

GOOSE BAY RECREATION MASTER PLAN
Public Comment Summary and Analysis Report

**Prepared for the Bureau of Reclamation
Montana Area Office
by:
Aukerman, Haas & Associates, LLC.
May, 2009**

Table of Contents

I. Introduction.....	1
II. Report Purpose.....	1
III. Desired Outcome.....	1
IV. Process for Obtaining Public Input.....	1
V. Number and Sources of Public Comments/Suggestions.....	2
VI. Summary of Public Comments.....	2
a. Summary of Public Meeting Comments.....	2
b. Summary of Public Comments received by Mail and E-Mail.....	5
c. Summary of all Public Comments received.....	6
VII. Analysis of Public Input.....	7
a. Recreation experience.....	7
b. Mobile homes.....	8
c. Camping.....	8
d. OHV's/ATV's.....	9
e. Infrastructure.....	9
f. Environmental impacts.....	9
g. ADA.....	9
h. Facilities services and actions.....	9
VIII. Conclusion.....	11
Appendix A: Public Meeting Flip Chart Notes.....	12
Appendix B: Goose Bay Recreation Master Plan Map.....	17

Tables

Table 1. Summary and categorization of all comments received.....	7
--	----------

GOOSE BAY RECREATION MASTER PLAN

Public Comment Summary and Analysis Report May 2009

I. Introduction

Reclamation is preparing a Recreation Master Plan to define the future concession and recreation opportunities that should be provided, either by the Bureau of Reclamation, by a concessionaire, or both, within the Goose Bay Planning Area. The planning area boundary and the existing concession area boundary are shown on the attached map (Appendix B). The information from the Master Plan will be used by Reclamation to guide development of a prospectus for a new long-term concession opportunity for Goose Bay Marina.

II. Report Purpose

The purpose of this report is to provide a summary, documentation and analysis, for the Goose Bay planning area, of public comments received on planning and management issues and concerns; desired recreation opportunities, facilities and services; and environmental concerns.

III. Desired Outcome

The public input will be used to help develop a Recreation Master Plan and Environmental Assessment that can be used to plan future facilities and services within the Goose Bay concession area and surrounding Reclamation lands. The Plan and EA will include a Commercial Services Plan and Financial Feasibility Study. Information in the Plan will serve as a basis for Reclamation to prepare a prospectus for a new long-term concession opportunity.

IV. Process for Obtaining Public Input

Paid newspaper advertisements and a news release were used to announce the public meetings that were held on February 18 and 19, 2009. The news release and paid ads were submitted to the following newspapers for publication on the week of February 9, 2009:

Helena Independent Record, Helena, MT
The Townsend Star, Townsend, MT
Bozeman Daily Chronicle, Bozeman, MT
The Montana Standard, Butte, MT
Great Falls Tribune, Great Falls, MT

The letter and comment form were also posted on the Canyon Ferry Website <http://www.usbr.gov/gp/mtao/canyonferry/index.cfm>

On February 3rd, 2009, a letter was mailed to 207 people on the Canyon Ferry Working Group mailing list. This mailing list is comprised of individuals who have expressed an interest in the management of Canyon Ferry Reservoir, such as local and regional residents, adjacent businesses, adjacent landowners, cabin owners and mobile home owners, local clubs, Congressional representatives, and other local, county, state and Federal agencies. The letter announced the planning process, the public meetings, and requested comments during a 60-day comment period. The letter and public comment form were also posted on the Bureau of Reclamation's Canyon Ferry website.

Public meetings were held on February 18, 2009 at the Public Library Community room in Townsend, MT and on February 19, 2009 at the Montana Association of Counties meeting room in Helena, MT to initiate the public comment period and planning process. The February 18 meeting was attended by approximately 20 people, and the February 19th meeting was attended by approximately 19 people. Many interested participants who attended the meeting on February 18th also attended the meeting on February 19th.

V. Number and Sources of Public Comments/Suggestions

From the public involvement process, approximately 107 separate comments/suggestions were received from approximately 48 participants. Approximately 69 comments/suggestions were received during the two public meetings from approximately 39 public participants. Approximately 38 comments/suggestions were received from 9 mailed letters and E-mails.

VI. Summary of Public Comments

a.) Summary of Public Meeting Comments (2-18-09 and 2-19-09):

1.) Desired Recreation Experience

- * The area is a unique location on the Lake. Not as easily accessible as other areas on the lake, therefore not as many tourists and day users.
- * Don't want to see over development. Keep the area primitive.
- * Want quiet area for families.
- * See the whole range of activities and uses.
- * The area needs controls
- * Too much uncontrolled use
- * Concern with parties Social concerns
- * The three Marinas (Yacht Basin, Kim's and Goose Bay) Have unique personalities and each provide different experiences and seem to be on the right path.

2.) Mobile Homes

- * Keep the mobile homes that are currently on site at the marina concession.

- * Mobile home upgrades would be made if owners knew they would be allowed to stay.
- * Vacant mobile homes are an opportunity for revenue, and are currently not producing adequate revenue.
- * Year-round mobile home use would enhance security.
- * Some mobile homes, especially those before 1976 are out of compliance. Those after 1976 are mostly in compliance.
- * Are insurance requirements being met?
- * The mobile homes are a liability for the concessionaire.
- * Clarify criteria to determine compatibility and compliance as required in 43 CFR 429.
- * Maintain 180 day limit-the purpose of concession as recreational not residential.
- * Demand for vacant spots exists and is known by concessionaire
- * Replacement of mobile homes depends on new contract wording.

3.) Camping

- * Want to camp close to water.
- * Want family camping opportunities
- * There is a demand for primitive camping, do not want to see over development. Primitive is what draws people to area.
- * Too much uncontrolled use.
- * Use additional campground hosts
- * No fees

4.) Infrastructure Needs

- * Is infrastructure Reclamation or concessionaire responsibility?
- * Reclamation should help with infrastructure
- * Mobile home owners should be responsible for individual trailers.
- * Length of concession contract will need to be adequate to recover costs
- * Mobile home size constraints are due to current infrastructure.
- * Better electrical is needed.
- * More sewer hookups are needed.
- * Trash removal
- * Fish cleaning station
- * ADA access to docks-possibly a switch back trail
- * Waste water dump station in planning area not just concession.
- * Infrastructure may not pass county inspection.
- * County road improved
- * Fees will need to be increased if infrastructure is increased.

5.) Off Highway Vehicles

- * There is a problem within and adjacent to the Marina especially with youth riders and fire hazard and excessive speed, requiring signs, speed limits, designated roadways, development of the area and more enforcement and controls.
- * OHV's are part of family activities and with prudent use and control can be

acceptable within concession area.

- * Development of the area with controls will help solve problems.
- * Planning area provides good access to OHV trails on popular adjacent lands (USFS, BLM etc.)

6.) Environmental Impacts/Concerns and Safety

- * Fire hazard
- * Trash cans needed
- * Dump station needed-sewage/grey water unauthorized dumping
- * OHV's
- * Mosquito control
- * Coordinate enforcement efforts between Concession area and Reclamation lands.
- * Protect the viewshed. (example-dumpster in front of trailers and landscaping)

7.) Facilities

- * Walking path along lake from Goose Bay to north end of lake
- * Swimming Area
- * Hiking/biking trails
- * Sewage/water systems and dump station
- * Group user/day use shelter
- * Group campsites
- * Single campsites
- * Fish cleaning station
- * ADA accessible fishing dock
- * Ice skating warming area
- * Landscaping
- * Trash cans
- * Lodge

8.) ADA Compliant Facilities

- * ADA accessible fishing dock is needed.
- * Only way to provide full ADA access would be to provide a lodge

9.) Other

- * Define the purpose of the Marina-fish camp, OHV area, mobile homes etc.
- * Clarify who is responsible for what.
- * Consider adding Scooter Bay to concession area.
- * Consider marketing area as a fishing destination for tournaments (summer and winter)

b.) Summary of Public Comments received by Mail and E-Mail:

1.) Desired Recreation Experience

- * Provide a range of experiences. Zone different areas. Designate areas.
- * Manage planning area, yet keep it somewhat primitive
- * Limit use on weekends

2.) Mobile Homes

- * Keep the mobile homes and marina the same. The homes provide stable income-33% of revenue.
- * Keep mobile home area clean.
- * Do not park boats and vehicles in spaces between mobile homes.

3.) Camping

- * Designate different areas. Provide a range of zones to accommodate different camping styles.
- * Provide a minimum of facilities including barriers, fire rings, picnic tables, trash containers, water and dump station.
- * Provide hardened level surfaces.
- * Provide managed but not formal and somewhat primitive campsites.
- * Provide both group and single campsites.
- * Have campground hosts on site.
- * Have security with law enforcement.
- * Keep some free sites.
- * Place sites near water.
- * Limit campers on weekends.
- * Have 60 RV campsites in two loops by old boat ramp.
- * Add a couple of floating campsites.
- * We will need more developed campgrounds due to close to home camping, poor economy and crowding of existing campgrounds.
- * Look to Seeley Lake and Black Sandy for examples of campgrounds.

4.) Off-Highway Vehicles

- * Have strict rules and enforcement on ATV's
- * Have signs, speed limits and designated roadways.
- * Allow 4-wheelers for year-round use including ice fishing and hunting.

5.) Infrastructure Needs

- * Reclamation should help with infrastructure.
- * New waste water dump station on area, not just at marina.

6.) Environmental Impacts/Concerns and Safety

- * Consider safety in Plan
- * Waste water dump station is needed on site, not just at marina.
- * Dust abatement

- * Mow and/or burn area to reduce fuel load
- * Strict rules and enforcement and signage for OHV's
- * Barricades to restrict where people can go. Reduce compaction, loss of vegetation and unwanted roads.
- * Fire rings
- * Docks in Little Goose Bay/Scooter Bay for boat tie-offs to protect them from winds and smashing into rocks.
- * The boat docks and stairs at Marina are very rickety and unsafe.

7.) Facilities

- * Fish cleaning station near new boat ramp
- * Day use group pavilion by main boat ramp
- * Simple rental cabins like the ones proposed at Kim's
- * Nice beach
- * Docks in Little Goose Bay/Scooter Bay
- * Improve boat launch in Little Goose Bay/Scooter Bay
- * Floating campground sites
- * Lazy river
- * Handicapped Ramp
- * Sixty RV campsites in two loops
- * Barricades, signs, fire rings, hardened pads
- * Waste water dump station
- * Group and single campsites

8.) ADA Compliant Facilities

- * Handicapped ramp
- * Dock at Hellgate is very nice.
- * New boat ramp may satisfy ADA
- * Consider accessibility in plan.

9.) Management

- * Annex the entire planning area for concession management.
- * Make area around Little Goose Bay/Scooter Bay part of concession.

c.) Summary of all Public Comments received:

The following table is a summary of all comments received during the public meetings as well as the public comments received by mail and e-mail. The summarized comments are presented under recommendation “categories” (left column) and the number of comments received for the each of the individual categories (right column).

Table 1. Summary and categorization of all comments received	
Recommendations:	Number of comments received
Too much uncontrolled use	5
Keep mobile homes currently on site	5
Mobile homes out of compliance	5
Want area somewhat primitive but managed , not overdeveloped	5
OHV’s are environmental, fire and safety problem & need strict controls	4
Provide a range of opportunities & camping experiences	4
Want developed campsites	3
Sewage/grey water system-dump station	3
Uncontrolled access-need barricades and enforcement	3
ADA ramp and fish dock access	3
Group use /day use shelter	3
Environmental and surroundings concerns	3
Safety concerns	3
Annex planning area for concession management	2
Addition of other facilities headed by fish cleaning station & swim beach area	17

VII. Analysis of Public Input

The following observations are only based on initial impressions from public input. Further analysis will be done in the second phase of this study that will provide Reclamation and the concessionaire with alternatives that are in the public demand, are environmentally sound and that would be financially feasible to consider for future development within the Marina area and in the planning area.

a.) Recreation Experience:

The public gave a very good perspective on the planning area. “Each Marina on the lake has its own unique personality and each provides a different experience.” “Goose Bay is a unique location on the Lake. It is not as easily accessible as the other areas on the Lake and therefore, there are not as many tourists and day users.” Based upon this, the area serves mainly local users who want overnight or extended stays.

It is apparent that there are some diverse opinions on what the planning area should provide in the way of recreation experience. One group wants a somewhat primitive experience with the area not overly developed, but managed. This somewhat primitive experience is interpreted as managed but not formal, having basic minimum facilities. Another group believes that there is too much uncontrolled use of the area. This translates to noise, partying, large groups and socializing. This group probably wants a more rural natural experience, and a quiet more family oriented experience. The other public train of thought is to provide a range of recreation experiences, from developed to primitive, by zoning the planning site into areas that provide each experience.

Based upon sound planning principles as set out in Reclamations Water Recreation Opportunity Spectrum guidebook, it is important to provide a diversity of recreation experiences. Yet, at the same time, it is important to not try to be everything to everyone at any given area. The diversity of experiences sought by the public within the Goose Bay planning area, the role that the other marinas and recreation sites are playing at Canyon Ferry Reservoir, and sound recreation management principles will guide the planning for the Goose Bay Planning area.

b.) Mobile Homes:

There are currently 31 privately owned mobile homes within the Goose Bay Concession Area. The mobile homes were a topic of discussion during both public meetings, and there appears to be public consensus that mobile homes should remain as an important revenue source and public service of the Marina concession. However, this does not mean that all mobile homes should remain, and that mobile homes and mobile home park improvements are not needed. According to public input, a number of mobile homes are “out of compliance”. An important point made was that the criteria to determine compliance and compatibility needed to be defined as required in 43 CFR 429., “Use of Bureau of Reclamation Land, Facilities, and Waterbodies; Final Rule.” Questions surfaced as to whether insurance requirements are being met, the potential liability for the

concessionaire, and compliance with County regulations, especially with electrical requirements. Those mobile homes that are not in compliance and are not brought into compliance will probably need to be removed. The question then is should or will they be replaced and under what requirements. A similar question exists as to what to do with mobile homes that are not being used. These are not producing adequate revenue for the concessionaires, may be in disrepair and are a liability. Demand exists for any vacant spots. The public also pointed out their desire to see the area kept clean, and to have spaces between mobile homes free of vehicles and boats.

The public pointed out, and the existing concessionaire agreed, that more could be done and needs to be done to address these problems. There is a need for future concession contracts and concessionaires to address these problems, and be strict in enforcing standards.

c.) Camping:

Camping experiences desired by the public are the same as the recreation experiences discussed under section a.). For camping, the primitive experience translates into not wanting to see over-development. This means having only basic facilities such as barriers, picnic tables, fire rings, trash containers, water and grey water/dump station. There is the desire to see more controls on camping and associated partying, socializing, noise etc. Quiet family oriented camping is associated with this. There is also public demand for more developed camping experiences. The desire by some of the public respondents to see a diversity of recreation experiences holds true for camping. They would like to see different areas zoned for different camping styles/experiences. For example large developed RV campgrounds would be kept away from the primitive, do it yourself type, camping areas.

d.) OHV's/ATV's:

There is a major public concern with Off Highway Vehicles (OHV's) and especially with the problems associated with youth riders due to safety, fire hazard, excessive speed, environmental damage and uncontrolled access across the planning site. Some suggested solutions include signs, speed limits, designated roadways, development of the area, and more strict controls and enforcement. There was some support to allow OHV' in the planning area, with controls. The support is for family activities, access to USFS and BLM trails, and hunting and ice fishing access. An existing OHV open area managed by the Bureau of Land Management is available near Radersburg, MT approximately 40 miles from the planning area.

e.) Infrastructure:

A major public concern is with who should be responsible for infrastructure upgrades. (Reclamation, concessionaire, or individual mobile home owners) The number one infrastructure need is for better electrical hookups for permanent mobile home. There is

also some concern for sewer infrastructure. A waste/grey water dump station in the planning area outside the existing concession is high on the public list for infrastructure. Infrastructure that should also receive important consideration in the plan is improvement of the county road, switch-back trail for ADA access to docks, and a fish cleaning station.

f.) Environmental impacts:

The only environmental concerns expressed by the public are: dumping of grey water and sewage and trash on the ground; vehicle access across the site and soil compaction, vegetation loss with blowing dust and rutting/unwanted new roads; and mosquito control. All of these problems except mosquito control can be mitigated with proper management and controls.

g.) Americans with Disabilities Act (ADA) accessible facilities:

The only facilities identified by the public that may need to be ADA accessible are:

- 1.) Boat Ramp/dock
- 2.) Fishing pier/dock

Other facilities such as existing concession docks, shower, and store may also need ADA accessibility, but were not identified by the public.

h.) New or improved facilities, services and actions:

The items listed below, are facilities and services identified by the public that have proven to be profitable at other locations around the country. They should generate additional revenue for the Marina. These facilities all deserve further study.

- 1.) Campgrounds and campsite, both developed and primitive, and group and single
- 2.) Group use/day use shelter
- 3.) Swimming beach
- 4.) Ice skating area and warming shelter
- 5.) Basic park model mobile cabins
- 6.) Docks in Little Goose Bay/Scooter Bay
- 7.) Grey water/sewage dump station
- 8.) Annexation of the planning area for concession management

The following are facilities, and improvements that probably would not directly generate additional revenue. However, they have been identified by the public as desirable. They would enhance the Marina concession and should attract more visitation and longer stays and store revenues. This should increase visitor satisfaction and indirectly increase revenue generation.

- 1.) Road improvement
- 2.) Fish cleaning station
- 3.) Hiking/biking trail/path along lake from Goose Bay to North end
- 4.) ADA trail access to boat ramp dock

- 5.) Handicapped fishing pier/dock
- 6.) Improved and safer access to docks
- 7.) Barriers, fire rings, picnic tables,
- 8.) Boat ramp improvement Little Goose Bay/Scooter Bay
- 9.) Electrical improvements

The following are desired actions identified by the public currently using the Marina. They would not directly increase revenue, but could indirectly increase revenue by improving the Marina setting and visitor experience and satisfaction.

- 1.) Dust abatement
- 2.) Mosquito control
- 3.) Landscaping and visual actions
- 4.) Cleaning up mobile home area
- 5.) OHV control
- 6.) Deal with uncontrolled use
- 7.) Marketing as fishing destination for tournaments

VIII. Conclusion

The Recreation Master Plan and EA, Phase II and III of this project, will focus on development of alternatives based on the public input summarized in this report. Opportunities will be provided for the public to review and comment on the Draft Recreation Master Plan and EA when they are available. Completion of this planning process is anticipated in the Spring of 2010, prior to expiration of the current Goose Bay Marina Concession Contract in July 2010. The results of this planning process will guide future management actions within the planning area and will be utilized for development of a prospectus for the next long-term concession opportunity at Goose Bay.

Appendix A: Public Meeting Flip Chart Notes

**Goose Bay Public Meeting – Flip Chart Notes
February 18, 2009**

Trailers:

- Keep them there
- It is difficult for the trailer owners to upgrade when the future is unknown, if they knew that they would be allowed to stay, upgrades to the trailers would be made.

Infrastructure Needs:

- Reclamation or Concessionaire responsibility?
- Reclamation should help with infrastructure investments
- Length of concession contract would need to be adequate to recover investments
- Trailer owners should be responsible for individual trailers
- Size constraints due to current infrastructure
- Demand for vacant spots – there used to be a waiting list, the Concessionaires generally know of someone who is interested.
- Availability for replacement trailers, would depend on wording in new concession contract

Trailers out of compliance:

- Insurance requirements
- Liability for Concessionaire
- Stricter enforcement needed
- Trailers 1976 or newer meet current standards
- Discussion of the seasonal 180 day requirement, the purpose of the concession area is “recreational” for the public not “residential” this should be maintained.
- Clarify what criteria will be used to determine “compatibility” and “compliance” as required in 43 CFR 429.

Off-Highway Vehicles

- There is a problem and safety hazard within and adjacent to the Goose Bay Marina, especially regarding youth riders, fire hazard and excessive speed.
- The OHV community needs a designated area – a BLM designated OHV area is available near Radersburg.
- More enforcement needed
- OHV’s are a part of many family recreational activities and they can be acceptable with prudent use and proper control, especially within the concession area.

Additional Infrastructure Needs:

- Trash removal
- Fish cleaning station
- ADA access to docks, possibly a switchback trail

Dispersed Use:

- There is a demand for primitive camping opportunities
- Too much uncontrolled use
- Concern with parties and fire hazard
- Social and environmental concerns
- Consider use of additional campground hosts on-site
- Coordinate enforcement efforts between Concession area and Reclamation lands
- Consider adding Scooter Bay to the Concession area

Define the purpose of the Marina

- “fishing camp” , OHV area, mobile homes, etc.
- Clarify who has responsibility for what area

Fish population – lake levels have an impact

Desired Recreation Experience at Goose Bay:

- Family – quiet area
- Currently see the whole range of uses
- Don’t see as many tourist day-users as you do in other more easily accessible areas
- County road needs work
- Unique location on the Lake
- Don’t want to see overdevelopment

Environmental Impacts:

- OHV
- Sewage/gray water, unauthorized dumping

Facilities and Services:

- Walking path along the lake
- Sewage/water systems
- Fire control and prevention plan
- Mosquito control plan
- Group use shelter for day-use events
- Group campsites
- Fish cleaning station

**Goose Bay Public Meeting – Flip Chart Notes
February 19, 2009**

Trailers:

- Year-round use of trailers would enhance security of the area
- Vacant trailers – opportunity to generate additional revenue for the Marina

Off-Highway Vehicles:

- Development of the area and control will help with the current issues
- Popular for use on adjacent lands (ie: BLM, FS), good access to nearby trails

Facilities and Recreation Experiences:

- Don't want to see overdevelopment of this area, like primitive and undeveloped areas, primitive opportunities are what draw people to this area.
- Family camping opportunities
- No fees
- The only way to truly provide full ADA access would be developed lodging
- Want to camp close to the lake
- Mosquito control needed
- The three marinas (Yacht Basin, Kim's and Goose Bay) have unique personalities and each provide different experiences and seem to be on the right path.

Environmental concerns:

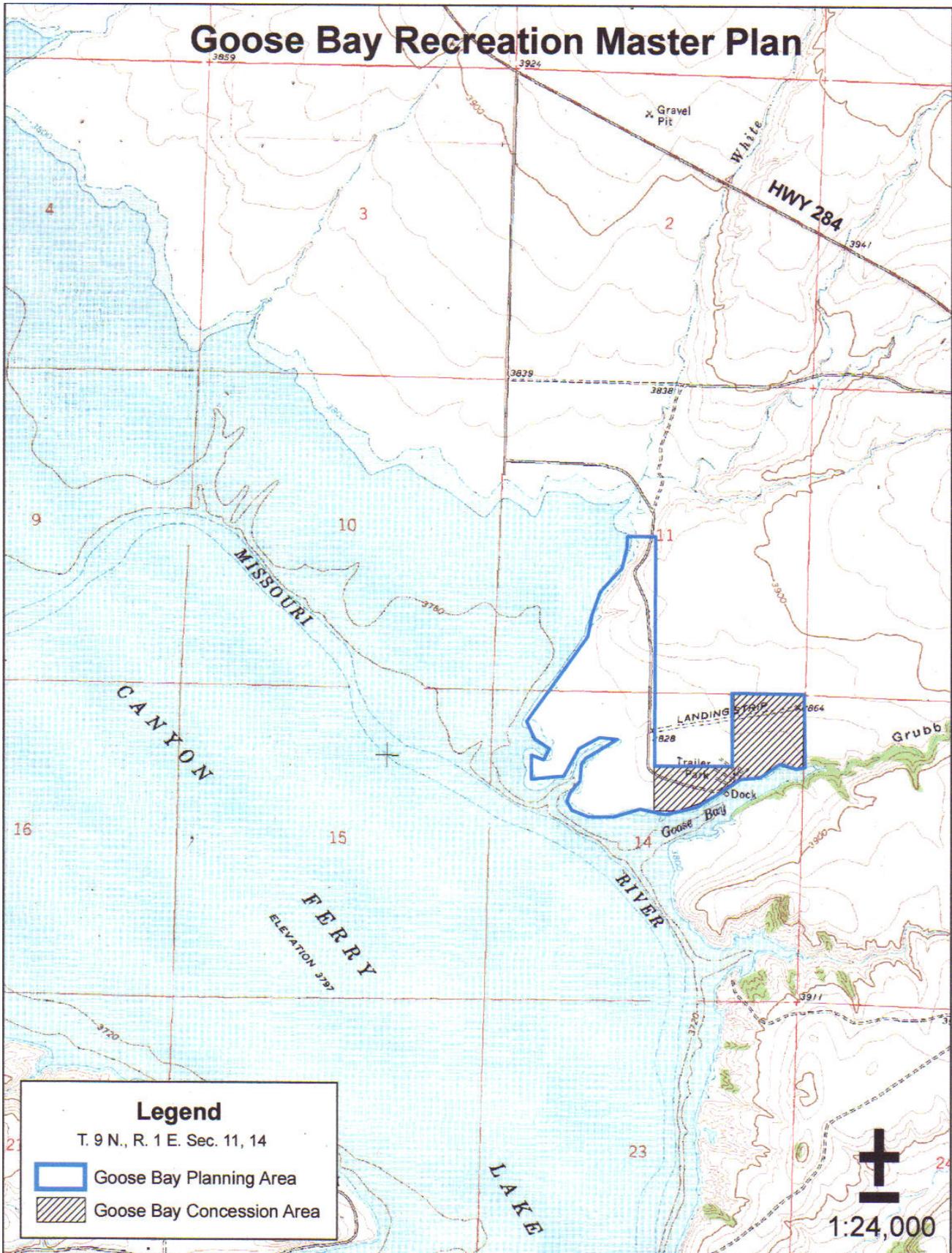
- Fire hazard
- Trash cans needed
- Dump station needed

Facilities:

- Swimming area
- Landscaping
- Consider the viewshed, ie: dumpster in front of trailer
- Hiking/biking trails
- Day use shelter
- Ice skating, warming area
- This area could be marketed as a "Fishing Destination" for tournaments (both summer and winter)
- ADA accessible fishing dock is needed

Appendix B: Goose Bay Recreation Master Plan Map

Goose Bay Recreation Master Plan



Legend
T. 9 N., R. 1 E. Sec. 11, 14

-  Goose Bay Planning Area
-  Goose Bay Concession Area



1:24,000