directives and Standards.
  - (3) The Commissioner's Office will return the approved RFP and contract, or return the RFP and the contract for modification and resubmittal if necessary.
- B. **Training.** All Reclamation offices are responsible for ensuring that Reclamation personnel involved with concessions have received training commensurate with their responsibilities.
- C. **Nonprofit Organizations.**
  - (1) In certain circumstances, it may be appropriate for cooperative associations or nonprofit organizations to sell goods or provide visitor services to meet Reclamation's goals and objectives. All cooperative association arrangements must be approved by Reclamation if the cooperative associations operate within a concession.
  - (2) The cooperative association will be responsible for maintaining its accounting system, and the system cannot be combined with the annual financial report submitted by a concessionaire. Nonprofit organizations will also be given very

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clear allowances and restrictions identifying the type of business they are authorized to conduct and the type of goods or services they may provide. Just as with concessionaires, nonprofit organizations are prohibited from providing items or services not specifically authorized. All nonprofit organizations must provide written proof of their nonprofit status.

- D. **Employment of Reclamation Personnel or Family Members<sup>2</sup>.** Reclamation employees or family members(s) may not be owners, partners, board members, corporate officers, general managers, or employees of any business providing commercial services on the Federal estate, nor may they have any financial interest in such a company. Ownership of stock shares traded in a recognized open market is not considered a financial interest under these directives and standards. Reclamation employees are further prohibited from using their public office for private or family gain. A Reclamation employee involved in activities concerning preparing specification formulation, contract award, or operational administering a concession may not participate in that activity if the employee or a family member is involved in any phase or operation of that concession. Any Reclamation employee responsible for any phase of a concession contract will be excused from duties related to the contract if the employee or a family member is involved in the competition for the contract or the Reclamation employee or a family member may benefit financially from the award of the contract.
- E. **Concessions Management Guidelines.** The Concessions Management Guidelines contain additional information that will assist Reclamation offices in complying with the Concessions Management Policy and the Concessions Management Directives and Standards.

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<sup>2</sup> Guidance on this issue should be obtained from an ethics counselor in the servicing Reclamation Personnel/Human Resources Office.

## **APPENDIX B**

### **Public Input Opportunity on Canyon Ferry Commercial Services (n = 91 respondents)**

**Q.1: Please describe your interests, concerns, hopes and desires for Canyon Ferry Reservoir**

A) Interests:

<u>Type of Interest</u>	<u>Frequencies</u>
<b>Fishing</b>	<b>24/91 = 26%</b>
<b>Boating</b>	<b>20/91 = 22%</b>
<b>Sailing</b>	<b>18/91 = 20%</b>
<b>Camping</b>	<b>13/91 = 14%</b>
<b>Own property / Cabin / Home</b>	<b>13/91 = 14%</b>
Hiking	6/91 = 7%
Water skiing	6/91 = 7%
Great recreation	6/91 = 7%
Spending time with family and friends / Generations	6/91 = 7%
Wakeboarding / Tubing / Knee boarding	4/91 = 4%
Picnicking	3/91 = 3%
Swimming	3/91 = 3%
Water sports	3/91 = 3%
Jet skiing	3/91 = 3%
Bird and wildlife viewing	2/91 = 2%
Sightseeing	2/91 = 2%
Relaxing	2/91 = 2%
Rock hounding	1/91 = 1%
Hunting	1/91 = 1%
Canoeing	1/91 = 1%
Irrigation	1/91 = 1%
Fish and wildlife habitat	1/91 = 1%
Beauty of reservoir	1/91 = 1%
Dining out	1/91 = 1%

B) Concerns:

<u>Type of Concern</u>	<u>Frequencies</u>
<b>Reclamation will close Yacht Basin Marina</b>	<b>9/91 = 10%</b>
Need local concessionaire, not out-of state corporation	2/91 = 2%
Home sites all around lake reduce public access	2/91 = 2%
Overcrowding of lake	2/91 = 2%
Over development of lake	1/91 = 1%
Government fails to maintain and regulate activities	1/91 = 1%
Water mgmt. by Corps harms users + states downstream	1/91 = 1%
Competition of commercial services will be eliminated	1/91 = 1%

The 20 fish walleye limit	1/91 = 1%
Not allowing recreational use due to environmental perceptions	1/91 = 1%
If south end of lake is developed, it will degrade fishery	1/91 = 1%
Sailing is being ignored + motorized, polluting services added	1/91 = 1%
Government involvement will cause delays in development of resource	1/91 = 1%
The limited opportunity to purchase lake property	1/91 = 1%

C) Hopes/Desires:

<u>Type of Hope/Desire</u>	<u>Frequencies</u>
<b>Don't want to see any / many changes / No development</b>	<b>16/91 = 18%</b>
<b>For Yacht Basin Marina / Kim's to continue to operate</b>	<b>15/91 = 16%</b>
<b>Develop assets to full potential / Better recreation facilities</b>	<b>14/91 = 15%</b>
<b>Be able to continue to use Canyon Ferry for recreation</b>	<b>12/91 = 13%</b>
<b>Have multiple vendors/marinas to choose from / Need marinas</b>	<b>10/91 = 11%</b>
For Canyon Ferry to remain affordable	5/91 = 5%
Keep the level of the lake higher and more stable	4/91 = 4%
For Canyon Ferry to remain a good / Strong fishery	3/91 = 3%
For Reclamation not to impose unneeded regulations	2/91 = 2%
To have marinas operated by several small, local lessees	2/91 = 2%
Silos should be protected due to financial commitment of owners	2/91 = 2%
Funding for development of Canyon Ferry	1/91 = 1%
Equal access to include aircraft	1/91 = 1%
For the existing docks to remain open	1/91 = 1%
Completion of this project on time/budget w/o impacts on business	1/91 = 1%
Cleanup of campsites	1/91 = 1%
For Reclamation to buy back and destroy current lakeshore homes	1/91 = 1%
Extra police officers on duty on holidays	1/91 = 1%
More rules and regulations for jet skiers	1/91 = 1%
Water-ski Club should remain in Tournament Bay	1/91 = 1%
The road needs continuous maintenance as traffic increases	1/91 = 1%
We want our property to increase in value	1/91 = 1%
To keep our waters clean	1/91 = 1%
The right to buy a seasonal permit for our camper	1/91 = 1%

**Q.2: What commercial recreation services and facilities (*marinas, stores, docks, launches, ramps, rentals, fuel, programs etc.*) are needed/not needed at or near the Reservoir?**

<u>Type of Service/Facility</u>	<u>Frequencies</u>
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<b>Existing facilities are adequate / All existing facilities and marinas, plus Silos – that should be enough</b>	<b>39/91 = 43%</b>
<b>Good marinas with docks, launches, ramps etc. / All of the above mentioned</b>	<b>23/91 = 25%</b>
<b>Canyon Ferry needs Yacht Basin Marina – the only deep water marina for sailboats / Kim’s and Yacht Basin are both needed</b>	<b>16/91 = 18%</b>
<b>Additional boat docks with fuel / Docks for disabled</b>	<b>10/91 = 11%</b>
More camping spots and facilities for RVs / More and better campgrounds / Long term camping and trailer sites for RVs	7/91 = 8%
Another boat ramp (southeast/south) / Protected boat ramps	4/91 = 4%
Lunch/dinner restaurant on water (north end) / one or two restaurants / Snack bar	4/91 = 4%
Room rentals / Lodges / Resort / Cabin rentals	4/91 = 4%
Convenience store / Gas station	3/91 = 3%
Improve and enlarge existing facilities	3/91 = 3%
No commercial development / No facilities needed	2/91 = 2%
No store at south end. There is one at Silos Campground	2/91 = 2%
Aviation fuel	1/91 = 1%
Additional pump out stations	1/91 = 1%
Houseboat rental	1/91 = 1%
Guided fishing trips	1/91 = 1%
More trees and shade	1/91 = 1%
Convention centers	1/91 = 1%
Storage	1/91 = 1%
No one super marina on windy end of lake	1/91 = 1%
Better signage on water for boaters (directions, warnings)	1/91 = 1%
No Jet Ski rentals	1/91 = 1%

**Q.3: Please explain why they [recreation facilities and services] are needed and/or why they are not needed**

<u>Type of Explanation</u>	<u>Frequencies</u>
<b>For all the recreationists / To satisfy all the needs of boaters and fishermen / To serve the public [Marinas]</b>	<b>30/91 = 33%</b>
<b>Without a deep water marina / without Yacht Basin Marina, I will have no access with my sailboat</b>	<b>10/91 = 11%</b>
<b>Limited space [Marinas] / To spread people out more / Due to waiting list for dockage [Marinas] / To take some pressure off north end of the lake / On weekends, available campsites are full / Ramps are needed due to line on weekends / Eliminate congestion</b>	<b>10/91 = 11%</b>
For boat owners who prefer the convenience of a slip / More convenient for people traveling far / Travel distance / Easy	7/91 = 8%

access [Marinas]	
All current services and facilities are needed for competition / Local economy / To create jobs	6/91 = 7%
To provide a base for the needed Coast Guard [Yacht Basin Marina] / For safety reasons	4/91 = 4%
A marina is not needed at the Silos Campground. There is already a privately owned store and RV park close to the campground	4/91 = 4%
Need protected ramps due to the storms / Windy conditions in bay (south end)	3/91 = 3%
The current facilities seem to be able to handle the needs / New facilities are not necessary	3/91 = 3%
For boats too large / difficult to launch easily [Marinas]	2/91 = 2%
Needed due to large size of lake [more facilities]	2/91 = 2%
Roads are needed due to insufficient public access to the lake	1/91 = 1%
Deep water moorage on south side would provide access from Townsend and Bozeman	1/91 = 1%
To increase use at Canyon Ferry [hotel rooms]	1/91 = 1%
For vehicular gas and year-round services [convenience/gas station]	1/91 = 1%
Hard for disabled person to get into or dock boat [docks for disabled]	1/91 = 1%
Fuel pump would eliminate having to take out boat to refuel	1/91 = 1%
To allow aircraft to refuel [aviation fuel]	1/91 = 1%
If it ain't broke, don't fix it!	1/91 = 1%
Increase in services would begin to compromise semi-wild experience of basin	1/91 = 1%
I don't think government funded projects should compete with private business	1/91 = 1%
I fear that Townsend economy would suffer with new facilities at CF	1/91 = 1%
No Jet Ski rentals due to noise, behavior, pollution etc.	1/91 = 1%
We don't want to attract people from out-of-state	1/91 = 1%
Other	4/91 = 4%

**Q.4: Where should they (recreation services and facilities) be located and why?**

<u>Type of Location/Why?</u>	<u>Frequencies</u>
<b>All existing marinas / docks / boat ramps should be allowed to stay where they are / Current location of marinas are excellent</b> <i>to close them would be a disaster to boaters who have property nearby marinas serve those within a reasonable distance competition is good for a healthy economy to keep lake affordable lessees have invested a lot of money in improvements</i>	<b>32/91 = 35%</b>

*good access and out of strong winds  
if it ain't broke – don't fix it!*

**At Yacht Basin Marina**

**18/91 = 20%**

*reduces traffic on a very dangerous section of road  
provides services to cabin and recreation sites located on north end  
close to Helena and great for day use / north end access  
septic system to provide better bathroom facilities at YBM  
the present deep water marina is safe and won't run out of water  
perfect location  
deep water and sheltered bay for sailboats and larger boats*

**At Kim's Marina / Cave Bay**

**11/91 = 12%**

*to serve the Helena population / north end access  
perfect location  
offers more camping facilities*

**Marinas and docks should be strategically placed around the lake /**

**9/91 = 10%**

**Small marina in each local area**

*to disperse users  
to prevent overcrowding  
to help separate conflicting uses  
to address the needs of various boats  
to eliminate congestion at Shannon's boat ramp  
to serve the variety of users*

**At Silos / Location of new marina**

**8/91 = 9%**

*to spread use over more of the lake  
to serve Bozeman, Butte population / access to south tip  
ideal location for protected ramps*

**South end**

**7/91 = 8%**

*deep water marina  
to serve Townsend and Bozeman  
need more services further south on lake  
restaurant*

*gas pump*

*campground*

**North end**

**6/91 = 7%**

*deep water and protected  
restaurant  
to serve Helena, Butte, Great Falls, and Boulder  
public ramp and dockage facility  
has more trees, less wind, better camping, better marinas*

**White Earth / Goose Bay**

**3/91 = 3%**

*to serve Townsend and Bozeman population  
access in mid-lake east and west*

**East**

**2/91 = 2%**

*more room, access to public lands and existing water and*

<i>toilet facilities [overnight facilities]</i>	
<i>deep water facility</i>	
Avalanche Gulch	1/91 = 1%
<i>marina primarily for sailboats</i>	
At a place convenient for aircraft to taxi to [aviation fuel]	1/91 = 1%
Hellgate	1/91 = 1%
Jo Banner Campground	1/91 = 1%
Near Glass Slipper – Canyon Ferry Road	1/91 = 1%
Off State and Federal land	1/91 = 1%
<i>so they are private business</i>	
South West	1/91 = 1%
<i>more room, access to public lands and existing water and toilet facilities [overnight facilities]</i>	
West shore	1/91 = 1%
<i>another marina further down west shore</i>	
Duck Creek	1/91 = 1%
<i>boat ramp</i>	
Yacht Basin Marina could be relocated between Kim's and Goose Bay	1/91 = 1%
Other	2/91 = 2%

**Q.5: Who should and should not be providing these facilities and services? Why?**

<u>Type of Provider/Why?</u>	<u>Frequencies</u>
<p><b>Private sector or long-term lessees / Free enterprise / Multiple commercial entities / Contracting to private vendors / Federal money for construct, but privately operated</b></p> <p><i>to maintain first class facilities to the public</i>  <i>it is the American way</i>  <i>serves the public interest better</i>  <i>vendors need to compete with one another and provide good services, otherwise they loose business</i>  <i>with private ownership you can sell whatever you want and not be put under the lease holder's thumb</i>  <i>so they can invest in the future</i>  <i>they will provide what is needed based on supply/demand</i>  <i>they do a better job and cost the tax payer less money</i>  <i>to encourage market trade between private marina owners</i></p>	<b>37/91 = 41%</b>
<p><b>Current operators / Local operators</b></p> <p><i>it is working well, why change?</i>  <i>they are doing a great job</i>  <i>existing business should be given first opportunity</i>  <i>small, independent contractors who care about the environment</i></p>	<b>25/91 = 27%</b>

*and people they serve  
because they best understand and provide what is needed while  
keeping price/costs manageable. They are around all the time*

**No single contractor / No out-of-state management company /** 13/91 = 14%  
**I hope and pray the BOR does not go to a one concession / No one  
provider for the complete lake / No large corporation**  
*you can't buy anything at a reasonable price  
monopolies are not good for consumers and are prohibited in  
a free market  
I would not like to see profit motivated corporation run the show  
to keep competition for business*

**Not the government / Not the Bureau of Reclamation** 13/91 = 14%  
*I don't think a government agency should be in charge of  
retail operations. It doesn't work  
government personnel do no take as much interest because  
there is no incentive for them  
petty politics are too available when small governments (Townsend)  
are involved  
they have no idea how to run a business*

**Bill and Kathy Frazier should continue to operate Yacht Basin  
Marina / Bill and Kathy should be granted at least ten more years  
at Yacht Basin Marina** 9/91 = 10%  
*they have demonstrated a personal commitment to operating the  
marina responsibly and safely  
they work hard with a spirit of service  
they desperately want to improve the facilities / each year they add  
improvements to their property*

Bureau of Reclamation / M.F.W.P. / County Partners / The State 8/91 = 9%  
 / Municipalities  
*it should be part of their budget  
to keep commercialization out / minimal services  
campgrounds  
campgrounds / public access facilities  
to keep a balance of influence, investment and expertise*

The present owners of Silo Marina 1/91 = 1%  
*they have proven themselves and have helped a lot of people  
in trouble*

Lake owners 1/91 = 1%

**Q.6: Which commercial operations and which of their services and facilities do you use?  
Why?**

A) Commercial Operations:

Commercial Operation/Why?

Frequencies

**Yacht Basin Marina**

**54/91 = 59%**

*because I sail*

*it is reasonably priced*

*access to Yacht Basin is fast and easy from Helena, which*

*enhances my sailing enjoyment*

*I dock my boat so that I do not need to trailer it. This is safer,*

*safes fuel and is a great public service*

*because it's small, friendly and quiet / less commercialized than Kim's*

*it's the best service, very friendly, very concerned for lake*

*protected deep water mooring*

*it provides the best environmentally protected facility for my pontoon boat*

*we can always use the marina, even in low water periods*

*close to where I live, safe and secure*

*it has been beautifully upgraded*

*great deep water ramp and mast stepper for launching large boats*

*we enjoy the regattas, Coast Guard station, dive clubs etc.*

*the only marina with a nice restaurant and bar area*

**Kim's Marina**

**35/91 = 38%**

*friends and family have docked at Kim's because Yacht Basin*

*Marina is full*

*because Canyon Ferry Yacht Club has provided a clubhouse*

*and services there*

*convenient, good service and good product selection*

*very nice facility with all services available*

*it is the largest unit on the lake*

*protected marina from storms*

*safe place to leave boats*

**All of the marinas on the lake / All of them / All, except rentals**

**15/91 = 16%**

*I am usually at the lake from June to August all the time*

*I support all the facilities around the lake*

*because they are there and convenient to use*

**Silo's RV Park and Campground**

**8/91 = 9%**

*it's non-commercial and convenient*

*they have a good selection and they are always upgrading the*

*services they provide*

**Goose Bay Marina**

**5/91 = 5%**

*Goose Bay has tried to stay a reasonable price for average income people*

**Hellgate**

**1/62 = 2%**

**Joe Bonner**

**1/62 = 2%**

**Ernie's**

**1/62 = 2%**

**O'Malley's**

**1/62 = 2%**

B) Facilities:

<u>Type of Facility</u>	<u>Frequencies</u>
<b>Boat docks / Slip rentals / Moorage</b>	<b>33/91 = 36%</b>
<b>Store / Groceries / Snacks / Bait Shop / Supplies</b>	<b>28/91 = 31%</b>
<b>Gas / Fuel</b>	<b>27/91 = 30%</b>
<b>Boat ramps / Launching service</b>	<b>12/91 = 13%</b>
Restaurant / Bar	7/91 = 8%
Restrooms / Showers	5/91 = 5%
Campgrounds / Camping facilities	5/91 = 5%
Events / Activities	3/91 = 3%
Lake information / Fishing reports / Know-how	3/91 = 3%
Boat rentals / Rentals	2/91 = 2%
Telephone	1/91 = 1%
Pump-out station	1/91 = 1%
Coast Guard Auxiliary	1/91 = 1%
Boat repairs	1/91 = 1%

**Q.7: What if anything would improve their facilities and services?**

<u>Type of Improvement</u>	<u>Frequencies</u>
<b>A long-term lease (5-yrs./10-yrs./15-yrs./20-yrs.) for marinas / Yacht Basin Marina / Some stability, reliability in contracts with BOR / Longer lease times</b> <i>would allow them to add services and make improvements so they can make long-term plans</i> <i>I would like assurance that they will stay in business so they can make the financial commitment</i>	<b>27/91 = 30%</b>
<b>No improvements necessary</b> <i>the service now is very customer oriented / excellent they provide all that I need sufficient</i> <i>the existing services and facilities are more than adequate improvements have been made</i>	<b>17/91 = 19%</b>
More slips / docks / More public boat docking / Larger slips / Customer docks	8/91 = 9%
Get the Bureau of Reclamation out of the picture / Less government involvement / Let marina operators make their own improvements they know what needs to be done	7/91 = 8%

Better bathroom and shower facilities / Flush toilets / More toilets / Outhouse closer to north side of Hellgate Campground	6/91 = 7%
Add KOA or hotel / Need more full service units for campers (water, sewer, electricity) / Improved campgrounds (trees, shrubs, picnic tables, play area for children)	5/91 = 5%
Additional parking at Yacht Basin and Kim's Marinas / Improve parking / Pave parking area	4/91 = 4%
Repair / upgrade smaller docks / Replace more docks / Docks at Goose Bay are starting to be in poor condition	4/91 = 4%
Grocery store with more items / Bigger convenience store at Yacht Basin Marina with sandwich deli / Larger grocery store	3/91 = 3%
The south end of the lake needs to be expanded and redeveloped facilities and services offered are inadequate and could not be improved / deep water marina with short term dock rental, shore power, potable water and pump out facility	3/91 = 3%
Trail to the beach is eroding / Need to stabilize eroding bank at dry storage	2/91 = 2%
Pump stations / Pump-out located at Yacht Basin, Goose Bay and Silo's	2/91 = 2%
Paved or oiled roads to prevent dust	2/91 = 2%
More capital investment and upgrading	2/91 = 2%
Yacht Basin Marina could be friendlier / Kim's could use better management	2/91 = 2%
Recycling of glass	1/91 = 1%
Give Silo's RV Park a fuel concession	1/91 = 1%
Lower cost of docking facilities	1/91 = 1%
Make Kim's Marina wider for more traffic	1/91 = 1%
Offer boat maintenance services	1/91 = 1%
Offer garbage drop-off	1/91 = 1%
More employees on weekends	1/91 = 1%
Travel lift and concrete piers at Yacht Basin Marina	1/91 = 1%
Yacht Basin Marina needs a better running water and sewer system	1/91 = 1%
Facilities should be removed	1/91 = 1%
Other	2/91 = 2%

**Q.8: Which (recreation facilities and services) don't you use? Why?**

Type of Facility

Frequencies

**Goose Bay Marina**

**18/91 = 20%**

*too far from the deep waters of the north end  
just never get that far up the lake / too far / too far to drive  
too far from where my father is moored*

*it is too far for a sailboat*  
*wind blows too hard and waves get too big*  
*lots of shallow bays and rocks*  
*too dusty*  
*bad place / dumpy*  
*services and facilities are not as good / nice*  
**Not applicable (use all of them) / We have used them all / Use them all / I use some part of all their services / Use them all on occasion** **12/91 = 13%**  
*because we spend so much time on the lake*  
*because we boat a lot*

**Kim's Marina** **10/91 = 11%**  
*too crowded, noisy / over commercialized / busy*  
*difficulty in getting to my boat*  
*shallow water*  
*lack of services and facilities*  
*not as scenic*  
*too far for me to drive*  
*no travel lift capable of hauling our current sailboat*

**Silo's** **9/91 = 10%**  
*too far from the deep waters of the north end*  
*too far / too far to travel*  
*wind blows too hard and waves get too big*  
*lots of shallow bays and rocks*  
*too far from where my father is moored*  
*because we have a home at north end*  
*limited docking / facilities*  
*that end of the lake is not appealing*  
*we love the scenery and campgrounds on the Dam side much better*  
 South end of the lake / Mid to South portion of lake / **7/91 = 8%**  
 Lower half of the lake  
*I don't go down there*  
*too far from us / Too far to drive*  
*due to wind hazard / Dangerous section of the lake when storms hit*  
*because we have a home at north end*

Public campgrounds and related launching facilities / Don't use the camping and picnicking facilities **5/91 = 5%**  
*sitting in a camper within inches of others is not my idea of fun*  
*vehicle and trailer parking are limited*  
*I have my own place*  
*no shade during hot summer*

Yacht Basin Marina **4/91 = 4%**  
*not very convenient*

<i>product selection is limited</i>	
<i>too crowded and difficult to use</i>	
<i>services are not as good</i>	
<i>we don't do the sports they offer</i>	
Rentals / Rental equipment (skidoos, toys, boats)	3/91 = 3%
<i>have own boat</i>	
<i>we have our own equipment</i>	
The Cabins / We don't use the cabin sites	2/91 = 2%
<i>we have our own place</i>	
<i>since we live in Helena (17 miles)</i>	
North end of the lake	2/91 = 2%
<i>it is too far</i>	
<i>because of the high concentration of houses and people</i>	
Dock or ramp on north end	1/91 = 1%
<i>too steep a grade</i>	
East or South sides of the lake	1/91 = 1%
<i>too crowded with RV's. I prefer tent camping</i>	
White Earth	1/91 = 1%
<i>too far from where my father is moored</i>	
Fuel services	1/91 = 1%
<i>my boat does not require gasoline</i>	
Boat slips	1/91 = 1%
<i>Don't use anymore, because cost became prohibiting</i>	
Outhouses	1/91 = 1%
Hellgate	1/91 = 1%
<i>too windy and too far to travel</i>	
Don't use electricity on docks or sewage disposal	1/91 = 1%
<i>don't have that size of boat</i>	
Tennis court	1/91 = 1%
<i>don't play tennis</i>	

**Q.9: I would use them (please name) if \_\_\_\_\_ (please explain).**

<u>Name of Facility/If...</u>	<u>Frequencies</u>
The Marinas / Facilities (general)	6/91 = 7%
<i>if the distance was shorter</i>	
<i>if I lived on that side of the lake</i>	
<i>if I would need them</i>	
<i>if lodging became necessary for family and friends</i>	
<i>if I got a larger boat</i>	
Silo's / The new marina at Silo's	4/91 = 4%
<i>if it was deep enough for keels</i>	

<i>if the distance was shorter</i>	
<i>if it was more protected from wind and waves</i>	
<i>if it was a deep water marina with dock rentals, shore power, potable water and pump out facility</i>	
Kim's Marina	4/91 = 4%
<i>if it was deep enough for keels</i>	
<i>if Yacht Basin Marina was forced to shut down / if there was no other alternative</i>	
<i>if it was wider</i>	
The South end	4/91 = 4%
<i>if there was a marina and fueling facility</i>	
<i>if facilities and services were available</i>	
<i>if you could stop the wind (just kidding)</i>	
Public launching facilities / campgrounds	4/91 = 4%
<i>if forced by lack of commercial facilities</i>	
<i>if forced by high prices at commercial facilities</i>	
<i>if there were RV hook-ups with power, water, sewer and RV sewer dump-outs</i>	
<i>if they weren't crowded and had better facilities, i.e. larger docks, better parking</i>	
<i>if they planted more trees and fixed up the campgrounds better. These campgrounds are like camping in a field, it's very dusty, there isn't any grass, they don't mow the weeds down, it's very run-down</i>	
Goose Bay Marina	3/91 = 3%
<i>if it was deeper / deep enough for keels</i>	
<i>if the road was improved</i>	
Cell service and high speed internet / TV and cell phone reception	2/91 = 2%
<i>if they were available</i>	
Van Sheriff and Chinamen's	1/91 = 1%
<i>on off season days</i>	
The fueling facilities	1/91 = 1%
<i>if I ever get a larger sailboat or motorized boat</i>	

**Q.10: What facilities and services do you want to see at the reservoir? Why?**

<u>Type of Facility/Why?</u>	<u>Frequencies</u>
<b>Keep it the way it is / No additional facilities / Fine as is (north end) / Present facilities are adequate / Very happy with what the lake offers</b>	<b>28/91 = 31%</b>
<b>A good marina with responsible and sensitive owners, which is what Yacht Basin Marina is / Yacht Basin Marina is very</b>	<b>10/91 = 11%</b>

**important to our family / The facilities and services at Yacht Basin Marina / Keep Yacht Basin / I would like to see Bill and Kathy be able to improve Yacht Basin Marina**

*for deep draft sailboats to dock or moore at*

**Marinas / Marinas with leasable docks, services, water, bathrooms, showers, ramps and small store / I want to continue to see strategically located marinas / Possibly another deep water facility on the east side of the lake** 10/91 = 11%

*they make using the lake more enjoyable and accessible*

A grocery store with more items / A convenient store on west shore near Yacht Basin / More grocery shopping options / Convenient type store with reasonable gas prices and late night operations 8/91 = 9%

More campsites / Clean up campground at the Silo's / Open closed campgrounds back up / More campgrounds around the lake / More campsites for boaters 6/91 = 7%

*to help spread people out*

Fuel docks / Fueling station / Better gasoline pump system 6/91 = 7%

More and better facilities / A little more capital investment and upgrading / Current services maintained and improved / More retail and services on the lake 5/91 = 5%

*so it would be easier to spend longer periods there*

*it is my believe that Canyon Ferry Reservoir is underdeveloped and underused due to the lack of access to the lake and insufficient facilities*

A resort / hotel / lodge / private lodging rentals 5/91 = 5%

New boat ramp at the Silo's / Ramps / Boat launch at Jo Bonner / More boat ramps for low water 4/91 = 4%

*it's close to launch our boat, jet ski*

Continue restaurant options / Year-round restaurant / A little café providing hamburgers, sandwiches etc. / A restaurant at every marina 4/91 = 4%

*so there is a place to go out and eat*

*would promote boaters traveling between marinas*

Docks / Boat slips 4/91 = 4%

A hiking, biking path 2/91 = 2%

Boat storage 2/91 = 2%

Long-term RV parks with full service hook-ups, including electricity / KOA 2/91 = 2%

Cell phone service and high speed internet would be cool / TV and cell phone reception 2/91 = 2%

*necessity in this day and age*

Silo's Marina 2/91 = 2%

*need south end service*

*will make it handier for people from Billings, Bozeman etc.*

Kim's Marina 2/91 = 2%

A fish cleaning station	1/91 = 1%
A flat camping space for parking	1/91 = 1%
A golf course	1/91 = 1%
Aviation fuel	1/91 = 1%
Family-oriented recreation	1/91 = 1%
Landscaping	1/91 = 1%
Convention Centers	1/91 = 1%
Work with OPI and schools to improve/promote science center	1/91 = 1%
Some logical rules for the lake / No-wake zones	1/91 = 1%
Four-wheel trail	1/91 = 1%
Rentals	1/91 = 1%
Septic system at Yacht Basin Marina to provide better bathroom facilities for the large number of people	1/91 = 1%
We need fish to be planted	1/91 = 1%
Court Sheriff, Chinamen's, Joe Bonner	1/91 = 1%
<i>these are excellent facilities</i>	
Better road system	1/91 = 1%

**Q.11: What facilities and services don't you want to see? Why?**

<u>Type of Facility/Why?</u>	<u>Frequencies</u>
<p><b>None / No additional facilities, except possibly recycling bins / No additional shoreline development (houses, hotels, restaurants, stores) particularly on the north end / Big marina and commercial operations / Build Silo's then leave it – enough / Commercial money making – keep it simple / No large scale commercial developments that involve motels, hotels, restaurants, casinos and resorts / Shopping malls, strip joints, law offices, consultants and brothels</b></p> <p><i>the beauty of the lake is that some of it is in it's natural state which allows me to enjoy fishing and camping privately existing facilities and services are sufficient</i></p> <p><i>Townsend is 10 miles away and Helena 30. They have facilities and services</i></p> <p><i>would distract from open and rural character</i></p> <p><i>we are too seasonal, they would not make it. Will turn into dump</i></p> <p><i>we already have too many available at other locations in the state</i></p>	<b>22/91 = 24%</b>
<p><b>Any large conglomerate as a single provider / Facilities and services operated by a single concessionaire / Large corporations run by a monopoly / No indifferent, irresponsible owner / Out-of-state, long distance management of on-state facilities</b></p> <p><i>less benefit to local economy and potentially lower level of service</i></p> <p><i>total control over pricing and lake use</i></p>	<b>14/91 = 15%</b>

<i>prices would rise and some would have to leave</i>	
High speed, noisy boats / Power boat, jet ski rentals	5/91 = 5%
<i>ruin the experience for virtually everybody else</i>	
<i>dangerous</i>	
<i>they drive careless most of the time</i>	
No “full blown” marina at the Silo’s campground / No additional store, bait and tackle at Silo’s / South end deep bay	4/91 = 4%
<i>I think that would ruin the area</i>	
<i>what a waste! Provides no useable service to Helena residents!</i>	
<i>respect the financial commitment of the current store owner</i>	
<i>seems regular docks would work</i>	
I don’t want to see non-private services for stores etc. / Public run stores, docks, marinas, bars / BOR concessionaires	4/91 = 4%
Too much government interference	2/91 = 2%
More campgrounds on the North end of reservoir / Overnight camping allowed on west shore	2/91 = 2%
<i>the road does not accommodate crowds of slow vehicles</i>	
Campgrounds managed by private entity	1/91 = 1%
<i>inability to launch/beach boat where one wants to</i>	
<i>inability to swim where one wants to</i>	
Facilities that are too remote to be useful	1/91 = 1%
Mining	1/91 = 1%
On shore activities that crowd the areas and are not in common with boating	1/91 = 1%

**Q.12: Are there certain commercial operations (marinas, stores etc.) doing a particularly good or poor job of providing facilities and services? Please name and explain why**

<u>Type of Facility/Why?</u>	<u>Frequencies</u>
<b>Yacht Basin Marina</b>	<b>53/91 = 58%</b>
<i>In our opinion, the lessees are doing an outstanding job – very service oriented, well maintained and a secure facility</i>	
<i>Kathy and Bill’s improvements each year have been impeccable.</i>	
<i>The ramp, docks, store, cabins, rentals have constantly been improved since they have taken over</i>	
<i>Bill and Kathy Frazier work very hard to provide the best, low cost boating facilities at Canyon Ferry</i>	
<i>they are currently well managed</i>	
<i>they try to please all their customers. They are open all reasonable hours. They have greatly improved the facilities – especially the fuel dock. They support water and boating safety. They provide</i>	

quality public service  
they are responsive to the public's concerns  
sort of ok for groceries  
they have cleaned up and expanded  
the Coast Guard programs they have promoted are exceptional, dive programs etc.

Bill and Kathy Frazier turned a run-down, non-functional marina into a nice place with good docks and facilities  
safety conscious, fun, reasonable rates, considerate  
gives the best service on the lake  
Yacht Basin Marina is exceptional. They are helpful and nice to deal with. Fuel hour availability is great  
Yacht Basin Marina is doing a great job. It provides assistance in pulling and launching boats, small store, well maintained fuel dock and slips and an easy way to enter and leave slips without running into everyone using the same channel  
Yacht Basin Marina offers boating safety classes, VHS radio classes and monitors Channel 19, all very important especially for new boaters. They also sponsor Scout sailing, fun races etc.  
clean, new docks

**Kim's Marina**

**33/91 = 36%**

they are currently well managed  
they are responsive to the public's concerns  
does the best job of providing facilities and services and they are nicer to the public, always helping customers  
Kim's Marina is doing a great job in spite of their recent problems with flooding  
they have cleaned up and expanded  
good service, good attitude, good product line, helpful  
good location and ramp

**All known commercial services/Marinas are doing a good job**

**11/91 = 12%**

they are all doing the best they can within the limits of their ability to invest in and expand operations under the current lease agreement with the Bureau of Reclamation

**Silo's RV Park**

**8/91 = 9%**

the people are friendly, informative and they are always open and willing to talk  
they are doing well, why jeopardize their living?  
Silo's Inn Restaurant has excellent food and service. Silo's campground store has excellent needs for every fishing experience  
They have fuel, propane, food staple items, fishing equipment, plus many other items. Plus, these people are friendly, helpful and an asset to the Silo's  
The Silo does a good job as a lounge and restaurant and Silo's RV

<i>does an excellent job for merchandise and information</i>	
Goose Bay (poor job)	3/91 = 3%
<i>Goose Bay is getting a little run down and their business is going down because of it needs to clean up their area a lot hard to get to dock</i>	
O'Reilly's / O'Mally's	2/91 = 2%
<i>good food, pleasant service, nice price</i>	
Goose Bay (good job)	2/91 = 2%
<i>they do an excellent job</i>	
Yacht Basin (poor job)	1/91 = 1%
<i>should have someone at all times at the area for gas and boats</i>	
Kim's Marina (poor job)	1/91 = 1%
<i>if you have a reservation, don't lease it to someone else</i>	

**Q.13: What are the problems on or near the Reservoir? What solutions do you see?**

<u>Type of Problem/Solution?</u>	<u>Frequencies</u>
<b>Government intervention – stirring up controversies about closing marinas, having only one concession and fluctuating the lake level during the recreation season / I feel that the Bureau of Reclamation has been a very large problem in the management of the lake. How could they possibly have the best interest of the users at such a distance / fluctuating water level / Water too low / Corps policy, contracts favoring downstream users</b>	<b>16/91 = 18%</b>
<b>Loud boats / Increased noise levels and conflict with personal watercraft / Jet skiers running water skiers over / Jet skis – loud, fast, disrespectful / Speed and proximity to sailboats / Too many gas operated vessels / Unsafe boating / Drinking, littering, inconsiderate behavior and noise / Some noise pollution</b>	<b>14/91 = 15%</b>
<i>regulations / boating rules / reasonable and enforced regulations will help mitigate / Coast Guard regulations increased education / Education with respect to courtesy legislation requirements for quieter machines ban them (jet skis) from certain areas like everywhere west of Cemetery Island maintain Coast Guard, keep Channel 19 and monitor for emergencies marina at south end should ease this (noise pollution)</i>	
<b>Currently, there are no major problems / None / It is fine now / No problems / No extreme problems</b>	<b>11/91 = 12%</b>
<b>Afraid we will loose our marinas / There would be a problem if Yacht Basin Marina is closed / Lease agreement problems have been ongoing</b>	<b>11/91 = 12%</b>

**/ Most problems stem from the Bureau of Reclamation not communicating with the managers at the marinas**

*this could be solved by the Bureau of Reclamation recognizing the value of the present lessee and their commitment to establish a first class marina (Yacht Basin)*

*listen to the voice of the people and extend the lease of Yacht Basin Marina to Bill and Kathy*

*provide the owners of the marinas and users with a long-term commitment to letting these people have a secure future knowing that they can improve the current facilities and make a living*

*BOR should be doing much more to encourage free enterprise and new services by working toward private ownership of marinas, services, and new development*

**The roads are poorly maintained / The access roads are narrow, windy and blind / Dust is a problem / Dust on road and bumpy road on West shore where pavement ends / Roads and infrastructure roads need to be paved or treated** **9/91 = 10%**

*need additional paving on West Shore Drive*

Occasionally, there are problems with overcrowding of boats at the north end of the lake / Overcrowded / Overcrowding on major holidays / Logistics and availability of property focuses a majority of the usage at the north end / Overcrowding of campgrounds **6/91 = 7%**  
*more and better development of south 2/3 of reservoir*

Lack of adequately marked camp spots with tables / Lack of restroom facilities, clean bathrooms / Not enough trees and shelters **5/91 = 5%**

Not enough marinas / Not enough facilities / Underdevelopment of southern half **4/91 = 4%**  
*create more facilities*

Increased development may eventually compromise the “atmosphere”, which, after all, is why people come there / Overbuilding of homes / The privatization of the land and cabin sites is driving up prices around the lake so they are not affordable / Rapid proliferation of home sites on and near the shores. This restricts public access and harms recreational enjoyment of the lake and diversity of use **3/91 = 3%**  
*maintain and keep in good repair the existing facilities – not add more (at north end)*

*restrict overbuilding of homes*

Trash in public areas / People who leave refuse scattered throughout the area and in the water / Not enough garbage services options for weekend users **3/91 = 3%**

*some sort of enforcement may help*

Lack of use and availability to get to entire lake. Almost no access between Cemetery Island and Silo’s on east or west shore / Not enough access / Not enough docks in other locations **3/91 = 3%**

<i>create more access</i>	
Goose Bay Marina dirty and poorly run / Goose Bay and White Earth need to be improved	2/91 = 2%
4-wheelers in the campground	2/91 = 2%
<i>should be restricted to only licensed drivers with a limited number of riders</i>	
There is no cell service	1/91 = 1%
Many cabins along the west shore have to store and haul all domestic water and sewage	1/91 = 1%
<i>a comprehensive sewer system would be an improvement</i>	
Exclusion of special treatment to 265 cabin owners	1/91 = 1%
Lack of fish	1/91 = 1%
<i>Fish and Game should plant more trout</i>	
Management by F.W. and Parks, especially the migratory bird population (cormorants and pelicans)	1/91 = 1%
Weeds are not being contained	1/91 = 1%
Lack of cabin sites	1/91 = 1%
Heavy metal poisoning of the fish	1/91 = 1%
<i>prohibit use of pesticides</i>	
The price of seasonal docking is high on a retired, fixed income	1/91 = 1%
Need better weather reporting	1/91 = 1%
<i>would like to see NOAA weather repeater closer to Canyon Ferry</i>	
Need more access to potable water	1/91 = 1%
Not enough signage around lake and on water	1/91 = 1%
South end	1/91 = 1%
<i>wind prevents access</i>	

**Q.14: Other comments:**

<u>Type of Comment</u>	<u>Frequencies</u>
<b>Extend the lease to Yacht Basin Marina indefinitely / Deep water slips are very important to sailing at Canyon Ferry. Storage at the marina has made sailing affordable to my family / I have a place above the lake. If Yacht Basin Marina was to close, we would not only loose the best deep water marina on the lake, we would opt to sell our place and not use this great recreational area / I know I have put in a lot of input for Kathy and Bill at Yacht Basin Marina, but they have done an excellent job of providing services for their clients. I can't imagine why the Bureau wants them out other than some self-serving agenda / My sailboat has been in Canyon Ferry since 1973. I have seen the Yacht Basin Marina go from docks that were scary to walk on, let alone put your boat at. A lot of time and energy</b>	<b>22/91 = 24%</b>

has been put in this marina. It serves its clients well. The owners strive to obtain its best / I simply do not understand why the Bureau of Reclamation will not extend Bill and Kathy's lease on Yacht Basin Marina at least 10 more years. I feel they want to go with one concession. Easy for them, but tragic to the lake and its users / Bill and Kathy truly deserve to maintain their lease. Without them, I'm afraid my parents would have to sell their property and boat which would kill them in their "golden retirement years" / Keep Yacht Basin Marina from closing and give the Frazier's another contract. Pretty simple and plain / Would be very difficult for us if Yacht Basin Marina were closed and unfair to the Frazier's who have worked hard and upgraded facility / Why would the Bureau consider closing of the present facility at Yacht Basin? / No single marina can accommodate all the water services needed on Canyon Ferry Lake. To lose the best one (Yacht Basin Marina) would be a disaster / Please allow Yacht Basin Marina to return to business without fear of being terminated year by year – let us enjoy the reservoir with low impact sailing / I know that the operators at Yacht Basin Marina have invested to work build a great marina. No solo marina / User friendly marinas help the lake to be used by more people from a larger area. I can no longer use the lake or patronize local businesses if there is no marina for me to keep my boat at. It's that simple / We as cabin owners on West Shore Drive would not be able to have a boat on the lake without use of their (Yacht Basin Marina) docks. It is, therefore, important to us that we have a friendly couple like Kathy and Bill to help us with our boating requirements / Why the focus on facilities? Are people complaining about Kim's and Yacht Basin Marina? These guys are providing a great service for us / Why try to change something that is working? There is a waiting list of people to dock at the marina (Yacht Basin Marina) – why put more people out of work?

As a taxpayer, business man, citizen and customer of Yacht Basin Marina I find the apparent attitude of the Bureau of Reclamation irritating. The Bureau of Reclamation seems to be heavy handed and irrational in their negotiations / The Bureau of Reclamation is unresponsive to the public wants and needs. Canyon Ferry is our reservoir and we should have the say in how it is used / I am concerned that the Bureau of Reclamation has a vision of the lake operating like Yosemite National Park where all access and commercial entities are operated by a single contractor. This would not be responsive to local needs. The diverse ownership provides competition / I guess it's simple really – don't try and fix what is not broken. Don't screw this up with some bureaucratic ideas about how it "should" be run. It's fine now / If it ain't broke – don't fix it / It seems though the Bureau of Reclamation intentionally tries to anger people for no reason – maybe just to prove they are in control / I hope that your firm is not working with the Bureau

11/91 = 12%

**of Reclamation to bolster their position to close down any existing business / I cannot believe this is our government doing this / Listen to the locals. Montana is not just another place and cannot be operated like California or the East Coast**

I have never met or talked to anybody who felt that the lake was over-crowded or needed fewer services / It is very important for residence and boat owners to at least keep what we already have at Canyon Ferry / With the size of Canyon Ferry several marinas are needed. Competition is important	5/91 = 5%
Limit total number of additional marinas to the Silos for at least ten years, if possible / Other than the Deep Water Bay, I think the area should be left as is. I would hate to see the Silos area become commercialized	2/91 = 2%
We will continue planning and developing what the public has been requesting on the south end of the lake / This area is growing fast and needs more recreational opportunities	2/91 = 2%
Allow a rule for us to ski at night. We could get lights	1/91 = 1%
Don't change roads to allow folks to get around easier and faster.	1/91 = 1%
Let people be responsible for themselves	
Encourage the commercial fishing of carp	1/91 = 1%
My observation is that perch and walleyes provide more man-days of fishing than trout by a considerable margin. I fish the lake 3 to 5 days per week, year-round	1/91 = 1%
Look at algae control	1/91 = 1%
The marinas would have an easier time if the lake was kept at a more constant level, or at the least, the marinas should be informed of what fluctuations are planned	1/91 = 1%
My main concern is the Broadwater Trust Board. The money from the Trust is public money and should not be used to compete with private business. It should be used to enhance the area (safe water harbor and boat ramp), but not for commercial facilities (marina) etc.	1/91 = 1%
Some cabins have become dump collections. If better and more convenient landfills, maybe this would improve	1/91 = 1%
Trash is always a problem; there's not one bay that has escaped this plague. Maybe signage about littering or an educational exhibit that educates people	1/91 = 1%
Those who have boats and are on the water of Search and Rescue try to take immediate care of any occurring problems. Have these boats – being able to be recognized by others as help is needed	1/91 = 1%
Will your findings be made public and when?	1/91 = 1%
This questionnaire is a joke!	1/91 = 1%
Thanks for taking this opinion survey	1/91 = 1%
I am how handicapped so I can just watch the boats because there in nothing there for the handicapped people	1/91 = 1%
I am on the BOR Commercial study committee. People recognize that	1/91 = 1%

BOR has limited budgets, and do appreciate their efforts as long as  
“Montanans” have a say in what we need and want

Private business is a good thing, but a little government control keeps  
honest people honest – and weeds out some of the bad! 1/91 = 1%

**Q.15: Optional: Your type of use and involvement with the reservoir:**

<u>Type of Involvement</u>	<u>Frequencies</u>
<b>Sailing / Sailboat / Sailboat racing / Ice sailing</b>	<b>21/91 = 23%</b>
<b>Boater / Boat owner</b>	<b>19/91 = 21%</b>
<b>Fishing / Fishermen</b>	<b>16/91 = 18%</b>
<b>Cabin owner / Home owner / Property owner / Resident</b>	<b>15/91 = 16%</b>
<b>Recreation / Day use / Picnicking</b>	<b>15/91 = 16%</b>
<b>Camping / RV Camping</b>	<b>15/91 = 16%</b>
Water sports / Water skiing / Tubing	6/91 = 7%
Marina user / Yacht Basin user	5/91 = 5%
Swimming	4/91 = 4%
Hiking	2/91 = 2%
Dog things	1/91 = 1%
Training for Search and Rescue	1/91 = 1%
Board of County Commissioners, Townsend	1/91 = 1%
Montana Aeronautics Division	1/91 = 1%
Canvas worker	1/91 = 1%
Secretary/Treasurer Canyon Ferry Water Ski Club	1/91 = 1%
Gateway Economic Development Corp.	1/91 = 1%
Previous concessionaire	1/91 = 1%

## **APPENDIX C**

### **PUBLIC INPUT OPPORTUNITY FORM**



5. Who should and should not be providing these facilities and services? Why?

6. Which commercial operations and which of their services and facilities do you use? Why?

7. What if anything would improve their facilities and services?

8. Which don't you use? Why?

9. I would use them (please name) if\_\_\_\_(please explain).

10. What facilities and services do you want to see at the reservoir? Why?

11. What facilities and services don't you want to see? Why?

12. Are there certain commercial operations (marinas, stores etc.) doing a particularly good or poor job of providing facilities and services? Please name and explain why.

13. What are the problems on or near the Reservoir? What solutions do you see?

14. Other comments: (add a separate sheet if needed).

Optional

Your Name

Your type of use and involvement with the reservoir.

How can I contact you for further input?

Please hand to or mail to: Bob Aukerman, 729 Duke Sq. Fort Collins, Colorado 80525

**APPENDIX D**

**RATE SHEETS FOR CONCESSIONS AND COMMERCIAL  
OPERATIONS**

# KIM'S MARINA & RESORT

## 2004 RATES

8015 Canyon Ferry Road Helena. MT 59602 (406) 475-3723  
 (2 miles East of Dam on Canyon Ferry Lake]

CAMPERS	FULL HOOKUP	ELECTRIC ONLY	SHORE LINE ELECTRIC	NO HOOKUP	SHORE LINE NO HOOKUP
Day	\$ 24.00	\$ 21.00	\$ 22-00	\$13.00	\$ 14.00
Week	160.00	139.00	146-00	83-00	90.00
Month	475.00	400.00	435.00	250.00	275.00
Season (Apr. 1 - Oct. 1)	1300.00	1186.00	1245.00	720.00	775.00
Winter Season (Oct. 1 - Apr. 1)		593.00	622.00	360.00	387.00

DOCKS	16' - 18'	20' - 22'	24' - 28'	30' & Above	BUOY LINE
Day	\$ 12.00	\$ 13.00	\$ 14.00	\$ 15.00	\$ 13.00
Week	80.00	85.00	90.00	95.00	85.00
Month	230.00	245.00	260.00	275.00	245.00
Season	550.00	590.00	615.00	640.00	590.00

BOAT RENT	DAILY	GAS & DAMAGE DEPOSIT (No Checks - Cash or Credit Card On1y)	MINIMUM
Fishing Boat & Motor	50.00	Credit Card or \$ 100.00	\$30 - 2 hours
Canoe	30.00		\$10-1 hour
Paddle Boat	45.00		\$10-1 <sup>st</sup> hour,\$8 thereafter
Hydro Bike	45.00		\$10-1 <sup>st</sup> hour, \$8 thereafter
Deck Boat - 16' (4 people)	\$125.00-(8 hrs.)	Credit Card # or \$300.00	\$75 - 2 hours
- 18' (6 people)	\$150.00-(8 hrs.)	Credit Card # or \$300.00	\$85 - 2 hours
Super Deluxe 21' (12people)	\$225.00-(8 hrs.)	Credit Card # or \$300.00	\$115 - 2 hours
Fisher 21' (12people)	\$240.06-ohm)	Credit-Card # or \$300-00	\$125 - 2 hours

**subject to 4% Boat Rental Tax**

CABINS \$60.00 per night per Cabin -\$10 for pets per visit

CONFERENCE ROOM - \$85 per Day

BOAT & CAMPER STORAGE Outside (summer storage) \$5-00 /day. \$20.00/week. \$55,00/month. \$200.00 season.  
 Outside (winter storage): \$25.00 per month  
 Inside.. \$65.00 per month - Summer  
 \$50.00 per month - Winter

MOBILE HOME LOT - \$160. 00 per Month (May 1st).

SHOWERS - \$2.00

LAUNDROMAT - \$1.25 wash \$ 1.00 dry

LAUNCH SERVICE - \$1.0.00 W\$10.00 out

BATTERY JUMP - \$3.00

BATTERY CHARGE - \$5.00

R.V. DUMP - \$5.00

BOAT RAMP - \$5.00 per launch / \$50-00 per season

BOAT RAMP – FREE TO OUR DOCKING CUSTOMERS

TENNIS COURT - *FREE TO OUR GUESTS!*

[www.kimsmarina.com](http://www.kimsmarina.com)

### DOCKSIDE GRILL

*Serving Breakfast & Lunch Weekends & Holidays 8:00 am - 2:00 pm*

## 2004 Reservation Policies

Summer Seasonal Permit April 1 - Sept 30

Winter Seasonal Permit Oct 1 - March 31

Seasonal Storage April I - Sept 30

Winter Storage Oct 1 - March 31

*CAMPER SITE PRICE* is based on 4 persons per site. An additional \$2.00 will be added for each accompanying guest. Subject to 7% accommodations tax for a stay less than 30 days. Two day minimum stay on Holidays.

*CABIN PRICE* is subject to 7% accommodations tax for a stay less than 30 days. \$10 per visit for pets. Two day minimum stay on Holidays.

*DOCK PRICE* is based on dock length.

*RESERVATIONS* for camper sites and cabins require the first nights payment upon request. For holidays, reservations must be for 2 or more days and require full payment upon request. Boat rental and conference room reservations require full payment upon request.

*BOAT RENTALS* Daily rates based on 8 hours. All rentals must be in ONE hour before dark. Damage deposit by cash or credit card required. Gas not included in rental price. Subject to 4% Boat Rental Tax.

*CANCELLATIONS* for advanced reservations must be made 4 days prior to arrival to receive deposit refund. The deposit is nonrefundable if a cancellation is made within 4 days or upon arrival.

*REUNIONS* or group functions are available. Please contact Maryann directly for planning and reservations.

Grocery Store - R.V. Hookups- FIN. Dump - Cabins - Boat Docks - Buoy Line - Boat Ramp - Boat Dump

Boat Rentals - Conference Room - Gasoline - Propane - Showers - Laundromat - Mobile Home Park -

Mast Stepper -

Volleyball - Bastball - Horseshoes - Tennis Court -

Complete Facilities

Just 2 Miles Past Canyon Ferry Darn

GOOSE BAY MARINA  
300 Goose Bay Ln.  
Townsend, Mt. 59644  
406-266-3645

Rates Effective April 1, 2004

CAMPING;

\$15.00 per day \$87-50 per week - \$150.00 per month with water and -electric hookup. Full time an electricity and water is \$175.00 per month

Dry camping with no hookups is \$10.50 per day, \$50.00 per week, \$70.00 per month.

\$135.00 per month with full hookups on mobile home spots.

SEASONAL BOAT SLIP;

8'W x 18'L	\$325.00
9'W x 20'L	\$340.00
10'W x 24'L	\$355.00
10W'26'L	\$370.00
11'Wx26'L	\$395.00

SEASONAL R.V. CAMPING

Our season is for 5-1/2 months maximum. The season rate for R.V.'s on the site is \$125.00 per month. After this time the unit must be moved to the storage area if it is not leaving the Marina. It may be moved back on a site after a 2 week period for another 5-1/2 months. If you want to use the campsite for Winter Ice Fishing our facilities will be closed, however, we can furnish electricity on the spot You will be charged \$25.00/month plus a daily fee for the power. Advise ahead if you need the power turned on to the site.

*Boat Slips per day- \$10.00*

*Boat Slips per week - \$55.00*

*Boat Slips per month \$125.00*

*Storage: \$25.00 per month, Summer or Winter*

*\$35.00 per month if you have two or more units in storage.*

# Yacht Basin marina

Canyon Ferry Lake  
Montana

- Docks
- Mooring Buoys
- Convenience Store
- Fishing Licenses
- Tackle
- Water Trampoline
- Boat Launch
- Fuel
- Boat Rentals
- Paddle Boats
- Cabins
- Private Beach

**Bill & Kathy Frazier • (406) 475-3440**

## Boats — Gas & Damage Deposit • Credit Card # or \$50

14' Aluminum w/10 hp. Motor \_\_\_\_\_ \$60/day • \$35 — 4 hrs. or less  
14' Deluxe Canoe & Paddle Boats \_\_\_\_\_ \$35/day • \$10/hour

## 19' Crestliner — Gas & Damage Deposit • Credit Card # or \$500.00

160 hp. I/O, 8 person (1200 lbs.) \_\_\_\_\_ \$250/day • \$175 — 4 hrs. or less

## Water Trampoline — Damage Deposit • Credit Card # or \$500

20' Water Trampoline/Swim Platform \_\_\_\_\_

• Delivered and setup at individual cabin sites \_\_\_\_\_ \$195/day

• Delivered for exclusive use at adjacent marina beaches \_\_\_\_\_ \$135/day

Additional consecutive days \_\_\_\_\_ \$100/day

Water Slide Accessory \_\_\_\_\_ \$50/day

## Water Toys — Available with any other Yacht Basin Rental

Inflatable Tube or Knee Board \_\_\_\_\_ \$25/day

## Cabins

• Rustic cabins on the lake, adjacent to private beach, sleeps 6/each unit, surrounded by pine trees \_\_\_\_\_ \$200/week • \$50/night

## Private Beach • Picnic Tables, 10 x 20 ft. Canopy, Fire Ring

— For Singles, Families or Groups up to 50 —

Exclusive Day Use \_\_\_\_\_ \$50/day (vacate by dark)

Exclusive Overnight \_\_\_\_\_ \$100 (includes cabin & overnight tent camping)

## Cancellation/Refund Policy on Reservations:

14 days/Full Refund • 7 days/50% Billed to Card

Less than 7 days/Billed full rate for reserved rental

3555 West Shore Dr. • Helena, Montana 59602

# Yacht Basin marina

Canyon Ferry Lake  
Montana

- Docks
- Mooring Buoys
- Convenience Store
- Fishing Licenses
- Tackle
- Water Trampoline
- Boat Launch
- Fuel
- Boat Rentals
- Paddle Boats
- Cabins
- Private Beach

Bill & Kathy Frazier - (406) 475-3440

## 2003 Mooring Rates:

Dock Length	Seasonal	Monthly	Weekly	Daily
16 ft.	\$450	\$180	\$60	\$15
18 ft.	\$475	\$190	\$65	\$15
20 ft.	\$500	\$200	\$70	\$15
24 ft.	\$575	\$230	\$75	\$15
24 ft. Deluxe	\$700	\$280	\$90	\$15
32 ft.	\$625	\$250	\$80	\$15
32 ft. Deluxe	\$750	\$300	\$95	\$15
40 ft.	\$750	\$300	\$95	\$15
40 ft. Deluxe	\$900	\$360	\$115	\$15
Mooring Buoy	\$350	\$140	\$45	\$10
Lot Storage	\$225	\$90	\$35	\$10
Shore Power	\$225	\$90	\$35	\$10

Daily/weekly rentals based on availability.

Laser/Sunfish Covered Storage (inc. use of launching dolly) \_\_\_ \$100/season

Boat Ramp \_\_\_ \$5/Launch • \$40 Season Pass

### Refund Policy on \$100 Dock Reservation

Full refund if boat cannot be satisfactorily accommodated.  
No refund issued after client acceptance of seasonal moorage.  
Balance on all slips due upon launch — or — by May 15th,  
whichever comes first.

3555 West Shore Dr. - Helena, Montana 59602

# Silo's RV Park & Fishing Camp

81 Silo's Road

Townsend, MT. 59644

(406) 266-3100

## Camping & RV's (There will be a 7% accommodation tax added to the daily and weekly prices)

	Full Hook-ups	Water/Elec.	No Hook-ups (Includes shower)	Tents (2 person)
Per Day	\$18	\$15	\$10	\$5
Per Week	\$105	\$95	\$65	\$25
Per Month	\$235	\$205	\$160	

Ice Fishing Season-special rates

Winter Rates-Nov.1-April 1 add \$40

## Showers

	Registered Guest	Non Registered Guest
Per Shower	\$1	\$3
Per Month	\$10	

## Boat Rentals

18' Lund Boats has 25HP outboard motors; includes life preservers

Half Day \$40 (plus 4% use tax) + Gas used

Full Day \$75 (plus 4% use tax) + Gas used

Damage Deposit Required.....Cash, Visa or Master Card accepted

## Boats & RV's-Secured, Fenced Storage

Per Day	\$2.50 each
Per Week	\$10 each
Two Weeks	\$20 each
Per Month	\$30 each
Per Month	\$45 for both (boat & RV)

## Modern Clean Restrooms and Showers- Plus:

Propane, laundry room, dump station, dirt air strip next door, TV lounge, fishing supplies, bait, gas, and a complete line of ice fishing gear. WE ALSO CARRY LEECHES AND SUCKER MEAT.

View the deer and antelope grazing in the field!!!

**THE FISHING IS GREAT!!!**

PRICES LISTED ARE FOR CURRENT SEASON AND ARE SUBJECT TO CHANGE

Dump Station \$3

**APPENDIX E**  
**REPORT DISTRIBUTION LIST**

BOB	ABELIN				1234 HAUSER BLVD	HELENA	MT	59602
LESA L & GERALD H	ADAMS	SILO'S RV & FISH CAMP			81 SILOS RD	TOWNSEND	MT	59644
GIL & MARILYN	ALEXANDER				7653 CANYON FERRY RD	HELENA	MT	59602
DEBBIE	ALKE	MT AERONAUTICS			PO BOX 200507	HELENA	MT	59620-0507
MARK	ANDERSEN	BUREAU OF RECLAMATION			PO BOX 96900	BILLINGS	MT	59107
ALAN J	ANDERSON				14 HEATHERWOOD LANE	BILLINGS	MT	59102
RANDY	APFELBECK	MONTANA DEQ			BOX 200901	HELENA	MT	59620
JAMES E	ARMSTRONG				5344 THATCHER DR			
BOB & BONNIE	ARTS				8845 HAGGERTY LANE	BOZEMAN	MT	59715
GREG & MARYANN	AXTMAN	KIM'S MARINA			8015 CANYON FERRY RD	HELENA	MT	59602
MICHAEL	BABCOCK	GREAT FALLS TRIBUNE			PO BOX 5468	GREAT FALLS	MT	59403
PAUL	BACKLUND				68 FOREST PARK DR	CLANCY	MT	59634
MELVIN & GLORIA	BARBER				2469 W SHORE DR	HELENA	MT	59602
KATHI & MONTIE	BARE				2109 S TRACY AVE	BOZEMAN	MT	59715
SENATOR MAX	BAUCUS	UNITED STATES SENATE			511 HART SENATE OFFICE BUILDING	WASHINGTON	DC	20510
HONORABLE MAX	BAUCUS	ATTN HOLLY LUCK			30 W 14TH ST	HELENA	MT	59601
LEITA	BEARDSLEY				100 JEWETT LANE	THREE FORKS	MT	59752
LERoy	BEEBY				1620 TOWNSEND RD	HELENA	MT	59601
RICK	BELL	CANYON FERRY RECREATION ASSOCIATION			PO BOX 4794	HELENA	MT	59604
J NATHAN	BIEBER	CITY OF TOWNSEND			PO BOX 725	TOWNSEND	MT	59644
VIRGIL	BINKLEY	BROADWATER COUNTY TRUST BOARD			PO BOX 641	TOWNSEND	MT	59644
MICHAEL & JANE	BISHOP				1948 UNIVERSITY	HELENA	MT	59601
PAUL	BITTLESTON	BONNIE AUSTEN			8079 CANYON FERRY RD	HELENA	MT	59602
BOB	BLACK				7320 TRENTON	BUTTE	MT	59701
D JOHN	BLACKER				2425 WEST SHORE DR	HELENA	MT	59602
DON	BLIXT				3645 JUNIPER	HELENA	MT	59602
ALAN & JENNIFER	BOOK				1940 UNIVERSITY ST	HELENA	MT	59601
ERIC & KATHY	BOSHART				PO BOX #1631	BIG TIMBER	MT	59011
TIMOTHY & DEBORAH	BOYLE				1806 GARFIELD	BUTTE	MT	59701
BRUCE	BOYNTON				3836 E SHORE DR	HELENA	MT	59602
PAUL	BRAY	TOWNSEND ROTARY CLUB			P.O. Box 1192	TOWNSEND	MT	59644
DOUG	BREKER	CHAMBER OF COMMERCE			PO BOX 276	TOWNSEND	MT	59644
BRADLEY & NORA	BRUCE				4223 JIM TOWN RD	HELENA	MT	59602
SHAWN	BRYANT				854 HWY 282	CLANCY	MT	59634
SENATOR CONRAD	BURNS	UNITED STATES SENATE			187 DIRKSEN SENATE OFFICE BLDG	WASHINGTON	DC	20510
HONORABLE CONRAD	BURNS	ATTN BETSY ALLEN			208 N MONTANA AVE STE 202A	HELENA	MT	59602
TIM	BURTON	CITY MANAGER			316 N PARK AVE	HELENA	MT	59623
EVE	BYRON	HELENA INDEPENDENT RECORD			317 N CRUISE AVE	HELENA	MT	59601
LEO & DELORES	CALCATERRA				3342 E SHORE DR	HELENA	MT	59602

TOM	CAMPBELL		515 S CHERRY ST		TOWNSEND	MT	59644
TOM	CARLSEN	MONTANA FW&P	PO BOX 968		TOWNSEND	MT	59644
HERSHEL	CARPENTER	BROADWATER COUNTY TRUST BOARD	205 S SPRUCE		TOWNSEND	MT	59644
JOHN	CASSIDY		826 NO RODNEY		HELENA	MT	59601
J J	CHART	TROUT UNLIMITED	2426 GOLD RUSH AVE		HELENA	MT	59601
PATRICK	CIRILLO		2010 WESTRIDGE		HELENA	MT	59601
BUD	CLINCH	MONTANA DNRC	PO BOX 201601		HELENA	MT	59620-1601
DAVE	COLE	MONTANA DEPT OF COMMERCE	1424 9TH AVE		HELENA	MT	59620
MIKE	COLE	TOWNSEND RANGER DISTRICT	415 S FRONT ST		TOWNSEND	MT	59644
PAM	CONVERSE	BROADWATER COUNTY WEED DEPARTMENT	515 BROADWAY		TOWNSEND	MT	59644
LARRY	COPENHAVER	MONTANA WILDLIFE FEDERATION	PO BOX 1175		HELENA	MT	59624
JERRY & KATHY	CROTEAU		8075 CANYON FERRY RD		HELENA	MT	59602
DEAN	CULWELL	COAST GUARD AUXILIARY	PO BOX 4473		HELENA	MT	59604
BARRY	DAMSCHEIN		5531 YORK RD		HELENA	MT	59602
ALLAN & JUDY	DAVIES		PO BOX 470150		WINSTON	MT	59647
DREW	DAWSON	MONTANA DPHHS	PO BOX 202851		HELENA	MT	59620-2851
BILL & JOYCE	DERICK		3936 E SHORE DR		HELENA	MT	59602
GERALD	DEVEREUX		3518 1ST AVE N		GREAT FALLS	MT	59401
JIM	DOMINO	BROADWATER CO FIRE DIST	43 CLOPTON LN		TOWNSEND	MT	59644
EARL	DORSEY	TROUT UNLIMITED	PO BOX 4404		HELENA	MT	59604
JOE	DRONEN		2753 W SHORE DR		HELENA	MT	59602
BRATTON	DUBOSE		1614 ALDER COURT		BOZEMAN	MT	59715
GRANT	EICKELBERG		505 WASHINGTON		BELGRADE	MT	59714
JANET	ELLIS	MONTANA AUDUBON SOCIETY	PO BOX 595		HELENA	MT	59624
ROBERT & JOAN	ENGLISH		12 CEDAR LAKE DR		BUTTE	MT	59701
JEFF	ERICKSON	LEWIS & CLARK COUNTY	PO BOX 1725		HELENA	MT	59624
JAMES	FOSTER	HELENA VALLEY ID	3840 N MONTANA		HELENA	MT	59602
ALBERT	FRANK		3390 EAST SHORE DR		HELENA	MT	59602
ADDIE	FRAZIER	YACHT BASIN MARINA	3555 W SHORE DR		HELENA	MT	59602
BILL & KATHY	FRAZIER	YACHT BASIN MARINA	3555 W SHORE DR		HELENA	MT	59602
TIM	FREDERICK	WALLEYES UNLIMITED	3206 SPOKANE CREEK RD		EAST HELENA	MT	59635
JANICE	FRISCH		1517 WAUKESHA		HELENA	MT	59601
BRUCE & PAM	GAGNE		5410 VIOLET RD		BOZEMAN	MT	59718
JERRY	GASTON		PO BOX 861		BOZEMAN	MT	59715
EDDIE & JOANNE	GEORGE		2941 W SHORE DR		HELENA	MT	59602
SAM & BARB	GIANFRANCISCO		5150 BIGELOW RD		BOZEMAN	MT	59718
DALE	GILBERT	WALLEYES UNLIMITED OF MT	PO BOX 91		ULM	MT	59485
MATTHEW A	GOULD	O'MALLEYS TAVERN	8012 CANYON FERRY RD		HELENA	MT	59602
JERRY	GREBENC	LEWIS & CLARK CO PLANNING	316 N PARK AVE		HELENA	MT	59624

EVAN	GRIFFITH		5208 W RAMSHORN DR	LAUREL	MT	59044
PADDY	GWIN		1327 NAPLES ST	BILLINGS	MT	59105
DJANE	HARP	US FOREST SERVICE	2001 POPLAR	HELENA	MT	59601
DON	HARRIS		6 SOUTHWIEW DR	CLANCY	MT	59634
SHARON	HAUGEN	LEWIS & CLARK COUNTY	PO BOX 1724	HELENA	MT	59624
ROBERT & LEEANN	HAWKINS		3420 CENTRAL	GREAT FALLS	MT	59401
ALAN	HEIMBACK		3040 SPOKANE CREEK RD	HELENA	MT	59635
MARK	HENCKEL	BILLINGS GAZETTE	PO BOX 36300	BILLINGS	MT	59107-6300
MARK AND JOY	HERTZ		2632 RANCHETTE ROAD	BILLINGS	MT	59105
JOHN D	HICKEY		420 N 9TH AVE	BOZEMAN	MT	59715
PAM	HILLERY	US EPA	10 W 15TH ST, SUITE 3200	HELENA	MT	59626
LARRY	HOFFMAN	MSU, LEWIS & CLARK CO EXTENSION SERVICE	PO BOX 855	HELENA	MT	59624
STEVE & DEBBY	HORNE		2908 WHITE BLVD	BUTTE	MT	59701
RICHARD M	HOTALING	BUREAU OF LAND MANAGEMENT	106 N PARKMONT	BUTTE	MT	59701
J PETER	HRONEK		917 4TH AVE N	GREAT FALLS	MT	59401
BILL	HUBBER		20 ROGER CT	TOWNSEND	MT	59644
JOSEPH & CAROL	HUGHES		3352 E SHORE DR	HELENA	MT	59602-9803
SUSAN & MIKE	HUGHES	MONTANA FW&P	1824 N LAST CHANCE GULCH	HELENA	MT	59601
CHRIS	HUNTER		1420 E SIXTH AVE	HELENA	MT	59620
DALE	HUSCHKA		432 SWEETGRASS CT	GREAT FALLS	MT	59405
JOYCE	INCHAUSPE		608 HOLLINS	HELENA	MT	59601
LESLIE	JACKSON	OP/TECH USA	304 ANDREA DR	BELGRADE	MT	59714
DARRYL	JAMES		PO BOX 1372	HELENA	MT	59624
RUSS & JACKIE	JANDT		3725 WOODRIDGE TRAIL	HELENA	MT	59602
JOE	JEPSON	CANYON FERRY TRUST	PO BOX 1087	TOWNSEND	MT	59944
ORVILLE G & YVONNE K	JOHNSON		7035 CANYON FERRY RD	HELENA	MT	59601
DONALD & L L	JOHNSON		3318 E SHORE DR	HELENA	MT	59602
TSGT LARRY W	JOHNSON	USAF RET	2416 CAROLINE ST	DICKINSON	TX	77539
RAY H & LAURA	JONES		495 GRIFFIN RD	HELENA	MT	59602-9008
BOB	JONES		3800 E SHORE DR	HELENA	MT	59602
ALLAN	KALLIO		1034 BUTTE AVE	HELENA	MT	59601
KEITH	KALLIO		1059 DARTER RD	HELENA	MT	59602
LISA	KALLIO	CANYON FERRY WATERSKI CLUB	1816 HUDSON #3	HELENA	MT	59602
TOM & CAROL	KANTA		PO BOX 86	THREE FORKS	MT	59752
JIM	KEANE	CFRA	PO BOX 4794	HELENA	MT	59604-4794
JAMES & DELORES	KEANE		2131 WALL	BUTTE	MT	59701
NANCY	KEENAN	OFFICE OF PUBLIC INSTRUCTION	PO BOX 202501	HELENA	MT	59620-2501
STEVE	KNAPP	MONTANA FW&P	PO BOX 200701	HELENA	MT	59620
VIRGINIA	KNERR	MSU EXTENSION SERVICE	515 BROADWAY	TOWNSEND	MT	59644

BOB	KNUTSON			205 GREEN ACRES DR	BUTTE	MT	59701
ARNOLD	KOLBERG	TOSTON IRRIGATION DISTRICT		66 LONE MOUNTAIN RD	TOSTON	MT	59643
MICHAEL	KORN	MONTANA FW&P		930 CLUSTER AVE W	HELENA	MT	59620
JUSTIN	KUCERA			1424 PRICKLEY PEAR	BILLINGS	MT	59105
SAL	LALANI	CF ACTION COMMITTEE		PO BOX 1792	EAST HELENA	MT	59635
LAWRENCE & ALANA	LAROCK			1230 W ALUMINIUM	BUTTE	MT	59701
JIM	LAY			6525 BIG ROCK RD	HELENA	MT	59601
RON	LEE	HOMEOWNERS ASSOCIATION		520 HARRISON	HELENA	MT	59601
CECE & GREG	LEHR-ERBELE			3300 GRAF ST	BOZEMAN	MT	59715
CHERYL	LPINSKI			3932 E COURTLAND AVE	SPOKANE	WA	99217
RON	LLOYD			197 N FRONTAGE RD	DEER LODGE	MT	59722-9732
WILLIAM E	LOESSBERG			3506 E HOWARD RD	HELENA	MT	59602
RYCK	LYDECKER	ASSOCIATE EDITOR BOATMUS MAGAZINE		880 S PICKETT ST	ALEXANDRIA	VA	22034
JAMIE	MACARTNEY	BUREAU OF RECLAMATION		PO BOX 30137	BILLINGS	MT	59107
DON	MARKS			168 CONFEDERATE	TOWNSEND	MT	59644
HONORABLE JUDY	MARTZ	GOVERNOR OF MONTANA		PO BOX 200801	HELENA	MT	59620
JASEY & MATT	MCBURNETT			3947 ED ROSE DR	HELENA	MT	59602
DUANE AND DONNA	MCCULLOUGH			3570 E SHORE DR	HELENA	MT	59602
DON	MCHENRY			PO BOX 3178	BOZEMAN	MT	59772
CHARLIE	MCKENNA PE	HELENA NATIONAL FOREST		2880 SKYWAY DR	HELENA	MT	59601
KEMPER	MCMASTER	US FISH & WILDLIFE SERVICE		100 N PARK AVE STE 320	HELENA	MT	59601
JIM & DOLLY	MCMASTER			PO BOX 483	EAST HELENA	MT	59635
JOE	MEEK	MONTANA DEQ		PO BOX 200801	HELENA	MT	59620-0801
LYNN B	MICHEL	LEWIS & CLARK COUNTY SHERIFF'S OFFICE		221 BRECKENRIDGE	HELENA	MT	59601
BONNY & RICHARD	MILLIGAN			2195 WEAVER RD	BELGRADE	MT	59714-8247
DORIS	MINGAY	TOWNSEND RANGER DISTRICT		415 FRONT ST	TOWNSEND	MT	59644
DOUG	MONGER	MONTANA FW&P		1420 E SIXTH AVE	HELENA	MT	59620
ROBERT	MONTGOMERY			4170 COUGAR DR	HELENA	MT	59602
BILL	MOREY JR			4941 MAGPIE GULCH RD	HELENA	MT	59602
RALPH	MORGENWECK	US FISH & WILDLIFE SERVICE		PO BOX 25486	DENVER	CO	80225-0486
BOB	MORTON			8661 HILLVIEW DR	HELENA	MT	59601
LAURA	MULLEN	LEWIS & CLARK CO HEALTH DEPT		PO BOX 1723	HELENA	MT	59601
ED	MURGEL	MAYOR CITY OF EAST HELENA		P.O. BOX 1170	EAST HELENA	MT	59635
ESTHER & FAMILY	NELSON			718 N 17TH AVE	BOZEMAN	MT	59715
CAROLYN & ERNIE	NUNN	SILOS INN		6998 HWY 287	TOWNSEND	MT	59644
BUTCH	OLESON	BUTCH'S MARINE		8050 CANYON FERRY RD	HELENA	MT	59602
TRUDY	OLSON	BUREAU OF LAND MANAGEMENT		PO BOX 36800	BILLINGS	MT	59107
FRED	OLSON	YACHT BASIN		3425 TIZER RD	HELENA	MT	59602

JURIS & WINNIE	ORE			3584 BUCKSNORT	HELENA	MT	59602
MARY	OTT	BUREAU OF LAND MANAGEMENT		PO BOX 36800	BILLINGS	MT	59107
ISAIAH	PARRAMORE			104 N EWING #11	HELENA	MT	59601
BRUCE	PERRY			89 FOUNTAINHEAD CIRCLE	HENDERSON	NV	89052
JACK W	PETERS	MONTANA DNRC		2705 SPURGIN RD	MISSOULA	MT	59804-2913
CAPTAIN W W	PETERSON	US COAST GUARD		915 SECOND AVE RM 3547	SEATTLE	WA	98124-7257
MAGGIE	PITTMAN	US FOREST SERVICE		PO BOX 7669	MISSOULA	MT	59807
VERN	PLACZEK	CANYON FERRY STORAGE & RV PARK		7950 CANYON FERRY RD	HELENA	MT	59602-8504
STEVE	POTTS	EPA		10 W 15TH ST, SUITE 3200	HELENA	MT	59626
ALAN M	PRESZLER PHD			820 S RUSSELL STREET	MISSOULA	MT	59801
DON	PROFOTA			5095 BIGELOW	BOZEMAN	MT	59718
MARY & CLARK	PYFER			PO BOX 752	EAST HELENA	MT	59635-0752
RICHARD	PYFER			534 DIEHL DRIVE	HELENA	MT	59601
GENE	QUENEMOEN			2013 FAIRWAY DR	BOZEMAN	MT	59715
JEAN	RAMER	US CORPS OF ENGINEERS		10 W 15TH ST, SUITE 2200	HELENA	MT	59626
ANN	RAUSER	BROADWATER CO WEED DIST		515 BROADWAY	TOWNSEND	MT	59644
TIM	RAVNDAL	MT MULTIPLE USE ASSOC		PO BOX 287	TOWNSEND	MT	59644
CONGRESSMAN DENNIS	REHBERG	HOUSE OF REPRESENTATIVES		516 CANNON HOB	WASHINGTON	DC	20515
HONORABLE DENNIS	REHBERG	ATTN JEFF GARRARD		950 N MONTANA	HELENA	MT	59601
BRENT	REHM			1401 MT HELENA DR	HELENA	MT	59601
GERALD M & MURIEL	RELLER	GOOSE BAY MARINA		300 GOOSE BAY LN	TOWNSEND	MT	59644
BRUCE	RICH	MONTANA FW&P		1400 S 19TH	BOZEMAN	MT	59717
JEAN	RILEY			2675 COLT DR	EAST HELENA	MT	59635
TOM	RING			460 RUSSELL LN	HELENA	MT	59602
MICHAEL & JOY	ROBERTS			3362 E SHORE DR	HELENA	MT	59602
GEORGENE	ROBISON			185 HIGHWOOD DR	GREAT FALLS	MT	59404
JOE & CAROL	ROEBER			554 N FRANKLIN	BUTTE	MT	59701
JOHN & DEBBIE	ROEBER			4105 WYNNE	BUTTE	MT	59701
STAN	ROGERS			PO BOX 8	TOWNSEND	MT	59644-0008
SANDRA P & STEVEN L	ROSE	C/O CF MANSION B&BLUDGE		7408 HWY 287 N	TOWNSEND	MT	59644
KATHY	SAMUELSON	BUREAU OF RECLAMATION		PO BOX 30137	BILLINGS	MT	59107
JACK	SAUTTER	BROADWATER COUNTY STREAM & LAKE COMMITTEE		41 RIVER RD	TOWNSEND	MT	59644
TOM	SAWATZKE	BUREAU OF RECLAMATION		PO BOX 30137	BILLINGS	MT	59107
JOSEPH	SCHENDEL			531 S SANDERS	HELENA	MT	59601
WILLARD C	SCHMITT JR			1816 16TH AVE S	GREAT FALLS	MT	59405
MIKE	SEDLACK	WALLEYES UNLIMITED OF MONTANA		PO BOX 1293	EAST HELENA	MT	59635-1293
TERRY	SEXSON	US FISH & WILDLIFE SERVICE		PO BOX 25486	DENVER	CO	80225-0486
CRAIG	SHARP	MONTANA WILDLIFE FEDERATION		1813 BOULDER	HELENA	MT	59602
JIM	SHAW			6810 CANYON FERRY RD	HELENA	MT	59602





## **APPENDIX F**

### **NATIONAL, STATE AND REGIONAL TRENDS**

Most water resource managers understand that recreation-related trends might influence future demand for the creation of new or different types of public outdoor recreation opportunities. A lack of information on the current and anticipated water-related recreation trends hampers a water resource manager's ability to effectively manage recreation. The trends dealing with specific activities listed below, focus on participation levels projected through the year 2050. Following are several key trends related to participation levels that may influence the types of concession facilities and services that may be provided in the future at Canyon Ferry Reservoir.

- *Urban Recreation* – As society becomes more urbanized, travel patterns (including length of stay, repeat visitation, and distance traveled) will be increasingly dependent on the quality of the recreation opportunities and the recreation setting (Tarrant, Michael A. et al. 1999, as cited in U.S. Department of Agriculture [USDA] 2003). Urban residents typically have fewer outdoor recreation opportunities than rural residents, which results in increased demand for outdoor recreation opportunities and activities closer to urban areas.
- *Trail, Street, and Road Activities* – Activities occurring on trails, streets, and roads continue to be popular. Walking, hiking, running, jogging, and bicycling outdoors can be accomplished in a rural setting, but are most often done in an urban environment.
- *Water-Based Recreation Activities* – Projections for many water-based activities, such as visiting beaches or water areas, canoeing, motor boating, non-pool swimming, and rafting, show increases nationally over projected population growth through the year 2050 (Bowker, J.M. et al., as cited in USDA, 2003). In Montana the most popular water based activity was swimming 32%, followed by fishing (other than fly) 27%, fly fishing 13%, motor boating 13%, non-motor boating 11% and water skiing 6%. Eighteen (18%) of households tent camped and 13% vehicle camped. (Institute for Tourism and Recreation Research, Recreation Participation Patterns by Montana Residents, September 1999).
- *Consumptive Wildlife Related Activities* – Hunting is expected to decline in popularity from 19 million to 16.5 million participants over the next 50 years. The National Survey of Fishing and Wildlife Associated Recreation reported a 6% participation level with a 7% nationwide hunting decline from 1991 to 2001. However, there was a 24-percent hunter participation rate in Montana that is the highest in the nation. In the Mountain Region (Montana Idaho, Wyoming, Utah, Colorado, Arizona and New Mexico) there was a 5-13%-percent decrease from 1996 to 2001. Nationwide, fishing had a 16% participation level, which declined by 4 percent from 1991 to 2001. The

fishing participation levels for the Mountain Region were 18 % and did not decrease from 1991 to 1996 but increase from 1996 to 2001. Montana had a 31% increase. This was 4<sup>th</sup> in the nation in fishing participation, (U.S. Fish and Wildlife Service [FWS] 2001).

- *Non-consumptive Wildlife Activities* – Non-consumptive wildlife activities, such as bird-watching, photography, and other types of wildlife viewing nationally had a participation level of 30%. The Mountain States had a 32% participation rate for residents and 10% to 15% for non-residents. These rates are projected to increase more than the population growth through the year 2050. Montana had the fourth highest participation at 52%. The largest factor contributing to the increase in non-consumptive wildlife recreation seems to be the increasing age of the general population. Residential (close to home) wildlife watching in the Mountain Region rebounded slightly from its 1991 – 96 declines. Nonresidential (away from home) wildlife watching decreased from 1991 to 1996, but has increased approximately 3 percent from 1996 to 2001 (FWS, 2001).
- *Developed Land Activities* – Developed land activities, such as camping, family gatherings, visiting historical places, sightseeing, and walking, are expected to increase at a rate greater than the population growth through 2050 for all regions of the United States (Bowker, J.M. et al., as cited by USDA, 2003).
- *Primary-Purpose Trips* – Although water-based recreation activities are projected to increase, primary purpose trips are expected to decrease. In other words, recreationists are not making trips to participate in a single activity; they are participating in multiple activities during their leisure time and staying longer.
- *Demographic Factors* – Recreation research shows that demographic factors, such as age, race or ethnicity, gender, wealth or income, education, and previous experience, influence recreation behavior. The largest change expected in factors influencing recreation behavior relates to increases in population and real income. Population, age, and gender ratio are expected to change relatively little; whereas the percentage of whites in the population should decline as other racial groups grow at faster rates (Hof et al., 1983; Walsh et al., as cited by USDA, 2003).

Identifying recreation participation levels is important for effective management of the natural environment for recreation purposes as well as for commercial services planning purposes. It can help land and water managers forecast changes that may be required to meet demand. Table 1 shows the recreation and corresponding

participation levels. The totals do not equal 100 percent because recreationists often participate in more than one activity on a particular trip/visit.

Table 1. —Participation in outdoor water recreation activities by percentage of the total population of the United States

Swimming	39.0	Floating, rafting	7.6
Boating (any)	30.0	Canoeing	6.6
Fishing (any)	29.1	Sailing	4.8
Studying nature near water	27.6	Personal watercraft	4.7
Camping (any)	26.8	Rowing	4.2
Freshwater fishing	24.4	Migratory bird hunting	2.1
Motor boating	23.4	Windsurfing	1.1
Saltwater fishing	9.50	Kayaking	0.7
Water skiing	8.9		

Source: U.S. Department of the Interior and U.S. Department of Commerce, 1996.

A more recent national survey in 1999 again identified swimming, fishing, and boating as the three most popular water-based activities, with swimming and fishing among the top five most popular outdoor recreation activities overall (Recreation Roundtable 2000, as cited in USDA 2003). Table 2 identifies the results of the 1999 national survey.

Table 2. —Participation levels for the seven top outdoor recreation activities by percentage of the total population of the United States

Social activities	67.8	135.9
Swimming	54.2	108.6
Outdoor adventure activities	36.8	73.6
Boating/floating	29.0	58.1
Fishing	28.9	57.9
Camping (all overnight)	26.3	52.8
Hunting	9.3	18.6

Source: 1994–95 National Survey of Recreation and Environment, USDA Forest Service and University of Georgia, Athens, Georgia, as cited in USDA, 2003.

Of the outdoor recreation activities discussed, those projected to grow fastest through 2050 measured by participation levels are visiting historical places, wildlife viewing, sightseeing, camping, and family gatherings. The slowest growing activities

are projected to be rafting, hunting, and fishing. Hunting is the only activity projected to decline substantially below projected population increases. Demographic factors will continue to influence how water-based recreation is managed. Future vacationers are expected to stay longer at their destinations and participate in a variety of recreational pursuits rather than in one primary activity. It is important to supply those facilities and opportunities at Canyon Ferry Reservoir that support the activities that meet existing as well as future outdoor recreation trends.

## **APPENDIX G**

### **SUMMARY OF PUBLIC RESPONSE TO THE DRAFT REPORT**

SUMMARY OF PUBLIC COMMENTS ON THE CANYON FERRY RESERVOIR  
AUGUST 2004 DRAFT CSP/FFE

**Only 10 written responses were received on the August 2004 draft CSP/FFE. This was after a 45 day comment period that included mailing of over 300 copies of the report to the public and Federal, State and local agencies. Two public meetings-one in Helena and one in Townsend were also held, and news releases were presented in Montana newspapers and on television and radio. Following is a summary of the written comments that were received from the 10 respondents. The number of respondents providing any single comment is noted next to the comment. One respondent may be responsible for numerous comments. The action taken in response to each comment is also noted. Some of the comments were just statements that did not require a response or were not constructive in helping shape the report, and no action was taken. These were listed in this summary as “noted”. However, many of the comments were very constructive and were used to add to or change the report. The actions taken are listed as “addressed” “clarified”, “changed”, “added”, etc. One respondent also provide some valuable editorial changes that are not listed in this summary. These changes were made, and should help make the report easier to read and understand.**

Summary of comments:

**Financial Feasibility:**

1. Each statement under “OTHER FINANCIAL CONSIDERATIONS” seems to be a good business policy and if adopted by the BOR should help the small business operators believe that they have some sort of security. That is the number one priority that the BOR has to provide the marinas- an agreement that will allow a productive business atmosphere for these marina operators who want to work for the public. And in the agreement it must be understood that these people have the ability to be able to sell their assets at fair market value and as a “whole” when and if the time ever comes that they want out. These considerations somewhat address the issues and concerns that the marinas and the public at large are having with the business practices that the BOR are implementing. BOR needs to follow through and find solutions for the marinas on Canyon Ferry Reservoir. (# of respondents=1)  
(action=noted)
2. It is the BOR’s responsibility to provide a contract or agreement that is financially feasible for the operators. If the BOR is having difficulty in adopting the “Other Financial Considerations”, or any other item in the CSP, informing the public prior to issuing the RFP that problems are occurring would be a step in the right direction. (#=1) (action= noted)
3. It is never explained how the figures came about for the financial feasibility economic model. Explain in greater detail what model was used and how the FF

findings came about. Or, put under Definition of Terms (page 4 of the CSP/FFE) the definition of what financially feasible means with respect to this report. (#=2) (action=noted and defined financial feasibility)

4. Keep facilities and services affordable when increasing fees. Let marinas set fees. Three questions come to mind with regard to increasing user fees, “How much more revenue is needed to generate a financially feasible contract that has a 15-year timeframe with a 1% franchise fee?” And how much more revenue is needed for a 2% franchise fee? (#=2) (action=addressed in report)

5. Discuss financial feasibility related to alternatives A and B. (#=1) (added to report)

6. Canyon Ferry Reservoir must stay affordable. As an alternative to increasing user fees, accept service provided by concessionaires as a % of payment and add a very tiny monetary fee. ((#=1) (action=addressed in report)

#### **Facilities and Services:**

7. Rewrite the cost share at Silo’s to reflect a true partnership. BOR needs to provide more. (#=1) (action=re-writing done)

8. Removing boat launch ramps will be unpopular with users. If the BOR plans on removing boat launches, please have alternative ramps in place before the ramps are taken out. (#=3) (action= recommendation deleted)

9. The ideas from Broadwater Co, such as providing cabins and mosquito control, would also be good at the North end of the Reservoir. (#=1) (action=included for entire reservoir)

10. Existing facilities need to be assessed carefully before improvements are made. For example, the boat ramp at Yacht basin works but could use expanded lanes but no change in design of slope and depth. (#=1) (action=clarified in report)

11. Silo’s needs a true deep-water harbor. It is not one at this time. (#=1) (action=noted and clarified that plans are to deepen and expand harbor)

12. Agree with many comments on Silo’s services and facilities (#=1) (action=noted)

13. No mention of maintenance costs at Broadwater Bay. (#=1) (action=noted-not part of this study)

14. Plan does not explain why concession–run campgrounds are a benefit to concessionaires and public since campgrounds are non-fee. (#=1) (action=noted-campgrounds have fees. Fee strengthens concessionaire’s finances, and concessionaires support operating campgrounds).

## **TIME FRAME**

15. A 15-year contract basically isn’t financial feasible for the marinas and BOR won’t be able to sell a 0% franchise fee for the RFP. Not less than 15 year contract is commendable. Put the necessary timeframe in the agreement that will allow a “win-win situation” for all? (#-3) (action=added to report)

16. Issue 20 year contracts to existing concessionaires. A 20 year contract would work. (#=2) (action=suggested in report)

17. A 4-year time-frame for making improvements may not be reasonable for these marinas. (#=1) (action=explained)

18. Having no ten year contract extensions, limits the concessionaires ability to recover their expenses (#=1) (action= noted)

19. There is no comment on there being no provision for the extension of a contract, and the Forest Service contract extensions without competitive bid for ski areas. (#=1) (action=noted)

20. Plan does not address how Reclamation defines exclusive use related to 14 day docking limits. (#=1) (action=noted-Reclamation has publicly stated that exclusive use does not apply to 14 day docking limit-not an issue for this report)

## **Public Input:**

21. Put in this report a disclaimer that the 91 respondents, using a public input form, do not represent a broad diverse group but the sample deals only with people volunteering to respond to a questionnaire that was meant for familiarization with the recreational needs of the reservoir. A comprehensive survey would have been better. (#=4) (action=disclaimer included, and use of information clarified)

22. Need public input into Broadwater Co./Reclamation meetings to determine who is going to pay for what. (#=1) (action=noted)

23. The study was completed in a short period of time without enough involvement of stakeholders. (#=2) (action=noted and stakeholder involvement outlined in report)

24. National, regional and state surveys, studies and information are irrelevant to Canyon Ferry. Do not use. (#=4) (action=removed from body of report and place in Appendix F. Clarified that local public input, not national, state or regional, WAS used

for this study, but national, state and regional input is important for planning for non-local visitors)

### **Comments Directed to Reclamation**

25 There must be a comprehensive recreation plan developed for Canyon Ferry Reservoir. The CSP is just one component of an overall management plan. (#=2) (action=recommended in report)

26. Directives & Standards are a huge concern. They are not laws. The BOR and its employees, with the help of public input, should attempt to get the Directives and Standards revised. The concessionaires must be allowed growth and security. (#=5) (action=noted)

27. Directives and Standards have the potential of overriding CSP/FFE preferred options. (#=1) (action=noted)

28. The CSP should have been first, before the RMP. CSP started too late in RMP process. (#=1) (action=noted)

29. BOR is not openly discussing exclusive use. (#=1) (action=noted)

30. The thoughts of Reclamation personnel (state, regional and national) are not available to the public. Congress needs to step in. (#=1) (action=noted)

31. Consistency is needed between Dept. of Interior agencies in the way concession contracts are issued (#=1) (action=noted)

32. A comprehensive set of performance evaluation criteria is needed for concessions. Use public input. Without this, the only safe option for concessionaire is to sell. (#=3) (action=recommended and discussed in report)

33. Appraisals should be made available to the public as soon as known (#=1) (action=noted)

34. The inconsistency of the “contracts” as well as having one area being able to negotiate a renewal will continue to lead to conflicts and problems (especially in fairness & setting user fees). (#=1) (action=discussed consistency in report)

35. Stabilize the water levels. Spring and fall water levels are important because of public perception of levels that influence visitation and profitability. (#=2) (action=added to report)

36. Preference for renewal of concession contract should be given to existing concessionaires. Put in writing. (#=2) (action=noted and already in report)

### **Options for Providing Concession Recreation Facilities and Services:**

37. Privatization with site-specific covenants is preferred and will be the only safe business practice for the marinas. (#=3) (action=noted and discussed in report)

38. If privatization isn't achieved then the marinas could attempt to get a 40-year contract that can be reissued. Congressional support will be needed. (#=1) (action=noted)

39. If privatization is not possible then shared ownership is the best option (#=2) (action=noted)

40. If private sector is unsuccessful, then auction concession to the highest bidder. (#=1) (action=noted)

41. There is no mention of the precedent set and the favorable impact on local economy by the sale of cabin sites (#=1) (action=noted-not the same as selling public land for the purpose of private business making a profit)

42. An advantage of privatization not mentioned is the increased tax base and elimination of paper work and man-hours. (#=1) (action=added to report and discussed-Government already compensates in lieu of taxes)

43. Sale of land is an obvious source for a special fund for the maintenance of concessions. (#=1) (action=noted)

44. The option to sell lands and privatize concessions was not properly examined by the study. Need impartial party to exam privatization. (#=1) (action=pros and cons of privatization are expanded. Contractor provided professional opinion)

45. Shared ownership is the best option. (#=4) (action=noted)

46. Agree-single concessionaire should not be recommended. (#=3) (action=noted)

47. Government ownership is not a good option. It should be absolute last resort. (#=3) (action=listed in report as last resort)

48. Privatization would avoid:

- Short contracts

- Contracts not having a re-issue status regardless of performance

- Constant turnover of Reclamation staff

Arbitrary inspections  
Capricious actions  
Counter-productive policies (#=1) (action=noted and added to report)

49. Agree with continuing existing concessions (#=3) (action=noted)

50. Government purchase would not be at fair market value. It would be at depreciated value. (#=1) (action=changed in report)

51. Covenants can eliminate problems with privatization. (#=2) (action= noted in report)

### **The Study and Report:**

52. Make a third goal of the CSP read--Enhance the ability of the service provider to make a profit. (#=1) (action=third goal added to CSP)

53. Had anticipated an in-depth study of recreation at Canyon Ferry Reservoir. (#=1) (action=noted-recommended for future recreation plan)

54. More time was needed to develop the CSP. Any negative comments on the report come from the short time frame, and BOR policies already in place. (#=2) (action=noted)

55. The study should incorporate and address recommendations and concerns expressed by the public at public meetings and in comments submitted (#=1) (action=noted-recommendations and discussions in report are mainly a reflection of the concerns and recommendations of the public)

56. The study avoids exclusive use. (#=1) (action=noted)

57. Have process start 3 years before end of contract and end with comments to be commented on a year before new contracts. When 15 years are up on a new 20-year contract start a new study. (#=1) (action=noted)

58. Money for study could have been better used to make the area better. (#=1) (action =noted)

59. In general the contracting firm earned their money. (#=1) (action=noted)

60. This document gives the public 70% of the issues that are needed. However, the other issues are important and need action. (#=1) (action=noted and other issues added to and addressed in report)

61. Need time for a 2<sup>nd</sup> public review of CSP/FFE before final. (#=1) (action-noted)

62. Until all pertinent issues are addressed and resolved by Reclamation, this plan should not be accepted. (#=1) (action=noted)

63. “Silos Recreation Area is a government partnership not a concession. In the report, Silo’s shouldn’t be grouped in with the other concessions (#=2) (action=separated in report with “Government partner” headings)

64. Using the term “exclusive use” in referring to a concessionaire creates conflict with Directives and Standards. (#=1) (action=removed term exclusive use when referring to concessions))

65. No plan or timetable is provided for finding a new concessionaire or Government operation. (#=1) (action=noted-providing a timetable is not part of this contract. Government operation never discussed. Operation would be by managing concession under contract with Government. The report aims at requirements which could allow Yacht Basin and other concessionaires to continue with their operations, if successful bidders.)

**Other:**

66. Personal water craft are conflicting with other users. They need to be managed. (#=1) (action=noted-would be addressed in a recreation plan)