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1978 MONTANA STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN (SCORP)

A Strategic Plan for the Protection, Perpetuation, and Use
of
Montana's Wildlife, Fish and Recreational Resources

montana department of fish & game
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State of Montana
Office of The Governor
Helena 59601

THOMAS L. JUDGE
GOVERNOR

Helena, Montana
March 1, 1978

Mr. Derrell P. Thompson
Regional Director
Heritage Conservation &
Recreation Service
P.O. Box 25387
Denver Federal Center
Denver, Colorado 80225

Dear Mr. Thompson:

As Governor of Montana, I am pleased to present the "1978 Montana Statewide Comprehensive Outdoor Recreation Plan." This document is the official statewide recreation plan prepared in accordance with the requirements for participation in the Federal Land and Water Conservation Fund Program. It is a major step toward accomplishing the goal of benefiting the people with optimum outdoor recreation opportunities consistent with proper resource management while maintaining a high quality environment.

Development of the plan has allowed ample opportunity for public participation. At the same time we recognize the planning process as continuous and view this plan as a catalyst stimulating a greater and more orderly involvement of the public and private sectors of our economy in decisions which affect recreation.

I have reviewed and concur with the Department of Fish and Game Administrative Regional delineations used in the plan and believe that they will contribute to a useful comprehensive plan and an effective program of implementation.

On behalf of Montana, I wish to express my sincere appreciation for the diligent efforts of the Bureau of Outdoor Recreation in assisting with this plan. I hope we will continue this mutually beneficial partnership with the newly created Heritage Conservation and Recreation Service.

Sincerely,

Thomas L. Judge
Governor

TLJ
Enc.

1978

MONTANA STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN

(SCORP)

A Strategic Plan for the

Protection, Perpetuation, and Use

of

Montana's Wildlife, Fish, and Recreational Resources

STATE OF MONTANA

Thomas L. Judge, Governor

THE MONTANA FISH AND GAME COMMISSION

Joseph J. Klabunde, Chairman

Arthur G. Hagenston
Alfred L. Bishop
Spencer S. Hegstad
Land M. Lindbergh

MONTANA DEPARTMENT OF FISH AND GAME

Dr. Robert F. Wambach, Director
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Orville W. Lewis, Associate Director
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Ron Holliday, State Liaison Officer

Helena, Montana
March 1, 1978

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Permission is granted to reprint any portion of this document provided due credit is given and with the understanding that sole responsibility for use and interpretation of the data herein lies with the reader.

This plan is subject to continuous maintenance and amendment as new data becomes available. Persons interested in commenting or becoming otherwise involved in the planning process are urged to contact the State Liaison Officer, Ron Holliday, Administrator, Parks Division, Montana Department of Fish and Game, Helena, Montana, 59601. Phone: (406) 449-3750.

Montana Statewide Comprehensive

Outdoor Recreation Plans (SCORPs):[1]

March 1, 1978	1978 Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP)	Volume 1 - strategic plan Volume 2 - outdoor recreation inventory
March 1, 1973	Montana Statewide Outdoor Recreation Plan	Volume 1 - executive summary Volume 2 - an information base Volume 3 - appendix
June 27, 1969	Montana Statewide Outdoor Recreation Plan	plan action program appendix
January 20, 1967	Montana Statewide Outdoor Recreation Plan	plan
September 10, 1965	Montana Statewide Outdoor Recreation Plan	plan

[1] The 1978 plan addresses Fish and Wildlife Programs as well as Parks and Recreation.

MONTANA DEPARTMENT OF FISH AND GAME
ORGANIZATIONAL CHART

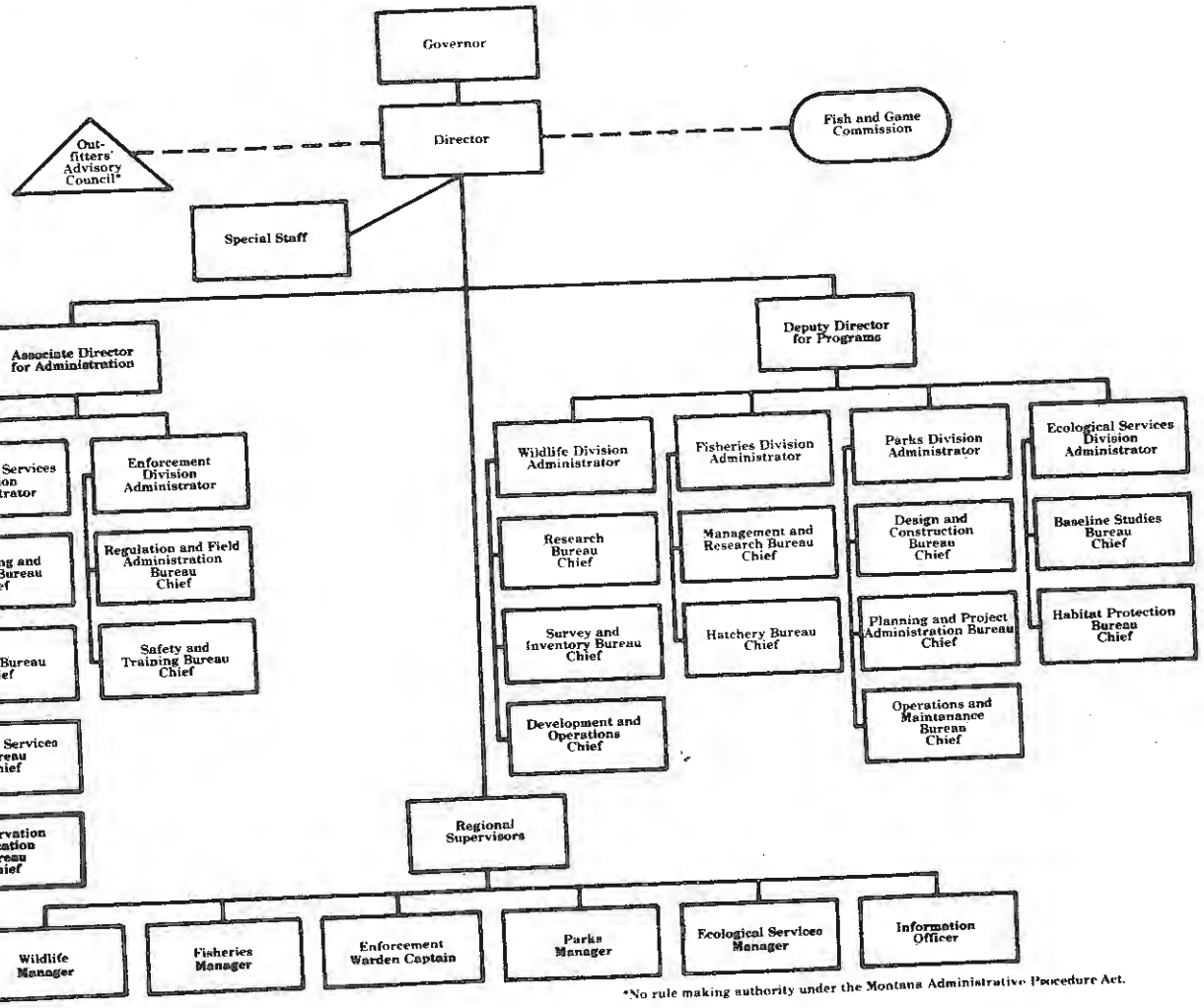
ORGANIZATION CHART

MONTANA DEPARTMENT OF FISH AND GAME

May 1977

Director

Governor



*No rule making authority under the Montana Administrative Procedure Act.

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FOREWORD

Outdoor recreation is an important part of the heritage of Montanans and has been a source of enrichment to the quality of their lives. People today and in the future will also continue to need the opportunity to spend some of their leisure time in outdoor activities that are both physically beneficial and spiritually refreshing. The importance of outdoor recreation has been well demonstrated by relatively high rates of participation in hunting, fishing, and an ever increasing variety of other outdoor activities.

A review of the history of more developed states with problems of advanced environmental degradation in its many forms illustrates how increasing population and resource consumption has resulted in substituting man-made goods for natural amenities. Montana's natural resources are likewise in jeopardy if development proceeds untempered and without restraints. The opportunity still exists in Montana, with appropriate planning, foresight, dedication, and cooperation, to protect the state's natural environment while utilizing its bountiful resources to meet the needs of the future.

Montana is a state rich in a variety of natural and cultural resources that in the past have been shared by relatively few people. High quality outdoor recreation with diverse choices has been a way of life for Montanans. Intensifying land use and accelerating human pressures seriously challenge that way of life and the future quality and quantity of recreational resources. The destiny of these resources depends upon what is done with, on, for, or to the land in the future.

Implementation of legislation, such as the Montana Environmental Policy Act and restrictive mining laws, reflect the changing attitudes of the state's citizens. There is strong concern that the state's environmental quality not be subservient to economic development, but rather that it be an integral and realistic part of planning for the state's future.

We are in full agreement with the three basic principles of the Montana Environmental Policy Act (Sec. 69-6503 R.C.M. 1947) that:

> "a) the high quality of Montana's natural resources, particularly its renewable resources, must be maintained and enhanced; b) Montana's natural resources must be allocated to the widest variety of beneficial uses while minimizing degradation of the resources; and c) the timing and intensity of resource use must not deny the coequal right of succeeding generations to use natural resources."

The Department of Fish and Game necessarily has been a leader in striving for better stewardship of the land in order to carry out its assigned responsibilities to protect, maintain, enhance, and manage for the wise use of the state's fish and wildlife, general outdoor recreation assets, and specific cultural resources. In view of current trends, *the future of natural resource management can only bring an era of increasing stress upon a generally limited resource base*. This plan is optimistic as it calls for improvement in addition to maintenance. It will require significant departures from routine and "business as usual" approaches used in the past by many agencies and groups, legislative bodies and this department. It is a major step toward meeting the responsibilities, tasks, and challenges of the future.

Our goal is *to benefit the people of Montana and visitors with optimum outdoor recreational opportunities consistent with proper resource management while recognizing human needs and desires and maintaining a high quality environment.* I am therefore proud to present the 1978 Montana Statewide Comprehensive Outdoor Recreation Plan.

Robert F. Wambach

Dr. Robert F. Wambach, Director
Montana Department of Fish and Game

INTRODUCTION

NEED FOR PLANNING

The Montana Department of Fish and Game is the legally designated manager of the state's fish and wildlife. In addition, it is also legally responsible for protecting and managing Montana's scenic, cultural, scientific and recreational resources. The department has little control over land-use practices that impact fish, wildlife, cultural, and other resources worthy of conservation. Forecasts indicate that increasing complexities and obstacles will have to be dealt with if we are to sustain current outdoor recreational resources. The *effectiveness* of the department as the principal spokesman for Montana's outdoor recreational resources will have a major bearing on the future *quality of life* of people in Montana.

Inflationary trends and advanced technologies have caused the costs of management and problem solving to exceed traditional sources of funding. Thus, ways must be found not only to become more *effective* in attaining goals but to become more *efficient* in operation. Sound planning is a major management tool in attaining that high level of effectiveness and efficiency.

PURPOSE

The purpose of adopting comprehensive planning is to develop an improved goal-objective oriented *program management system* to improve the department's capability to carry out its broad resource responsibilities and to serve the expanding and changing needs of the people within the financial framework available. Program planning-management requires organizing the department's activities in line with its program goals and objectives while satisfying the traditional functions designed to manage personnel of different disciplines and training. Program planning-management requires formation of a department program structure that allows a systematic evaluation to insure that the optimum level of desired program outputs (such as high quality recreation) can be mainatined despite changing circumstances. This type of management focuses first on the program outputs desired *prior* to establishing the inputs (money, personnel, and materials) needed.

Thus comprehensive planning and management is intended to aid the decision-making process in an effort to increase the department's effectiveness and efficiency in the challenging years ahead. A planning and management system including program goals and quantified objectives is needed to:

1. provide a means of analysis that assists the decision-maker in critically evaluating what the department is doing and what it should be doing in the future;
2. provide a method to measure the progress of all department programs and to minimize internal organizational problems caused by functional lines of authority;
3. provide continuity of department programs;
4. provide a means for improving information to the public and the legislature regarding the department's direction, problems, needs and evaluation of accomplishments;
5. promote timely action rather than only reaction to resource management decisions;
6. improve efficiency in use of public monies to gain desired public benefits;
7. strengthen the department's position in alerting other resource users to the needs and values of recreational, scientific and cultural resources; and
8. promote maximum effectiveness in coordination and cooperation with the comprehensive plans and programs of other government agencies, Montana's communities and the private sector.

SCOPE OF DEPARTMENT'S PRINCIPAL LEGAL RESPONSIBILITIES AND AUTHORITY

FOR FISH, WILDLIFE AND PARKS PROGRAMS

The 1972 Montana Constitution provides that,

> "The state and each person shall maintain and improve a clean and healthful environment in Montana for present and future generations.... The legislature shall provide adequate remedies for the protection of the environmental life support system from degradation and provide adequate remedies to prevent unreasonable depletion and degradation of natural resources."

In order to help implement this constitutional mandate, the Montana Department of Fish and Game is charged by statutes of the State of Montana with the supervision of all the fish and wildlife of the state (Sec. 26-104, R.C.M. 1947). Included in the many associated laws (Sec. 26-101.1 to 26-1809, R.C.M. 1947) is the authority for: the protection, preservation and propagation of fish, game, fur-bearing animals and game and nongame birds within the state; the setting of seasons and limits for utilizing game, birds, fish and furbearers; assents to Acts of Congress governing the conservation of wildlife (Pittman-Robertson Act) and fish (Dingell-Johnson Act) that provide federal aid revenues collected from excise taxes on certain hunting and fishing equipment; The Stream Preservation Act; The Natural Streambed and Land Preservation Act of 1975; a legislative policy on the conservation of nongame and endangered species declaring that certain nongame wildlife should be managed for human enjoyment, for scientific purposes and to ensure their perpetuation as members of ecosystems and that endangered species should be protected to maintain and, where possible, enhance their numbers.

The Montana Department of Fish and Game is vested with the duties and powers necessary to the maintenance of a state park system for the purposes of conserving the scenic, historic, archaeologic, and recreational resources of the state, and of providing for their use and enjoyment, thereby contributing to the cultural, recreational, and economic life of the people (Sec. 62-301 to 403, R.C.M. 1947). As a portion of this responsibility, the Fish and Game Department is designated by law (Sec. 62-401 to 403, R.C.M. 1947) as the state agency to implement the federal Land & Water Conservation Fund Act of 1965. Thus the Department of Fish and Game is designated as the state agency in charge of outdoor recreation. Recreation is defined to include: hunting, fishing, swimming, boating, water skiing, camping, picnicking, pleasure driving, winter sports, hiking and other pleasure expeditions.

In addition, the Department is responsible for a variety of miscellaneous laws including motorboat and vessel regulations to promote water safety (Title 69, R.C.M. 1947), litter laws (Title 32, R.C.M. 1947), snowmobile regulations (Title 53, R.C.M. 1947), motorboat fuel tax (Title 69, R.C.M. 1947), and trespass laws and firearms acts (Title 94, R.C.M. 1947).

Other state laws influencing department activities include the Montana Environmental Policy Act, Flood Plain law, Strip Mining and Utility Siting laws, Subdivision laws, Water Use Acts, Water Quality Act, Pesticide Act, Lakeshore Protection Act, Renewable Resources Development Act and others.

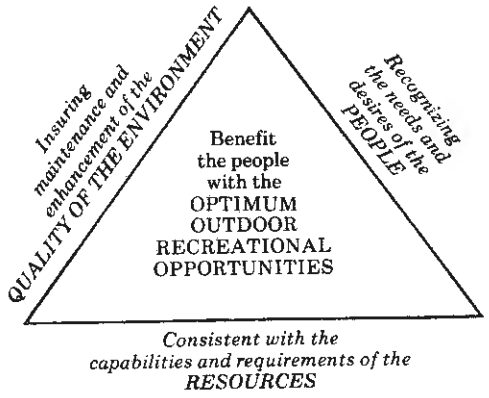
GOAL OF THE DEPARTMENT OF FISH AND GAME

Implicit in the wide scope of Department responsibilities is the ultimate end result of benefiting current and future generations of people through its charges and actions of *protecting, preserving, enhancing,* and *regulating* the *wise utilization* of the fish and wildlife and other outdoor recreation and cultural resources. Outdoor recreation (wildlife and non-wildlife oriented) is the principal "end product" that this Department is responsible for providing to the public. Listed below is the overall Goal Statement for the Department of Fish and Game as approved by the Fish and Game Commission and as presented to the people of the State in the MONTANA OUTDOORS magazine (March/April 1974).

GOAL STATEMENT

To benefit the people of Montana and visitors with the optimum outdoor recreational opportunities; emphasizing the tangible and intangible values of wildlife and the natural and cultural resources of aesthetic, scenic, historic, scientific, and archaeological significance, in a manner:

1. *consistent with the capabilities and requirements of the resources*
2. *recognizing present and future human needs and desires*
3. *insuring maintenance and enhancement of the quality of the environment*



SCOPE OF THE PLAN

This plan describes projected wildlife, fish and recreational resource status through 1990. Goals for each program are outlined. Six-year objectives are stated for major elements of the Wildlife and Fish Programs while five-year objectives are stated for major tasks to be addressed in the Parks Program.

The Wildlife and Fish Programs address animal species and their use on a regional and/or statewide basis. Plans are presented for the categories and elements of the program structure listed below. The program structure designates by species and groups of species the basic elements to be used for planning and subsequent operations.

The Parks Program consists of various functional activities which produce, enhance and manage recreation. The output elements of the program are quantified in occasions of specific types of recreation provided. The program structure listed below is centered around these output elements and the functional activities currently being used to manage for them. The plan emphasizes the identification of major problems which need to be addressed in order to better manage these output elements and other related activities.

Plan Implementation

Operational plans will describe the specific projects and activities necessary to accomplish the objectives of this strategic plan. These operational plans specify the money, logistics and authority needed for project implementation and the outputs and accomplishments to be achieved. These plans will serve as the basis for the department's biennial program planning and budgeting request to the state legislature.

PROGRAM STRUCTURE

WILDLIFE PROGRAM

Big Game	Small Game	Nongame
Mule Deer	Native Mountain Grouse	Nongame Mammals
White-tailed Deer	Blue	Nongame Birds
Elk	Ruffed	Reptiles
Antelope	Spruce	Endangered Species
Other Big Game	Native Prairie Grouse	
Moose	Sage	
Big Horn Sheep	Sharp-tailed	
Mountain Goats	Introduced Upland	
Black Bear	Game Birds	
Grizzly Bear	Pheasant	
Cougar	Hungarian Partridge	
Bison	Chukar	
	Turkey	
	Migratory Game Birds	
	Ducks	
	Geese	
	Other Migratory Game Birds	
	Furbearers	

FISH PROGRAM

Game Fish Streams	Game Fish Lakes	Nongame Fish
Trout	Trout - Kokanee	Commercial fish
Other Salmonids	Other Salmonids	Other fish
Paddlefish	Non Salmonids	Amphibians
Non Salmonids		Invertebrates

PARKS PROGRAM

Activity Structure	Output Element
Acquisition, Design, Development	Camping and Day Use
Operation and Maintenance	Boating
Law Enforcement	Summer Trail Activities
Planning	Swimming
Land and Water Conservation Fund Administration	Vehicular Recreation
	Site Oriented Winter Activities
Program Administration	Downhill Skiing
Information and Education	Winter Trail Activities
Snowmobile Administration	Snowmobiling
	Sightseeing
	Urban Recreation

MAJOR ISSUES TO BE RESOLVED

* Inflationary trends and increased resource management requirements are accelerating costs beyond traditional funding sources.

* Increasing participation in all types of outdoor recreation is increasing the use and deterioration of presently available resources.

* Maximum effectiveness and efficiency in achieving department goals and objectives could be aided by changing the provisions of some laws, regulations and rules.

* A systematic evaluation method for statewide needs and specific land acquisition proposals is needed to insure attainment of department goals through land acquisition.

* There are apparently many people who are not aware of, or do not appreciate, the value of Montana's wildlife, fish and other recreational resources.

* Expanded and intensified land and water uses are often detrimental to wildlife, fish and other recreational resources.

* Public access for recreation to private land or through private land to public land is limited and is expected to be further restricted in the future.

* Current methods of program planning and priority budgeting need to be scrutinized as to their adequacy in managing recreational resources. Alternative methods should be evaluated.

* Land and Water Conservation Fund grants to communities must be maintained at a high level of efficiency.

* More basic knowledge is needed of many wildlife and fish species, especially nongame and endangered species, in order to better manage these as a part of Montana's recreational resources.

* The impact of non-residents on Montana's recreational resources needs to be identified so that goals and policies can be established or reviewed as appropriate.

* Increased efforts are necessary to effect better coordination between the department and other resource management agencies and within the department itself. Particularly roles, responsibilities, and policies must be better defined.

* The importance of nongame and endangered wildlife and fish species to the people of Montana needs to be assessed so that appropriate efforts can be made to protect, perpetuate, enhance and manage these species for human enjoyment.

* The department should initiate the establishment of an adequately funded unified comprehensive off-highway vehicle management program for the State of Montana.

* Recreational resource management activities of Federal agencies are often underfunded while their authority is often over-extended and their roles, responsibilities and policies are either poorly defined or ineffectively communicated.

* The department should become more active in identifying, providing and promoting a wide variety of recreational resources and activities which will allow people to participate in outdoor recreation every season, year-around.

A STRATEGIC PLAN

FOR

MONTANA'S

WILDLIFE AND FISHERIES

PROGRAMS

1977-1990

Prepared By:

Thomas Mussehl, Wildlife Program Planner
John Gaffney, Fisheries Program Planner
Dennis Flath, Nongame Biologist

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H AND GAME DEPARTMENT

STRATEGIC PLAN FOR THE MONTANA STATE PARKS PROGRAM

Prepared under the supervision of
Ron Holliday

State Liaison Officer, Land and Water Conservation Fund Program

and

Administrator, Parks Division
Montana Department of Fish and Game

by

Dr. G. Wesley Burnett

and

David G. Conklin

Planning and Project Administration Bureau
Parks Division
Montana Department of Fish and Game

March 1, 1978

SUMMARY OF MAJOR FINDINGS

The central theme of this Strategic Plan for the Montana State Parks Program has been to identify major problems which may impede the provision of recreational services to Montanans and visitors to Montana. The identified problems were prioritized as major tasks in light of the legal responsibilities of the Montana Department of Fish and Game for their immediacy and severity. They are restated again in the concluding chapter "Major Tasks to be Undertaken in the Parks Program of the Department of Fish and Game."

1. The state park system must be maintained at a level acceptable to the public.

2. Additional and alternative reasonable sources of funding must be found to support the state park system.

3. In order to best utilize present and prospective limited funds there is a need to establish regional management plans which will relate directly to the actions and budgets of Montana's regions conceived of either as resource areas or administrative units.

Prerequisite to or concurrent with the formulation of these regional management plans the following tasks must be accomplished:

a. Overall policies, procedures, and criteria to adequately evaluate potential land acquisitions must be established and/or more adequately articulated.

b. Efforts to provide for river and lake access must be continued; alternate sources of funding and alternate methods to fee simple land acquisition must be found; efforts must be undertaken to protect the rights of adjacent land owners and the environmental quality of Montana's rivers and lakes must be continued.

c. Conflicts and overcrowding within the state park system require for the protection of users, facilities, and resources the establishment of sound management plans for these areas.

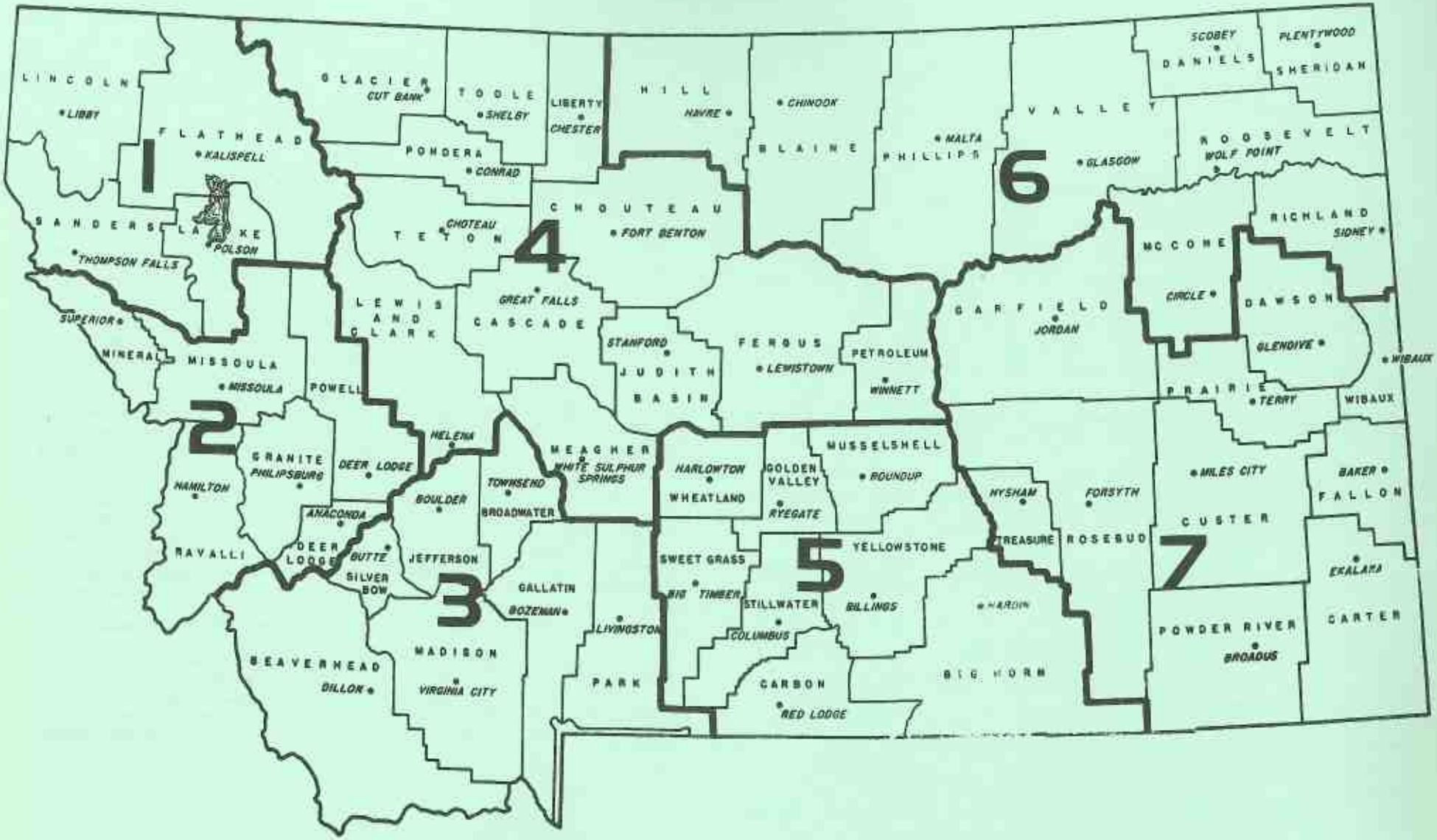
d. Maximum benefits must be derived from present law enforcement resources available to the Parks Program and with this accomplished, the adequacy of the current level must be evaluated.

4. The snowmobile management program must be more adequately implemented and efforts to establish an adequately funded, unified off-highway vehicle management program should be made.

5. Since the bulk of outdoor recreation in Montana will occur in urban areas, program managers must continue to refine procedures assuring fair and equitable distribution of the the LWCF to Montana's communities including the gathering of necessary data, provision of information on the program, assurances that facilities are serving the widest possible population, and the stimulation of innovative approaches to project and program design and development.

6. Efforts must be continued and expanded to insure that rural subdivision and the extraction and development of natural resources, particularly on public land, are conducted in a manner compatible with the long-range interests of Montana's cultural, scientific and recreational resources.

MONTANA



FISH AND GAME ADMINISTRATIVE REGIONS AS USED IN PARKS PROGRAM

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INTRODUCTION

Philosophy

The Montana state park system (A.R.M. 12-2.26(1)-S2670) and consequently the state Parks Program emerged as a result of concern with the benefits of tourism with major impetus being provided by federal encouragement through the Civilian Conservation Corps in the 1930's and the Land and Water Conservation Fund (LWCF) in the 1960's and 1970's. While making Montana's natural resources available to tourists remains an objective in the management of the park system, recent years have witnessed a shift in emphasis, stimulated largely by urbanization and greater environmental appreciation, toward a park system viewed as a social service institution necessary to the maintenance of a high quality daily life for Montanans.[1]

The service obligation of the park system is clearly spelled out in law (Sec. 62-304, R.C.M. 1947) as the conservation of scenic, historic, archaeologic, scientific and recreational resources & their subsequent management for the use and enjoyment of the people. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving resources if they cannot be used and enjoyed by people but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance and coordination with other agencies, must be carefully balanced to produce the end product--resources of value to present and future generations.

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[1] A complete history of the park system has been provided by David Conklin, "Development of the State Park Idea in Montana," unpublished manuscript, Montana Department of Fish and Game, 1977.

The magnitude of the management task and the potential for conflict strongly suggest that comprehensive planning should be a tool of considerable value to managers. In fact, despite a ten year history of comprehensive recreation planning by the Parks Division, the experience with planning has been less than satisfactory. The reasons for this are undoubtedly many and complex; however, the major cause of failure seems to be the search among planners for a singular deterministic model which would dictate future action. While a planning process which removes the requirement for discretion, judgment and insight from the manager may be a worthy goal, the salient fact remains that the methodology for accomplishing the goal is lacking now and is not likely to be developed quickly. Dictatorial methods are therefore dismissed as being beyond planning's ability. The Parks Division views the goal of planning as:

> Providing information and insight which will assist the manager in making the critical decisions of today in such a manner as to maximize future management latitude as well as respond to future conditions.

Throughout this plan, unless specified, the term "manager" is used in its broadest sense to include all who possess authority to make decisions affecting the state park system. In addition to "park managers" in the limited sense, this includes the executive and legislative branch of the state of Montana as well as Congress and appropriate executives of several federal agencies.

In essence, the manager faces two critical areas of decision-making. First, he must assure that the present system is adequately provided for. Second, he must undertake work which will eventually shape the future state park system.

With respect to the first obligation the manager must ask himself if the user is satisfied with the resources available to him. Is he safe, is his health assured? Is the resource cared for and perpetuated for future generations as well? Or is it overused,

neglected and deteriorating? Here the planner is called upon to help the manager define parameters, identify weaknesses and formulate strategies for coping with these weaknesses.

The manager has a certain amount of discretionary time beyond insuring basic operation of the system to work on formulation of the system's future. He may identify resources needing conservation, assist in land acquisitions, assist in formulation of design concepts or provide information to the public. Here the planner is called upon to assist in the identification of potentially desirable resources, prospective future desires and sociological trends.

In these areas of decision-making, it is vital to note that definitive answers to the questions most likely asked by managers simply do not exist. Ultimately, then, the function of planning is to interpret for the manager the complex world before him, particularly the long-range commitments which today's decisions may imply. This process should open perspectives and opportunities rather than restrict action. Within the limits of legal dictates, the final decision as to where to channel action will and must remain with management rather than planning.

Methodology

The usual method adhered to in the preparation of comprehensive recreation plans is to: 1) identify demand or participation, 2) identify supply and 3) balance demand and supply to identify present and future needs. To a degree this method is adhered to in this plan. However, the standard planning model is beset with serious difficulties. Most notably, the measuring systems necessary to identify supply and demand beg for precision. Even though imprecise, the most technically advanced measurements have been developed for programs. As a result, most comprehensive planning for recreation tends to produce plans for

long range capital projects rather than true management plans. This must be viewed as unacceptable, for, while capital construction is a valid technique for providing outdoor recreation opportunity, other viable techniques such as provision of information, law enforcement, and greater agency cooperation are deemphasized.

Even if the problems surrounding existing measurement systems could be overcome, the general planning model has innumerable operational approaches which fail to produce comparable results.[1] In other words, the selected operational model for recreational planning, if strictly adhered to by management, would alone determine future direction. The failure to produce a satisfactory planning model has undoubtedly contributed to management's unwillingness to rely on planning as a tool.

To avoid these methodological difficulties the Parks Division is commited to the overall goal of:

> Managing Montana's resources to meet present and future demand for recreation participation in a manner consistent with resource capability.

This goal will be met through the application of a variety of management methods including regulation, provision of information, inter- and intra-agency cooperation, law enforcement, site protection, land acquisition and capital improvements. These tools may be applied where necessary and possibly in such a manner as to influence participation itself.

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[1] Clynn Phillips, et. al., Projections of outdoor recreation participation for South Dakota: 1990 Laramie, Wyo. University of Wyoming Water Resources Research Institute, April, 1975.

Further, as a device to assist the planning effort it was initially hypothesized that:

> Present and future management efforts are adequately coping with and will continue to adequately cope with the demand for recreation relevant to the existing supply.

All evidence which would tend to negate this hypothesis is defined as a problem which needs to be addressed. Problems are addressed through the formulation of strategies which require either redirection of current effort or the provision of new effort and which might be employed at some future date as a partial solution to the problem identified. Among the many potential problems and strategies identified, only a limited number are simultaneously demanding of immediate attention and clearly within the responsibilities of the Montana Department of Fish and Game. These problems are set out as tasks to be addressed by the Department's Parks Program in the final chapter of this plan. Current strategies being applied to these problems as well as strategies which will be implemented in the future are also identified in the final chapter of this plan.

TABLE I

Activities on Which Data Was Gathered for This Plan

Camping and Day Use

Boating - River Floating, Sailing and Motorboating

Non-Urban Swimming

Non-Motorized Trail Activities - Walking, Backpacking, Bicycling, and Horseback Riding (both on and off trails)

Off-Highway Vehicle Recreation - 4-Wheel Vehicle Driving and Motorcycle Riding

Site Oriented Winter Activities - Ice Skating on man-made rinks and natural water bodies, Sledding, Tubing, and Tobogganing

Downhill Skiing

Winter Trail Activities - Cross-country Skiing and Snowshoeing

Snowmobiling

Sightseeing

One effect of this procedure has been to force the planning process, in the collection and analysis of data, to dwell only upon those recreational activities for which there is a degree of public management responsibility borne by the Montana Department of Fish and Game or other public agencies (Table I).

Excluded from this list and beyond the scope of this plan *per se* are a number of activities about which little direct data was gathered but which are provided for to a degree as "spin-off" benefits from the entire park system. The list could be as long as the imagination allows but some obvious examples are photography, bird watching, flower collecting, and rock hounding.

Also excluded from the list in Table I are resources which are vital to Montana's recreational system but about which meaningful data is nearly impossible to gather. Notably, this is the use, enjoyment and study of Montana's cultural, historic, archaeologic and scientific heritage. The management of these resources is explicit in Law (Sec. 62-304 R.C.M. 1947) and implicit in the state park system site classification criteria (A.R.M. 12-2.26(1)-S2670). These sites may generally be viewed as the central reason for the existence of the state park system. However, evaluating these sites in terms of participation or attendance will not assess their value to the people of Montana because their true worth resides in subjectivities and aesthetics. Examples of sites and values falling into this category are displayed in Table II.

TABLE II

Unquantified Values of Selected
Montana State Parks and Monuments

	Park	Value
1.	Bannack	History
2.	Chief Joseph Battleground	History
3.	Chief Plenty Coups Memorial	History
4.	Fort Owen	History
5.	Giant Springs	Science
6.	Lewis & Clark Caverns	Science/Scenic
7.	Makoshika	Science/Scenic
8.	Missouri Headwaters	History
9.	Pictograph Cave	Archaeology

To the extent that any management program compromises the unquantified values of park resources, it would have to be judged inadequate. Further, many of the decisions concerning future expansion and management of the park system will of necessity and law center around the unquantifiable values.

It has also been necessary to discuss topics not directly associated with recreational activities per se. These include: 1) service to special population groups, 2) the adequacy of funding for Montana's overall recreational resources, 3) the standing of urban areas as recipients of federal funds for recreation, and 4) the relation of outdoor recreation to the energy situation and to energy conservation. At this point it is necessary to note that the term "urban" in this plan is used in a political rather than demographic sense. An urban area is defined here as an incorporated town.

Since this plan seeks generalization, it therefore lacks specifics. These specifics will be developed through three interrelated "action planning" functions:

1) Budget Formulation. This plan is based on the assumption that the Montana Department of Fish and Game will continue to experiment with planned program budget formats approaching a "zero base." Under this concept, action projects will be developed and evaluated against their ability to address major problems and to provide recreation in a timely fashion.

2) Management Planning. The Department has begun experimentation with approaches to site and resource long-range management planning. It is assumed that this effort will continue.

3) Continued Comprehsive Planning. Comprehensive planning will draw future projects from those centering directly around problems identified as major within this plan. It is assumed that the long-range objective will be to structure comprehensive plans for each of the seven department administrative regions.

Throughout the plan, dictation of policy, procedure or goals to other agencies has been avoided. However, where problems and areas or types of responsibility may, in whole or in part, best be addressed by other agencies, this is identified. Further, the need to enhance coordination efforts as a strategy for coping with problems has frequently been proposed.

Data Collection, Presentation, Use, and Availability

Data on demand, participation, and opinions concerning outdoor recreation in Montana were gathered through three independent surveys:

1. A July, 1976, participation/opinion mail survey sent to adult Montanans randomly selected by county from the Motor Vehicle Registration Files.

2. A February, 1977, participation/opinion mail survey. The sample source was the same as above.

3. A structured interview of selected aged and/or handicapped individuals.

Supply data was gathered from routinely available standard sources subject to inter-agency review and contained within:

> Montana Department of Fish and Game, Parks Division, Statewide Non-Urban Developed Recreation Site Inventory. January, 1976.[1]

No attempt has been made in this plan to reproduce all the data gathered. Rather, only data offering critical guideposts has been relied upon. With certain exceptions, the format for data presentation is the same for each activity. Tables divided by state and Fish and Game Administrative Regions are shown (refer to state map) and participation rates (defined as the average number of occasions per capita of participation within the survey month) are presented. Participation rates are then multiplied by the population for 1976, 1980, 1985, and 1990 to determine total resident participation. This was adjusted, where the information was available, to reflect travel patterns for recreation. Where this was done, total resident participation is a reflection of where the activity took place rather than where the recreationist lived.

Supply was defined as those sites inventoried above offering support for the given activity. An adequacy indicator was then calculated by dividing total participation by supply. Obviously the larger the adequacy indicator the greater the magnitude of activity each site must bear.

A relative need indicator was then calculated on the assumption that management wants to allocate resources in proportion to the participation-supply ratio. The relative need indicator was calculated by dividing the regional adequacy indicator by the sum of the adequacy indicators for Regions 1 through 7 and multiplying by 100. The relative need indicator is expressed in dollars rather than a per cent and where no supply indicator was available, participation was used to calculate the relative need indicator.

The relative need indicator is not intended to be an inflexible technique for budget allocation. Rather, it is intended to be interpreted as an indicator only based on the above assumption of management behavior and the assumption that the data is precise. The relative need indicator is accompanied by a rank order prioritization of each Fish and Game region. Like the relative need indicator, the prioritization is intended to assist as a general guide only and is subject in its interpretation to the same assumptions and caveats as the relative need indicator.

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[1] This information has since been revised in Volume 2 - Outdoor Recreation Inventory

As long as the data is used only as a guide to relative trends, violations of assumptions concerning its precision are generally tolerable.

Users of the data, however, are advised to be aware of several inherent problems:

1) Since there is no knowledge of what the participant meant by an "occasion," comparison of levels of participation between activities can be undertaken only at great risk.

2) Confidence intervals which surround the rate of participation and consequently the total participation are rather large. Again, the intent is to view the data in terms of relative general trends. This implies that small differences in total participation between regions must be interpreted as no difference at all. Precise measures of confidence can be provided upon request.

3) Population projections were obtained from the Research and Information Systems Division of the Montana Department of Community Affairs and are subject to the assumptions and reservations which accompany that data. Most notably 1) population is probably over-estimated statewide and 2) population projections for Fish and Game Administrative Regions 6 & 7 are probably high and low respectively. Uncertainty concerning future mineral developments in Montana make all population projections concerning the state exceedingly speculative. These projections have necessarily been limited to twelve years to correspond with the census periods for which population projections are available.

4) The supply indicators do not consider either the magnitude or quality of each unit of supply. Further, considering that much activity in Montana is "dispersed," supply is universally underestimated. It is assumed that regional inaccuracies balance out.

5) Recreation by non-residents in Montana, with one exception, is not considered in formulating adequacy indicators or relative need indicators. The one exception is "Developed Camping" where an estimate was made from data collected in 1971. Even here, the estimate is of doubtful accuracy at this date. Similarly, the impact of recreational resources immediately adjacent to Montana have not been considered.

Despite apparent weaknesses, the data base provides considerable insight and utility. The entire data base is available upon request, at cost, in an automated format. Potential users should consult the Chief of Planning, Parks Division, Montana Department of Fish and Game. Users are notified that sole responsibility for use and interpretation of data rests with the user alone.

This plan will be maintained and amended as these data inadequacies are overcome. Persons interested in commenting or participating in the revision process are urged to do so (see "Acknowledgments" in white section for instructions).

WINTER TRAIL ACTIVITIES

This section considers the role of non-motorized winter trail activities as a part of Montana's recreational complex through a detailed analysis of cross-country skiing and snowshoeing (Tables I and II).

Recent years have witnessed a substantial increase in interest in winter trail activities such as cross-country skiing and snowshoeing. Projected participation rates (Table II) must therefore be viewed as speculative. The increased interest may be attributed to:

1) Increased availability of a wide variety of equipment.

2) Increased public interest in maintaining health through year-around lifetime sports activities.

3) Increased interest in and appreciation of the environment and natural phenomena.

4) A search for simple, environmentally acceptable and relatively inexpensive recreational activities.

These activities must be regarded as permanent aspects of Montana's outdoor recreation complex.

The February, 1977, Statewide Winter Recreation Survey indicates that cross-country skiers (and generally other winter trail users as well) prefer short outings of two days or less (95.77% of the trips) with family or friends (89.43% of the trips) in natural undeveloped areas (67.49% of the trips). Indeed, cross-country skiers are willing to travel a considerable distance to find these natural areas. The winter 1977 estimate of willingness to travel in order to participate in in cross-country skiing averaged 51 miles per one day trip and 128 miles per two day trip. This estimate points to the fact that if energy conservation is to be practiced, resources for winter trail users as for other outdoor recreation activities should be located as close as possible to population centers.

Though the survey shows that cross-country skiers prefer natural areas, concern for the safety and enjoyment of winter trail users dictates some measure of development. Results of the winter survey indicate that designating and marking appropriate trails and areas to separate non-motorized trail users from motorized trail users would be of great benefit. In addition, better information on area conditions and trail difficulty as well as information on winter survival techniques would be of assistance to winter trail users in addition to other winter recreationists.

The non-motorized trail user and snowmobiler appreciate in general the same type landscape, but the premium which the non-motorized trail user places on solitude puts him in inevitable conflict with the snowmobiler. While this conflict will probably never be entirely eliminated, agencies planning for winter trail use should be cognizant of this conflict and make every effort to reduce it to a minimum through careful planning and, where necessary, zoning and the provision of public information, education and law enforcement.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for current and future demand for winter trail activities displayed in Table II.

This goal will be met through the provision of information, inter- and intra-agency cooperation and regulation.

Policies

The policies of the Montana Department of Fish and Game with respect to winter trail activities should be to:

1) Assume that major responsibility for winter trail activities will reside with the U. S. Forest Service.

2) Cooperate in, and lead when necessary, projects which will enhance through non-structural techniques the quality of and opportunity for winter trail activities.

3) Select whenever possible winter recreation projects funded through the Department which provides the widest array of benefits to all winter recreationists.

PROBLEMS	ALTERNATE STRATEGIES
1. Information is lacking on suitable areas for winter trail activities.	1.a. Prepare brochures and maps of suitable areas on department lands for public distribution.
	b. Cooperate with the U. S. Forest Service and other federal agencies to identify and mark suitable trails and areas.
	c. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. There are serious conflicts between non-motorized and motorized winter trail users.	2.a. Encourage spatial and temporal zoning to separate user types.
	b. Encourage U. S. Forest Service and other federal agencies to mark and maintain trails and areas closed to motorized vehicles.
	c. Strictly enforce noise limits on motorized vehicles.
	d. Encourage the development of special noise, speed and passing regulations at popular multiple use trails and areas.
	e. Take no action.
3. Facilities for winter trail users are lacking in some areas.	3.a. Encourage the design and development of multiple use facilities for winter recreationists where activity patterns are compatible.
	b. Make provisions for winter trail activities when designing recreation facilities near trailheads or roads where snow removal is not provided.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	c. Encourage cities and counties to consider winter activities when developing recreational trails.
	d. Encourage ski resorts to include winter trail activities in their development plans.
	e. Survey winter trail users and areas to determine if facilities are needed.
	f. Take no action.
4. Winter trail opportunities are lacking near many urban areas.	4.a. Encourage cities and counties to submit LWCF projects for winter trail activities.
	b. Encourage the U.S. Forest Service and the Bureau of Land Management to set priorities for trail development near urban areas.
	c. Give high priority to projects funded through the Department which include winter trail development/maintenance activities near urban areas.
	d. Take no action.
5. Winter trail activities may disrupt wildlife and other resources.	5.a. Limit activities to established trails only.
	b. Zone against human activity as necessary to protect resources.
	c. Seek cooperative enforcement agreements between local, state and federal agencies to make better use of existing enforcement resources.
	d. Encourage better education and stricter sanctions for users by user groups.
	e. Take no action.
6. Winter trail activities can be dangerous.	6.a. Increase public knowledge of winter activities and safety precautions through information and education programs.
	b. Increase recreationist-law enforcement officer contact to reinforce proper safety and equipment precautions under field conditions.
	c. Take no action.

TABLE I

Winter Trail Activities - Current Conditions

Cross-Country Skiing

F & G Region	Participation Rate (1)	Total Participation (2)	Supply (4)	Adequacy Indicator (5)	Relative Need Indicator (6) Amount	/ Priority
State	.3726	227,789	108	2,572		
R1	.4742	41,646	27	1,542	$ 8.57	(6)
R2	.4357	51,861	27	1,921	$10.67	(5)
R3	.5742	91,463	20	4,573	$25.41	(1)
R4	.3213	53,084	21	2,528	$14.05	(3)
R5	.3089	30,521	7	4,360	$24.23	(2)
R6	.0663	5,870	3	1,957	$10.87	(4)
R7	.1261	3,344	3	1,115	$ 6 20	(7)

Snowshoeing

	(1)	(3)	(4)	(5)		(6)
State	.1125	83,897	108	777		
R1	.2509	21,377	27	792	$15.09	(4)
R2	.2100	23,793	27	888	$16.92	(3)
R3	.1204	14,243	20	712	$13.57	(5)
R4	.0703	12,595	21	600	$11.43	(6)
R5	.0681	8,964	7	1,281	$24.41	(1)
R6	.0000	0	3	0	0	(7)
R7	.0631	2,925	3	975	$18.58	(2)

(1) Number of occasions per capita in February, 1977.
(2) February, 1977, occasions consumed within the region.
(3) February, 1977, occasions produced within the region.
(4) Publicized trailheads.
(5) Participation ÷ Supply
(6) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

TABLE II

Winter Trail Activities - Future Conditions

Cross-Country Skiing

Region	February 1977 (1) Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	(3) 1977 Supply	(4) 1990 Adequacy Indicator	(5) 1990 Relative Need Indicator Amt.	Priority	(5) 1977 Relative Need Indicator Amt.	Priority
State	277,789			384,555	108	3,561				
R1	41,646	45,515	48,051	53,890	27	1,996	$ 8.17	(6)	$ 8.57	(6)
R2	51,861	56,471	63,815	72,429	27	2,683	$10.98	(4)	$10.67	(5)
R3	91,463	101,533	114,804	128,377	20	6,419	$26.28	(1)	$25.41	(1)
R4	53,084	61,084	68,293	75,793	21	3,609	$14.77	(3)	$14.05	(3)
R5	30,521	35,121	39,265	43,578	7	6,225	$25.48	(2)	$24.23	(2)
R6	5,870	6,474	6,955	7,318	3	2,439	$ 9.98	(5)	$10.87	(4)
R7	3,344	3,089	3,126	3,170	3	1,057	$ 4.33	(7)	$ 6.20	(7)

Snowshoeing

	(2)				(3)	(4)	(5)		(5)	
State	83,897			114,517	108	1,060				
R1	21,377	23,363	24,665	27,662	27	1,025	$14.91	(3)	$15.09	(4)
R2	23,793	25,908	29,277	33,229	27	1,231	$17.90	(2)	$16.92	(3)
R3	14,243	15,811	17,878	19,991	20	1,000	$14.54	(4)	$13.57	(5)
R4	12,595	14,493	16,203	17,983	21	856	$12.45	(6)	$11.43	(6)
R5	8,964	10,106	11,469	12,879	7	1,840	$26.76	(1)	$24.41	(1)
R6	0	0	0	0	3	0	0	(7)	0	(7)
R7	2,925	2,702	2,734	2,773	3	924	$13.44	(5)	$18.58	(2)

(1) February, 1977, occasions consumed within the region.
(2) February, 1977, occasions produced within the region.
(3) Publicized trailheads.
(4) Participation ÷ Supply
(5) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

SNOWMOBILING

This section analyses the activity of snowmobiling which involves the use of over-snow motorized vehicles for recreational purposes.

The sport of snowmobiling has grown so tremendously during the past decade that it has evolved from an obscure pastime to one of the most popular winter outdoor recreation activities in the state. The February, 1977 Statewide Winter Outdoor Recreation Survey estimates current participation at over 400,000 February activity occasions. The fact that snowmobiling has been one of the fastest growing winter outdoor recreation activities is supported by reports from several other "snowbelt" states. The snowmobile industry estimated that 3 million snowmobiles are in use by approximately 8 million people in the snowbelt states and that sales have surpassed $1 billion with nearly 100,000 people employed because of the sport in the U.S. and Canada. (Utah Snowmobile Resource inventory, 1975).

In Montana, snowmobile registrations have increased from 16,854 in 1975 to 23,169 as of July, 1977. The February survey indicates that snowmobilers are motivated by the same general aspirations as other winter trail users and are quite gregarious. Over 94% usually go snowmobiling with family or friends. Snowmobilers also prefer short outings of two days or less (95.73% of the trips) in natural undeveloped areas (53.19% of the trips) and on back country roads (37.5% of the trips).

Resource planning for the snowmobiler is becoming increasingly imperative for public recreation and land management agencies because the snowmobiler and his machine have been critized for excessive noise, breakdowns requiring search and rescue, wildlife harassment, parking violations, vandalism, trail etiquette infringements, dangerous conflicts with automobiles on roads, trespassing, and snow compaction creating erosion, as well as other adverse environmental impacts.

The snowmobile industry and snowmobile clubs, to acknowledging these criticisms, have developed programs to minimize these negative impacts. For example, average noise levels have been reduced by the snowmobile industry from highs of over 100 decibels before 1968 to 1975 models with a 78 decibel rating at 50 feet.

Snowmobile clubs have also been active in Montana disseminating information and educating snowmobilers in proper snowmobile use and etiquette. The social structure of these clubs also acts to enforce public standards of behavior through peer pressure. Montana snowmobile clubs have also been instrumental in passing state laws to provide for snowmobile registration, safety education and facility development.

The 1977 Montana Legislature earmarked 3/10 of one percent (.3%) of the state fuel tax for use by the Parks Division of the Department of Fish and Game to provide for the acquisition, development, operation and maintenance of snowmobile facilities. These funds are in addition to funds currently reserved from registration fees for facility development. Eligible publicly sponsored projects may be financed in whole or in part through these funds and when appropriate receive LWCF money.

Preliminary criteria development to evaluate the benefits of individual project proposals are based on:

1) Environmental acceptability of the project.
2) Established snowmobile use of the area to be served by the project.

3) Proximity of the project area to snowmobile owners.
4) Total outdoor recreation benefits expected from the project.

The program guidelines are experimental and subject to revision as actual projects are built and analyzed for adequacy.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for current and future demand for snowmobiling acticipated in Table II.

The policies below assume that this goal will be met initially through regulation and inter- and intra-agency cooperation leading to capital improvements, operation and maintenance, and information where appropriate.

Policies

In reference to the above discussion, the policies of the Montana Department of Fish and Game should be to:

1. Cooperate with other government agencies, primarily the U.S. Forest Service, State Highway Department and counties, to acquire, develop and maintain snowmobile facilities.

2. Develop snowmobile facilities which will provide the maximum possible recreational benefit with the least environmental impact.

3. Assume that the major responsibility for the development of snowmobile trails on federal land will reside with the federal government.

4. Work to minimize the negative impacts associated with snowmobiling which act to retard the advancement of the sport.

	PROBLEMS		ALTERNATE STRATEGIES
1.	Snowmobilers would like to see more services and facilities provided.	1.a.	Earmark a percent of the personal property tax on snowmobiles for services and facilities.
		b.	Cost-share projects with LWCF money.
		c.	Seek cooperative agreements with federal, state or local agencies for facility development and maintenance.
		d.	Take no action.
2.	Information is lacking on areas suitable for snow-mobile use near population centers.	2.a.	Cooperate with the U. S. Forest Service and BLM in identifying such areas.
		b.	Prepare informational brochures for public distribution.
		c.	Give facilities near urban areas a high priority for develop-ment.
		d.	Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. Snowmobiles may cause damage to wildlife and other resources.	3.a. Limit snowmobiles to established trails only. b. Zone against snowmobiles as necessary to protect resources. c. Seek cooperative enforcement agreements between local, state and federal agencies to make better use of existing enforcement resources. d. Encourage user groups to educate and police users. e. Take no action.
4. A lack of understanding of proper trail etiquette results in trail user conflicts.	4.a. Provide an information and education program. for all winter trail users. b. Strictly enforce safety regulations. c. Use spatial and temporal zoning to separate snowmobiles from other recreationists. c. Design snowmobile facilities to reduce user conflicts. d. Take no action.
5. There is a lack of uniformity in regulation and management of snowmobiles on public and private lands.	5.a. Develop inter-agency task force to standardize regulations and management. b. Undertake a study to summarize all existing state and federal regulations. c. Reevaluate and subsequently enforce regulations to govern the use of snowmobiles on roads and road right-of-ways. d. Take no action.
6. Snowmobiles may be excessively noisy, creating adverse impacts on operators, other recreationists, and wildlife.	6.a. Provide information and education program for operators. b. Seek changes in state law to require all snowmobiles to meet minimum noise standards. c. Require annual certification that noise standards are met before issuing registration decal. d. Strictly enforce noise standards. e. Take no action.

TABLE I

Snowmobiling - Current Conditions

F&G * Region	Participation Rate (1)	Total (2) Participation	Supply	Adequacy Indicator	1977 Relative Need Indicator (3) Amount	Priority
State	.5489	409,247	-	-		
R1	.7766	70,344	-	-	$17.19	(3)
R2	.5455	70,161	-	-	$17.14	(4)
R3	.6190	70,838	-	-	$18.29	(2)
R4	.5856	110,342	-	-	$26.96	(1)
R5	.2801	29.304	-	-	$ 7.16	(5)
R6	.4190	27,667	-	-	$ 6.76	(6)
R7	.6321	26,591	-	-	$ 6.50	(7)

* Footnotes at end of Table II

TABLE II

Snowmobiling - Future Conditions

F&G Region	(2) February 1977 Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1990 (3) Relative Need Indicator Amount	Priority	1977 (3) Relative Need Indicator Amount	Priority
State	409,247			553,404				
R1	70,344	76,879	81,163	91,025	$16.45	(4)	$17.19	(3)
R2	70,161	76,398	86,333	97,987	$17,71	(3)	$17.14	(4)
R3	74,838	83,078	93,937	105,042	$18.98	(2)	$18.29	(2)
R4	110,342	126,970	141,955	157,546	$28.47	(1)	$26.96	(1)
R5	29,304	33,037	37,494	42,104	$ 7.61	(5)	$ 7.16	(5)
R6	27,667	30,514	32,780	34,492	$ 6.32	(6)	$ 6.76	(6)
R7	26,591	24,565	24,860	25,208	$ 4.56	(7)	$ 6.50	(7)

(1) Number of occasions per capita in February, 1977.
(2) February, occasions consumed within the region.
(3) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

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AND GAME DEPARTMENT

STRATEGIC PLAN FOR THE MONTANA STATE PARKS PROGRAM

Prepared under the supervision of

Ron Holliday

State Liaison Officer, Land and Water Conservation Fund Program

and

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Planning and Project Administration Bureau
Parks Division
Montana Department of Fish and Game

March 1, 1978

SUMMARY OF MAJOR FINDINGS

The central theme of this Strategic Plan for the Montana State Parks Program has been to identify major problems which may impede the provision of recreational services to Montanans and visitors to Montana. The identified problems were prioritized as major tasks in light of the legal responsibilities of the Montana Department of Fish and Game for their immediacy and severity. They are restated again in the concluding chapter "Major Tasks to be Undertaken in the Parks Program of the Department of Fish and Game."

1. The state park system must be maintained at a level acceptable to the public.

2. Additional and alternative reasonable sources of funding must be found to support the state park system.

3. In order to best utilize present and prospective limited funds there is a need to establish regional management plans which will relate directly to the actions and budgets of Montana's regions conceived of either as resource areas or administrative units.

Prerequisite to or concurrent with the formulation of these regional management plans the following tasks must be accomplished:

a. Overall policies, procedures, and criteria to adequately evaluate potential land acquisitions must be established and/or more adequately articulated.

b. Efforts to provide for river and lake access must be continued; alternate sources of funding and alternate methods to fee simple land acquisition must be found; efforts must be undertaken to protect the rights of adjacent land owners and the environmental quality of Montana's rivers and lakes must be continued.

c. Conflicts and overcrowding within the state park system require for the protection of users, facilities, and resources the establishment of sound management plans for these areas.

d. Maximum benefits must be derived from present law enforcement resources available to the Parks Program and with this accomplished, the adequacy of the current level must be evaluated.

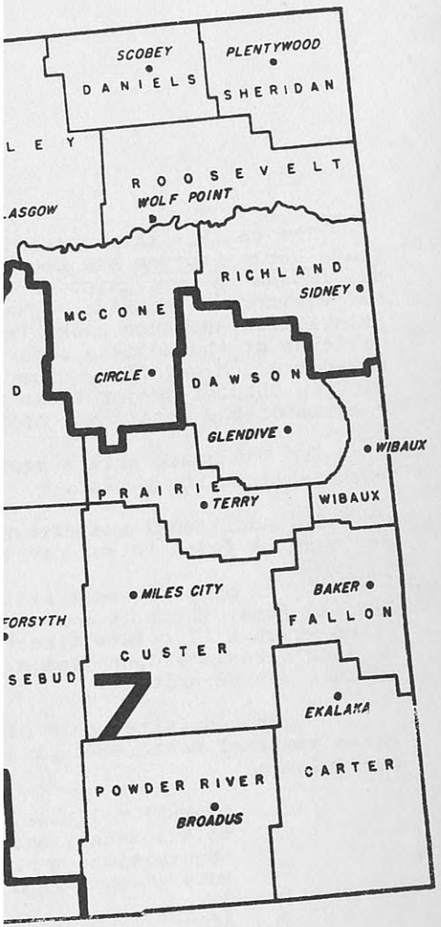
4. The snowmobile management program must be more adequately implemented and efforts to establish an adequately funded, unified off-highway vehicle management program should be made.

5. Since the bulk of outdoor recreation in Montana will occur in urban areas, program managers must continue to refine procedures assuring fair and equitable distribution of the the LWCF to Montana's communities including the gathering of necessary data, provision of information on the program, assurances that facilities are serving the widest possible population, and the stimulation of innovative approaches to project and program design and development.

6. Efforts must be continued and expanded to insure that rural subdivision and the extraction and development of natural resources, particularly on public land, are conducted in a manner compatible with the long-range interests of Montana's cultural, scientific and recreational resources.

MONTANA

FISH AND GAME ADMINISTRATIVE REGIONS AS USED IN PARKS PROGRAM



REGIONS
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INTRODUCTION

Philosophy

The Montana state park system (A.R.M. 12-2.26(1)-S2670) and consequently the state Parks Program emerged as a result of concern with the benefits of tourism with major impetus being provided by federal encouragement through the Civilian Conservation Corps in the 1930's and the Land and Water Conservation Fund (LWCF) in the 1960's and 1970's. While making Montana's natural resources available to tourists remains an objective in the management of the park system, recent years have witnessed a shift in emphasis, stimulated largely by urbanization and greater environmental appreciation, toward a park system viewed as a social service institution necessary to the maintenance of a high quality daily life for Montanans.[1]

The service obligation of the park system is clearly spelled out in law (Sec. 62-304, R.C.M. 1947) as the conservation of scenic, historic, archaeologic, scientific and recreational resources & their subsequent management for the use and enjoyment of the people. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving resources if they cannot be used and enjoyed by people but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance and coordination with other agencies, must be carefully balanced to produce the end product--resources of value to present and future generations.

[1] A complete history of the park system has been provided by David Conklin, "Development of the State Park Idea in Montana," unpublished manuscript, Montana Department of Fish and Game, 1977.

The magnitude of the management task and the potential for conflict strongly suggest that comprehensive planning should be a tool of considerable value to managers. In fact, despite a ten year history of comprehensive recreation planning by the Parks Division, the experience with planning has been less than satisfactory. The reasons for this are undoubtedly many and complex; however, the major cause of failure seems to be the search among planners for a singular deterministic model which would dictate future action. While a planning process which removes the requirement for discretion, judgment and insight from the manager may be a worthy goal, the salient fact remains that the methodology for accomplishing the goal is lacking now and is not likely to be developed quickly. Dictatorial methods are therefore dismissed as being beyond planning's ability. The Parks Division views the goal of planning as:

> Providing information and insight which will assist the manager in making the critical decisions of today in such a manner as to maximize future management latitude as well as respond to future conditions.

Throughout this plan, unless specified, the term "manager" is used in its broadest sense to include all who possess authority to make decisions affecting the state park system. In addition to "park managers" in the limited sense, this includes the executive and legislative branch of the state of Montana as well as Congress and appropriate executives of several federal agencies.

In essence, the manager faces two critical areas of decision-making. First, he must assure that the present system is adequately provided for. Second, he must undertake work which will eventually shape the future state park system.

With respect to the first obligation the manager must ask himself if the user is satisfied with the resources available to him. Is he safe, is his health assured? Is the resource cared for and perpetuated for future generations as well? Or is it overused,

neglected and deteriorating? Here the planner is called upon to help the manager define parameters, identify weaknesses and formulate strategies for coping with these weaknesses.

The manager has a certain amount of discretionary time beyond insuring basic operation of the system to work on formulation of the system's future. He may identify resources needing conservation, assist in land acquisitions, assist in formulation of design concepts or provide information to the public. Here the planner is called upon to assist in the identification of potentially desirable resources, prospective future desires and sociological trends.

In these areas of decision-making, it is vital to note that definitive answers to the questions most likely asked by managers simply do not exist. Ultimately, then, the function of planning is to interpret for the manager the complex world before him, particularly the long-range commitments which today's decisions may imply. This process should open perspectives and opportunities rather than restrict action. Within the limits of legal dictates, the final decision as to where to channel action will and must remain with management rather than planning.

Methodology

The usual method adhered to in the preparation of comprehensive recreation plans is to: 1) identify demand or participation, 2) identify supply and 3) balance demand and supply to identify present and future needs. To a degree this method is adhered to in this plan. However, the standard planning model is beset with serious difficulties. Most notably, the measuring systems necessary to identify supply and demand beg for precision. Even though imprecise, the most technically advanced measurements have been developed for programs. As a result, most comprehensive planning for recreation tends to produce plans for

long range capital projects rather than true management plans. This must be viewed as unacceptable, for, while capital construction is a valid technique for providing outdoor recreation opportunity, other viable techniques such as provision of information, law enforcement, and greater agency cooperation are deemphasized.

Even if the problems surrounding existing measurement systems could be overcome, the general planning model has innumerable operational approaches which fail to produce comparable results.[1] In other words, the selected operational model for recreational planning, if strictly adhered to by management, would alone determine future direction. The failure to produce a satisfactory planning model has undoubtedly contributed to management's unwillingness to rely on planning as a tool.

To avoid these methodological difficulties the Parks Division is commited to the overall goal of:

> Managing Montana's resources to meet present and future demand for recreation participation in a manner consistent with resource capability.

This goal will be met through the application of a variety of management methods including regulation, provision of information, inter- and intra-agency cooperation, law enforcement, site protection, land acquisition and capital improvements. These tools may be applied where necessary and possibly in such a manner as to influence participation itself.

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[1] Clynn Phillips, et. al., Projections of outdoor recreation participation for South Dakota: 1990 Laramie, Wyo. University of Wyoming Water Resources Research Institute, April, 1975.

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Further, as a device to assist the planning effort it was initially hypothesized that:

> Present and future management efforts are adequately coping with and will continue to adequately cope with the demand for recreation relevant to the existing supply.

All evidence which would tend to negate this hypothesis is defined as a problem which needs to be addressed. Problems are addressed through the formulation of strategies which require either redirection of current effort or the provision of new effort and which might be employed at some future date as a partial solution to the problem identified. Among the many potential problems and strategies identified, only a limited number are simultaneously demanding of immediate attention and clearly within the responsibilities of the Montana Department of Fish and Game. These problems are set out as tasks to be addressed by the Department's Parks Program in the final chapter of this plan. Current strategies being applied to these problems as well as strategies which will be implemented in the future are also identified in the final chapter of this plan.

TABLE I

Activities on Which Data Was Gathered for This Plan

Camping and Day Use

Boating - River Floating, Sailing and Motorboating

Non-Urban Swimming

Non-Motorized Trail Activities - Walking, Backpacking, Bicycling, and Horseback Riding (both on and off trails)

Off-Highway Vehicle Recreation - 4-Wheel Vehicle Driving and Motorcycle Riding

Site Oriented Winter Activities - Ice Skating on man-made rinks and natural water bodies, Sledding, Tubing, and Tobogganing

Downhill Skiing

Winter Trail Activities - Cross-country Skiing and Snowshoeing

Snowmobiling

Sightseeing

One effect of this procedure has been to force the planning process, in the collection and analysis of data, to dwell only upon those recreational activities for which there is a degree of public management responsibility borne by the Montana Department of Fish and Game or other public agencies (Table I).

Excluded from this list and beyond the scope of this plan *per se* are a number of activities about which little direct data was gathered but which are provided for to a degree as "spin-off" benefits from the entire park system. The list could be as long as the imagination allows but some obvious examples are photography, bird watching, flower collecting, and rock hounding.

Also excluded from the list in Table I are resources which are vital to Montana's recreational system but about which meaningful data is nearly impossible to gather. Notably, this is the use, enjoyment and study of Montana's cultural, historic, archaeologic and scientific heritage. The management of these resources is explicit in Law (Sec. 62-304 R.C.M. 1947) and implicit in the state park system site classification criteria (A.R.M. 12-2.26(1)-S2670). These sites may generally be viewed as the central reason for the existence of the state park system. However, evaluating these sites in terms of participation or attendance will not assess their value to the people of Montana because their true worth resides in subjectivities and aesthetics. Examples of sites and values falling into this category are displayed in Table II.

TABLE II

Unquantified Values of Selected
Montana State Parks and Monuments

	Park	Value
1.	Bannack	History
2.	Chief Joseph Battleground	History
3.	Chief Plenty Coups Memorial	History
4.	Fort Owen	History
5.	Giant Springs	Science
6.	Lewis & Clark Caverns	Science/Scenic
7.	Makoshika	Science/Scenic
8.	Missouri Headwaters	History
9.	Pictograph Cave	Archaeology

To the extent that any management program compromises the unquantified values of park resources, it would have to be judged inadequate. Further, many of the decisions concerning future expansion and management of the park system will of necessity and law center around the unquantifiable values.

It has also been necessary to discuss topics not directly associated with recreational activities per se. These include: 1) service to special population groups, 2) the adequacy of funding for Montana's overall recreational resources, 3) the standing of urban areas as recipients of federal funds for recreation, and 4) the relation of outdoor recreation to the energy situation and to energy conservation. At this point it is necessary to note that the term "urban" in this plan is used in a political rather than demographic sense. An urban area is defined here as an incorporated town.

Since this plan seeks generalization, it therefore lacks specifics. These specifics will be developed through three interrelated "action planning" functions:

1) Budget Formulation. This plan is based on the assumption that the Montana Department of Fish and Game will continue to experiment with planned program budget formats approaching a "zero base." Under this concept, action projects will be developed and evaluated against their ability to address major problems and to provide recreation in a timely fashion.

2) Management Planning. The Department has begun experimentation with approaches to site and resource long-range management planning. It is assumed that this effort will continue.

3) Continued Comprehsive Planning. Comprehensive planning will draw future projects from those centering directly around problems identified as major within this plan. It is assumed that the long-range objective will be to structure comprehensive plans for each of the seven department administrative regions.

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Throughout the plan, dictation of policy, procedure or goals to other agencies has been avoided. However, where problems and areas or types of responsibility may, in whole or in part, best be addressed by other agencies, this is identified. Further, the need to enhance coordination efforts as a strategy for coping with problems has frequently been proposed.

Data Collection, Presentation, Use, and Availability

Data on demand, participation, and opinions concerning outdoor recreation in Montana were gathered through three independent surveys:

1. A July, 1976, participation/opinion mail survey sent to adult Montanans randomly selected by county from the Motor Vehicle Registration Files.

2. A February, 1977, participation/opinion mail survey. The sample source was the same as above.

3. A structured interview of selected aged and/or handicapped individuals.

Supply data was gathered from routinely available standard sources subject to inter-agency review and contained within:

> Montana Department of Fish and Game, Parks Division, Statewide Non-Urban Developed Recreation Site Inventory. January, 1976.[1]

No attempt has been made in this plan to reproduce all the data gathered. Rather, only data offering critical guideposts has been relied upon. With certain exceptions, the format for data presentation is the same for each activity. Tables divided by state and Fish and Game Administrative Regions are shown (refer to state map) and participation rates (defined as the average number of occasions per capita of participation within the survey month) are presented. Participation rates are then multiplied by the population for 1976, 1980, 1985, and 1990 to determine total resident participation. This was adjusted, where the information was available, to reflect travel patterns for recreation. Where this was done, total resident participation is a reflection of where the activity took place rather than where the recreationist lived.

Supply was defined as those sites inventoried above offering support for the given activity. An adequacy indicator was then calculated by dividing total participation by supply. Obviously the larger the adequacy indicator the greater the magnitude of activity each site must bear.

A relative need indicator was then calculated on the assumption that management wants to allocate resources in proportion to the participation-supply ratio. The relative need indicator was calculated by dividing the regional adequacy indicator by the sum of the adequacy indicators for Regions 1 through 7 and multiplying by 100. The relative need indicator is expressed in dollars rather than a per cent and where no supply indicator was available, participation was used to calculate the relative need indicator.

The relative need indicator is not intended to be an inflexible technique for budget allocation. Rather, it is intended to be interpreted as an indicator only based on the above assumption of management behavior and the assumption that the data is precise. The relative need indicator is accompanied by a rank order prioritization of each Fish and Game region. Like the relative need indicator, the prioritization is intended to assist as a general guide only and is subject in its interpretation to the same assumptions and caveats as the relative need indicator.

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[1] This information has since been revised in Volume 2 - Outdoor Recreation Inventory

As long as the data is used only as a guide to relative trends, violations of assumptions concerning its precision are generally tolerable.

Users of the data, however, are advised to be aware of several inherent problems:

1) Since there is no knowledge of what the participant meant by an "occasion," comparison of levels of participation between activities can be undertaken only at great risk.

2) Confidence intervals which surround the rate of participation and consequently the total participation are rather large. Again, the intent is to view the data in terms of relative general trends. This implies that small differences in total participation between regions must be interpreted as no difference at all. Precise measures of confidence can be provided upon request.

3) Population projections were obtained from the Research and Information Systems Division of the Montana Department of Community Affairs and are subject to the assumptions and reservations which accompany that data. Most notably 1) population is probably over-estimated statewide and 2) population projections for Fish and Game Administrative Regions 6 & 7 are probably high and low respectively. Uncertainty concerning future mineral developments in Montana make all population projections concerning the state exceedingly speculative. These projections have necessarily been limited to twelve years to correspond with the census periods for which population projections are available.

4) The supply indicators do not consider either the magnitude or quality of each unit of supply. Further, considering that much activity in Montana is "dispersed," supply is universally underestimated. It is assumed that regional inaccuracies balance out.

5) Recreation by non-residents in Montana, with one exception, is not considered in formulating adequacy indicators or relative need indicators. The one exception is "Developed Camping" where an estimate was made from data collected in 1971. Even here, the estimate is of doubtful accuracy at this date. Similarly, the impact of recreational resources immediately adjacent to Montana have not been considered.

Despite apparent weaknesses, the data base provides considerable insight and utility. The entire data base is available upon request, at cost, in an automated format. Potential users should consult the Chief of Planning, Parks Division, Montana Department of Fish and Game. Users are notified that sole responsibility for use and interpretation of data rests with the user alone.

This plan will be maintained and amended as these data inadequacies are overcome. Persons interested in commenting or participating in the revision process are urged to do so (see "Acknowledgments" in white section for instructions).

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CAMPING AND DAY USE

This section considers the activities of camping in both developed and undeveloped sites, as well as day use and picnicking. Since facilities for these activities can be expensive to provide and sites may also serve as the "bedrooming function" upon which many other recreation activities are based, planning for camping and day use is extremely important.

For the resident, participation in camping in "undeveloped" sites is somewhat greater than participation in camping at "developed" sites. However, in the July, 1976, Statewide Summer Recreation Survey no definition of the terms "developed" and "undeveloped" was suggested to the respondent. Rather, a definition was arrived at by correlating the expressed preference for "developed" and "undeveloped" camping with expressed preference for certain types of sites on a continuum of development from the most primitive to the most elaborate. 41% of the respondents expressed a preference for camping in primitive areas with no development, while another 43% expressed a preference for basic campgrounds no more elaborate than a typical state Fishing Access Site. Only 9% expressed a preference for the more elaborate developments which might be typical of a Montana State Park while only 7% expressed a preference for even more elaborate facilities.

In the Summer Recreation Survey the Montana resident was quite definitive about both the activities and qualities which attract him to camping and day-use areas. Opportunities to rest and relax in pleasant surroundings; fish, walk, hike and hunt offered the most attraction. Opportunities to swim and observe wildlife were also significant attractions. On the other end of the spectrum, opportunities to drive ORV's or ride motorcycles or horses were mentioned infrequently but more often than opportunities to meet people or play group games. The most attractive environmental qualities were privacy and solitude in scenic, wooded sites near lakes and streams. Least important to the recreationist were "modern" restrooms, safety, boating facilities, "modern" camp units and the availability of many activities.

The conclusion is that for most Montanans camping is more dependent upon the natural evnironmental quality than upon man created support facilities.

This is not to say, however, that developed areas are not appreciated. Development at major lakes and reservoirs which have a high appeal to Montanans is welcomed. Additionally, while restrooms, boating facilities, modern camp units and security are not the primary factors in selecting a camping area, these services are often expected by the public at the more popular camping areas.

At first glance Montana's ability to supply desirable recreational resources without expensive or elaborate support facilities is a characteristic to be envied by most of the nation. However, this ability is not without its unsatisfactory consequences. Camping and associated dispersed use activities cannot be conducted in massive volumes without adverse impacts on the environment. Even undeveloped camping does not occur randomly in the landscape and it often concentrates around specific high quality resources. In the long run, undeveloped camping may adversely affect fish, wildlife, their habitat and can create an increased potential for wildfires.

Realistically, the decision to provide developed camp units is dependent upon the nature of the resource and the willingness of the people to use the facility while undeveloped camping must be managed in such a fashion as to minimize the adverse environmental impacts.

Since the federal government controls a vast amount of the available resources most desired by the resident as well as a large segment of non-residents, the decision of the state or private sector to expand camping and day-use facilities should be based on an objective analysis of market factors to include the nature of the resource involved, the segment of society to be served and the management goals and the management techniques required to achieve those goals.

There is considerable regional variation in the capability of camping and day-use supplies to serve the demand for camping and day use (Tables I and II). In terms of those providing services (Table I(7)), the federal government appears to have underbuilt in terms of demand for its developed campgrounds and the private sector appears to be overextended. It must be remembered, however, that the principal market of the private sector is apparently the non-resident who is not considered in Table I and that the federal government is the major provider of the undeveloped camping supply. Also contributing to the problem is that some campgrounds have been poorly located and thus seldom used.

The effects of undeveloped camping and dispersed use recreation can produce a conflict between the recreationist and the land manager as well. There is every reason to believe that this conflict will increase in the near future for there is evidence that camping in undeveloped areas will increase. Mobile light-weight equipment facilitates dispersed use activity as do many aspects of recreation agency policy such as increased fees and more stringent rules in developed areas. Overcrowding of popular developed facilities resulting in user conflict is also a motivating factor. However, the desire for privacy and solitude and the resulting desire to relate directly to the natural landscape appears to be a major factor motivating camping in undeveloped areas.

Managerial solutions to the problem of dispersed use and undeveloped camping and associated activities have not been fully explored. Recent innovations such as the U.S. Forest Service's transportation plans offer some hope for managing dispersed use. There is immediate need for inter-agency cooperation and coordination on research and planning which will identify reasonable managerial responsibilities for dispersed use recreation.

In many ways day-user facilities are subject to the same considerations as for camping facilities. There are, however, conflicts between the camper and day user. Providers of facilities should give more attention to conflicts in their management of recreational resources. Clearer segregation of campers and day users within sites and the devotion of entire sites to either camping or day use are management responses which should be explored in more depth. Overcrowding has also become a major source of conflict requiring innovative site design, land acquisition and new enforcement techniques.

At the present time in most state managed sites, the camper is forced to bear a disproportionate share of the operation and maintenance costs. This is in part a result of the present policy of the Parks Division to use the fee system as a means of recouping as much of the operation and maintenance costs of the state park system as easily as possible. While the 1976 study of the efficacy of the state fee system in northwest Montana indicated an extreme unwillingness of the day user to pay fees as well as a cost-to-return ratio which indicates that collection of day-user fees is prohibitively expensive, every effort should be made to find workable techniques for shifting a greater share of maintenance costs to the day user.

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Goal

As a result of the above considerations the goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for current and future demand for camping and day use anticipated in Table II.

It is anticipated that this goal will be achieved largely through inter- and intra-agency cooperation as well as through site protection, acquisition and improvement.

Policies

Consequently, the policies of the Montana Department of Fish and Game should be to:

1) Undertake substantial development of campgrounds only after all other alternatives have been considered and dismissed.

2) Develop camping facilities to best provide for their use and enjoyment while protecting the resource. Development needs shall result from long-range management plans for individual areas.

3) Encourage, whenever feasible, the private sector to provide for developed camping areas and services.

4) Ensure that land acquisition and subsequent development be conducted only in the light of clearly defined Department policies made operational through developed criteria and long-range management plans.

5) Consider alternatives to development including acquisition and development of alternate sites, intensive management, intensive maintenance, and use limits such as "first come, first serve" or reservations.

Uniform and objective implementation of these policies will require research and development of precise and workable methods.

PROBLEMS	ALTERNATE STRATEGIES
1. Coordination of efforts on dispersed use camping between federal and state officials is lacking.	1.a. Establish a federal-state coordinating committee.
	b. Make better use of Statewide Comprehensive Outdoor Recreation Plan in influencing federal decision making.
	c. Undertake regional cooperative management plans for specific resource areas.
	d. Take no action
2. The current fee collection system at state sites needs evaluation.	2.a. Establish task force to review the fee system and make recommendations.
	b. Secure services of a consultant to evaluate fee system.
	c. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. The role of camping in highway rest areas remains controversial.	3.a. Introduce legislation to either prohibit or permit camping in highway rest areas. b. Encourage the Highway Dept. to develop camping areas. c. Parks Program administer sites where camping is allowed. d. Lease sites to the private sector. e. Take no action.
4. Criteria for evaluating the appropriate use at given sites is lacking.	4.a. Establish criteria as a portion of agency policy. b. Establish criteria as a portion of design and development process. c. Utilize more effectively the environmental impact assessment process in deciding appropriate site uses. d. Take no action.
5. Criteria directing design and development concepts are informal, lacking or poorly communicated.	5.a. Establish criteria for design and development as a portion of agency policy b. Establish criteria guiding design and development as a portion of divisional operation. c. Take no action.
6. Dispersed use camping may be in conflict with the wishes of private landowners.	6.a. Undertake a study to determine the extent of the problem. b. Educate the public on their responsibilities towards private and public land holdings. c. Take no action.
7. Data on non-resident recreationists is incomplete and the aspirations of non-resident recreationists are poorly understood.	7.a. Gather information on non-resident recreational use and behavior. b. Develop state policy on the role of non-resident campers. c. Take no action.
8. Criteria for evaluation of potential land acquisition for camping and day use are lacking or informal.	8.a. Establish criteria as a portion of agency polciy. b. Establish criteria as a portion of program policy. c. Establish criteria as a portion of each region's policy. d. Take no action.

	ALTERNATE STRATEGIES
5.a.	Undertake a study to determine the extent of the problem.
b.	Educate the public on their responsibilities towards private and public land holdings.
c.	Take no action.
7.a.	Gather information on non-resident recreational use and behavior.
b.	Develop state policy on the role of non-resident campers.
c.	Take no action.
8.a.	Establish criteria as a portion of agency polciy.
b.	Establish criteria as a portion of program policy.
c.	Establish criteria as a portion of each region's policy.
d.	Take no action.

PROBLEMS	ALTERNATE STRATEGIES
9. Day-user/camper conflicts need more management attention.	9.a. Segregate campers and day users within sites.
	b. Define sites as either day user or camper.
	c. Periodically zone the type of use permitted.
	d. Take no action.
10. There is a lack of day-use areas close to population centers.	10.a. Undertake study to reveal the extent of the problem and strategies for coping with it.
	b. Stress acquisition of areas closest to centers of population.
	c. Try to interest cities and counties through administration of the LWCF in acquiring and developing such areas.
	d. Take no action.
11. Law enforcement in developed camping and day-use areas is inadequate.	11.a. Direct warden effort to areas of greatest need.
	b. Contract for law enforcement with local government units.
	c. Take no action.
12. There is insufficient data on site use.	12.a. Increase survey efforts overall.
	b. Increase car counter efforts overall.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	c. Increase data collection effort only where direct problems have been identified.
	d. Take no action.
13. Historically, state recreational lands have tended to be managed for singular purposes thus failing to assure the return of maximum recreational opportunity consistent with the capacity of the resource.	13.a. Increase coordination and cooperation with other state agencies in order to assure that lands of recreational potential are managed to their fullest value.
	b. Increase emphasis on site and regional management planning in order to assure that all values are considered in making management decisions regarding department administered lands.
	c. Take no action.

TABLE I

Camping and Day Use - Current Conditions

Developed Camping *

F&G Region	Participation Rate (1)	(2) Resident Participation	(3) Non-resident Participation	Total Participation	(4) Supply	(5) Adequacy Indicator	(6) Relative Need Indicator	Supply Distribution (7) Federal Expected	Federal Observed	Federal Difference	State Expected	State Observed	State Difference	Private Expected	Private Observed	Private Difference
							Amount/Priority									
State	.8743	643,952	517,558	1,161,510	520	2234	-		-			-			-	
R1	.8094	96,005	112,702	208,707	128	1631	$10.27 (5)	93	72	-21	17	18	+1	8	38	+30
R2	.8482	86,179	65,532	151,711	111	1367	$ 8.61 (6)	82	57	-25	14	18	+4	15	36	+21
R3	.9817	135,575	91,449	226,994	118	1924	$12.12 (4)	85	80	-5	17	26	+9	16	12	-4
R4	.8957	166,082	202,398	368,480	73	5048	$31.80 (1)	51	33	-18	11	17	+6	11	23	+12
R5	.9749	108,716	35,701	144,417	49	2947	$18.56 (2)	35	26	-9	7	5	-2	7	18	+11
R6	.7546	36,926	5,219	42,145	21	2007	$12.64 (3)	14	11	-3	3	2	-1	4	8	+4
R7	.4753	14,469	4,557	19,026	20	951	$5.99 (7)	13	9	-4	2	5	+3	5	6	+1

Undeveloped Camping *

F&G Region	(1)	(2)			(4)	(5)	(8)
							Amount/Priority
State	.9275	700,689	-	-	-	-	
R1	1.0701	126,927	-	-	-	-	$18.11 (2)
R2	1.1723	124,817	-	-	-	-	$17.81 (4)
R3	.9176	126,723	-	-	-	-	$18.09 (3)
R4	1.0042	186,200	-	-	-	-	$26.57 (1)
R5	.7691	85,766	-	-	-	-	$12.24 (5)
R6	.6084	29,772	-	-	-	-	$4.25 (6)
R7	.6729	20,484	-	-	-	-	$2.92 (7)

* footnotes at end of Table I.

(7)

Difference	Private Expected	Private Observed	Difference
		-	
+1	8	38	+30
+4	15	36	+21
+9	16	12	-4
+6	11	23	+12
-2	7	18	+11
-1	4	8	+4
+3	5	6	+1

TABLE I (Continued)

Day Use (picnicking)

F&C Region	Participation Rate (1)	Resident (2) Participation	Non-resident Participation	Total Participation	Supply (4)	Adequacy Indicator (5)	Relative Need Indicator (6) Amount/Priority
State	.8549	632,415	-	-	353	1792	- -
R1	1.0362	88,284	-	-	63	1401	$10.39 (6)
R2	.9303	105,403	-	-	56	1882	$13.96 (4)
R3	1.0483	120,014	-	-	93	1290	$ 9.57 (7)
R4	.8745	156,674	-	-	58	2701	$20.03 (1)
R5	.5281	69,512	-	-	44	1580	$11.72 (5)
R6	.8468	60,631	-	-	23	2636	$19.55 (2)
R7	.6880	31,897	-	-	16	1994	$14.79 (3)

(1) Number of occasions per capita in July, 1976.
(2) July 1976 occasions.
(3) Estimates based on data from the 1973 Montana State Outdoor Recreation Plan.
(4) Publicized sites offering facilities (including private).
(5) Participation ÷ supply.
(6) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.
(7) Expected distribution is derived from resident rate of use facilities under federal, state and private proprietorship.
(8) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to participation.

TABLE II

Camping and Day Use - Future Conditions

Developed Camping *

F&G Region	July 1976 (1) Participation	July 1980 Participation	July 1985 Participation	July 1990 Participation	1976 Supply (4)	1990 Adequacy Indicator (5)	1990 Relative Need Amount	1990 (6) Indicator Priority	1976 Relative Need Amount	1976 (6) Indicator Priority
State	1,161,510			1,604,748	502	3197	$9.78	(5)	$10.27	(5)
R1	208,707	228,096	240,806	270,067	128	2110	$8.85	(6)	$ 8.61	(6)
R2	151,711	165,198	186,680	211,880	111	1909	$12.52	(3)	$12,12	(4)
R3	226,994	251,986	284,923	318,608	118	2700	$33.42	(1)	$31.80	(1)
R4	368,480	424,010	474,050	526,116	73	7207	$19.64	(2)	$18.56	(2)
R5	144,417	162,816	184,782	207,498	49	4235	$11.60	(4)	$12.64	(3)
R6	42,145	46,482	49,933	52,542	21	2502	$ 4.18	(7)	$ 5.99	(7)
R7	19,026	17,576	17,787	18,037	20	902				

Undeveloped Camping *

	(1)				(4)	(5)	(8)		(8)	
State	700,689			996,677	-	-				
R1	126,927	138,719	146,448	164,243	-	-	$16.99	(4)	$18.11	(2)
R2	124,817	135,913	153,587	174,319	-	-	$18.03	(3)	$17.81	(4)
R3	126,723	140,675	163,029	180,935	-	-	$18.72	(2)	$18.09	(3)
R4	186,200	209,922	238,242	267,532	-	-	$27.68	(1)	$26.57	(1)
R5	85,766	96,693	109,738	123,382	-	-	$12.76	(5)	$12.24	(5)
R6	29,772	32,836	35,274	37,117	-	-	$ 3.84	(6)	$ 4.25	(6)
R7	20,484	18,923	19,150	19,149	-	-	$ 1.98	(7)	$ 2.92	(7)

* footnotes at end of Table II

(6) dicator ority	1976 Relative Need Amount /	(6) Indicator Priority
(5)	$10.27	(5)
(6)	$ 8.61	(6)
(3)	$12,12	(4)
(1)	$31.80	(1)
(2)	$18.56	(2)
(4)	$12.64	(3)
(7)	$ 5.99	(7)

(8)

(4)	$18.11	(2)
(3)	$17.81	(4)
(2)	$18.09	(3)
(1)	$26.57	(1)
(5)	$12.24	(5)
(6)	$ 4.25	(6)
(7)	$ 2.92	(7)

TABLE II (Continued)

Day Use (picnicking)

F&G Region	July, 1976 Participation (1)	July, 1980 Participation	July, 1985 Participation	July, 1990 Participation	1976 Supply (4)	1990 Adequacy Indicator (5)	1990 Relative Need Amount /	(6) Indicator Priority	1976 Relative Need Amount /	(6) Indicator Priority
State	632,415									
R1	88,284	96,486	101,862	114,239	63	1813	$10.33	(6)	$10.39	(6)
R2	105,403	114,733	129,698	147,206	56	2629	$14.97	(3)	$13.96	(4)
R3	120,014	113,228	150,642	168,452	93	1811	$10.32	(7)	$ 9.57	(7)
R4	156,674	180,285	201,561	223,699	58	3857	$21.97	(1)	$20.03	(1)
R5	69,512	78,368	88,941	99,875	44	2270	$12.93	(4)	$11.72	(5)
R6	60,631	66,870	71,836	75,589	23	3286	$18.72	(2)	$19.55	(2)
R7	31,897	29,466	29,821	30,238	16	1890	$10.77	(5)	$14.79	(3)

(1) Number of occasions per capita in July, 1976.
(2) July 1976 occasions.
(3) Estimates based on data from the 1973 Montana State Outdoor Recreation Plan.
(4) Publicized sites offering facilities (including private).
(5) Participation ÷ supply.
(6) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.
(7) Expected distribution is derived from resident rate of use facilities under federal, state and private proprietorship.
(8) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to participation.

BOATING

This section considers the role of boating as a part of the Montana outdoor recreation scene. Specifically, river floating, sailing and motorboating are considered (Tables I, II and III).

Much of Montana is abundantly supplied with waters suitable for motorboating, sailing and floating. The July, 1976, Summer Recreation Survey shows that, in terms of popularity, motorboating is most important though both river floating and sailing are gaining in importance faster than the general population growth. Survey data indicate that overall needs for attention to the boating situation are greatest in Fish and Game Regions 5, 4, and 1 respectively. Statewide, however, boaters are facing increasing problems some of which are discussed in the problems and strategies section below.

One of the more important issues that concerns all water-related activities as well as boating is the problem of recreational benefits gained and lost by the development of water impoundment projects. Some impoundments may be partially justified by the recreation opportunities they can make available, while others may in fact destroy recreational resources of more value than they create. It is very important then, especially where the many-faceted activity of "boating" is concerned, to evaluate, individually, realistically and impartially, all future proposals for publicly owned, operated or financed water impoundments.

Goal

The goal of the Montana Fish and Game Department is to:

Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for present and future demand for boating activities anticipated in Table II.

It is assumed that the major responsibility for managing boater activity will continue to rest with the Montana Department of Fish and Game with financial assistance from a number of funds and agencies.

Policies

The policies of the Montana Department of Fish and Game should be to:

1) Scrutinize boating and recreation benefit/cost ratios for proposed water impoundments to assure that realistic values have been used before assuming that such impoundments will either benefit or harm such values.

2) Oppose the damming and/or draining of navigable rivers on the basis that it is a detriment to recreation in general.

3) Evaluate each water impoundment proposal consistent with "2" above individually on its own merits, regardless of supposed similarities with others.

PROBLEMS	ALTERNATE STRATEGIES
1. Specific sites serving boaters are periodically overcrowded and some lakes are overused.	1.a. Expand existing sites. b. Purchase and develop new sites. c. Limit use as appropriate to the size of the water body. d. Encourage the development of private marinas where appropriate.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	e. Design for intensive use of selected sites.
	f. Recognize and accept periodic overcrowding.
	g. Use site design to limit use as appropriate to the size of the water body.
	h. Take no Action.
2. Limited riparian access is a major problem identified by most water oriented recreationists (July, 1976 survey).	2.a. Explore and initiate the use of recreation access easements as an alternative to fee simple acquisition.
	b. Encourage legislation to earmark a portion of the personal property tax on boats for the boating program to include access acquisition.
	c. Cooperate with federal, state and local agencies to develop all-weather access roads to public waters where soils or other natural features restrict access.
	d. Pursue agreements with Indian reservations for public recreation access to boatable waters

PROBLEMS	ALTERNATE STRATEGIES
	e. Acquire right-of-ways across private lands to public lands bordering boatable waters.
	f. Take no action.
3. Information supporting river floating activities is limited.	3.a. Increase planning and management of the State Recreational Waterway System as defined by A.R.M. 12-2.26(1)-S2610.
	b. Publish standardized floaters guides for appropriate rivers as a portion of planning the State Recreation Waterway System.
	c. Initiate a project to better quantify and make known the supply of accessible areas.
	d. Take no action.
4. Users feel that some floatable rivers are crowded which affects the quality of their experience.	4.a. Limit use.
	b. Publish information to divert use to other rivers.
	c. Accept intensive use of appropriate rivers and limit use on others.
	d. Prepare and use river management plans to assist in maintaining experience levels.
	e. Take no action.

	ALTERNATE STRATEGIES
.	Acquire right-of-ways across private lands to public lands bordering boatable waters.
:.	Take no action.
a.	Increase planning and management of the State Recreational Waterway System as defined by A.R.M. 12-2.26(1)-S2610.
b.	Publish standardized floaters guides for appropriate rivers as a portion of planning the State Recreation Waterway System.
c.	Initiate a project to better quantify and make known the supply of accessible areas.
d.	Take no action.
.a.	Limit use.
b.	Publish information to divert use to other rivers.
c.	Accept intensive use of appropriate rivers and limit use on others.
d.	Prepare and use river management plans to assist in maintaining experience levels.
e.	Take no action.

	PROBLEMS		ALTERNATE STRATEGIES
5.	Recreational use of some floatable rivers is endangered due to riparian development and water withdrawal.	5.a.	Encourage and cooperate with local efforts to limit riparian development.
		b.	Seek water reservations to maintain in-stream flows.
		c.	Seek easements to protect the natural quality of rivers.
		d.	Take no action.
6.	Acquisition of riparian access cannot always be justified on the basis of fishing or hunting values.	6.a.	Develop alternate sources of acquisition funds other than fishing and hunting fees.
		b.	Recommend legislation to earmark taxes and registration fees on all boats so the boating program may include site acquisition.
		c.	Take no action.
7.	Water safety requirements and programs benefit all boaters but are currently paid for by motorboat registration fees.	7.a.	Encourage legislation to extend registration requirements to all vessels.
		b.	Encourage and expand formal water safety education.
		c.	Take no action.

	PROBLEMS		ALTERNATE STRATEGIES
8.	User conflicts are common at popular water-oriented areas.	8.a.	Zone the use of rivers, lakes and reservoirs if necessary.
		b.	Recommend legislation to set maximum allowable noise levels for all watercraft.
		c.	Increase educational and enforcement efforts by increasing warden-recreationist contact.
		d.	Provide additional water access where appropriate to better distribute users.
		e.	Expand the use of buoys as management tools.
		f.	Consider and minimize user conflicts through innovative site design.
		g.	Take no action.
9.	The legal "navigability" of many rivers is unknown, contributing to difficult relations between landowners and recreationists.	9.a.	Establish, implement, and enforce existing laws and definition of "navigable."
		b.	Acquire access easements for specific types of recreational uses where appropriate
		c.	Seek a clear and useable definition of "navigable."
		d.	Provide public information on navigability and private property rights.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	e. Take no action.
10. The boating potential for Fort Peck Reservoir remains unrealized.	10.a. Encourage Congress to clarify recreation management responsibilities and objectives at Fort Peck Reservoir.
	b. Encourage Congress to provide funds for development and maintenance of boater facilities, including access.
	c. Seek appropriations from State Legislature for boater facilities.
	d. Encourage and cooperate with counties, other state agencies, and appropriate federal agencies to provide all-weather access roads to the reservoir perimeter.
	e. Take no action.

TABLE I

Boating - Current Conditions

F&G Region	RIVER FLOATING Participation Rate (1)	RIVER FLOATING Total (2) Participation	SAILING Participation Rate (1)	SAILING Total (2) Participation	OTHER (3) Participation Rate (1)	OTHER (3) Total (2) Participation	Total Participation All Boating (2)	Supply (4)	Adequacy Indicator (5)	Relative Need Indicator (6) Amt.	Priority
State	.2847	201,066	.0683	49,444	.7911	542,310	842,639	172	4,899		
R1	.3339	48,383	.1338	19,388	1.2544	181,769	249,540	62	4,025	$10.29	(3)
R2	.4192	29,572	.1197	8,445	.8775	61,903	99,920	29	3,446	$ 8.81	(7)
R3	.4691	50,558	.0542	5,842	.5721	61,658	118,058	31	3,808	$ 9.74	(4)
R4	.2033	36,531	.0669	11,991	.9347	167,952	216,474	23	9,412	$24.07	(2)
R5	.2183	24,360	.0261	1,585	.5494	61,307	87,252	8	10,906	$27,89	(1)
R6	.1039	6,790	.0182	1,189	.6266	40,955	48,934	13	3,764	$ 9.63	(5)
R7	.1579	4,691	.0338	1,004	.5644	16,766	22,461	6	3,744	$ 9.57	(6)

TABLE II

Boating - Future Conditions

F&G Region	Total Boating July, 1976 Participation (1)	July 1980 Participation	July 1985 Participation	July 1990 Participation	1976 Supply (4)	1990 Adequacy Indicator (5)	1990 (6) Relative Need Indicator Amt./Priority	1976 (6) Relative Need Indicator Amt./Priority
State	842,639			1,144,903	172	6,656		
R1	249,540	272,722	287,919	322,905	62	5,208	$ 9.88 (4)	$10.29 (3)
R2	99,920	108,803	122,952	139,548	29	4,812	$ 9.13 (5)	$ 8.81 (7)
R3	118,058	131,056	148,186	165,706	31	5,345	$10.14 (3)	$ 9.74 (4)
R4	216,474	249,097	278,494	309,082	23	13,438	$25.49 (2)	$24.07 (2)
R5	87,252	98,368	111,639	125,363	8	15,670	$29.73 (1)	$27.89 (1)
R6	48,934	53,969	57,977	61,006	13	4,692	$ 8.90 (6)	$ 9.63 (5)
R7	22,461	20,749	20,999	21,293	6	3,549	$ 6.73 (7)	$ 9.57 (6)

(1) Number of occasions per capita in July, 1976.
(2) July, 1976, occasions consumed within the region.
(3) Assumed to be largely motorboating.
(4) Publicized facilities offering services to boaters (including private).
(5) Participation ÷ supply.
(6) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

TABLE III

Relative importance of several boating activities

Activity		Total Activity
1. Motorboating	=	70.28%
2. Floating	=	23.86%
3. Sailing	=	5.87%

This section considers the role of beaches and swimming in Montana (Tables I and II). Swimming related activities are important summer activities particularly among the younger portion of the population. The 1976 Recreational Survey of the Handicapped further indicates that swimming has a great potential for serving the severely handicapped, particularly developmentally disabled youth.

Despite this interest and the fact that Montana's water resources are fresh, clean and clear, developed swimming beaches in Montana are rather limited. This appears to result from fundamental difficulties with beach development in Montana. Swimming seasons are short and water temperatures are seldom in the comfortable range. Responsible federal, state and local agencies should base decisions to construct or expand beach facilities on criteria which recognize these environmental factors.

The 1976 Statewide Summer Recreation Survey shows that Fish and Game Regions 4, 5 and 6 are particularly high priority areas. On a local basis, expansion of existing facilities rather than construction of new facilities may be the most practical solution. Certainly highest priority for new construction or expansion of existing beach areas should be on multi-use recreation sites close to population centers.

Goal

The goal of the Montana Department of Fish and Game is to:

> Provide for the foreseeable July demand displayed in Table II for beach swimming through resource management to include regulation provision of information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements.

It is anticipated that in achieving this goal expansion of existing facilities will be preferred over new developments where appropriate and emphasis will be on high density multi-use sites close to major population centers

PROBLEMS	ALTERNATE STRATEGIES
1. The system of deciding to develop beach swimming areas could be improved.	1.a. Establish minimum environmental standards to guide the decision to establish beach swimming areas. b. Establish a minimum criteria of "need" to guide the decision to establish beach swimming areas. c. Take no action.
2. There is evidence of conflict between swimmers and boaters.	2.a. Expand efforts to properly mark swimming areas. b. Invest in additional safety equipment and enforcement personnel. c. Modify beach fronts to accommodate use while separating conflicting users. d. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. Safe non-urban swimming opportunities do not exist or are not generally known to the public.	3.a. List swimming in information literature as a major attraction at sites suitable and developed for this activity.
	b. Suitable sites should be developed for a safe swimming opportunity.
	c. An inventory of suitable sites should be made with priorities for development.
	d. Take no action.
4. The swimming season is shortened due to climatic and water conditions.	4.a. Consider heavy development in areas of high demand to create shallow warm water lagoons where water temperatures would otherwise be uncomfortable.
	b. Carefully consider all site conditions before encouraging development of swimming facilities.
	c. Take no action.

TABLE I

Non-Urban Swimming - Current Conditions

F&G Region	Participation Rate (1)	Total Participation (2)	Supply (3)	Adequacy Indicator (4)	Relative Need Indicator (5) Amount/Priority
State	.7001	516,302	151	3,419	
R1	1.2125	103,305	52	1,987	$6.62 (7)
R2	.9366	106,117	35	3,032	$10,10 (5)
R3	.4848	57,352	24	2,390	$7.96 (6)
R4	.7345	131,592	16	8,224	$27.38 (1)
R5	.3821	50,953	9	5,661	$18.85 (2)
R6	.6069	43,454	9	4,828	$16.08 (3)
R7	.5075	23,529	6	3,922	$13.06 (4)

TABLE II

Non-Urban Swimming - Future Conditions

F&G Region	July 1976 Participation	July 1980 Participation	July 1985 Participation	July 1990 Total Participation	1976 Supply (3)	1990(4) Agequacy Indicator	1990(5) Relative Need Incicator	1976 (5) Relative Need Indicator
State	516,302			699,954	151	4,635		
R1	103,305	112,902	119,193	133,677	52	2,571	$6.46 (7)	$6.62 (7)
R2	106,117	115,551	130,577	148,203	35	4,234	$10.65 (4)	$10.10 (5)
R3	57,352	63,666	71,988	80,499	24	3,354	$8.43 (6)	$7.96 (6)
R4	131,592	151,423	169,293	187,887	16	11,743	$29.53 (1)	$27,38 (1)
R5	50,953	57,444	65,194	73,209	9	8,134	$20.45 (2)	$18.85 (2)
R6	43,454	47,925	51,484	54,174	9	6,019	$15.13 (3)	$16.08 (3)
R7	23,529	21,736	21,997	22,305	6	3,717	$9.35 (5)	$13.06 (4)

(1) Number of occasions per capita in February, 1977.
(2) February, 1977, occasions consumed within the region.
(3) Active areas providing downhill skiing.
(4) Participation ÷ supply.
(5) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

NON-MOTORIZED TRAIL ACTIVITIES

This section considers the non-motorized trail type activities of backpacking, horseback riding and several activities not necessarily dependent upon trails per se--recreational use of horses, rural area bicycling and walking. (See Tables I and II).

Overall, trail and trail type activities are exceedingly important to Montanans and may be expected to increase significantly in the future. Table II presents future demand projected on the basis of expected population growth. There is evidence that the popularity of trail type activity is growing faster than the population (Forest Recreation Symposium Proceedings, SUNY College of Forestry, Syracuse, New York, October 12-14, 1971, p. 116).

Based on U.S. Forest Service transportation systems records it appears that Montana possesses an abundant supply of trails. For example, in Broadwater county there are 141.2 miles of trails. This amounts to 199 yards per square mile of the county or 99 yards per resident. If only the 62.1 miles of recreational trails are considered, there are still 88 yards of trail per square mile of county or 44 yards per resident. This compares very favorably with the 100,000 miles of trails in the U.S. (BOR 1966) which average about 50 yards per square mile, Alaska aside, and less than 1 yard per citizen.

While this type of supply-demand analysis indicates abundant supply, it hides other facts which indicate that the supply is not so impressive. While over half of all U.S. trail mileage is on National Forests, the mileage of those trails has dropped over one-third since 1946 (Forest Recreation Symposium, 1971). Furthermore, many of the remaining trails are relic fire protection trails not designed for recreational use. Logging and resource extraction roads have replaced many of these and have obliterated others or cut them into undesirable and unmarked segments. Information on trailhead facilities and trail conditions is also lacking and few trails are linked to major population centers. Public information concerning campgrounds indicates that only 108 serve as trailheads and only 37 serve as trailheads for horses.

Montana's trails are unevenly distributed as well. West of the continental divide Montana is abundantly supplied with trails while they are noticably lacking in the eastern two-thirds of the state. While many national trail proposals transect Montana, the state is not sufficiently close to the nation's population centers to merit full development of these nationally significant resources much less more mundane resources.

The July, 1976 State Summer Recreation Survey also indicates that there is considerable variation in regional needs for different types of trails as well. With such complications, it is exceedingly difficult to optimize benefits to all trail users.

The Recreational Horse

Previous Montana State Outdoor Recreation Plans have failed to identify the role of recreational horse ownership in Montana. Tables I and II indicate the considerable importance of the use of horses for recreation. Also limited information from the 1973 Montana State Outdoor Recreation Plan indicates peak horse use in the spring and fall rather than in July. Despite the fact that horses are taxed as personal property in Montana, there is virtually no reliable data on the number or value of recreational horses in Montana. Subjectively, a drive about the suburbs of any urban areas suggests an importance which has yet to be appreciated. A number of realtors have suggested that the desire for recreational horse ownership is an important variable explaining "urban to rural migration" and consequent rural subdivision.

The future of recreational horse ownership in Montana is uncertain, however. Horse owners have begun to complain that rules on individual, group and commercial horse use on public lands are difficult to find, regionally inconsistent and differentially enforced in the field. Recreational use of horses near urban areas is threatened by urban and suburban development and local planning which too frequently fails to recognize open space and trail values of any type much less those upon which recreational horse use is dependent. These conditions point to a future where recreational enjoyment of the horse will be increasingly restricted to large public landholdings or riding academies.

Goal

The goal of the Montana Department of Fish and Game is to:

> Provide for the current and future demand displayed in Table II for non-motorized trail activities through resource management to include regulation, provision of information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements.

In light of the suggested policies below, this goal must be met by emphasizing regulation, information provision and inter- and intra-agency cooperation above site protection, land acquisition and capital improvement. The main reason for these policies is that the Montana Department of Fish and Game controls relatively few resources amenable to trail-type developments in comparison with other public land managing agencies. While the Department will engage in capital development of trail facilities where and when appropriate on Department lands, most existing trails and the necessary resources for trail development are already controlled by, and consequently the responsibility of other agencies (Table III).

Policies

In light of this discussion, the policies of the Montana Department of Fish and Game with respect to non-motorized trail activities should be to:

1) Commend the U.S. Forest Service for its excellent efforts in trail inventories and transportation planning.

2) Recommend that the U.S. Forest Service set priorities for trail maintenance, proper maintenance levels be determined , and adequate funds for a proper maintenance program be requested.

3) Recommend that increased efforts be made to provide the public with appropriate and up-to-date information concerning trail resources.

4) Recommend federal, state and local cooperation in identifying and linking established trailheads to urban areas. The Department, where appropriate, may make LWCF money available to local sponsors of such trailheads.

5) Encourage the development of recreational trails, bikeways, bridle paths and walkways in and near Montana's cities and towns. The Department, where appropriate, may make LWCF money available for such facilities.

6) Encourage implementation in Montana of the federal bikeway programs specified in Section 124, 87 Statute 262 and Section 119, 88 Statute 2288 by the Montana Highway Department in accordance with its Bikeway Policy Statement of January, 1974.

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7) Recommend federal, state and local cooperation in the evaluation of trails within the state for improving their diversity, variety, recreational quality and accessibility by respective public agencies.

8) Encourage railroads and public recreation agencies to cooperate in converting abandoned railroad right-of-ways to recreational trails in accordance with Section 809 of the Railroad Revitalization and Regulatory Reform Act of 1976 (PL 94-210) and the Land and Water Conservation Fund program.

PROBLEMS	ALTERNATE STRATEGIES
1. The regional distribution of trails heavily favors Western Montana.	1.a. Inventory potential trail locations and develop trails.
	b. Encourage federal agencies to inventory and develop trails.
	c. Encourage implementation, development and management of National Recreation, Scenic and/or Historic Trails in Montana east of the continental divide.
	d. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. Recreational trails, bikeways, bridle paths and walkways are lacking near urban areas.	2.a. Encourage cities and counties to plan for and submit LWCF projects providing these facilities.
	b. Encourage federal-state cooperation in identifying and developing linking trails.
	c. Encourage and assist cities and counties in utilizing and developing utility corridors and right-of-ways for recreational trail uses.
	d. Take no action.
3. Public horseback riding facilities are lacking near urban areas.	3.a. Recommend legislation to earmark a percent of the personal property tax on horses for equestrian facilities.
	b. Encourage cities and counties to submit LWCF projects which provide equestrian facilities.
	c. Encourage the U.S. Forest Service to develop and maintain appropriate trails, including clarifying rules and developing trailheads.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	d. Provide information to equestrian groups on sources of funds and public agency responsibilities for providing horseback riding facilities.
	e. Take no action.
4. The supply of recreational trails by user type is not adequately quantified.	4.a. Initiate a project to better quantify and describe trails by type of use intended and designed for.
	b. Cooperate with the U.S. Forest Service to provide better public information on trail standards and use.
	c. Develop and publish a standardized up-to-date inventory of public trails and trailhead facilities.
	d. Take no action.
5. Conflicts occur on trails between different types of users.	5.a. Reduce conflicts by not maintaining trails. Let users maintain to their own standards based on their use of the trail.
	b. Encourage land managers to limit use as appropriate to reduce conflicts.
	c. Encourage land managers to develop and to designate trails for specific user types.
	d. Publish information to encourage specific uses of appropriate trails.
	e. Take no action.

ALTERNATE STRATEGIES

b. Encourage land managers to limit use as appropriate to reduce conflicts.

c. Encourage land managers to develop and to designate trails for specific user types.

d. Publish information to encourage specific uses of appropriate trails.

e. Take no action.

TABLE I

Non-motorized Trail Activities - Current Conditions

Backpacking *

F&G Region	Participation Rate (1)	Total Participation (2)	Supply (4)	Adequacy Indicator (5)	Relative Need Indicator (6) Amount	Priority
State	.3658	272,457	108	2,523		
R1	.4931	51,868	27	1,921	$10.50	(5)
R2	.6122	66,070	27	2,447	$12.29	(4)
R3	.3927	55,232	20	2,762	$15.10	(2)
R4	.2762	48,143	21	2,293	$12.54	(3)
R5	.3702	43,107	7	6,158	$33.67	(1)
R6	.0831	3,193	3	1,064	$5.82	(7)
R7	.1504	4,844	3	1,615	$8.83	(6)

Horseback riding - Trails *

	(1)	(3)	(4)	(5)	(6)	
State	.1402	103,403	37	2,795		
R1	.1966	16,750	2	8,375	$28.89	(1)
R2	.2018	22,864	18	1,270	$4.38	(7)
R3	.1220	14,432	4	3,608	$12.45	(4)
R4	.1430	25,620	8	3,203	$11.05	(5)
R5	.1142	15,032	2	7,516	$25.93	(2)
R6	.0701	5,019	1	5,019	$17.31	(3)
R7	.0795	3,686	2	1,843	$6.36	(6)

* footnotes at end of Table II

TABLE I (Continued)

Horseback riding - Other Than Trails *

	(1)	(3)			(7)	
					Amount /	Priority
State	.2011	150,254	-	-	$13.08	(5)
R1	.2306	19,647	-	-	$13.86	(4)
R2	.1838	20,825	-	-	$18.72	(2)
R3	.2378	28,132	-	-	$23.02	(1)
R4	.1931	34,595	-	-	$14.99	(3)
R5	.1711	22,521	-	-	$9.71	(6)
R6	.2037	14,585	-	-	$6.62	(7)
R7	.2146	9,949				

Bicycling *

	(1)	(3)			(7)	
State	.2260	168,334	-	-		
R1	.2522	21,487	-	-	$12.76	(4)
R2	.3323	37,650	-	-	$22.37	(1)
R3	.2386	28,226	-	-	$16.77	(3)
R4	.1862	33,359	-	-	$19.82	(2)
R5	.1378	18,138	-	-	$10.78	(6)
R6	.2813	20,141	-	-	$11.96	(5)
R7	.2030	9,333	-	-	$5.54	(7)

* footnotes at end of Table II

(7)
nt / Priority
08 (5)
86 (4)
72 (2)
02 (1)
99 (3)
71 (6)
62 (7)

(7)
76 (4)
37 (1)
77 (3)
82 (2)
78 (6)
96 (5)
54 (7)

TABLE I (Continued)

Walking *

	(1)	(3)			(6)	
State	.7484	556,251	-	-		
R1	.8498	72,403	-	-	$13.02	(5)
R2	.9923	112,427	-	-	$20.21	(2)
R3	.8765	103,690	-	-	$18.64	(3)
R4	.7288	130,570	-	-	$23.47	(1)
R5	.5737	75,514	-	-	$13.58	(4)
R6	.5544	39,695	-	-	$7.14	(6)
R7	.4735	21,952	-	-	$3.95	(7)

* footnotes at end of Table II

TABLE II

Non-motorized Trail Activities - Future Conditions

Backpacking *

Region	July 1976 Participation (1)	July 1980 Participation	July 1985 Participation	July 1990 Participation	1976 Supply (4)	1990 Adequacy Indicator (5)	1990 (6) Relative Need Indicator Amt./Priority	1976 (6) Relative Need Indicator Amt./Priority
State	272,457			376,162	108	3,483		
R1	51,868	56,867	59,847	67,117	27	2,486	$10.04 (5)	$10.50 (5)
R2	66,070	71,944	81,299	92,273	27	3,418	$13.81 (3)	$12.29 (4)
R3	55,232	61,313	69,327	77,524	20	3,876	$15.65 (2)	$15.10 (2)
R4	48,143	55,398	61,936	68,739	21	3,273	$13.22 (4)	$12.54 (3)
R5	43,107	48,599	55,155	61,936	7	8,848	$35.74 (1)	$33.67 (1)
R6	3,193	3,522	3,783	3,981	3	1,327	$5.36 (7)	$5.82 (7)
R7	4,844	4,475	4,529	4,529	3	1,531	$6.18 (6)	$8.83 (6)

Horseback riding - Trails *

State	103,403			141,965	37	3,837		
R1	16,750	18,306	19,326	21,674	2	10,837	$26.34 (1)	$28.89 (1)
R2	22,864	24,897	28,134	31,932	18	1,774	$4.31 (7)	$4.38 (7)
R3	14,432	16,021	18,115	20,257	4	5,064	$12.31 (4)	$12.45 (4)
R4	25,620	29,481	32,960	36,580	8	4,572	$11.11 (5)	$11.05 (5)
R5	15,032	16,947	19,233	21,598	2	10,799	$26.25 (2)	$25.93 (2)
R6	5,019	5,335	5,947	6,257	1	6,257	$15.21 (3)	$17.31 (3)
R7	3,686	3,573	3,634	3,667	2	1,834	$4.46 (6)	$6.36 (6)

* footnotes at end of Table II

1990 (6) Relative Need Indicator	1976 (6) Relative Need Indicator
Amt./Priority	Amt./Priority
$10.04 (5)	$10.50 (5)
$13.81 (3)	$12.29 (4)
$15.65 (2)	$15.10 (2)
$13.22 (4)	$12.54 (3)
$35.74 (1)	$33.67 (1)
$5.36 (7)	$5.82 (7)
$6.18 (6)	$8.83 (6)
$26.34 (1)	$28.89 (1)
$4.31 (7)	$4.38 (7)
$12.31 (4)	$12.45 (4)
$11.11 (5)	$11.05 (5)
$26.25 (2)	$25.93 (2)
$15.21 (3)	$17.31 (3)
$4.46 (6)	$6.36 (6)

TABLE II (Continued)

Horseback riding - Other Than Trails

F&G Region	July 1976 (1) Participation	July 1980 Participation	July 1985 Participation	July 1990 Participation	(4) 1976 Supply	1990 (5) Adequacy Indicator	1990 (6) Relative Need Indicator	1976 (6) Relative Need Indicator
							Amt./Priority	Amt./Priority
State	150,254			201,224				
R1	19,647	21,472	22,669	25,423	-	-	$12.63 (5)	$13.08 (5)
R2	20,825	22,676	25,625	26,948	-	-	$13.39 (4)	$13.86 (4)
R3	28,132	31,229	35,311	39,486	-	-	$19.62 (2)	$18.72 (2)
R4	34,595	39,808	44,506	49,394	-	-	$24.55 (1)	$23.02 (1)
R5	22,521	25,390	28,816	32,358	-	-	$16.08 (3)	$14.99 (3)
R6	14,585	16,086	17,280	18,183	-	-	$9.04 (6)	$9.71 (6)
R7	9,949	9,191	9,301	9,432	-	-	$4.69 (7)	$6.62 (7)

Bicycling

State	168,334			227,653				
R1	21,487	23,483	24,792	27,804	-	-	$12.21 (4)	$12.76 (4)
R2	37,650	40,997	46,328	52,582	-	-	$23.10 (1)	$22.37 (1)
R3	28,226	31,334	35,429	39,618	-	-	$17.40 (3)	$16.77 (3)
R4	33,359	38,386	42,916	47,630	-	-	$20.92 (2)	$19.82 (2)
R5	18,138	20,449	23,208	26,061	-	-	$11.45 (5)	$10.78 (6)
R6	20,141	22,214	23,863	25,110	-	-	$11.03 (6)	$11.96 (5)
R7	9,333	8,622	8,725	8,848	-	-	$3.89 (7)	$5.54 (7)

Walking

State	556,251			782,405				
R1	72,403	84,594	89,308	100,159	-	-	$12.80 (5)	$13.02 (5)
R2	112,427	122,421	150,646	170,982	-	-	$21.85 (2)	$20.21 (2)
R3	103,690	115,106	130,152	145,539	-	-	$18.60 (3)	$18.60 (3)
R4	130,570	150,247	167,978	186,428	-	-	$23.83 (1)	$23.47 (1)
R5	75,514	85,134	96,620	108,499	-	-	$13.87 (4)	$13.58 (4)
R6	39,695	43,780	47,031	49,988	-	-	$6.39 (6)	$7.14 (6)
R7	21,952	20,279	20,523	20,810	-	-	$2.66 (7)	$3.95 (7)

(1) Number of occasions per capita in July, 1976.
(2) July, 1976, occasions comsumed within the region.
(3) July, 1976, occasions produced within the region.
(4) Publicized trailheads.
(5) Participation ÷ supply.
(6) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.
(7) Relative need indicator = the desirable regional distribution of $100 if the goal of management is to distribute resources in proportion to participation.

TABLE III

Relative Importance of Several Trail Activities, 1976

Activity	Relative Participation	Dominant Responsibility
1. Walking - non urban	- 44.48%	Federal, State, Local
2. Backpacking	- 21.78%	Federal
3. Bicycling - non urban	- 13.46%	State Highway Department, Local
4. Horseback - other than trails	- 12.01%	Local, Private
5. Horseback - trail	- 8.27%	Federal, Private
	100%	

, Local

OFF-HIGHWAY VEHICLE RECREATION

This section analyzes the current and future role of off-highway vehicle recreation in Montana. The term of "off-highway vehicle" or OHV best describes this type of recreation because the predominant use of these motorized vehicles takes place on established dirt roads, jeep trails and other trails off of paved roads. This definition also encompasses "off-road vehicle" or ORV recreation which takes place off of paved, dirt or other roads or trails. Specifically addressed in this section are four-wheel drive vehicles and motorcycles.

Off-highway vehicle recreation including the use of off-road vehicles is possibly one of the most extensive recreational activities taking place on our public lands today and all indications are that it will continue to grow at an increasingly rapid rate. However, it is also the most emotional, subjective, and misunderstood of all activities. It has been the subject of much controversy charged with opinions and supported with few facts. A simple answer for the OHV opponent is to ban the vehicles everywhere; while many OHV enthusiasts believe that all public lands should be open for their use.

This section attempts to provide a better understanding of the situation and to suggest alternatives which the Montana Department of Fish and Game might pursue to better carry out its responsibility to provide safe, accessible, high quality outdoor recreation experiences.

There are basically three recreational uses for these vehicles: (1) exhilaration and excitement derived from the physical handling of the equipment, (2) participation in competitive events, and (3) use of the vehicles as a means of transportation to see and experience the out-of-doors, usually on established paths or corridors. It is also known that many OHV users are younger adults. For example, a 1970 Gallup poll showed that the median age of all motorcycle owners was 24 years and over a third had not yet graduated from high school. Furthermore, statewide surveys in Montana in 1971 indicate that recreation use of OHVs peaks in the spring and fall when many other outdoor recreational activities are tapering off.

OHV use has its beneficial and adverse impacts. The benefits are obvious to millions of participants. So obvious, unfortunately, that too little effort has been made to gather factual support for the sport rather than philosophy.

On the other hand, most complaints by opponents are easily communicated to non-users since they are based on such recognizable impacts as noise and soil erosion. Noise is the most irritating and most complained about impact. Potential soil erosion is also a concern. While individual vehicles may do only a little damage, the cumulative effect of many may be large and not easily calculated. The resulting siltation of water courses is also a concern. Other negative aspects may include poaching, dust created by much activity, and the careless use of OHVs leading to vandalism, littering, wildlife harassment, the destruction of cultural resources, and danger to the user.

All this points to a need for proper planning and management for OHVs. There is a greater need for communication, cooperation and coordination between federal, state, other land managing entities and user groups. One means of effecting this coordination can be through the use of the federal "off-road vehicle plans" as required by Executive Order 11644 of February 8, 1972. Provisions for approved roads and trails should be made, possibly consisting of zoned networks of established roads and trails which are buffered and separated from other incompatible recreational uses. Possibilities include

unused farm, logging or mining roads, abandoned railroad right-of-ways, utility corridors and fire lanes.

The major need is for suitable riding areas close to population centers where participants can expend their energies without interfering with others.

Goal

It is recognized that off-highway recreational vehicles provide a legitimate form of recreation which presents both problems and opportunities. Consequently, the goal of the Montana Department of Fish and Game is to:

Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for the present and future July demand for off-highway vehicle recreation displayed on Tables I and II and associated spring and fall participation peaks.

For the foreseeable future, the management emphasis is expected to be on regulation, information, inter- and intra-agency cooperation and site protection, with possible future emphasis on land acquisition and capital improvements. The use of LWCF monies by local governments to acquire land and provide facilities for off-highway vehicles is and will continue to be encouraged.

Policies

The policies of the Montana Department of Fish and Game should be to:

1) Cooperate with federal agencies when planning for off-highway vehicles.

2) Recognize that the major responsibility for managing public land for off-highway vehicles rests with the federal government.

3) Identify and mark appropriate roads and trails on Department lands as to their suitability for off-highway vehicle recreation.

PROBLEMS	ALTERNATE STRATEGIES
1. Federal and state funds are inadequate for a viable off-highway vehicle management program.	1.a. Seek legislation earmarking a portion of the federal and state fuel and/or property taxes for management of recreational vehicles.
	b. Seek legislation to tax recreational vehicles at time of purchase and/or registration for recreational management programs.
	c. Seek legislation to tax recreational vehicles at the point of production or import and add this to the LWCF.
	d. Seek cooperative agreements with other appropriate agencies where such agreements can make better use of limited off-highway management funds.
	e. Take no action.

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	ALTERNATE STRATEGIES
	a. Seek legislation earmarking a portion of the federal and state fuel and/or property taxes for management of recreational vehicles.
	b. Seek legislation to tax recreational vehicles at time of purchase and/or registration for recreational management programs.
	c. Seek legislation to tax recreational vehicles at the point of production or import and add this to the LWCF.
	d. Seek cooperative agreements with other appropriate agencies where such agreements can make better use of limited off-highway management funds.
	e. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. Off-road vehicular recreation is a consumer of land resources, and as a result adverse impacts on other recreationists easily result from off-highway activities.	2.a. As necessary zone selected areas for appropriate off-highway vehicle use. b. Close appropriate public lands to off-road vehicles. c. Where appropriate limit vehicles to established roads only. d. Provide "play areas." e. Take no action.
3. Vehicular recreationists are unaware of the effects of their activities upon others.	3.a. Provide information and education programs. b. Encourage user organizations to educate vehicle users. c. Take no action
4. There is a lack of uniformity in off-highway vehicle regulations which is causing confusion among off-highway vehicle users and administrative agencies.	4.a. Seek federal and state laws and regulations which are uniform and comprehensible. b. Coordinate with user groups in determining laws which should be changed. c. Take no action.
5. Some public lands are oversupplied with vehicular access and some are undersupplied.	5.a. Enhance and accelerate federal transportation planning. b. Close roads where appropriate. c. State and/or federal agencies purchase and develop access where appropriate. d. Take no action.
6. OHV's may be excessively noisy, creating adverse impacts on operators, other recreationists, and wildlife.	6.a. Provide information and education program for operators. b. Zone use of OHV's. c. Provide play areas. d. Establish and enforce maximum noise standards for all OHV's. e. Cooperate with appropriate federal, state and local agencies in establishing and enforcing maximum noise standards. f. Take no action.

TABLE I

Off-highway Vehicle Recreation- Current Conditions

4-wheel driving

F&G Region	Participation Rate (1)	Total Participation (2)	Supply	Adequacy Indicator	Relative Need Indicator (3) Amount / Priority
State	.4650	346,796	-	-	
R1	.4164	35,477	-	-	$10.23 (5)
R2	.6998	79,287	-	-	$22.86 (1)
R3	.6616	78,267	-	-	$22.57 (2)
R4	.4078	73,061	-	-	$21.07 (3)
R5	.3421	45,030	-	-	$12.98 (4)
R6	.3003	21,501	-	-	$6.20 (6)
R7	.3057	14,173	-	-	$4.09 (7)

Motorcycling	(1)	(2)			(3)
State	.4159	308,768	-	-	
R1	.5043	42,966	-	-	$13.92 (4)
R2	.6181	70,031	-	-	$22.68 (1)
R3	.4932	58,346	-	-	$18.90 (3)
R4	.3625	64,945	-	-	$21.03 (2)
R5	.2303	30,314	-	-	$9.82 (5)
R6	.3639	26,055	-	-	$8.44 (6)
R7	.3475	16,111	-	-	$5.22 (7)

(1) Number of occasions per capita in July, 1976.
(2) July, 1976, occasions produced within the region.
(3) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

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Indicator (3)
unt / Priority

0.23 (5)
2.86 (1)
2.57 (2)
1.07 (3)
2.98 (4)
6.20 (6)
4.09 (7)

(3)

13.92 (4)
22.68 (1)
18.90 (3)
21.03 (2)
$9.82 (5)
$8.44 (6)
$5.22 (7)

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TABLE II

Off-highway Vehicle Recreation - Future Conditions

4-wheel driving

F&G Region	July 1976 (1) Participation	July 1980 Participation	July 1985 Participation	July 1990 Participation	Supply	Adequacy Indicator	(2) 1990 Relative Need Indicator	(2) 1976 Relative Need Indicator
State	346,796			475,751	-	-	Amt./Priority	Amt./Priority
R1	35,477	38,773	40,933	45,907	-	-	$9.65 (5)	$10.23 (5)
R2	79,287	86,336	97,563	110,732	-	-	$23.28 (1)	$22.86 (1)
R3	78,267	86,884	98,241	109,856	-	-	$23.09 (2)	$22,57 (2)
R4	73,061	84,071	93,993	104,316	-	-	$21.93 (3)	$21.07 (3)
R5	45,030	50,767	57,616	64,699	-	-	$13.60 (4)	$12.98 (4)
R6	21,501	23,713	25,474	26,805	-	-	$5.63 (6)	$6.20 (6)
R7	14,173	13,093	13,250	13,436	-	-	$2.82 (7)	$4.09 (7)

Motorcycling

	(1)						(2)	(2)
State	308,768			419,336	-	-		
R1	42,966	46,958	49,574	55,598	-	-	$13.26 (4)	$13.92 (4)
R2	70,031	76,257	86,173	97,805	-	-	$23.32 (1)	$22.68 (1)
R3	58,346	64,770	73,236	81,894	-	-	$19,53 (3)	$18,90 (3)
R4	64,945	74,732	83,552	92,728	-	-	$22.11 (2)	$21.03 (2)
R5	30,314	34,176	38,787	43,555	-	-	$10.39 (5)	$9.82 (5)
R6	26,055	28,736	30,870	32,483	-	-	$7.75 (6)	$8.44 (6)
R7	16,111	14,883	15,062	15,273	-	-	$3.64 (7)	$5.22 (7)

(1) July, 1976, occasions produced within the region.
(2) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

SITE ORIENTED WINTER ACTIVITIES

This section considers the role of site oriented winter recreation, particularly ice skating on natural water bodies, ice skating on man-made rinks and sledding, tobogganing and tubing (Tables I & II).

Montana is abundantly supplied with winter, a winter which is often cold and dry but nevertheless can be exciting and exhilarating. Certainly, the availability of winter sports and outdoor recreation activities contributes to a pleasing and exhilarating winter experience. Under these conditions, it would be thought that Montana communities would possess a wide variety of site-oriented winter sports facilities. Such is not necessarily the case in part because financially hard pressed communities have not been inclined to invest in winter recreational facilities and in part because winter recreational facilities are difficult to manage due to the extreme variability of Montana's winter weather.

For the foreseeable future, however, the major responsibility for the supply and management of site oriented winter recreation facilities will rest with Montana's local governments. With this in mind the Department of Fish and Game, in awarding LWCF monies to local governments should give priority to projects which provide for multi-seasonal use either by the inherent nature of the project or through innovative management and programming.

While major responsibility for site oriented winter recreation may rest with local government, all agencies, the Department of Fish and Game included, should seek to manage their recreation areas so that, within reason, "off-season" uses are maximized. This is not as easily done as said. The Montana state park system evolved from a concern with the economic benefit provided from tourism and only recently has the park system begun to be viewed as a social service which enhances the day to day quality of life in Montana. Concern with tourism placed emphasis on traditional "summer" activities so that funding for all-season programs close to where people live is currently weak at best. Managers are also inexperienced at providing for winter activities with the resources controlled by the state park system.

Nonetheless, park system resources should be reviewed for their ability to provide for winter recreation. Minor investment and experimentation within the limits of current funding may be all that is required to manage these resources for winter recreation. Such activity might include snow removal and ice clearing at popular state park system sites near urban areas. Such experiments, however, should be carefully monitored with respect to costs and benefits. No site should be acquired with the intent of providing specifically for winter recreation until considerably more experience has been gained in the management of resources for winter recreation.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition, and capital improvements for current and future demand for site oriented winter recreation.

Initially it is expected that this goal will be achieved through regulation, information provision, LWCF Grant

Administration and inter- and intra-agency cooperation. Site enhancement and protection possibly will become more important as experience is gained and funds become available.

Policies

The policies of the Montana Department of Fish and Game should be to:

1) Manage the allocation of LWCF monies to local governments so that projects maximize multi-seasonal use.

2) Review existing state park system sites for their ability to provide winter recreation and simultaneously begin experimentation within the limits of current funds in managing these resources to provide winter recreation opportunities.

3) Carefully review all experiments conducted under 2) above for costs, benefits and the adequacy of management techniques.

4) Seek adequate funding for winter recreation management as 3) above is accomplished.

5) Avoid acquisition of sites on the basis of providing winter recreation as the major output until 4) above is accomplished.

PROBLEMS	ALTERNATE STRATEGIES
1. There is a lack of areas and facilities for site oriented winter activities in and adjacent to urban areas.	1.a. Encourage communities to plan for and submit LWCF projects to provide areas and facilities.
	b. Encourage communities to consider these winter activities in park and open space master planning efforts.
	c. Provide maintenance funds for these activities on Department lands near urban areas if compatible with primary management objectives.
	d. Develop technical assistance capacity and make it available to local governments.
	e. Take no action.
2. Popular fishing access sites near urban areas have not been adequately developed or maintained to enhance their use for other compatible recreational activities during winter.	2.a. Provide multiple use facilities such as warming huts at popular fishing access sites near urban areas.
	b. Provide for snow removal in selected areas at popular fishing access sites near urban areas.
	c. Take no action.

	ALTERNATE STRATEGIES
1.a.	Encourage communities to plan for and submit LWCF projects to provide areas and facilities.
b.	Encourage communities to consider these winter activities in park and open space master planning efforts.
c.	Provide maintenance funds for these activities on Department lands near urban areas if compatible with primary management objectives.
d.	Develop technical assistance capacity and make it available to local governments.
e.	Take no action.
2.a.	Provide multiple use facilities such as warming huts at popular fishing access sites near urban areas.
b.	Provide for snow removal in selected areas at popular fishing access sites near urban areas.
c.	Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. Lack of snow and frequent chinook type conditions limit the use season for these activities in urban areas.	3.a. Encourage communities to take advantage of natural features (frost pockets, north facing hills, etc.) when planning for winter activities.
	b. Encourage communities to acquire or lease and maintain sites which maximize winter recreation opportunity.
	c. Encourage communities to submit LWCF projects for sheltered ice rinks.
	d. Develop technical assistance capacity and make it available to local governments.
	e. Take no action.
4. Criteria for selection and design of winter recreation sites are lacking or poorly communicated.	4.a. Initiate a study of selection and design concepts to develop standards adaptable to local situations
	b. Take no action.

TABLE I

Site Oriented Winter Activities - Current Conditions

Ice Skating on Natural Water Bodies *

F&G Region	February Participation Rate (1)	Total Participation (2)	Supply	Adequacy Indicator	Relative Need Indicator (3) Amt.	/ Priority
State	.1555	115,964				
R1	.3531	30,084	-	-	$25.94	(1)
R2	.1567	17,754	-	-	$15.31	(3)
R3	.1120	13,250	-	-	$11.43	(5)
R4	.1141	20,442	-	-	$17.63	(2)
R5	.0707	10,491	-	-	$ 9.05	(6)
R6	.2320	16,611	-	-	$14,32	(4)
R7	.1712	7,332	-	-	$ 6.32	(7)

Ice Skating on Man Made Rinks *

F&G Region	February Participation Rate (1)	February Total Participation (2)	Supply	Adequacy Indicator	Relative Need Indicator (3) Amt.	/ Priority
State		154,276	-	-		
R1	.2062	17,568	-	-	$11.39	(6)
R2	.2038	23,090	-	-	$14.97	(3)
R3	.3249	38,436	-	-	$24.91	(1)
R4	.1673	29,973	-	-	$19.40	(2)
R5	.1518	19,981	-	-	$12.95	(4)
R6	.2707	19,382	-	-	$12.56	(5)
R7	.1261	5,846	-	-	$ 3.79	(7)

* footnotes at end of Table I

TABLE I (Continued)

Sledding, Tobogganing, Tubing

F&G Region	Participation Rate (1)	Total Participation (2)	Supply	Adequacy Indicator	Relative Need Indicator (3)	
					Amt.	/ Priority
State	.3532	263,357				
R1	.4399	37,479	-	-	$14.23	(3)
R2	.4357	49,365	-	-	$18.74	(2)
R3	.3137	37,111	-	-	$14.09	(4)
R4	.3156	56,542	-	-	$21.47	(1)
R5	.2513	33,078	-	-	$12.56	(5)
R6	.3923	28,089	-	-	$10.67	(6)
R7	.4679	21,693	-	-	$ 8.24	(7)

(1) Number of occasions per capita in February, 1977.
(2) February, 1977, occasions produced within the region.
(3) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

TABLE II
Site Oriented Winter Activities - Future Conditions

Ice Skating on Natural Water Bodies

F&G Region	February 1977 (1) Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1990 (2) Relative Need Indicator Amt.	Priority	1977 (2) Relative Need Indicator Amt.	Priority
State	115,964			154,243				
R1	30,084	32,879	35,711	38,929	$25.24	(1)	$25.94	(1)
R2	17,754	19,332	21,846	24,795	$16.08	(3)	$15.31	(3)
R3	13,250	14,709	16,631	18,598	$12.06	(5)	$11.43	(5)
R4	20,442	23,523	26,299	29,187	$18.92	(2)	$17.63	(2)
R5	10,491	11,828	13,423	15,074	$ 9.77	(6)	$ 9.05	(6)
R6	16,611	18,320	19,681	20,709	$13.43	(4)	$14.32	(4)
R7	7,332	6,774	6,855	6,951	$ 4.51	(7)	$ 6.32	(7)

Ice Skating on Man Made Rinks

F&G Region	February 1977 (1) Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1990 (2) Relative Need Indicator Amt.	Priority	1977 (2) Relative Need Indicator Amt.	Priority
State	154,276			190,139				
R1	17,568	19,200	20,270	22,733	$11.96	(6)	$11.39	(6)
R2	23,090	25,143	28,413	32,248	$16.96	(3)	$14.97	(3)
R3	38,436	42,667	47,295	53,948	$28.37	(1)	$24.91	(1)
R4	29,973	34,490	38,560	42,795	$22.51	(2)	$19.40	(2)
R5	19,981	22,527	25,566	28,709	$15.10	(4)	$12.95	(4)
R6	19,382	21,376	22,964	24,164	$12.71	(5)	$12.56	(5)
R7	5,846	5,401	5,465	5,542	$ 2.91	(7)	$ 3.79	(7)

Sledding, Tobogganing, Tubing

F&G Region	February 1977 (1) Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1990 (2) Relative Need Indicator Amt.	Priority	1977 (2) Relative Need Indicator Amt.	Priority
State	263,357			353,370				
R1	37,479	40,961	43,244	48,498	$13.72	(4)	$14.23	(3)
R2	49,365	53,753	60,743	68,943	$19.51	(2)	$18.74	(2)
R3	37,111	41,197	46,581	52,089	$14.74	(3)	$14.04	(4)
R4	56,542	65,063	72,742	80,731	$22.85	(1)	$21.47	(1)
R5	33,078	37,292	42,323	47,526	$13.45	(5)	$12.56	(5)
R6	28,089	30,979	33,279	35,018	$ 9.91	(6)	$10.67	(6)
R7	21,693	20,040	20,281	20,565	$ 5.82.	(7)	$ 8.24	(7)

(1) February, 1977, occasions produced within the region.
(2) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

1977 (2) Relative Need Indicator Amt.	/ Priority
$25.94	(1)
$15.31	(3)
$11.43	(5)
$17.63	(2)
$ 9.05	(6)
$14,32	(4)
$ 6.32	(7)

1977 (2) Relative Need Indicator Amt.	/ Priority
$11.39	(6)
$14.97	(3)
$24.91	(1)
$19.40	(2)
$12.95	(4)
$12.56	(5)
$ 3.79	(7)

1977 (2) Relative Need Indicator Amt.	/ Priority
$14.23	(3)
$18.74	(2)
$14.04	(4)
$21.47	(1)
$12.56	(5)
$10.67	(6)
$ 8.24	(7)

to distribute

DOWNHILL SKIING

This section considers the role of downhill skiing in Montana's recreational complex. Considerable care and sensitivity must accompany efforts to accommodate these recreationists while preserving natural and cultural amenities. Being specifically charged with both the task of providing outdoor recreation opportunities and supervising the state's fish and wildlife, the Montana Department of Fish and Game must approach planning for downhill skiing in the harsh light of reality. Developments associated with downhill skiing often include major on-site real estate developments, along with sprawling spin-off developments adversely affecting fish and wildlife habitat. At the same time recreation use at such facilities is substantial. The question remains, how much value do Montanans place on natural amenities as opposed to developments for recreation which may adversely affect those amenities? Consequently, planning for this activity must be both sensitive and cautious.

Skiing has been thought of as an "elitist" activity by some. This fact, combined with the high cost of developing ski facilities, has led the recreation manager to the conclusion that development of downhill skiing is properly the exclusive responsibility of the private sector. In this section the "elitist" theory as well as the responsibility of the private sector is evaluated.

The February, 1977, Statewide Winter Recreation Survey demonstrated that the downhill skier both spent more and was willing to travel further per outing than other winter recreationists surveyed. The 399,985 February activity occasions (Table I) point out the popularity of the sport. Also, the average expense of $40.70 per day and the average willingness to travel a distance of 83.39 miles per one day trip and 197.24 miles per two day trip, while greater than for other winter activities, is probably comparable to many summer activities. The facts point out that downhill skiing is participated in by a wide segment of society.

The elitist image of the downhill skier has fostered as well an image of the ski resort with elaborate facilities. There is certainly a market for such resorts which can only be met by the private sector but there is little to suggest that the Montana skier is routinely interested in such resorts or that these resorts are economically feasible when dependent upon the Montana population alone.

The economic benefits of spin-off real estate developments associated with ski resorts, coupled with Montana's magnificent landscape, tends to make resort promoters prematurely optimistic. Conversely, ski developments may pose a threat to some of Montana's natural amenities - particularly, fish and wildlife.

Montana ski resorts are competing on national and international markets from a fairly isolated location against well established resorts with established transportation networks closer to major population centers. This, coupled with the fact that almost any substantial resort development is certain to encounter careful scrutiny by environmentalists, suggests that expansion of the ski resort industry in Montana must be undertaken with great care and forethought. This is not to say, however, that ski resorts do not have their place in Montana's economy and environment. However, a joint public-private feasibility study of ski resort marketability and environmental acceptability is probably wise before investment is undertaken.

Between the enthusiastic resort user and the skier who is willing to settle for any hill with snow on it is the skier (probably the majority of Montanans) looking for a decent, inexpensive slope close to home. Serving this skier has been viewed as the exclusive domain of the private sector. Development, however, of even modest ski areas is a capital intensive land use and with uncertain snow conditions this business is

speculative and risky. It is precisely in this area that the relationship of the public and the private sector needs considerable scrutiny. Many possibilities exist whereby the public sector could enhance skiing opportunities, possibly while enhancing other winter and summer activities and at the same time insuring greater stability within the ski industry. Analysis of these possibilities could be included within a review of the marketability and environmental acceptability of the ski industry.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for the current and future demand for downhill skiing anticipated in Table II.

Site protection may include protecting specific sites for development, and when necessary, from development. The policies below assume that this goal will be met largely through inter- and intra-agency cooperation.

Policies

In light of the above discussion, the policies of the Montana Department of Fish and Game should be to:

1) Encourage closer working relations between the public and private sector in providing skiing opportunities, with the U.S. Forest Service assumed to be the major public agency responsible for development of this relationship.

2) Encourage and participate in a joint public-private analysis of the marketability, environmental acceptability, and environmental impacts of spin-off developments associated with the ski industry. A semi-independent organization with advanced capability in economic analysis should assume leadership responsibility for the analysis.

3) Define when 2), above, is completed the role of the Department of Fish and Game towards the enhancement of downhill skiing opportunities.

4) Avoid until 3), above, is completed the commitment of public resources to the enhancement of downhill ski resources.

PROBLEMS	ALTERNATE STRATEGIES
1. Lack of dependable snow conditions restricts private investment in ski facilities to areas far from population centers.	1.a. Provide LWCF grants to local governments for ski facilities.
	b. Encourage communities to consider low cost mass transit systems to popular ski areas.
	c. Acquire and develop State Recreation Areas for skiing near population centers where snow is sufficient and private investment is not feasible.
	d. Take no action.

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	ALTERNATE STRATEGIES
	1.a. Provide LWCF grants to local governments for ski facilities.
	b. Encourage communities to consider low cost mass transit systems to popular ski areas.
	c. Acquire and develop State Recreation Areas for skiing near population centers where snow is sufficient and private investment is not feasible.
	d. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. Federal and state safety and operating requirements are in need of evaluation for their adequacy, usefulness, and enforceability.	2.a. Encourage the U.S. Forest Service and the state of Montana to evaluate safety regulations.
	b. Encourage exploration of state subsidization of costs of meeting state requirements by small operators.
	c. Encourage Congress to subsidize the cost of meeting federal requirements by small operators.
	d. Take no action.
3. The national marketability of Montana ski resorts is uncertain.	3.a. Encourage a study by a semi-independent organization of the marketability and environmental feasibility of Montana ski resorts to non-residents.
	b. Encourage appropriate agencies and organization to increase national advertising efforts to promote existing Montana ski resorts.
	c. Take no action.
4. There is a lack of coordination between ski resort owners/developers and public agencies with recreation responsibilities.	4.a. Develop a statewide policy on ski area developments.
	b. Encourage public agencies to develop facilities for other winter activities at or near popular ski areas.
	c. Take no action.
5. Ski resort development can be disruptive to the environment, particularly fish and wildlife.	5.a. Work closely with resort owners/ developers and public land managing agencies to minimize impacts.
	b. Seek methods to control and direct spin-off developments.
	c. Monitor ski area development proposals to insure that information is available on a timely basis regarding fish, wildlife and other values.
	d. Couple methods of controling and directing spin-off developments with the granting of required permits or other government participation.
	e. Take no action.

TABLE I

Downhill Skiing - Current Conditions

F&G Region	Participation Rate (1)	Total Participation (2)	Supply (3)	Adequacy Indicator (4)	Relative Need Indicator (5) Amount	Priority
State	.5365	399,985	26	15,384		
R1	.5120	75,402	4	18,851	$21.92	(2)
R2	.4193	42,636	5	8,527	$ 9.91	(5)
R3	.8739	141,161	10	14,116	$16.41	(4)
R4	.5913	92,129	5	18,426	$21.42	(3)
R5	.4346	39,149	2	19,575	$22.76	(1)
R6	.2000	4,836	1	4,836	$ 5.62	(6)
R7	.2432	1,672	1	1,672	$ 1.94	(7)

TABLE II

Downhill Skiing - Future Conditions

F&G Region	(2) February 1977 Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1977 Supply (3)	1990 (4) Adequacy Indicator	(5) 1990 Relative Need Indicator Amt.	Priority	(5) 1977 Relative Need Indicator Amt.	Priority
State	399,985			550,654	26	21,179				
R1	75,402	82,408	86,999	97,570	4	24,392	$20.64	(3)	$21.92	(2)
R2	42,636	46,426	52,464	59,545	5	11,909	$10.08	(5)	$ 9.91	(5)
R3	141,161	156,703	177,185	198,134	10	19,813	$16.72	(4)	$16.41	(4)
R4	92,129	106,012	118,524	131,542	5	26,308	$22.26	(2)	$21.42	(3)
R5	39,149	44,137	50,091	56,249	2	28,124	$23.80	(1)	$22.76	(1)
R6	4,836	5,334	5,730	6,029	0	6,029	$ 5.10	(6)	$ 5.62	(6)
R7	1,672	1,545	1,563	1,585	0	1,585	$ 1.34	(7)	$ 1.94	(7)

(1) Number of occasions per capita in February, 1977
(2) February, 1977, occasions consumed within the region
(3) Active areas providing downhill skiing
(4) Participation ÷ supply
(5) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

Need
(5)

Priority

(2)
(5)
(4)
(3)
(1)
(6)
(7)

(5) 1990 Relative Need Indicator

(5) 1977 Relative Need Indicator

Amt. /Priority Amt. / Priority

20.64	(3)	$21.92	(2)
10.08	(5)	$ 9.91	(5)
16.72	(4)	$16.41	(4)
22.26	(2)	$21.42	(3)
23.80	(1)	$22.76	(1)
5.10	(6)	$ 5.62	(6)
1.34	(7)	$ 1.94	(7)

to distribute resources

WINTER TRAIL ACTIVITIES

This section considers the role of non-motorized winter trail activities as a part of Montana's recreational complex through a detailed analysis of cross-country skiing and snowshoeing (Tables I and II).

Recent years have witnessed a substantial increase in interest in winter trail activities such as cross-country skiing and snowshoeing. Projected participation rates (Table II) must therefore be viewed as speculative. The increased interest may be attributed to:

1) Increased availability of a wide variety of equipment.

2) Increased public interest in maintaining health through year-around lifetime sports activities.

3) Increased interest in and appreciation of the environment and natural phenomena.

4) A search for simple, environmentally acceptable and relatively inexpensive recreational activities.

These activities must be regarded as permanent aspects of Montana's outdoor recreation complex.

The February, 1977, Statewide Winter Recreation Survey indicates that cross-country skiers (and generally other winter trail users as well) prefer short outings of two days or less (95.77% of the trips) with family or friends (89.43% of the trips) in natural undeveloped areas (67.49% of the trips). Indeed, cross-country skiers are willing to travel a considerable distance to find these natural areas. The winter 1977 estimate of willingness to travel in order to participate in in cross-country skiing averaged 51 miles per one day trip and 128 miles per two day trip. This estimate points to the fact that if energy conservation is to be practiced, resources for winter trail users as for other outdoor recreation activities should be located as close as possible to population centers.

Though the survey shows that cross-country skiers prefer natural areas, concern for the safety and enjoyment of winter trail users dictates some measure of development. Results of the winter survey indicate that designating and marking appropriate trails and areas to separate non-motorized trail users from motorized trail users would be of great benefit. In addition, better information on area conditions and trail difficulty as well as information on winter survival techniques would be of assistance to winter trail users in addition to other winter recreationists.

The non-motorized trail user and snowmobiler appreciate in general the same type landscape, but the premium which the non-motorized trail user places on solitude puts him in inevitable conflict with the snowmobiler. While this conflict will probably never be entirely eliminated, agencies planning for winter trail use should be cognizant of this conflict and make every effort to reduce it to a minimum through careful planning and, where necessary, zoning and the provision of public information, education and law enforcement.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for current and future demand for winter trail activities displayed in Table II.

This goal will be met through the provision of information, inter- and intra-agency cooperation and regulation.

Policies

The policies of the Montana Department of Fish and Game with respect to winter trail activities should be to:

1) Assume that major responsibility for winter trail activities will reside with the U. S. Forest Service.

2) Cooperate in, and lead when necessary, projects which will enhance through non-structural techniques the quality of and opportunity for winter trail activities.

3) Select whenever possible winter recreation projects funded through the Department which provides the widest array of benefits to all winter recreationists.

PROBLEMS	ALTERNATE STRATEGIES
1. Information is lacking on suitable areas for winter trail activities.	1.a. Prepare brochures and maps of suitable areas on department lands for public distribution.
	b. Cooperate with the U. S. Forest Service and other federal agencies to identify and mark suitable trails and areas.
	c. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. There are serious conflicts between non-motorized and motorized winter trail users.	2.a. Encourage spatial and temporal zoning to separate user types.
	b. Encourage U. S. Forest Service and other federal agencies to mark and maintain trails and areas closed to motorized vehicles.
	c. Strictly enforce noise limits on motorized vehicles.
	d. Encourage the development of special noise, speed and passing regulations at popular multiple use trails and areas.
	e. Take no action.
3. Facilities for winter trail users are lacking in some areas.	3.a. Encourage the design and development of multiple use facilities for winter recreationists where activity patterns are compatible.
	b. Make provisions for winter trail activities when designing recreation facilities near trailheads or roads where snow removal is not provided.

(continued)

	ALTERNATE STRATEGIES
2.a.	Encourage spatial and temporal zoning to separate user types.
b.	Encourage U. S. Forest Service and other federal agencies to mark and maintain trails and areas closed to motorized vehicles.
c.	Strictly enforce noise limits on motorized vehicles.
d.	Encourage the development of special noise, speed and passing regulations at popular multiple use trails and areas.
e.	Take no action.
3.a.	Encourage the design and development of multiple use facilities for winter recreationists where activity patterns are compatible.
b.	Make provisions for winter trail activities when designing recreation facilities near trailheads or roads where snow removal is not provided.

(continued)

PROBLEMS		ALTERNATE STRATEGIES
	c.	Encourage cities and counties to consider winter activities when developing recreational trails.
	d.	Encourage ski resorts to include winter trail activities in their development plans.
	e.	Survey winter trail users and areas to determine if facilities are needed.
	f.	Take no action.
4. Winter trail opportunities are lacking near many urban areas.	4.a.	Encourage cities and counties to submit LWCF projects for winter trail activities.
	b.	Encourage the U.S. Forest Service and the Bureau of Land Management to set priorities for trail development near urban areas.
	c.	Give high priority to projects funded through the Department which include winter trail development/maintenance activities near urban areas.
	d.	Take no action.
5. Winter trail activities may disrupt wildlife and other resources.	5.a.	Limit activities to established trails only.
	b.	Zone against human activity as necessary to protect resources.
	c.	Seek cooperative enforcement agreements between local, state and federal agencies to make better use of existing enforcement resources.
	d.	Encourage better education and stricter sanctions for users by user groups.
	e.	Take no action.
6. Winter trail activities can be dangerous.	6.a.	Increase public knowledge of winter activities and safety precautions through information and education programs.
	b.	Increase recreationist-law enforcement officer contact to reinforce proper safety and equipment precautions under field conditions.
	c.	Take no action.

TABLE I

Winter Trail Activities - Current Conditions

Cross-Country Skiing

F & G Region	Participation Rate (1)	Total Participation (2)	Supply (4)	Adequacy Indicator (5)	Relative Need Indicator (6)	
					Amount	/ Priority
State	.3726	227,789	108	2,572		
R1	.4742	41,646	27	1,542	$ 8.57	(6)
R2	.4357	51,861	27	1,921	$10.67	(5)
R3	.5742	91,463	20	4,573	$25.41	(1)
R4	.3213	53,084	21	2,528	$14.05	(3)
R5	.3089	30,521	7	4,360	$24.23	(2)
R6	.0663	5,870	3	1,957	$10.87	(4)
R7	.1261	3,344	3	1,115	$ 6 20	(7)

Snowshoeing

	(1)	(3)	(4)	(5)		(6)
State	.1125	83,897	108	777		
R1	.2509	21,377	27	792	$15.09	(4)
R2	.2100	23,793	27	888	$16.92	(3)
R3	.1204	14,243	20	712	$13.57	(5)
R4	.0703	12,595	21	600	$11.43	(6)
R5	.0681	8,964	7	1,281	$24.41	(1)
R6	.0000	0	3	0	0	(7)
R7	.0631	2,925	3	975	$18.58	(2)

(1) Number of occasions per capita in February, 1977.
(2) February, 1977, occasions consumed within the region.
(3) February, 1977, occasions produced within the region.
(4) Publicized trailheads.
(5) Participation ÷ Supply
(6) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

TABLE II

Winter Trail Activities - Future Conditions

Cross-Country Skiing

F & G Region	February 1977 (1) Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	(3) 1977 Supply	(4) 1990 Adequacy Indicator	(5) 1990 Relative Need Indicator		(5) 1977 Relative Need Indicator	
							Amt.	/Priority	Amt.	/Priority
State	277,789			384,555	108	3,561				
R1	41,646	45,515	48,051	53,890	27	1,996	$ 8.17	(6)	$ 8.57	(6)
R2	51,861	56,471	63,815	72,429	27	2,683	$10.98	(4)	$10.67	(5)
R3	91,463	101,533	114,804	128,377	20	6,419	$26.28	(1)	$25.41	(1)
R4	53,084	61,084	68,293	75,793	21	3,609	$14.77	(3)	$14.05	(3)
R5	30,521	35,121	39,265	43,578	7	6,225	$25.48	(2)	$24.23	(2)
R6	5,870	6,474	6,955	7,318	3	2,439	$ 9.98	(5)	$10.87	(4)
R7	3,344	3,089	3,126	3,170	3	1,057	$ 4.33	(7)	$ 6.20	(7)

Snowshoeing

	(2)				(3)	(4)	(5)		(5)	
State	83,897			114,517	108	1,060				
R1	21,377	23,363	24,665	27,662	27	1,025	$14.91	(3)	$15.09	(4)
R2	23,793	25,908	29,277	33,229	27	1,231	$17.90	(2)	$16.92	(3)
R3	14,243	15,811	17,878	19,991	20	1,000	$14.54	(4)	$13.57	(5)
R4	12,595	14,493	16,203	17,983	21	856	$12.45	(6)	$11.43	(6)
R5	8,964	10,106	11,469	12,879	7	1,840	$26.76	(1)	$24.41	(1)
R6	0	0	0	0	3	0	0	(7)	0	(7)
R7	2,925	2,702	2,734	2,773	3	924	$13.44	(5)	$18.58	(2)

(1) February, 1977, occasions consumed within the region.
(2) February, 1977, occasions produced within the region.
(3) Publicized trailheads.
(4) Participation ÷ Supply
(5) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to the adequacy indicator.

SNOWMOBILING

This section analyses the activity of snowmobiling which involves the use of over-snow motorized vehicles for recreational purposes.

The sport of snowmobiling has grown so tremendously during the past decade that it has evolved from an obscure pastime to one of the most popular winter outdoor recreation activities in the state. The February, 1977 Statewide Winter Outdoor Recreation Survey estimates current participation at over 400,000 February activity occasions. The fact that snowmobiling has been one of the fastest growing winter outdoor recreation activities is supported by reports from several other "snowbelt" states. The snowmobile industry estimated that 3 million snowmobiles are in use by approximately 8 million people in the snowbelt states and that sales have surpassed $1 billion with nearly 100,000 people employed because of the sport in the U.S. and Canada. (Utah Snowmobile Resource inventory, 1975).

In Montana, snowmobile registrations have increased from 16,854 in 1975 to 23,169 as of July, 1977. The February survey indicates that snowmobilers are motivated by the same general aspirations as other winter trail users and are quite gregarious. Over 94% usually go snowmobiling with family or friends. Snowmobilers also prefer short outings of two days or less (95.73% of the trips) in natural undeveloped areas (53.19% of the trips) and on back country roads (37.5% of the trips).

Resource planning for the snowmobiler is becoming increasingly imperative for public recreation and land management agencies because the snowmobiler and his machine have been critized for excessive noise, breakdowns requiring search and rescue, wildlife harassment, parking violations, vandalism, trail etiquette infringements, dangerous conflicts with automobiles on roads, trespassing, and snow compaction creating erosion, as well as other adverse environmental impacts.

The snowmobile industry and snowmobile clubs, to acknowledging these criticisms, have developed programs to minimize these negative impacts. For example, average noise levels have been reduced by the snowmobile industry from highs of over 100 decibels before 1968 to 1975 models with a 78 decibel rating at 50 feet.

Snowmobile clubs have also been active in Montana disseminating information and educating snowmobilers in proper snowmobile use and etiquette. The social structure of these clubs also acts to enforce public standards of behavior through peer pressure. Montana snowmobile clubs have also been instrumental in passing state laws to provide for snowmobile registration, safety education and facility development.

The 1977 Montana Legislature earmarked 3/10 of one percent (.3%) of the state fuel tax for use by the Parks Division of the Department of Fish and Game to provide for the acquisition, development, operation and maintenance of snowmobile facilities. These funds are in addition to funds currently reserved from registration fees for facility development. Eligible publicly sponsored projects may be financed in whole or in part through these funds and when appropriate receive LWCF money.

Preliminary criteria development to evaluate the benefits of individual project proposals are based on:

1) Environmental acceptability of the project.
2) Established snowmobile use of the area to be served by the project.

3) Proximity of the project area to snowmobile owners.
4) Total outdoor recreation benefits expected from the project.

The program guidelines are experimental and subject to revision as actual projects are built and analyzed for adequacy.

Goal

The goal of the Montana Department of Fish and Game is to:

> Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition and capital improvements for current and future demand for snowmobiling acticipated in Table II.

The policies below assume that this goal will be met initially through regulation and inter- and intra-agency cooperation leading to capital improvements, operation and maintenance, and information where appropriate.

Policies

In reference to the above discussion, the policies of the Montana Department of Fish and Game should be to:

1. Cooperate with other government agencies, primarily the U.S. Forest Service, State Highway Department and counties, to acquire, develop and maintain snowmobile facilities.

2. Develop snowmobile facilities which will provide the maximum possible recreational benefit with the least environmental impact.

3. Assume that the major responsibility for the development of snowmobile trails on federal land will reside with the federal government.

4. Work to minimize the negative impacts associated with snowmobiling which act to retard the advancement of the sport.

PROBLEMS	ALTERNATE STRATEGIES
1. Snowmobilers would like to see more services and facilities provided.	1.a. Earmark a percent of the personal property tax on snowmobiles for services and facilities.
	b. Cost-share projects with LWCF money.
	c. Seek cooperative agreements with federal, state or local agencies for facility development and maintenance.
	d. Take no action.
2. Information is lacking on areas suitable for snowmobile use near population centers.	2.a. Cooperate with the U. S. Forest Service and BLM in identifying such areas.
	b. Prepare informational brochures for public distribution.
	c. Give facilities near urban areas a high priority for development.
	d. Take no action.

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	ALTERNATE STRATEGIES
	1.a. Earmark a percent of the personal property tax on snowmobiles for services and facilities.
	b. Cost-share projects with LWCF money.
	c. Seek cooperative agreements with federal, state or local agencies for facility development and maintenance.
	d. Take no action.
	2.a. Cooperate with the U. S. Forest Service and BLM in identifying such areas.
	b. Prepare informational brochures for public distribution.
	c. Give facilities near urban areas a high priority for development.
	d. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. Snowmobiles may cause damage to wildlife and other resources.	3.a. Limit snowmobiles to established trails only.
	b. Zone against snowmobiles as necessary to protect resources.
	c. Seek cooperative enforcement agreements between local, state and federal agencies to make better use of existing enforcement resources.
	d. Encourage user groups to educate and police users.
	e. Take no action.
4. A lack of understanding of proper trail etiquette results in trail user conflicts.	4.a. Provide an information and education program. for all winter trail users.
	b. Strictly enforce safety regulations.
	c. Use spatial and temporal zoning to separate snowmobiles from other recreationists.
	c. Design snowmobile facilities to reduce user conflicts.
	d. Take no action.
5. There is a lack of uniformity in regulation and management of snowmobiles on public and private lands.	5.a. Develop inter-agency task force to standardize regulations and management.
	b. Undertake a study to summarize all existing state and federal regulations.
	c. Reevaluate and subsequently enforce regulations to govern the use of snowmobiles on roads and road right-of-ways.
	d. Take no action.
6. Snowmobiles may be excessively noisy, creating adverse impacts on operators, other recreationists, and wildlife.	6.a. Provide information and education program for operators.
	b. Seek changes in state law to require all snowmobiles to meet minimum noise standards.
	c. Require annual certification that noise standards are met before issuing registration decal.
	d. Strictly enforce noise standards.
	e. Take no action.

TABLE I

Snowmobiling - Current Conditions

F&G * Region	Participation Rate (1)	Total (2) Participation	Supply	Adequacy Indicator	1977 Relative Need Indicator (3) Amount / Priority
State	.5489	409,247	-	-	
R1	.7766	70,344	-	-	$17.19 (3)
R2	.5455	70,161	-	-	$17.14 (4)
R3	.6190	70,838	-	-	$18.29 (2)
R4	.5856	110,342	-	-	$26.96 (1)
R5	.2801	29.304	-	-	$ 7.16 (5)
R6	.4190	27,667	-	-	$ 6.76 (6)
R7	.6321	26,591	-	-	$ 6.50 (7)

* Footnotes at end of Table II

TABLE II

Snowmobiling - Future Conditions

F&G Region	(2) February 1977 Participation	February 1980 Participation	February 1985 Participation	February 1990 Participation	1990 (3) Relative Need Indicator Amount / Priority	1977 (3) Relative Need Indicator Amount / Priority
State	409,247			553,404		
R1	70,344	76,879	81,163	91,025	$16.45 (4)	$17.19 (3)
R2	70,161	76,398	86,333	97,987	$17,71 (3)	$17.14 (4)
R3	74,838	83,078	93,937	105,042	$18.98 (2)	$18.29 (2)
R4	110,342	126,970	141,955	157,546	$28.47 (1)	$26.96 (1)
R5	29,304	33,037	37,494	42,104	$ 7.61 (5)	$ 7.16 (5)
R6	27,667	30,514	32,780	34,492	$ 6.32 (6)	$ 6.76 (6)
R7	26,591	24,565	24,860	25,208	$ 4.56 (7)	$ 6.50 (7)

(1) Number of occasions per capita in February, 1977.
(2) February, occasions consumed within the region.
(3) Relative need indicator = the desirable regional allocation of $100 if the goal of management is to distribute resources in proportion to participation.

(3) Need r	1977 Relative Indicator	(3) Need
Priority	Amount /	Priority
(4)	$17.19	(3)
(3)	$17.14	(4)
(2)	$18.29	(2)
(1)	$26.96	(1)
(5)	$ 7.16	(5)
(6)	$ 6.76	(6)
(7)	$ 6.50	(7)

to distribute

The desire for sightseeing differs from other types of recreation discussed in this plan in that it may also be the motivation for many other activities which are more easily measured. Driving for pleasure and trail related activities varying from hiking to snowmobiling are probably as much dependent upon the quality of the scenery in which the pursuit is conducted as the pleasure derived from the activity itself. Other forms of recreation are also dependent on scenic and environmental qualities although less obviously. For example, after considering the availability of desired activities the Montana camper strictly evaluates campgrounds for scenic and environmental attributes as well. Further, there is evidence that fishing trips are explainable not only on the basis of fishing success but also on the scenic quality in which that fishery is set. However, in Montana there is a tendency to think of sightseeing as experiencing scenic and wildlife resources only, neglecting the large amount of activity at man-made sights such as historic sites and districts, political centers and industrial areas.

Because of the complexity of measuring and defining sightseeing as an activity, it has been difficult to gather adequate and meaningful data on supply and demand and consequently it is impossible at this time to establish quantitative goals or policies for the management of either sightseeing or scenery.

The Montana Department of Fish and Game is committed by law to the conservation of scenic resources. This commitment should take two forms. First, with respect to Department sites, scenic values should be considered as direct and measurable variables in the criteria for site acquisition, development and management.

Second, with respect to other lands, the Department should remain committed not only to the conservation of natural landscapes but also to the conservation of historic, archaeologic, scientific and recreational resources as well as an orderly man-made environment. With respect to the latter, LWCF grants to local governments can bring about projects which complement urban planning and development.

PROBLEMS	ALTERNATE STRATEGIES
1. Urban areas are subject to visual blight.	1.a. Support legislative efforts to develop laws for the protection of visual elements.
	b. Use urban LWCF grants to promote visual resource preservation and enhancement.
	c. Support and cooperate with intra-urban redevelopment or preservation programs.
	d. Encourage communities to reserve land for parks and open space.
	e. Undertake educational programs, such as reestablishing the Helena Wildlife Exhibit to help people understand and appreciate their environment.
	f. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
2. Rural subdivision may lead to chaotic and visually offensive developments.	2.a. Support legislative efforts to restructure taxation of real property to preserve natural landscapes such as expanding the use of conservation easements and land speculation taxes.
	b. Provide technical assistance to subdividers and local governments to aid in preservation of scenic, and visual resources.
	c. Support legislation to expand the definition of easements donated for "conservation purposes" to include specifically easements for cultural, scientific, historic and archaeological sites and research.
	d. Use LWCF grants to promote visual resource preservation and enhancement.
	e. Take no action.
3. Visual and cultural resource values on public lands can be negatively impacted by resource extraction.	3.a. Support and cooperate in the planning and review process for public land development.
	b. Support legislation which insures wise resource use.
	c. Encourage the development of procedures to ensure full implementation of NEPA and MEPA and other related laws and regulations for the conservation of visual and cultural resources.
	d. Develop the technical assistance capability to assist land managers and industry in minimizing adverse impacts and reaching acceptable levels of landscape change.
	e. Encourage federal grant programs to allow visual and cultural resource preservation to be eligible for an increased federal share of project costs.
	f. Take no action.

ALTERNATE STRATEGIES

a. Support and cooperate in the planning and review process for public land development.

b. Support legislation which insures wise resource use.

c. Encourage the development of procedures to ensure full implementation of NEPA and MEPA and other related laws and regulations for the conservation of visual and cultural resources.

d. Develop the technical assistance capability to assist land managers and industry in minimizing adverse impacts and reaching acceptable levels of landscape change.

e. Encourage federal grant programs to allow visual and cultural resource preservation to be eligible for an increased federal share of project costs.

f. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
4. Visual and cultural resources are not always planned for by public agencies.	4.a. Identify these resources on Department sites and carefully address them in management documents. b. Encourage requirements that agencies identify as a part of program planning all resources which qualify for protection under RCM 62-301. c. Undertake projects to clarify the nature of these resources and methods for their preservation. d. Implement natural area preservation to include examples of representative as well as pristine and unique ecotypes and landscapes. e. Take no action.
5. Recreation, scenic and cultural values are seldom directly considered in formulating local land use plans.	5.a. Encourage Department personnel to assist in the development and review of recreation, open space and cultural elements of local plans. b. Develop technical assistance capability to assist with recreation, scenic and cultural elements of local plans. c. Work with the Department of Community Affairs to offer assistance with recreation, scenic and cultural elements of local plans. d. Take no action

CULTURAL AND SCIENTIFIC RESOURCES

The term "cultural resources" is used in this plan quite often in place of historic and archaeologic since it is a more inclusive and general term which refers to buildings, sites, districts, structures or objects significant in history, architecture, archaeology or culture. The term "scientific resources" refers to areas with significant ecological, geological, paleontological or biological values.

The state park system has been responsible for conserving the cultural and scientific resources of the state for the enjoyment of the people since the first comprehensive state parks legislation was enacted in 1939. These resources form an important segment of the state park system and are in fact the primary value of the first state park ever established in Montana--Lewis and Clark Caverns.

The Montana Department of Fish and Game has acquired and maintained a significant amount of property which is either wholly or partially dedicated to the conservation of cultural and scientific values (Table I). The value of and need for these areas however is not easy to assess since need is not a function of the amount of visitors observed or expected. This is because the impact or value of a single visit to a cultural or scientific site is often many times that of a visit to a recreation site. Each visit can be an educational experience and can be recalled many times to reinforce abstract concepts. Nevertheless, the relative importance of these unique resources must be assessed and representative examples preserved and appropriately interpreted to the public.

The basic state park law (Sec 62-301 R.C.M. 1947) dictates that conserving cultural and scientific resources must remain as one of the primary purposes of the state park system despite the lack of data to indicate heavy use of such areas (heavy use would in fact be contrary to the reasons for preserving these places). Nevertheless, the 1971-1972 Montana Resident Recreation Survey indicated that Montanans preferred historic and cultural sites over intensively developed areas by a margin of two to one. The Montana Legislature has also from time to time directly brought about inclusion within the state park system many significant cultural and scientific resources when other methods failed.

Staggering problems still exist in the effort to preserve cultural and scientific resources. A concensus on the relative significance of known cultural resources has yet to be reached despite inventory efforts by the Department which date back to 1968. No inventory has been made for scientific resources. Laws to protect these resources, even on state and federal lands, are still woefully inadequate. A massive amount of coordination and cooperation will also be necessary between private landowners and state agencies, state and federal agencies, and state agencies themselves to insure adequate conservation of these resources. Perhaps the most necessary and beneficial coordination must be between the Montana Department of Fish and Game and the Montana Historical Society which both have responsibilities for preserving historic sites, and plans and programs for doing so.

Goal

The goal of the Montana Department of Fish and Game is to:

Manage through regulation, information, inter- and intra-agency cooperation, site protection, land acquisition, capital improvements and maintenance to conserve representative examples of Montana's cultural and scientific resources for the enjoyment of the people.

The policies below assume that this goal will be met largely through inclusion of the most significant sites within the state park system with other sites preserved through regulation and inter-agency cooperation.

Policies

Therefore, the policies of the Montana Department of Fish and Game should be to:

1) Cooperate with other government agencies primarily the Montana Historical Society and the state universities in the identification, acquisition, development, and maintenance of areas with unique cultural and scientific values.

2) Encourage the Montana Historical Society to implement the goals and objectives of the existing Montana Historic Preservation Plan and participate wherever possible.

3) Make available for recreation or visitor facilities, where appropriate, LWCF money to public owned areas with cultural and scientific values which fulfill needs not served by federal historic preservation grant monies.

4) Recognize cultural and scientific values on Department lands and to identify, preserve, and interpret to the public those values in appropriate ways.

PROBLEMS	ALTERNATE STRATEGIES
1. Public support for the preservation of cultural and scientific values has at times been disjointed and ineffective.	1.a. Support reorganization within the federal government to unify funding sources and implement programs such as the National Heritage Trust.
	b. Recommend that federal LWCF money and historic preservation money be combined under a federal aid option like Pittman-Robertson/Dingell-Johnson funds.
	c. Recommend that the Governor's Office review and consolidate state administration of federal funds for cultural and scientific resources.
	d. Support legislation requiring federal agencies to clear with appropriate state agencies expenditures on cultural and scientific resources.
	e. Take no action.
2. There is a lack of public awareness and understanding of cultural and scientific resource values.	2.a. Encourage the Montana Historical Society to implement preservation plan recommendations on information and education.
	b. Where appropriate, identify, protect and interpret these values to the public wherever they are found on Department lands.

(continued)

	ALTERNATE STRATEGIES
	.a. Support reorganization within the federal government to unify funding sources and implement programs such as the National Heritage Trust.
	b. Recommend that federal LWCF money and historic preservation money be combined under a federal aid option like Pittman-Robertson/Dingell-Johnson funds.
	c. Recommend that the Governor's Office review and consolidate state administration of federal funds for cultural and scientific resources.
	d. Support legislation requiring federal agencies to clear with appropriate state agencies expenditures on cultural and scientific resources.
	e. Take no action.
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?.a.	Encourage the Montana Historical Society to implement preservation plan recommendations on information and education.
	b. Where appropriate, identify, protect and interpret these values to the public wherever they are found on Department lands.

(continued)

PROBLEMS	ALTERNATE STRATEGIES
	c. Encourage the establishment of a state supported Montana Conservation Council to mobilize and consolidate concern for all cultural and natural resource values.
	d. Encourage broader public representation on the Governor's Historic Sites and Antiquities Advisory Council.
	e. Take no action.
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3. There is a lack of coordination and communication regarding the preservation of cultural and scientific resources.	3.a. Encourage the implementation of a comprehensive cultural and scientific site inventory system.
	b. Encourage the use of criteria which help to assess preservation potential and predict archaeological values.
	c. Recommend inclusion of the State Liaison Officer for the Land & Water Conservation Fund on the Governor's Historic Sites and Antiquities Advisory Council.
	d. Take no action.
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4. Cultural and scientific values are threatened by vandalism and private and public development projects.	4.a. Support legislation to strengthen provisions of the State Antiquities Act.
	b. Undertake surveys to identify cultural and scientific values on Department lands.
	c. Increase law enforcement efforts on department lands.
	d. Explore the use of cooperative agreements to protect cultural values on non-department lands.
	e. Take no action.
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5. Assistance is necessary for preserving cultural and scientific values on private lands.	5.a. Support legislation to release landowners from liability when preserving cultural or scientific resources.
	b. Support legislation to establish a revolving fund for acquisition or development of significant resources by private individuals.
	c. Support legislation giving tax credits for preservation work and tax benefits for maintaining cultural and scientific resources.
	d. Use law enforcement personnel to enforce provisions of the State Antiquities Act.
	e. Take no action

TABLE I

PARK SYSTEM AREAS WITH MAJOR IDENTIFIED CULTURAL OR SCIENTIFIC VALUES (1)

NAME	DESIGNATION	VALUES
Bannack	State Park	historical, architectural
Giant Springs	State Park	geological, historical
Lewis & Clark Caverns	State Park	geological, ecological
Makoshika	State Park	geological, paleontological
Medicine Rocks	State Park	geological
Missouri Headwaters	State Park	historical, cultural
Beaverhead Rock	State Monument	historical
Chief Joseph Battleground	State Monument	historical
Chief Plenty Coups Memorial	State Monument	historical
Citadel Rock	State Monument	historical, geological
Fort Maginis	State Monument	historical
Fort Owen	State Monument	historical
Granite	State Monument	historical, architectural
Greycliff Prairie Dog Town	State Monument	biological
Madison Buffalo Jump	State Monument	archaeological
Natural Bridge	State Monument	geological
Pictograph Cave	State Monument	archaeological
Sluice Boxes	State Monument	historical, geological
Ulm Pishkun	State Monument	archaeological
Coal Banks Landing	State Recreation Area	historical, geological
Cow Island Landing	State Recreation Area	historical
Hole-In-The-Wall	State Recreation Area	historical, geological
James Kipp	State Recreation Area	biological
Judith Landing	State Recreation Area	historical
Slaughter River	State Recreation Area	historical
Big Pine	Fishing Access Site	biological
Camp Baker	Fishing Access Site	historical
Intake	Fishing Access Site	biological

(1) Cultural values identified from Montana Historic Preservation Plan, 2nd Ed., July, 1975.

VALUES

historical, architectural
geological, historical
geological, ecological
geological, paleontological
geological
historical, cultural

historical
historical
historical
historical, geological
historical
historical
historical, architectural
biological
archaeological
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URBAN RECREATION

Over the past several years the Parks Division has undertaken several rather detailed studies of recreation in Montana's urban centers. The most important of these have been:

1) Montana Department of Fish and Game, Recreation & Parks Division and the Governor's Council on Physical Fitness, Recreation and Lifetime Sports (1974). 1973 Statewide Survey of Urban Recreation Facilities and Programs.

2) Leisure Research Associates (1975). Statewide Urban Outdoor Recreation Areas and Facilities Survey. Prepared for the State of Montana, Department of Fish and Game.

The first of these studies sought to identify, community by community, existing urban recreational facilities. The second study sought to determine the frequency of use of, the impression of the conditions of, and the priority for construction or renovation of urban recreational facilities in Montana's communities.

Needs

The number of facilities in each community (Montana Department of Fish and Game, et. al. 1974) were compared with the number of facilities each community should have according to Montana SCORP, "Standards," 1973, Vol. 1, pp. 40-52, in order to define the recreational needs of each community. The calculations of need considered the rural population which might reasonably be expected to use an urban community's recreational facilities. The needs were then combined on a county and then regional basis.

All regions showed a "need" for more urban recreation facilities. There was nothing, however, to suggest that recreational needs were greater, in a relative sense, in larger communities than in smaller communities. Urbanization varies in magnitude rather than kind so that the needs of the smallest communities are micro-scale versions of the same problems which are encountered in the largest communities.

Some regions, however, showed more need than others. Need was greatest in those regions where the tax base has been small. Poor recreation facilities, then, result from the unwillingness or inability of poor communities to include urban outdoor recreation in their budgets. Federal matching funds can be expected to avail little to such communities relative to their richer neighbors.

Efforts, however, are being made to identify reasonable urban projects suitable for Land and Water Conservation Fund sponsorship in areas of the greatest need.

Use and Preference

In the 1975 study mentioned above, there was considerable variance in the responses from community to community as to the impression of the conditions and the priority for construction or renovation of urban recreation facilities. This is to be expected for the sample size in the individual communities were often extremely small and thus highly sensitive to single responses. On the other hand, when the data was grouped according to cities of similar size, variance disappeared--the use, impression of and the priority for renovation or construction of urban recreational facilities was basically the same regardless of the size of the community. The same was true when the communities were grouped by planning region--no significant variation by region as to use, impression of the condition, and the priority for renovation or construction of urban recreational facilities could be found.

These observations are not surprising for they are in accord with basic theories of urbanization. Urbanization is a process repeated time and again in different places and periods in history. The process, however, remains basically the same. The similarity of the process suggests that cities, regardless of where they are, possess basic needs in terms of programs and facilities and among these are recreation facilities and programs. Slight variation in desired facilities may be accounted for by understanding local fads and leadership. Theory and the findings of these studies suggest that there is indeed a basic set of recreational facilities and programs as necessary to tolerable urban existence as a safe water and sewage system.

What, however, is the nature of this basic set of urban facilities? The 1975 study mentioned above found that in the summer, parks and playgrounds were the most used urban facilities (30.42% of the total incidents of use encountered in the survey), followed by swimming pools (16.28%). The other ten facilities surveyed accounted for 57.30% of the total incidents of use with the low going to wading pools (2.17%) and the high to golf courses (9.14%). No clear pattern of use of these ten facilities could be determined.

The general impression of the condition of urban recreational facilities differed from the use pattern in several important aspects. Those surveyed were most satisfied with the condition of the parks, 48.9% indicating that conditions were satisfactory. Playgrounds tied with baseball fields for second place, 34.1% of the respondents indicating that these facilities were generally in satisfactory condition. Swimming pools on the other hand came in 6th among the thirteen facilities asked about with only 28.0% finding conditions satisfactory.

The expressed priority for construction or renovation of facilities proved surprising. The construction or renovation of swimming pools was the highest priority (44.1% of those responding) with parks and playgrounds coming in second and third (respectively, 38.1% and 34.6%). No meaningful pattern could be found for the other ten facilities.

This suggests that people generally want to improve the quality of those things which they use most often. In terms of facilities the municipal swimming pool is highly esteemed followed by parks and playgrounds. It should be noted that parks and playgrounds are not facilities but institutions in which facilities occur. While swimming pools, parks and playgrounds are highly esteemed in municipalities, opinions on other facilities are divided. This does not imply that these other facilities should not be built but that facility construction should be carried out in the light of a long-range parks program of which capital improvement is only a part. These programs, whether informally conceived or reflected through the most formal of procedures, must be initiated in and reflect local community priorities.

Goal

In the light of the above discussion the goal of the Montana Department of Fish and Game is to:

> Provide Land and Water Conservation Funds to all urban recreational projects otherwise eligible for those funds to the extent the Fund is available and requested.

Policies

In meeting this goal, the policies should be:

1) To fairly and equitably administer through acceptable procedures about 50% of Montana's share of the Land and Water

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Conservation Fund to Montana's communities and counties and appropriate public agencies.

2) To assume that responsibility for defining local recreational needs lies with the communities.

3) To assure that LWCF funded projects benefit as far as possible all segments of society.

Procedures

For the foreseeable future requests for Land and Water Conservation Funds will probably exceed available funds. Consequently, it has been necessary to establish with review by the Montana Fish and Game Commission, the Montana League of Cities and Towns and the Montana Recreation and Parks Association, a procedure for allocating limited funds to urban projects. Variables considered are:

A. Project type and use

1. Season of use
2. Spectator/participant use
3. Population segment served
4. Nature of project design

B. Need for project

1. Land and Water Conservation Funds received to date
2. Sponsor funding source
3. Land acquisition
4. Estimated need (1973 Montana SCORP, Vol. I, pp. 40-52)
5. Resubmission of previous project

C. Project Administration

For the purposes of establishing need, the standards set forth in the 1973 SCORP, Vol. 1, pp. 40-52, will continue to be used. Efforts will continue to be made in association with the Montana League of Cities and Towns and the Montana Recreation and Parks Association to improve the evaluation system.

PROBLEMS	ALTERNATE STRATEGIES
1. Information necessary to properly evaluate urban projects is difficult and expensive to obtain	1.a. Increase planning staff. b. Planners could spend more time on urban data collection projects at the expense of other efforts. c. Create an advisory council for assistance in decision making on topics where data is lacking. d. Take no action.
2. Projects conducted under the Land and Water Conservation Fund are not used to their full advantage particularly by the aged and physically handicapped because of lack of or inadequate recreation programming and leadership in many Montana communities.	2.a. Implement in Montana as rapidly as possible appropriate recreational resolutions of the White House Conference on the Handicapped and the suggestions contained in the "Special Populations" section of this plan. b. Take no action.

PROBLEMS	ALTERNATE STRATEGIES
3. Administrative costs of Land and Water Conservation Fund grant administration continue to be charged to the communities and counties as overhead. This overhead has the effect of diluting the impact of the fund.	3.a. Pay overhead costs from the State General Fund or other source of state money. b. Take no action.
4. Many communities are lacking the technical staff necessary to conduct necessary planning and to properly administer LWCF administered projects.	4.a. Provide technical support directly to communities. b. Increase efforts to coordinate with other agencies providing technical assistance to communities. c. Take no action.

SPECIAL POPULATIONS

Special populations are defined as those people whose physical mobility is impaired. The cause of the impaired physical mobility may result from a physical disability, mental disability, old age, poverty or a combination of the above. The degree of impairment may also vary considerably from individual to individual and from group to group. This implies that no single recreational program can serve all special populations equitably. It is known, however, that approximately one in every ten Montanans suffers from impaired mobility to a degree sufficient to merit official attention at some point in his or her life.

Recent studies including the 1976 Recreational Survey of the Handicapped have revealed that as a group special populations do not participate in outdoor recreation on par with the rest of the population. Participation is less frequent and aimed at the more passive activities. Aspirations, however, lean toward the same activities as the rest of the population. After considering the realities of the handicap, the variance between aspiration and actual participation may be explained by:

1. Architectural Barriers.
2. Program barriers

Architectural Barriers

Though provisions of several federal and state laws aimed at reduction or elimination of architectural barriers to the free movement of special populations obviously apply to many recreational facilities, the relationship begs for specifics. What type of barriers affecting what kinds of populations are to be eliminated from what types of facilities? It is obvious an inter-city park should be barrier free. But should a trailhead in a wilderness area be subjected to the same design criteria? What are those design criteria? Presently the criteria are lacking so that the structure of a barrier free recreation facility is more dependent upon the imagination and compassion of architects and engineers than any acceptable standards of the professionals.

Recommendations

To overcome these problems, the Montana Department of Fish and Game recommends:

> That the National Recreation and Parks Association, The National Therapeutic Recreation Society, and the Federal Bureau of Outdoor Recreation undertake a review and evaluation of architectural standards relevant to the design of recreational facilities.
>
> Until such a review is completed, the Department will continue, where appropriate, to:
>
> subject environmental impact statements, management plans, and site designs to review by representatives of and for special population groups;
>
> and,
>
> continue to evaluate local project applications in part on the basis of compliance with the letter and intent of the Architectural Barriers Act of 1966;
>
> and,
>
> encourage local communities to evaluate their existing recreation facilities for compliance and correction where necessary;

as well as,

> give preference to local project applications which have demonstrated a special consideration for the needs of special populations either in design or programming for the project covered by the application.

However, the Montana Department of Fish and Game:

> Generally opposes the use of the Land and Water Conservation Fund for projects within the boundaries of state institutions or on sites where use in fact is limited only to selected groups to the exclusion of the general public.

Program Barriers

Recreational programming will remain generally the responsibility of local government and the private philanthropic sector.

Recreation programs are defined as those social processes which give the recreationists knowledge and enthusiasm, and develop skill and ability. These personal characteristics are normally developed through socialization-leadership, training and association with fellow recreationists. Recreational socialization is provided through formal and informal institutions. The formal institution is the school system while informal institutions consist of a variety of public and private associations which provide "continuing recreational education." Generally, the formal institution must be adequate before informal institutions develop.

Recommendations

To improve the formal training of the physically handicapped, the Montana Department of Fish and Game recommends that:

> State educational policy be altered to prohibit waivering physical education requirements for students at public educational facilities where physical education requirements are stated and that when a student is realistically incapable of participation in a given activity he be given alternate individualized instruction. The alternate instruction may include physical training or training in the cultural arts where the situation merits.

Meaningful physical education training, be it formal or informal, for the handicapped will come only as the education of recreation leaders and educators is altered to include awareness and consideration of the special needs of the physically handicapped. The Department consequently recommends that:

> The National Therapeutic Recreation Society, the National Recreation and Parks Association and the American Alliance for Health and Physical Education and Recreation initiate investigations into the methods of encouraging the integration of consideration of needs of the physically handicapped into the physical education, recreation, and parks curricula in the colleges.

Even, however, if these investigations prove fruitful it must be recognized that at least ten years would pass before graduates of altered programs would enter mid-level management positions and consequently be able to substantially influence policy and program structure. Programs should be developed to help overcome this "time lag."

For example, Congress should be encouraged to establish a program of ten years duration to subsidize correspondence courses at no more than ten colleges involving a 12 semester hour sequence of courses on recreation and the handicapped. The ten colleges would be selected on the basis of competitively evaluated proposals. The sequence of courses should consist of,

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at least, one three semester hour introductory course; and nine additional hours as determined by the competitive proposals.

In order to assure that the course study is pursued by physical education, park and recreational leaders the following suggestions should also be implemented:

1) The federally established program should bear one-half of the students' tuition cost and the other half should be matched by other federal funds where eligible for any student holding at least a half-time position in physical education, parks, or recreation management, supervision, programming, planning, design or development.

2) The course of study should meet state continuing education requirements for elementary and secondary physical education instructors.

3) State Liaison Officers for the Land and Water Conservation Fund Program or their delegated representatives should be required by the Bureau of Outdoor Recreation to be registered or have completed the introductory three hour course within one year of its being available in three universities. Failure to meet this requirement would place the state on probationary status for the receipt of Land and Water Conservation Funds. In the event that staff turn-over removed the individual who had taken the course from the office of the State Liaison Officer, staff failure to meet the requirement within six months would lead to probationary status.

ENERGY CONSERVATION
AND
RECREATION PARTICIPATION

Should the Montana Department of Fish and Game adopt a policy to:

> Stress and stimulate the conservation of energy in the pursuit of outdoor recreation activity within the state park system?

Before the question can be answered, it must be asked how such a policy would be meaningfully implemented. While the agency can and will as a good citizen seek to conserve energy in its internal operation, only three techniques are apparent for influencing recreational behavior with respect to energy conservation. The Department can:

1) Select for acquisition and development those sites which are "closest" to major centers of population.

2) Attempt to direct through advertising and public information the recreationist to "energy conserving" activities.

3) Curtail operation of selected sites within the system where it appears that curtailment will discourage travel.

The third option may become viable if the energy situation achieves crisis proportions. Presently, however, the option is inviable for political and legal reasons. The "trust concept" which surrounds most if not all land holdings within the park system makes it virtually impossible to close these units without clear legislative mandate, a mandate which the Montana Legislative Assembly has the option of issuing every two years. Since the Assembly has not issued this mandate and has clearly indicated its desire to maintain the operation of the park system, a unilateral course of park closure would be a foolish administrative course indeed.

Turning to the first option, there can be little doubt that the purchase and development of prime recreational lands close to population centers is a wise course for a number of reasons, among them energy conservation. The problem arises when the policy is extended to the acquisition of marginally valuable recreation resources closest to the people. The option would be viable if travel for recreation were highly elastic; that is, if for each unit decrease in fuel availability there were a corresponding decrease in travel for recreation, and if it could be assumed that supplies of fuel were to decline in the near future to the point that travel for outdoor recreation were significantly curtailed.

In fact, travel for recreation appears to be highly inelastic so that only a catastrophic fuel shortage would significantly curtail travel for outdoor recreation. To illustrate the point, the 1977 Winter Recreation Survey demonstrated a willingness among Montanans to travel more than 593 million miles in order to participate in only four activities (Table I). Since this represents fully 10% of the estimated 1976 urban and rural highway mileage in Montana, it is obvious that actual mileage travelled must be considerably less than the expressed willingness to travel. In other words, despite higher gas prices and the stress on energy conservation, the Montananan seems willing to travel even further than is now required in order to reach desired outdoor recreation resources.

Indeed, rising fuel prices and periodic local fuel shortages have led to the expectation of declines in park visitation and use. In recent years, these expected declines have not been realized on a sustained basis and, where short term declines have occurred, they have not been demonstratively related to increased fuel costs but rather the prospect of totally unavailable fuel. To explain this phenomena it has been theorized that the recreating public is having a "last fling." Alternatively, with interest in the environment increasing and prices on all commodities rising, the public may simply be finding that outdoor recreation is an attractive and economical alternative to other uses of leisure time. This leads to the prospect that demands for quality recreation sites and possibly willingness to travel for recreation may actually increase as the energy situation continues to deteriorate.

Another tact which could be taken is to actively encourage through a public information program the participation in "energy conserving" activities. To an extent this is currently being done through discriminatory taxation on certain recreational equipment, generally major consumers of fuel. The State of Montana taxes boats and snowmobiles but not track shoes and cross-country skis. The major problem in stressing "energy conserving" activities, however, is in defining those activities which "conserve energy." Presently, among the four activities covered in Table I, cross-country skiing, for example is associated with a lower total willingness to travel than other activities. This results from the fact that at present there are simply relatively few cross-country skiiers. On a per capita basis willingness to travel does not differ between cross-country skiing and, for example, snowmobiling. To deliberately stimulate interest in cross-country skiing would simply be to encourage greater total travel for that activity, interfere with competition within the private sector and aggravate problems associated with a new and developing form of outdoor recreation.

Further, the problem of identifying "energy conserving" activities is even more complex if other variables are considered. For example, if economic benefit as measured through cash flow (Table I) is considered as a variable to be maximized while willingness to travel is to be minimized, then the "energy conserving" activity in Table I becomes downhill skiing.

It is further doubtful, even if "energy conserving" activities could be isolated, if an agency directed public information campaign would have any significant impact relative to the cost of such an effort. With recreational industries possessing avid, well financed advertising programs a publicly sponsored information program would be either prohibitively expensive or an unheard voice in the deluge of advertising.

Conclusion

The Montana Department of Fish and Game should continue to identify energy conservation techniques within its own operation and to stress the acquisition and management of prime recreational resources with those closest to major population centers receiving highest priority. The Department can also contribute to energy conservation by supporting sound urban planning which integrates consideration of recreation and transportation. Indeed, once conducted, the Land and Water Conservation Fund can be a potent force in executing such plans. To extend a policy of energy conservation to the acquisition of marginal recreation lands close to population centers appears at this time to dangerously oppose public priorities and risk misapplication of limited public funds. Attempting to influence public preference for activities also appears to be dangerously expensive and might, unless carefully planned, create more problems than it would cure. The agency is, however, well advised to continue careful monitoring of the energy situation and particularly the public reaction to it.

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TABLE I

1977 Travel - Cash Flow Data
For Selected Activities

Activity	Willingness to Travel for 1 and 2 day trips (Millions of Miles)	Cash Flow (1) (Millions of Dollars)
Snowmobiling	149.0	$45.5
Ice Fishing	187.0	$42.5
Downhill Skiing	187.0	$75.2
Cross Country Skiing	70.0	$16.2
Total	593.0	

(1) Direct expenditures by participants for recreation for the season estimated from the February, 1977, Statewide Winter Recreation Survey.

1. What should operation of the state park system cost in Montana in 1978?

In 1978 there will be approximately 55,760,795 man days of non-urban outdoor recreation in Montana![1] The cost per boating occasion to the state park system in 1978 is about 14.13¢.[2] Assuming, since boating is the only activity for which this type of data exist, that it is adequately funded and the cost to manage a boating occasion is typical of the cost of other recreation occasions, the 1978 operational cost of recreation in Montana should approximate $7,879,000. The Montana state park system's share of this cost, based on the assumption that the share should be proportional to the ratio of Parks Division recreational sites to all recreational sites in the state (27.63%), should theoretically be $2,176,967.78. The actual 1978 state park system budget is $1,999,786 indicating that the system is under funded by $177,181.78. However, the maximum 1978 budget request was $2,055,548. This reduces the under funding to $55,762.00. Further it seems to indicate that the professional recreation managers feel that they can do $2,176,976.78 worth of work for $2,055,548 for a cost efficiency of about 6¢ on the dollar.[3]

2. How should this cost be met?

The mere difference of $55,762 between the requested and appropriate operation funding for the state park system indicates that at least a temporary meeting of the mind has been achieved between professional park managers and those allocating funds as to the reasonable cost of operating the present state park system. Increased costs resulting from inflation and expansion of the system may disturb this understanding.

A closely related question to the amount is the source of funding. Presently, the state park system is funded through ten sources and many of these sources are

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[1] Based on July, 1976, and February, 1977 survey extrapolated to annual participation through 1973 SCORP, Vol. II, Part 1, p. 6-10 and adjusted to 1978.

[2] Total Boating Costs 1976 ÷ Boating occasions 1976 inflated to 1978 where the rate of inflation is assumed to be 7.6% per year.

[3] There are certain negative and positive externalities associated with investment in recreation. An example of a positive externality is that an unknown amount of each dollar spent at a water based campground also benefits the boater. A negative externality occurs when a dollar spent on an activity actually requires the investment of more than a dollar in order to protect the interests of other recreationists. The data on the entire system seems to indicate that the positive externalities out weigh the negative by about 6%.

earmarked for specific uses often precluding allocation of financial resources on the basis of "need."[1] A traditional source of revenue for the park system has been the State General Fund. To the extent that the state park system produces benefits accruing to the entire society rather than specific recreationists, this is a legitimate source of funding. The problem is that it is a limited fund derived from an already strained tax base for which there is intense inter-agency competition. For the good of the state park system as well as the state taxpayer it appears that managers should place high priority on finding techniques which minimize demand for the State General Fund.

One alternative to the State General Fund is to increase direct fee charges for the use of state park system sites. This might include:

1) Increasing camping fees.
2) Institution of day-user fees.
3) Increasing non-resident fees.
4) Increasing season-use fees.
5) Selling park conservation stamps similar to hunting and fishing licenses.
6) Increasing cabin site and concessionaire fees.
7) Increase admission fees to Lewis and Clark Caverns

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1 These sources are the General Fund, Coal Tax, Fish and Game Earmarked Revenue, Parks Earned Revenue, Motorboat Gas Tax, Motorboat Registation, Snowmobile Gas Tax, Snowmobile Registration, Motorboat Safety and federal and private revenue.

Work in Fish and Game Region 1 in the summer of 1976 indicated that there is some potential in such increased fees.[2] However, at least temporarily, such increased fees would reduce use and consequently revenue. The cost of collecting additional fees could quickly exceed the new revenue generated. While increased direct user fees has some potential, it is doubtful if such fees will ever fully fund the maintenance of the state park system. Legislative mandates permitting essentially free park use by selected social groups, such as senior citizens, will do nothing to enhance park funding and may do little to enhance recreational participation among those needing it most.

Another alternative is to place more of the burden for maintenance on user groups generally or those whose activities increase demands on the state park system. This alternative might include:

1) An excise tax on recreational vehicles and/or recreational equipment.
2) Increase registration fees on recreationally related equipment (i.e., vehicles).
3) Earmark subdivision filing fees for parks.
4) Increase state gas tax and earmark for parks or increase percent of fuel tax earmarked for parks.

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2 Montana Department of Fish and Game, Parks Division, On The Potential Efficacy of Day User Fees in Eleven Water Based Recreation Areas of Northwest Montana, 1976.

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Pursuit of any or all of these alternatives, however, will require careful study and planning to assure that the increases are just and reasonable.

Yet another alternative is to rely increasingly on the private sector. The possibility of establishing a Montana State Park Foundation to collect and administer private donations as a perpetual fund for park operation and maintenance is worthy of consideration. Obviously, such an undertaking would be experimental and demand careful planning.

3. Is state parks law enforcement adequately funded?

The state park system managers presently have intensive obligations toward only a limited number of activities. These are:

1) Off-highway vehicle (OHV) recreation.
2) Boating.
3) Picnicking.
4) Camping (developed area).
5) Motorcycling.
6) Swimming.
7) Snowmobiling.
8) Ice skating on natural ice.

The obligation to off-highway vehicle recreation and motorcycling is presently almost exclusively law enforcement. Other activities requiring law enforcement include boating, snowmobiling and general enforcement of the state park system regulation at state sites. The total 1978 park law enforcement budget is about $340,784 of which $120,000 is anticipated for water safety and $44,300 for enforcement of snowmobile regulations. This leaves about $176,484 for off-highway vehicle recreation and enforcement of land based regulations at all sites within the parks system. Since the average expense for a warden is $25,000, the budget cannot support more than seven full time equivalent wardens.

The funding of an adequate law enforcement force is vital to the protection of property and the provision of public health and safety. Additionally, adequate law enforcement may be an important factor in maintaining private lands open for recreation. To the extent that law enforcement is not paid for directly it will be paid for indirectly through increased repair and maintenance of recreation areas, user dissatisfaction and private land closure. The incidence of vandalism, combined with comments on law enforcement from the 1976 and 1977 survey would indicate that, while no projection of adequacy of law enforcement can be made, seven wardens are certainly not enough. While direct expansion of the warden force should be a high priority for the Parks Program, some alternatives are obvious. These include:

1) Exofficio enforcement training of park's staff.
2) Contracting with local law enforcement agencies to provide law enforcement at specific sites.

4. Except for law enforcement, how should the parks system operational budget be distributed?

Before any model is used for predictive purposes, it should be capable of describing fairly accurately the current conditions. In other words, if the variables which have influenced the distribution of the 1978 budget can be identified and properly weighed and interrelated, then the model can be adjusted annually to allocate the parks operations budget toward the achievement of specific goals.

It is hypothesized that the allocation of the parks budget is a function of: 1) the available money, 2) the activities for which the parks system has dominant responsibility, 3) the relative importance of these activities statewide and regionally and 4) the degree of present commitment of the state park system to facilities in support of the activity within the region.

The available FY 1978 money is $1,999,786. Based upon the variables listed above the hypothesized[1] and actual 1978 regional allocation is:

	Hypothesized		Actual	
	Distribution	Rank	Distribution	Rank
R-1	19.04%	3	24.65%	2
R-2	9.03%	5	9.72%	5
R-3	21.47%	2	47.83%	1
R-4	25.02%	1	10.24%	4
R-5	12.94%	4	17.06%	3
R-6	4.45%	7	5.33%	7
R-7	8.05%	6	7.34%	6

Statistically these two distributions are not significantly related; however, when the rank orders are statistically compared they are found to be highly correlated. In other words, the model is a relatively good predictor of regional priorities by rank but a relatively poor predictor of the amount distributed to those priorities. Observation suggests that the model could be improved by considering 1) the impact of non-resident recreation on the allocation of funds and 2) the impact of quality rather than mere quantity of sites already in the system. Until this is achieved the model is too weak to be effectively used for descriptive much less predictive purposes, so the best alternate technique available for distributing the operational budget remains the reliance on precedence modified by the pressures of new opportunities.

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[1] The actual method by which the four major variables were used to construct the hypothesized distribution are too lengthy and complex to reproduce here. Technical details on this process are available in the Parks Division files.

5. What amount of money should be spent on the acquisition of land and how should this money be distributed to the Fish and Game regions?

Land acquisition is one method which may be used to provide satisfying recreational experiences and, certainly, if the objective to conserve resources is to be met, it is a method of vital importance. There appears, however, to be no sound method to project how much money should be spent on land acquisition. Theoretically, if one could identify how much land should be conserved under the general parks law and the period over which it should be conserved, a desirable annual budget for land acquisition could be developed. Since the variables presently defy quantitative definition, however, the land acquisition program must continue to reflect the will of the people through the appropriations of the State Legislature.

Given that X dollars are available for acquisition, the theoretical regional land acquisition budget could be calculated by the same general method used under question 4) above. However, since this method proved inadequate for explaining the relatively well understood operational budget, its use on budgeting for land acquisition would be entirely inappropriate.

Further, such rigorous allocation of land acquisition monies is unrealistic. Land acquisition will always be opportunistic so that strict allocation of monies to regions could create a situation where unsuitable land is being bought in one region while prime recreational land is passed over in another region. Such models are blind to the significance of the potential acquisition. There will always be those sites, such as the Chief Plenty Coups State Monument, which command attention for aesthetic and historic reasons even though actual use is relatively low.

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There is, however, room to improve the policies and procedures by which land is purchased. Minimally, proposed purchases should be evaluated in terms of their suitability as a state park, monument or recreation area; the lands should be evaluated as to their scenic, historic, archaeoligic, scientific and/or recreational significance and the long range costs of operation relative to proposed use levels under a long-range management plan should be assessed. These variables should be reduced to a quantitative system with a minimum acceptable score identified. Such a procedure would assure that each acquisition reaches an acceptable standard in the Montana State Park System. The fact must also be faced that this acceptable standard may vary from one region of the state to another.

Managers, including the legislature, must realize that a continued land acquisition program will necessarily lead to a growth in the operational budget request which is greater than the rate of inflation. This factor must be anticipated in the preparation and approval of budgets. Further, even when new acquisitions are intended to remain "primitive," it must be realized tha some development to protect the site and provide for the health and safety of users is implicit in every land acquisition.

In the past several years considerable advancement has been made in finding alternative techniques to the fee simple acquisition of land. Under the general provisions of law these techniques include:

1) Land donation.
2) The use of scenic, conservation and recreational easements.
3) The leasing of state trust land.
4) Encouragement of private landholders to maintain their lands open to the public.

These techniques should be more intensively applied in the future and considered in formulation of a viable policy for land acquisition in the Parks Program.

6. What should other agencies be spending to operate the overall Montana Recreation System?

A substantial portion of Montana is owned by the federal government. This land ownership places a great obligation on agencies of the federal government, particularly the U.S. Forest Service and the Bureau of Land Management (and to a lesser extent the Corps of Engineers, Bureau of Reclamation and U.S. Fish and Wildlife Service) to assure that the recreational potential of their lands is adequately managed. These federal agencies have primary responsibility for the management of trail activities, both vehicular and non-vehicular and dispersed or non-site oriented camping in addition to maintenance of existing sites.

The minimal acceptable 1978 recreation budget for the U.S. Forest Service in Montana is $2,750,684[1] and for all other agencies and the private sector $1,887,931.77.[2] Since the private sector must retrieve operations cost in order to survive, the entire $1.9 million can be ascribed to the federal government with the majority being attributable to the BLM and lesser amounts to the Corps of Engineers and the Bureau of Reclamation. The proposed accepted budgets include only operations and no money for capital improvement or land acquisition.

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1 Total 1978 operations costs x U.S.F.S. share of all sites less 6%

2 Total 1978 operations costs less state and U.S.F.S. share and less 6%

It has proved nearly impossible to acquire accurate figures to compare against the desired federal agency budgets. However, the difference between the desired and the real budget is apparently great. This situation should receive the immediate attention of federal authorities and receive high priority for rectification if state and national recreation needs are to be met in a manner consistent with the long range capacity of the recreational resources.

7. How will the state's share of the Land and Water Conservation Fund be allocated in the foreseeable future?

The Land and Water Conservation Fund performs a vital function in providing recreational facilities in Montana. Anticipated Land and Water Conservation Funds for Montana should amount to $3 million in 1978, $3.7 million in 1979 and $4.5 million annually between 1980 and 1989. In this plan, full funding is both recommended and assumed through 1989.

The Land and Water Conservation Fund serves essentially four functions in Montana:

1) Provides for expansion of urban recreational lands and facilities.
2) Provides for expansion of the state park system as described in Title 62, R.C.M. 1947.
3) Provides for acquisition of fishing access sites under Sec. 26-234, R.C.M. 1947.
4) Assists the state recreational planning effort authorized under Sec. 62-403(1), R.C.M. 1947.

These priorities were established as a result of surveying the legal responsibilities of the Parks Program and the needs and demands of recreationists. The problem, however, is to define the degree of commitment to these priorities. To do this, stability of state and federal funding must be assumed.

a. Allocation to Planning - More than a decade of experience with planning indicates that an adequate planning function can be carried out for not more than 2% of the total Land and Water Conservation Fund available. The contribution of adequate planning, including traditional comprehensive planning, program planning, and planned programmed budget preparation, is recognized as vital to the formulation of a quality state recreation system. However, unlike pure or applied research, planning projects should be selected on the basis of their direct contribution to the overall state programs. Certainly project priorities should not be set as a response to intra-governmental regulations established by those at a distance from the "front-line" problems. Planning costs above 2% of the annual Land and Water Conservation Fund available to the state should be conducted with other funds or not done at all.

b. Allocation for fishing access sites (Sec. 26-234, R.C.M 1947) - According to 1973 SCORP data (Vol. II, Part I, P. 4-5) fishing is the fourth most popular outdoor recreation activity among Montana adults and the fifth among children. The July, 1976, Statewide Summer Recreation Survey confirmed the continued importance of fishing as an outdoor recreation activity in Montana. Further, the July, 1976, survey confirmed that Montanans are experiencing difficulty in finding access to Montana's streams and rivers[1] and generally see a need for a program to enhance stream bank access.[2] Further, planning research within the Fisheries Program of the Montana Department of Fish and Game has revealed a general statewide pattern of insufficient supply of fishing access land (2nd draft paper of 11-5-76, "A Comparison of Regional Fishing Access Needs and Benefits).

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1 42.6% agreement with the statement "I have experienced difficulty in gaining adequate access to rivers and streams in my county.

2 62.9% agreement with the statement "Montanan's need greater access to all rivers and streams in the state."

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In anticipation of these needs the Montana State Legislature has reserved money from the sale of each fishing license for the "purchase of fishing accesses, stream, river and lake frontages and the land deemed necessary to provide recreational use thereof" (Sec. 26-234, R.C.M. 1947). In conjunction with Sec. 26-234 the Fish Program has initiated a policy of acquiring "fisherman access sites by priorities based on habitat and access needs (Department of Fish and Game, Six Year Projection, Fish Program, EPP Form 1). These priorities are currently under development. Furthermore, while the majority of benefits from this program accrue directly to the fisherman substantial benefits accrue to all recreationists seeking waterfront accessibility.

Given the needs and program stated above, any projects initiated by the Fish Program under authority of and deemed acceptable to the intent of Sec. 26-234 are eligible for Land and Water Conservation Fund matching funds to the extent that such funds are available and the project otherwise satisfies all requirements of the Land and Water Conservation Fund Act and associated regulations (U.S. Department of Interior, Outdoor Recreation Grants-in-Aid Manual, 1973 as amended).

For the near future provisions of Sec. 26-234 are expected to generate roughly $450,000/year. This implies authorization of expenditure of Land and Water Conservation Funds up to this approximate amount for projects under Sec. 26-234 if projects meeting the criteria of the Fish Program can be identified.

Obviously the sudden availability of substantially more than $450,000 for projects under Sec. 26-234 would necessitate reevaluation of priorities for the application of Land and Water Conservation Fund to Sec. 26-234 sponsored projects.

c. Allocation of Land and Water Conservation Fund to urban projects and Title 62 R.C.M. 1947 (General State Park System) - Money not assigned to planning or the Fishing Access Site Program is available for urban area projects and the acquisition and development of sites under Title 62. It is not simple, however, to determine how money should be allocated to these projects.

In general the urban projects are viewed as the highest priority with demand for state funded projects limited by 1) availability of matching money, 2) availability of long range operations monies and 3) the availability of lands suitable for acquisition under Title 62. The third factor is critical. While state demands on the Land and Water Conservation Fund may normally be relatively low, the opportunity to acquire critical land may, in a given year, increase demands significantly. If such opportunities are missed because of an excessively rigorous allocation system they are generally missed forever. Obviously, the reverse is true. When a community has the opportunity to acquire uniquely valuable recreational land the state system may be required to defer its activities.

The long range goal subscribed to over the past decade of generally attempting to make at least 50% of the Land and Water Conservation Fund available for urban projects seems adequate so long as it is understood that in any given year response to unique opportunities may demand considerable modification of this allocation mode.

Presumed Allocation

Distribution of Land and Water Conservation Fund monies in Montana should approximate through 1989:

Priority	Amount
Urban Areas	Not less than 50%
State Park System	Approximately 40%
Fishing Access Sites	Not more than 8%
Planning	Not more than 2%

In the final allocation of Land and Water Conservation Funds, land acquisition should be stressed. The final decision to divert money from one priority to another will be based upon availability of uniquely valuable recreation lands, be they urban or rural, in immediate danger of being compromised if they are not acquired.

SUMMARY OF RECOMMENDATIONS TO IMPROVE THE ALLOCATION OF FINANCIAL RESOURCES TO RECREATION IN MONTANA

1) The Montana Department of Fish and Game must identify additional reasonable, implementable sources of funding for operation of the Montana State Park System.

2) Efforts must be made to increase and improve the quality of law enforcement within the state park system.

3) The impact of non-residents on state resources needs to be identified and policies with respect to tourism need to be established or reviewed as appropriate.

4) Policies, priorities and procedures with respect to land acquisition under Title 62 need to be clearly articulated and a quantitative technique found which assures that each acquisition is at least minimally acceptable under the stated policies and priorities.

5) There is considerable evidence that federal agencies are underfunded with respect to their obligation to operate recreation resources in Montana and this situation should be rectified.

6) Efforts must be continued and expanded to develop expertise in acquiring land and recreational access and opportunity through other than fee simple purchase at fair market value.

MAJOR TASKS TO BE UNDERTAKEN IN THE PARKS PROGRAM

OF THE DEPARTMENT OF FISH AND GAME

This plan has identified seventy-three problems which may substantially interfere with meeting the goal of managing Montana's resources in such a manner as to meet present and future demand for recreation participation consistent with resource capabilities. While all of the problems are real, many will best be addressed by other agencies or levels of government while still others are presently insignificant and may be dealt with on an opportunistic basis without specially directed efforts. Among the identified problems, however, there remains a number conceived of either as they are now stated or as symbolic of still broader problems which command immediate and significant effort. Once these problems are clearly identified they form the basis of redirecting effort toward the solution of major problems--the singular objective of program planning.

In order to facilitate the process of identifying significant problems, Montana Department of Fish and Game personnel were asked to prioritize the importance of activities and identified problems to their areas of operation. Twenty-three problems emerged as major but many of these major problems addressed different aspects of a broader underlying problem. Consequently, the twenty-three problems were edited into a relatively small number of major tasks, again reviewed by Department of Fish and Game personnel, and submitted to appropriate administrators for final approval. These tasks are summarized in Table I.

In order to accomplish the tasks set out it is desirable to establish objectives to monitor progress and to delineate possible strategies for coping with the problems. At the same time, it must be recognized that were the planning process to identify major tasks not already known to park managers, the planning process itself should be questioned. This suggests that significant departmental effort directed to each task should already be identifiable. The tasks, the objectives, the current effort in addressing the tasks, and strategies which will be undertaken are summarized in Table II.

TABLE I

Major Tasks Of The Park Program

1. The state park system must be maintained at a level acceptable to the public.

2. Additional and alternative reasonable sources of funding must be found to support the state park system.

3. In order to best utilize present and prospective limited funds there is a need to establish regional management plans which will relate directly to the actions and budgets of Montana's regions conceived of either as resource areas or administrative units.

Prerequisite to or concurrent with the formulation of these regional management plans the following tasks must be accomplished:

a. Overall policies, procedures and criteria to adequately evaluate potential land acquisitions must be established and/or more adequately articulated.

b. Efforts to provide for river and lake access must be continued; alternate sources of funding and alternate methods to fee simple land acquisition must be found; efforts must be undertaken to protect the rights of adjacent landowners and the environmental quality of Montana's rivers and lakes must be continued.

c. Conflicts and overcrowding within the state park system require for the protection of users, facilities and resources, the establishment and implementation of sound management plans for these areas.

d. Maximum benefits must be derived from present law enforcement resources available to the Parks Program and with this accomplished, the adequacy of the current level must be evaluated.

4. The snowmobile management program must be more adequately implemented and efforts to establish an adequately funded unified off-highway vehicle management program should be made.

5. Since the bulk of outdoor recreation in Montana will occur in urban areas, program managers must continue to refine procedures assuring fair and equitable distribution of the LWCF to Montana's communities including the gathering of necessary data, provision of information on the program, assurances that facilities are serving the widest possible population, and the stimulation of innovative approaches to project and program design and development.

6. Efforts must be continued and expanded to insure that rural subdivision and the extraction and development of natural resources, particularly on public land, are conducted in a manner compatible with the long range interests of Montana's cultural, scientific and recreational resources.

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TABLE II

Tasks, Objectives, Present Activity And Prospective Strategies

State Park Program

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
1. Operation of a basic park system.	Maintain 9 state parks, 13 state monuments, 6 state recreation areas, roads and trails, the Parks Program share of 156 fishing access sites, plus such expansion of the physical sites and the addition of new sites as the Legislature may see fit to authorize.	1. While the 1977 funding and staffing of the state park system appears reasonably adequate this condition may degenerate as new sites are acquired and as relatively new physical structures age and consequently demand greater maintenance. 2. Experimentation with program budget formats which seek to unify all aspects of state park management.	a. Maintain funding and staffing at a level consistent with the size of the park system. b. Avoid expansion of the system in terms of both physical structure and non-physical responsibilities unless adequate operations funding accompany any prospective expansion. Establish a desirable number of on-site personnel to the number of sites and degree of site use. c. Experiment with management techniques which may improve utilization of on-site personnel. d. Experiment with techniques which reduce the needed support staff relative to on-site personnel. e. Experiment with techniques aiming at making the state park system economically more self-sufficient. f. Devote more effort to developing a property management system which identifies prospective required maintenance so that the maintenance scheduled can be anticipated and planned for.

TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
2. Identification of additional and alternative sources of funding.	To provide administrators, the Office of the Governor, the Legislative Assembly and the Public with adequate information on funding problems within the Parks Program, to provide decision makers with adequate and impartial information concerning costs and benefits associated with alternative prospective techniques for adequately funding the Parks Program and to help decision-makers achieve an adequately funded park system.	1. Experimentation with program budget formats. 2. Analysis of the efficacy of the state cabin site fees. 3. Analysis of techniques for increasing direct fee charges for the use of state park system sites.	a. Determine the purpose of the state park system user fees and evaluate the efficacy of the current structure in light of the purpose. b. Increase efforts to find, analyze and recommend techniques for increasing direct fee charges for the use of state park system sites. c. Increase efforts to find, analyze and recommend techniques for placing greater costs on recreational use groups generally or those whose activities increase demands on the state park system. d. Increase efforts to analyze the viability of a State Park Foundation aimed at defraying the public costs of operation and maintenance. e. Increase efforts to determine the fair costs and benefits derived from the park system and especially the fair cost burden to benefit ratio as it varies with the public generally and user groups particularly.

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TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
3. Regional management planning.	To produce by 1983 management plans for each Fish and Game Administrative Region, two of which should be produced on an experimental basis by June, 1979.	1. Reorganization of the department to reflect greater regional responsibility. 2. Planning projects to be initiated in January, 1978, which will review methods of region management planning and their relevance to Park Program goals and organization.	a. Establish minimum standards of acceptability for Regional Management Plans. The planning process be carried out by the Helena staff with the cooperation of individual regions. Plan implementation would then become the responsibility of the regions following plan approval. b. To explore and subsequently implement an alternative technique of program planning and zero base budgeting. The alternative selected, if any, should be adaptable to the management of park resources. c. Undertake efforts to clarify the roles, responsibilities, and policies of the several levels of government with respect to outdoor recreation. d. Undertake efforts to alter the Bureau of Outdoor Recreation Grants-in-Aid manual to permit greater freedom in planning methodology particularly with reference to statistical procedures, public participation and inter-government cooperation.
3a. Enhance Land Acquisition procedure and policy.	To establish and continually evaluate an approach to land acquisition based on clearly understood procedures and policies reflective of goals and objectives. To communicate this approach to Department of Fish and Game personnel, the Fish and Game Commission, the legislature and the public.	1. Basic delineation of policy for the Legislative Finance Committee. 2. Recent public information articles. 3. Recent review of land acquisition policies and procedures within the Parks Program. 4. Continuing effort in the Fish Program to place evaluation of potential acquisitions on a quantitative basis.	a. Establish a task force to delineate responsibility and procedure, set goals and provide for the standardization of evaluation data and procedures. b. Establish an aggressive program for explaining the purpose, objectives, and techniques of the land acquisition function to the public and the Legislature.

TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
3b. Enhancement of rivers and lakes for recreational use	To identify rivers and lakes having significant recreational values. To make these accessible and usable. To take necessary steps to protect their values and the rights of adjacent land owners.	1. Cooperation with river basin commissions. 2. Experimentation with public-private cooperation management of selected rivers. 3. Land and Water Conservation Fund involvement with fishing access site acquisition. 4. Park system involvement in operation and maintenance of fishing access sites. 5. Provision of information to the public on the use of selected rivers. 6. Provision of information to the public on the status of several rivers of high recreational value. 7. Development of site specific management plans for newly acquired water based sites.	a. Inventory rivers and lakes to establish recreational values. b. Explore alternate sources of funding so that acquisition of access can be aimed at broadened recreational values. c. Following inventory, enhance the State Recreational Waterways System (ARM 12-2.26(1)-S2670) so that it constitutes an effective management tool. d. Accelerate efforts to gain less than fee simple access rights and to pursue multi-agency and public management agreements. e. Increase efforts to inform the public on safe and enjoyable river and lake recreation use and to inform the user on his obligations to river and lake resources as well as obligations to adjacent land owners. f. Enforce bank-side use of navigable rivers and seek legislation to clarify the limits of legitimate use of these resources. g. Continue and enhance inter-agency cooperation in water management programs such as "208-planning" and cooperation with river basin commissions. h. Prepare, implement, and continuously evaluate river and lake management plans. These plans should identify those rivers and lakes which may bear more use or which require stabilization of use and identify techniques which will permit these goals to be achieved.

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TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
3c. Provide site management plans.	To determine those sites deserving long-range management plans and to complete these site specific management plans by June, 1983. To provide and implement a system for continuous evaluation of these management plans.	1. Management plans are being provided with the development of major new areas and with re-development of major sites within the system. 2. Experiments are being undertaken to integrate the site management planning with preparation of Environmental Impact Statements and Preliminary Environmental Reviews.	a. Conduct inventory to determine sites needing management plans. b. In addition to needs for capital improvement and a schedule for heavy maintenance, the management plans should address the site goals in, if possible, quantitative terms, expected levels of visitation, fee collection schedules, techniques for coping with excess use, if any is expected, and the anticipated long-range operations requirements and the means by which these requirements will be met.
3d. Parks system law enforcement effort must be enhanced.	To assure that maximum benefit is derived from the present law enforcement resources of the Parks Program and to evaluate the adequacy of this force. To provide 11,138 hours of park system patrolling, 75% of which is to be provided between May 15 and Sept. 15, between 5 p.m. Friday and 7 p.m. Sunday by the 1978 season.	1. 44th Montana Legislature approved funding of the Parks Program Law Enforcement Activity Package which placed a portion of the warden force on valid park system funding sources. Managers are now attempting to direct this force to areas and periods of greatest need. 2. Exofficio law enforcement training of Parks personnel.	a. As that portion of the warden force funded under parks is directed to the areas of greatest need, evaluate its effectiveness in maintaining an acceptable level of compliance with regulations. b. Evaluate park regulations continuously for their ability to serve the recreating public and the long-range welfare of the resources. c. Where appropriate, contract with local governments or private enterprise to provide for Parks Program law enforcement. d. Increase exofficio law enforcement training for Parks personnel. e. Retain temporary law enforcement officers to enforce park laws during periods of greatest need.

TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTITITY	STRATEGIES
4. Establish an Off-highway Vehicle Management Program	To provide services to OHV users necessary to enhance their recreational experience while lessening conflicts with other recreationists and protecting the resource base.	1. Implementation of 1977 Legislative action earmarking .3% of the state gas tax to provision of areas and services for snowmobiling. 2. Coordination with the Wildlife Program and Montana snowmobilers in determining areas of potential conflict between snowmobilers and wildlife. 3. Development and enforcement of regulations affecting the use of snowmobiles. 4. Development and enforcement of regulations affecting the use of OHV's on state areas, and snowmobiles statewide. 5. Coordination and cooperation with appropriate agencies in transportation planning and enforcement of regulations.	a. Increase coordination and cooperation with appropriate agencies in transportation planning, formulating and enforcing regulations, identifying potential play areas and in educating the user and the public. b. Enhance coordination and cooperation with appropriate user groups in the areas of planning, regulation and enforcement, education and the identification of appropriate user areas. c. Encourage communities to consider OHV's in their planning efforts and in the formulation of projects and programs. d. Seek federal and state legislation clarifying OHV management responsibilities, particularly those rules associated with regulation and enforcement. e. Seek federal and state legislation which assures adequate funding for the provision of services and facilities for OHV users. f. Encourage the OHV industry to cooperate with federal, state, and local agencies in providing services to off-highway vehicle recreationists.

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TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
5. Provision of services to communities in the administration of the Land and Water conservation Fund grants.	To make officials in all communities aware of the LWCF Program and to fairly and equitably allocate these funds through acceptable procedures to the communities in the amount of about 50% of Montana's share of the LWCF.	1. Through the Grant Administrator, prompt attention is given to each prospective sponsor. 2. Formal procedure to evaluate prospective projects against stated goals. 3. Formal explanation of the nature and purpose of the LWCF to potential sponsors. 4. Close coordination with the League of Cities and Towns, and the Montana Recreation and Park Association. 5. Assistance with actual project administration to grant recipients. 6. Inspection of projects for compliance with terms of the grant.	a. Up-date of data base necessary for the fair and equitable evaluation of prospective projects. b. Enhance efforts to assure that recreation values are given adequate attention in the conduct of local planning efforts. c. Enhance efforts to assure a level of planning for recreation appropriate to each community's size and needs d. Coordinate and cooperate with appropriate agencies to assure that communities have available an acceptable level of technical assistance at a minimum cost necessary to determine the future use of and needs for local recreational resources. e. Enhance cooperation with the Association of Counties and the Montana Department of Community Affairs. f. Support maximum congressional funding of the LWCF and reestablishment of a maximum allotment of 40% of appropriated funds to federal agencies. g. Seek legislative appropriation to provide for the non-federal share of administrative overhead costs associated with LWCF grants to all political subdivisions of the state and thus eliminate the administrative overhead costs currently borne by the political subdivisions of the state.

TABLE II (Continued)

TASK (See Table I for detail)	5-YEAR OBJECTIVES	CURRENT ACTIVITY	STRATEGIES
6. Assure compatibility of recreational, cultural, and scientific resources with the development and use of other resources.	To assure that major recreational, cultural, and scientific resources are identified and their value considered in making resource utilization decisions.	1. Coordination and cooperation with the Montana Historical Society and the National Park Service in identifying cultural and scientific resources deserving of preservation and identifying methods of achieving preservation. 2. Direct management of selected sites for their scenic, scientific and cultural values as significant variables and consideration of these values in making decisions to acquire, design, develop, and operate these sites. 3. Presently, much time is spent in reviewing plans and development proposals of various types; however, this effort is presently inconsistent in application and lacking in central direction.	a. Enhance land acquisition policy and procedures to assure that scenic, scientific, and cultural values are systematically considered. b. Enhance site management planning to assure systematic consideration of scenic, scientific, and cultural values in decisions to develop and in methods of operations. c. Parks Program administration analyze the activities associated with the review and coordination functions within the Parks Program and attempt to give it central direction and maximum effort in achieving the stated objective.