Chapter 1:

Introduction to

- SCORP Purpose
- Planning Process
- LWCF Program

Outdoor Recreation in America

The evidence strongly suggests that participation in outdoor recreation at any time of life--and particularly as a child--leads people to have more satisfying and fulfilling lives. All these findings strongly suggest that outdoor recreation is a decisive factor in creating a satisfied and contented society. This study shows that outdoor recreation is not just enjoyable--Americans also believe it leads to important social benefits. Overwhelming majorities (about 90%) agree that recreation is healthy, increases appreciation for nature and the environment, and helps parents teach good values to their children. Outdoor recreation also is perceived to be widely available--not just a luxury for the affluent. The top motivations of the public for participating in outdoor recreation are "fun," "relaxation," "health and exercise," "family togetherness," "stress reduction," "to experience nature" and "to be with friends.

Source: American Recreation Coalition

Chapter 1: Introduction to Planning Process & LWCF Program

Outdoor recreation is synonymous with Montana-–the state is an outdoor recreationist's paradise. Montana has extraordinary natural assets: 57,346 square miles of public land, including 320 fishing access sites, 42 state parks, 6 national parks and monuments, the Lewis & Clark and Nez Perce National Historic Trails, 9 national forests, 21 national wildlife refuges and 953,574 acres of lakes, reservoirs, rivers and streams. Additionally, many of Montana's private lands are open for public recreation-–for hunting, fishing, hiking, 4-wheeling, skiing and snowmobiling. Montana's cities, counties, park districts and schools provide a myriad of developed outdoor recreation facilities for citizens and visitors of all ages.

Since 1965, the federal Land & Water Conservation Fund (LWCF) program has provided more than $34 million to Montana for state and local outdoor recreation projects, which are administered by Montana Fish, Wildlife & Parks (FWP), plus an additional $3.5 billion for projects on federal lands. LWCF is a critical contributor to Montana's quality of life and to its tourism economy (nonresident visitors spent $2.76 billion in Montana in 2005, making tourism Montana's second largest industry behind agriculture). This Statewide Comprehensive Outdoor Recreation Plan (SCORP) describes Montana's supply of public outdoor recreation facilities, trends in demand for those facilities, key outdoor recreation challenges and issues in Montana, and statewide goals, objectives, actions and priorities for enhancing outdoor recreation in the years 2008 to 2012.

1.1 Purpose of the SCORP Document

The purpose of the SCORP is to outline Montana's five-year plan for outdoor recreation management, conservation and development. It provides the strategic framework for recreation facility managers to use as a guideline in planning and prioritizing resources, and includes a timeline for implementation. It is action-oriented–it addresses "what, why, how, when, who, and how to pay for it." It is written to be consistent with the objectives of the federal Land & Water Conservation Fund (LWCF) Act of 1965, which are to conserve high-quality land and water assets for outdoor recreation, and to enhance recreation facilities for all Americans (see Section 1.3). This SCORP also identifies Montana's top priority statewide and regional outdoor recreation needs, and specifies a process for allocating funding to state and local projects based on those needs.

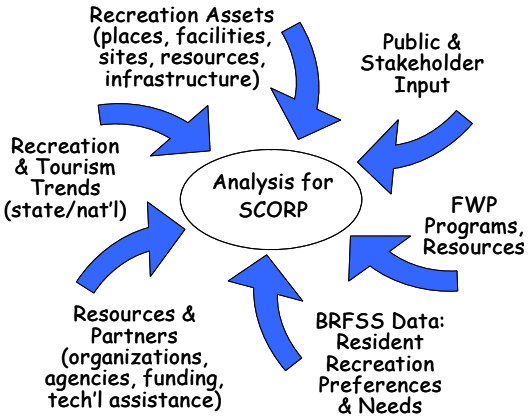
1.2 2003-2007 Montana SCORP & the Planning Process

Few revisions were necessary to this edition of the Montana SCORP since fewer than five years had elapsed since the 2003-2007 Montana SCORP was completed. To the contrary, the 2003-2007 SCORP was written from scratch, without reliance upon any previous SCORP document, and took in excess of $100,000 to produce. The State of Montana has received many compliments regarding the quality of the 2003-2007 SCORP over the last several years, and all of those involved in researching and writing the document should be proud of their accomplishment (see Acknowledgements, page 3). The following information outlines the SCORP planning process used to produce the 2003-2007 Montana SCORP.

The 2003-2007 Montana SCORP was developed using a five-step planning process (see Table 1.1). Originally, the planning team was selected to begin the planning process on July 1, 2002, and complete it by December 31, 2002, which was an aggressive schedule for the planning effort. However, due to a Special Session of the Montana Legislature in early August 2002, the planning process was delayed and did not begin until September 1, 2002. Therefore, the planning team was given only four months to finish the work, and was not able to complete all of the steps in the process as originally proposed. As a result, there are limitations to the data collected and to the level of detail that could be obtained. This SCORP document thus is considered a "fluid" document: several of the action items listed in Chapter 5 define steps to continue the planning process in 2003 in order to fill gaps in the data where needed. Specific gaps in the data and limitations in the resulting conclusions are noted in appropriate places in the document.

Table 1.1 outlines the five-step planning process, along with the four-month planning timeline (September through December 2002). The draft SCORP was completed in December, but due to the holidays, and refinements to the draft SCORP, the public meetings and public comment period were scheduled in February. Additionally, the final data set from the 2002 Montana Behavioral Risk Factor Surveillance Survey (BRFSS) Outdoor Recreation Module sponsored by the Centers for Disease Control and Montana Dept. of Health & Human Services was not available to the planning team until late January. The planning process is described on the following pages.

Figure 1.1: Info-Gathering Process



2003-2007 Montana SCORP Acknowledgements

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2002 SCORP Advisory Committee:
Lynda Blades, Montana Dept. of Public Health & Human Services
Larry Blocker, U.S. Forest Service
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Carol Crockett, Montana Dept. of Commerce (Travel Montana)
Donna Gaukler, Montana Parks & Recreation Association
Christine Kaufmann, Montana House of Representatives
Bill Michels, National Park Service (Glacier National Park)
Kim Prill, U.S. Bureau of Land Management
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2003-2007 SCORP Planning Process Details

1. Orientation and Information-Gathering

The SCORP development effort began with the planning team becoming grounded in all relevant information and resources about outdoor recreation in Montana, as well as national trends.

A. Meetings with FWP, Advisory Committee

The first step in the planning process involved meetings between the planning team and the staff at Fish, Wildlife & Parks (FWP) to confirm process details, and to identify all state and regional planning documents that would be useful information for the planning team (see Figure 1.1). Potential members for a SCORP Advisory Committee were identified and recruited by FWP staff and the planning team. The planning team then met with the Advisory Committee to discuss the process, their role and expectations, and to obtain Committee input.

Table 1.1

SCORP Planning Process & Timeline	Sept				Oct				Nov				Dec				Jan				Feb			
	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4
1. Orientation and Information-Gathering																								
A. Meetings with FWP, Advisory Committee	■																							
B. Review State & Regional Planning Documents	■	■																						
C. Review previous SCORPs from MT & other states	■	■																						
D. Review state and nat'l recreation & tourism trend data	■	■																						
2. Evaluate Recreation Demand: BRFSS & State/Nat'l Data																								
E. Obtain January - July BRFSS data; conduct analysis	■	■																						
F. Present results of BRFSS to Advisory Cmte & MRPA for input		■	■																					
G. Compare results of BRFSS to state/national recreation data/trends		■	■																					
3. Evaluate Recreation Supply: Online Survey																								
H. Develop draft online survey instrument		■	■	■																				
I. Present draft instrument to Advsry Cmte & MRPA, refine per input			■	■	■																			
J. Recruit facility managers to participate in survey			■	■	■	■																		
K. Conduct online survey of recreation facility managers						■	■	■																
L. Analyze results, present to FWP & Advsry Cmte for review & input								■	■	■	■													
M. Post BRFSS & online survey results to web site; notify stakeholders									■	■		■	■											
4. Develop Draft SCORP Document																								
N. Identify Key Issues, Priorities, Goals, Objectives & Actions											■	■	■											
O. Develop draft SCORP document									■	■	■	■												
P. FWP & Advisory Cmte review of issues, goals, objectives, actions												■	■											
Q. Create draft Open Project Selection Process (OPSP)													■	■										
R. Input from FWP, Advisory Committee on draft SCORP; refine													■	■	■									
S. Send draft SCORP to Nat'l Park Service before 12/31/02 deadline															■									
5. Public Input; Finalize SCORP Document																								
T. Post draft & final SCORP on project web site for comments																			■	■	■	■	■	■
U. Conduct public meetings to present draft SCORP, obtain input																						■	■	
V. Obtain final 2002 BRFSS data; analyze to incorporate into SCORP																				■	■	■		
W. Refine/complete final SCORP; add final BRFSS data																						■	■	■

B. Examine State & Regional Planning Documents

The planning team reviewed numerous state and regional planning documents, including the FWP Vision 2020 Plan, the Montana Tourism & Recreation Strategic Plan 2003-2007, the Montana Lewis & Clark Bicentennial Master Plan, other state and federal agency planning documents (Montana Dept. of Transportation, National Park Service, Bureau of Land Management, U.S. Fish & Wildlife Service, USDA Forest Service, etc.), regional tourism plans and others. They also conducted extensive reviews of the following information:

- State socio-economic trends: population demographics, industry sectors, employment
- Infrastructure and services: special places, major attractions, facilities, amenities, activities, transportation systems, natural-resource sites, etc.
- Promotion and communication system: interpretive systems, events, marketing efforts, etc.
- Resources for implementation: organizations, agencies, funding sources, technical assistance

C. Review Previous SCORPs from Montana and Other States

Montana's last SCORP was completed in 1993, so the planning team used it and previous SCORPs for reference, but also assessed SCORPs from several other states. The team also reviewed recent LWCF grant applications from Montana's cities and counties.

D. Analyze State and National Recreation & Tourism Trend Data

Montana is fortunate to have an Institute for Tourism & Recreation Research at the University of Montana. The planning team used several recent studies on the recreation and leisure travel habits of Montanans, and on nonresident visitors and seasonal visitation trends. They also used national recreation and tourism trend data from the American Recreation Coalition, America Outdoors, the Travel Industry Association of America, the National Recreation & Parks Association, the National Survey on Recreation and the Environment, federal agencies and others.

2. Evaluate Recreation Demand in Montana: BRFSS, State, and National Data

The planning team used several sources of information to determine consumer demand for outdoor recreation facilities in Montana.

E. Obtain January–July 2002 BRFSS Data; Conduct Analysis

The Behavioral Risk Factor Surveillance System (BRFSS) survey is explained in Chapter 3, but in short, Montana FWP partnered with the Centers for Disease Control and Montana Department of Health & Human Services to conduct a random survey of Montanans to determine their outdoor recreation activities, preferences, and needs for additional outdoor recreation facilities. The results of this survey, which was conducted throughout 2002, were available to the planning team in early September (for January through July data) and in late January 2003 (for the complete 2002 data set). The planning team analyzed the data statewide and regionally, to determine key regional differences.

F. Present Results of BRFSS to Advisory Committee & MRPA Conference for Input

Two members of the planning team met with the Advisory Committee in early September 2002 to present and discuss the preliminary BRFSS results and implications, and obtain insights from Committee members. Two members also attended the Montana Recreation & Parks Association (MRPA) conference in mid-September, where they presented the SCORP planning process and the results of the BRFSS survey through July, and obtained input from MRPA members.

G. Compare Results of BRFSS to State and National Recreation Data Trends

Montana's BRFSS results were compared to the key findings of resident and nonresident recreation research conducted by the University of Montana, and to national recreation surveys. The comparisons were incorporated into the analysis for this SCORP document (Chapter 3 & 4).

3. Evaluate Recreation Supply: Online Survey

Time and budget constraints necessitated an expedient method for conducting a statewide outdoor recreation facility inventory. The method chosen by the planning team was a web-based survey (see Chapter 2 and Appendix A.).

H. Develop Draft Online Survey Instrument

A draft online survey instrument was developed by the planning team, and reviewed by FWP staff, then refined. A key objective was to obtain as much information as possible while maintaining a straightforward, user-friendly format that survey participants could complete easily in 15-20 minutes.

I. Present Draft Instrument to Advisory Committee & MRPA, Refine per Input

The draft survey was then sent to the Advisory Committee, and presented at the MRPA conference in mid-September for input. Based on the feedback, the survey was finalized for the web-based interface.

J. Recruit Facility Managers to Participate in the Survey

Survey participants were recruited through public facility organizations: MRPA, the Montana League of Cities & Towns, the Montana Assn. of Counties, the Public School Superintendents, Montana tribes and tribal colleges, Montana colleges and universities, and state and federal land management agencies.

K. Conduct Online Survey of Recreation Facility Managers

The survey was available online October 18-25, 2002, for facility managers to complete. They were notified in advance via mail/email, and received several communications before the close of the survey.

L. Analyze Results, Present to FWP & Advisory Committee for Review & Input

The results of the online survey were analyzed, and presented to FWP and the Advisory Committee for discussion and refinement. The survey results and implications were used to help identify statewide outdoor recreation needs, issues and recommendations (see Chapters 2, 4 and 5).

M. Post BRFSS & Online Survey Results to Web Site; Notify Stakeholders

The planning team worked with FWP to create a SCORP project web site hosted as part of the FWP web site. The results of both the BRFSS and online surveys were posted to the web site, and survey participants and other stakeholders notified for review and comment.

4. Develop Draft SCORP Document

Once the analysis phases were complete, the strategic elements of the SCORP were developed.

N. Identify Key Issues, Priorities, Goals, Objectives & Actions

Based on the recreation demand and supply information described above, the planning team developed a list of key outdoor recreation issues, then created SCORP goals, objectives and actions.

O. Develop Draft SCORP Document

The draft SCORP document was developed, incorporating all of the data collection and analysis, and the strategic elements (issues, goals, objectives and actions).

P. FWP & Advisory Committee Review of Issues, Goals, Objectives, Actions

A rough draft of the SCORP was sent to FWP and the Advisory Committee for review, and a meeting held via conference call to discuss the draft. The Committee's insights were then used to develop a refined version of the SCORP for further review.

Q. Make Recommendations for Revised Open Project Selection Process (OPSP)

Input from the BRFSS and online surveys and FWP staff was used by the planning team to develop recommendations for a new OPSP for the LWCF grant program in Montana.

R. Input from FWP, Advisory Committee on Draft SCORP; Refine
A final draft SCORP was completed and sent to FWP and the Committee for review.

5. Public Input; Finalize SCORP Document

The final phase was to gather public comments and refine the document based on the input.

S. Send Draft SCORP to National Park Service (NPS) before December 31, 2002 Deadline

A draft document was sent to NPS by December 31, in order to meet federal funding requirements.

T. Post Draft & Final SCORP on Project Web Site for Comments

The final draft SCORP was posted on the project website and stakeholders were notified for their review and input. After the public meetings and comment period, the final document was posted.

U. Conduct Public Meetings to Present Draft SCORP, Obtain Public Input

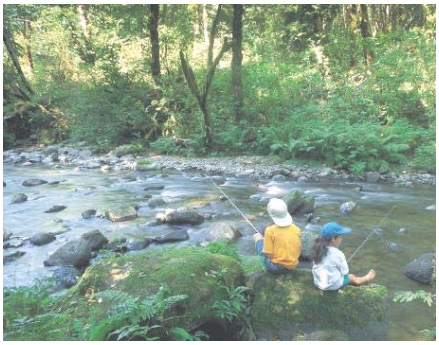
In early February 2003, public meetings were held at ten videoconference sites around the state to obtain public input on the final draft SCORP. Planning team members presented the document, and FWP staff served as moderators at the sites to field questions and record comments.

V. Obtain Final 2002 BRFSS Data; Analyze to Incorporate into SCORP

In late January 2003, the final BRFSS data set for 2002 was available to the planning team. The data was analyzed to see if any significant differences existed from the preliminary data set received in September 2002. There were no significant differences in findings from the original data set.

W. Refine and Complete Final SCORP; Add Final BRFSS Data

After a public comment period, the final SCORP was completed in March 2003, incorporating the final BRFSS data and its implications.



1.3 Land & Water Conservation Fund (LWCF) Program

LWCF Background & Funding Allocations
The information in this section is adapted from the Americans for Our Heritage & Recreation website (www.ahrinfo.org), which may now be defunct.

The Land & Water Conservation Fund (LWCF) is a visionary and bipartisan program, established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. From parks to playgrounds, wilderness to wetlands, bicycle paths to hiking trails, LWCF has helped communities acquire nearly seven million acres of parkland, water resources, and open space. LWCF has also underwritten the development of more than 37,000 state-and local-park recreation projects. Authorized at $900 million annually, LWCF is one of the most important conservation tools ever designed.

A Vision Whose Value Endures

The need for a mechanism like the LWCF first became apparent in the 1950s, when a shortfall in federal funding threatened to limit protection for places where Americans could experience and enjoy the outdoors. In 1958, Congress – with the full support of President Dwight Eisenhower – created the Outdoor Recreation Resources Review Commission. Chaired by Laurence Rockefeller, the commission documented the increasing need Americans felt for quality and accessible outdoor recreation, as well as threats to the open space and natural resources most appropriate to provide that recreational experience. When the commission issued its report, Outdoor

> "An Act to establish a land and water conservation fund to assist the States and Federal agencies in meeting present and future outdoor recreation demands and needs of the American people, and for other purposes."
>
> - Land & Water Conservation Fund Act of 1965

Recreation for America, in 1962, one of its chief recommendations was that Congress should establish a source of funding to safeguard important natural areas and provide outdoor recreation opportunities.

The Land & Water Conservation Fund was later proposed by President John Kennedy, in 1962. In a letter to Congress, he wrote:

> "Actions deferred are all too often opportunities lost, particularly in safeguarding our natural resources. I urge the enactment of this proposal at the earliest possible date so that a further significant step may be taken to assure the availability and accessibility of land and water-based recreation opportunities for all Americans."

Although Congress did not enact the Land & Water Conservation Fund while President Kennedy was alive, his letter sparked the bipartisan process that led to enactment of LWCF in 1964, under President Lyndon Johnson. The success of the Land and Water Conservation Fund's process of distributing money--and the popularity of the projects that LWCF has made a reality--created pressure to increase the amount of money available from the LWCF. Congress in 1968 made offshore oil and gas drilling lease proceeds a source for LWCF, and in 1977 increased the amount of funds available to $900 million per year.

How the Land & Water Conservation Fund Works

To ensure an integrated approach to conservation and recreation, the Land and Water Conservation Fund has two components:

1. A federal program that funds the purchase of land and water areas for conservation and recreation purposes within our nation's four federal land management agencies (USDA Forest Service, U.S. Fish & Wildlife Service, National Park Service, and Bureau of Land Management); and
2. A state matching grants program that provides funds to states for planning, developing, and acquiring land and water areas for state and local parks and recreation areas.

Funds appropriated for the federal LWCF program are used for:

- Public acquisition of special lands and places for conservation and outdoor recreation purposes
- Public acquisition of private holdings within national parks, national forests, national fish and wildlife refuges, public lands managed by the Bureau of Land Management, and wilderness areas
- Public acquisition of areas key to fish and wildlife protection
- Public acquisition as authorized by law

Funds appropriated for the stateside LWCF grants program are divided among the states and can be used to:

- Acquire land for parks and outdoor recreation purposes
- Build or redevelop outdoor recreation and park facilities
- Provide riding and hiking trails
- Enhance outdoor recreation access
- Conserve open space, forests, wetlands, wildlife, and natural resource areas through outdoor recreation projects

LWCF and the Federal Appropriations Process

In January of every year, the President submits his budget to Congress outlining spending priorities for land acquisition. This budget includes a specific request for LWCF and a list of acquisitions for each land management agency for the upcoming fiscal year. Congress then appropriates funds for land purchases by the administrative agencies. After Congress approves an Interior Appropriations bill in August or September, it is sent to the President for enactment.

How Federal Land Agencies Get LWCF Monies

In early spring of every year, the regional offices of the National Park Service, USDA Forest Service, U.S. Fish & Wildlife Service, and Bureau of Land Management begin the annual process of prioritizing land acquisition needs for their agencies. After taking into account a variety of factors, including cost, probability of development, and local support, among other criteria, they develop prioritized "wish lists" that are forwarded to their Washington, D.C. land acquisition headquarters sometime in late summer. The headquarters staff identifies its priorities and sends them to the Land Acquisition Working Group, comprised of the Assistant Secretary of the Interior for Fish, Wildlife, and Parks; the Assistant Secretary of the Interior for Land and Minerals Management; and the Assistant Secretary of Agriculture for Nature, Resources, and Environment. The working group sends the prioritized agency lists to the Office of Management and Budget (OMB) at the completion of the congressional session. OMB critiques the lists and returns its opinion immediately prior to Thanksgiving. The agencies have until mid-December to appeal OMB's decision. The finalized fiscal year land acquisition spending amount is presented as part of the President's budget the first week in the following February.

How States Get LWCF Grants

To be eligible for matching grants, every state must prepare and regularly update a statewide comprehensive outdoor recreation plan (SCORP). SCORPs include inventories or assessments of current outdoor recreation resources (local, state, tribal and federal) within a state, identify needs and new opportunities for outdoor recreation improvements, and set forth a five-year action agenda to meet the goals identified by citizens and elected leaders. The appropriate field office of the National Park Service then approves this plan. All grant applications submitted must be in accord with the priorities listed in the action plan. To make the connection between the SCORP and local community project proposals, each state also develops an Open Project Selection Process (OPSP) that contains a set of project ranking selection criteria and a timetable for funding availability and application deadlines.

In most years, all states receive allocations of LWCF grant funds based on a national formula, with state population being the most influential factor. Then states initiate a statewide competition for the amount available (including the new year allocation, any previous year allocations, and any amounts "recovered" due to cost under-runs on earlier projects funded) to award via matching grants. Applications are received by a state until its specified deadline date. Then they are scored and ranked according to the project selection criteria so that the top ranked projects are chosen for funding. Successful applications are forwarded to the National Park Service for formal approval and obligation of federal grant monies.

1.4 Land & Water Conservation Fund (LWCF) in Montana

In 1964, the US Congress passed the Land and Water Conservation Fund Act of 1965, under President Lyndon Johnson. In 1965, the Montana Legislature enacted a law designating the Montana Fish & Game Commission (now Montana Fish, Wildlife & Parks) to represent the state for the purposes of the LWCF Act.

Since then, Montana has had an active LWCF program, and more than $34 million has been appropriated to Montana for state and local outdoor recreation projects. The annual amount has varied from $3.1 million to less than $100,000 in years when Congress appropriated money for the state program (see Figure 1.2, next page). The LWCF monies are allocated through U.S. Department of Interior to the National Park Service, which oversees the LWCF program, and administered at the state level by Montana Fish, Wildlife & Parks (FWP).

Outdoor recreation needs far exceed available funds, which means that not every worthy local community conservation or outdoor recreation project receives LWCF funding. FWP determines which projects receive funding based on scoring criteria called the Open Project Selection Process, or OPSP.

Generally, grant applicants must be able to answer the following questions in order to meet the criteria:

- Does the project assist in accomplishing the overall purpose of the LWCF program? The state LWCF program was created to assist states to acquire and develop lands with high recreation potential before these lands are put to other uses.
- Does the project relate to the Statewide Comprehensive Outdoor Recreation Plan (SCORP)? All approved LWCF projects must meet the criteria set forth by Montana's overall recreation plan--and local recreation plans–to ensure that coordinated planning is occurring among state, regional, and local recreation entities. Also, this process allows public participation in determining community recreation priorities.
- Does the project provide outdoor recreational uses more

Montana Code Annotated

23-2-102. Department of fish, wildlife, and parks to implement federal act. The department of fish, wildlife, and parks is hereby designated as the state agency to represent and act for the state for the purpose of implementing the Land and Water Conservation Fund Act of 1965.

23-2-103. Compliance with federal act authorized -- powers of department. The department of fish, wildlife, and parks shall do those things necessary to comply with the provisions of the Land and Water Conservation Fund Act of 1965. Among other things, the department of fish, wildlife, and parks may:

(1) prepare a comprehensive statewide outdoor recreational plan which shall contain an evaluation of the demand for and supply of outdoor recreational resources and facilities in Montana and a program for implementation of the plan;

(2) accept and administer moneys paid by the secretary of the interior for approved projects;

(3) contract with other state agencies, cities, counties, and other political subdivisions of the state, private organizations, and agencies of the federal government;

(4) acquire, other than by eminent domain, and develop outdoor recreational areas and facilities and land and waters and interests in land and waters for such areas and facilities;

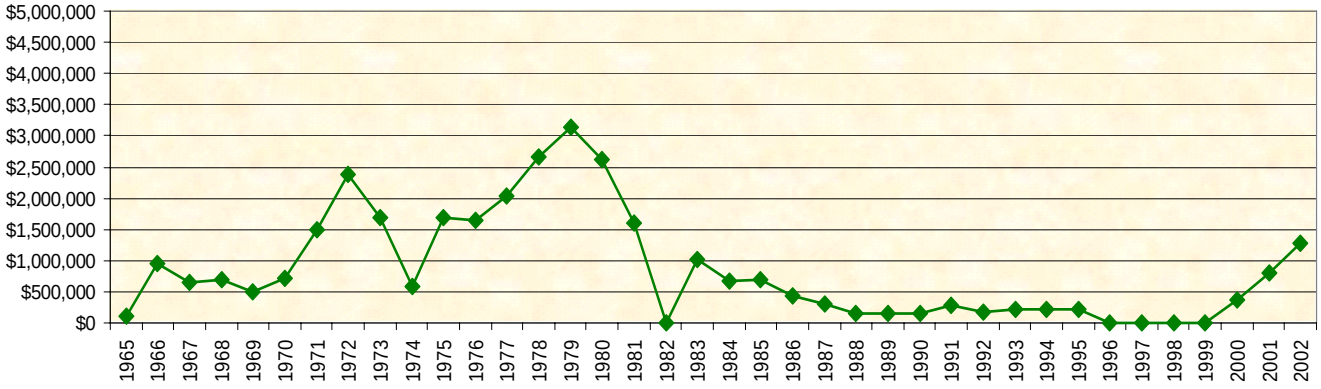
(5) for the purpose of implementing the Land and Water Conservation Fund Act of 1965, coordinate its activities with and represent the interests of all agencies of state, city, county, and other governmental units with outdoor recreational responsibilities.

appropriately administered by a public agency rather than a private enterprise? Facilities should be designed to serve the broadest and most diverse spectrum of age groups, including minority and special populations.

- Can the local municipality or authority meet the matching requirement? The sponsoring entity must have the financial ability to meet its matching obligation.

- Can the state or local entity provide adequate operation and management of the proposed project? The state, municipality or other public recreation authority must be able to operate and maintain the project or area for the public in perpetuity.

Figure 1.2: LWCF Funds Allocated to Montana 1965-2002



Land and Water Conservation Fund grants are intended to be distributed equitably throughout the state, and to local entities of varying sizes and needs, based on statewide priorities and criteria. Because there are regional differences in recreational activities, opportunities and needs, provisions are made in LWCF to account for regional priorities.

Figure 1.3: Montana State Parks Administrative Regions

The Montana State Parks Division of FWP divides the state into seven administrative regions. These regional boundaries differ from other FWP divisional regions. This SCORP document includes a regional analysis of outdoor recreation supply and demand, along with regional facility needs and priorities, roughly using the State Parks regional boundaries (the data were collected and analyzed at the county level, so some adjustments were made when Parks Division boundaries did not exactly coincide with county boundaries). Figure 1.3 is a map of Montana State Parks' seven administrative regions in the context of county lines.

A goal of LWCF in Montana is to distribute available grant money as equitably as possible to eligible sponsors in an effort to increase opportunities for outdoor recreation. Table 1.2 details the amount of state LWCF funds spent in each county and FWP region in Montana since 1965. It also shows the percentage of all LWCF funds spent, and then compares the percentage of funds in each county or region to the percentage of the state's population in that county and region using population figures from the 2000 census. The far right column shows the difference in percentage of total statewide LWCF funds to the percentage of 2000 census population in each county and region.

Table 1.2: Montana LWCF by Region & County Compared to Population, 1965-2002

Region	County	1965 - 2002 LWCF $	% Total LWCF $	2000 Pop'n	% MT Pop'n	% LWCF - % MT Pop'n
1	Flathead	2,187,338	6.72	74,471	8.3	-1.5
	Lake	1,683,063	5.17	26,507	2.9	2.2
	Lincoln	207,251	0.64	18,837	2.1	-1.5
	Sanders	457,964	1.41	10,227	1.1	0.3
	Region 1 Totals	**4,535,616**	**13.93**	**130,042**	**14.4**	**-0.5**
2	Deer Lodge	814,760	2.50	9,417	1.0	1.5
	Granite	55,059	0.17	2,830	0.3	-0.1
	Mineral	76,226	0.23	3,884	0.4	-0.2
	Missoula	2,299,389	7.06	95,802	10.6	-3.6
	Powell	669,011	2.06	7,180	0.8	1.3
	Ravalli	960,787	2.95	36,070	4.0	-1.0
	Region 2 Totals	**4,875,232**	**14.98**	**142,936**	**15.8**	**-0.9**
3	Beaverhead	614,621	1.89	9,202	1.0	0.9
	Broadwater	63,280	0.19	4,385	0.5	-0.3
	Gallatin	1,460,259	4.49	67,831	7.5	-3.0
	Jefferson	418,480	1.29	10,049	1.1	0.2
	Lewis & Clark	1,641,168	5.04	55,716	6.2	-1.1
	Madison	550,238	0.83	6,851	0.8	0.1
	Park	270,053	0.83	15,694	1.7	-0.9
	Silver Bow	1,023,730	3.14	34,606	3.8	-0.7
	Region 3 Total	**6,041,829**	**18.56**	**112,867**	**12.5**	**6.1**
4	Cascade	1,191,116	3.66	80,357	8.9	-5.2
	Chouteau	287,387	0.88	5,970	0.7	0.2
	Fergus	160,392	0.49	11,893	1.3	-0.8
	Glacier	561,628	1.73	13,247	1.5	0.3
	Judith Basin	78,091	0.24	2,329	0.3	0.0
	Liberty	24,133	0.07	2,158	0.2	-0.2
	Meagher	67,891	0.07	1,932	0.2	-0.1
	Petroleum	23,651	0.07	493	0.1	0.0
	Pondera	104,891	0.32	6,424	0.7	-0.4
	Teton	205,452	0.63	6,445	0.7	-0.1
	Toole	165,016	0.51	5,267	0.6	-0.1
	Region 4 Total	**2,869,648**	**8.82**	**18,629**	**2.1**	**6.8**
5	Big Horn	226,900	0.70	12,671	1.4	-0.7
	Carbon	362,818	1.11	9,552	1.1	0.1
	Golden Valley	9,632	0.03	1,042	0.1	-0.1
	Musselshell	376,331	1.16	4,497	0.5	0.7
	Stillwater	202,261	0.62	8,195	0.9	-0.3
	Sweet Grass	478,218	1.47	3,609	0.4	1.1
	Wheatland	468,944	1.44	2,259	0.3	1.2
	Yellowstone	2,076,241	6.38	129,352	14.3	-8.0
	Region 5 Total	**4,201,345**	**12.91**	**143,415**	**15.9**	**-3.0**
6	Blaine	263,550	0.81	7,009	0.8	0.0
	Daniels	25,871	0.08	2,017	0.2	-0.1
	Hill	611,235	1.88	16,673	1.8	0.0
	McCone	83,823	0.26	1,977	0.2	0.0
	Phillips	31,415	0.10	4,601	0.5	-0.4
	Roosevelt	243,510	0.75	10,620	1.2	-0.4
	Sheridan	254,407	0.78	4,105	0.5	0.3
	Treasure	44,207	0.14	861	0.1	0.0
	Valley	186,141	0.57	7,675	0.9	-0.3
	Region 6 Total	**1,744,159**	**5.36**	**23,261**	**2.6**	**2.8**
7	Carter	34,357	0.11	1,360	0.2	0.0
	Custer	107,455	0.33	11,696	1.3	-1.0
	Dawson	1,549,379	4.76	9,059	1.0	3.8
	Fallon	640,480	1.97	2,837	0.3	1.7
	Garfield	64,435	0.20	1,279	0.1	0.1
	Powder River	223,841	0.69	1,858	0.2	0.5
	Prairie	16,443	0.05	1,199	0.1	-0.1
	Richland	780,711	2.40	9,667	1.1	1.3
	Rosebud	1,394,999	4.29	9,383	1.0	3.2
	Wibaux	36,239	0.11	1,068	0.1	0.0
	Region 7 Total	**4,848,339**	**14.89**	**21,317**	**2.4**	**12.5**
MC	"Multi-county" '65-'02	3,436,145	10.56	unknown	unknown	unknown
State	**Total MT LWCF 1965-2002**	**32,552,313**	100.00	902,195	100.0	

The LWCF dollar amounts represent both state-sponsored and locally sponsored projects. There are a number of small deficiencies in the Table 1.2 analysis. For instance, dollar amounts are not adjusted for inflation (the value of dollars spent in the 1960's is not the same as in the 1980's). Nor have the data been adjusted to account for population fluctuations over the years, such as population losses in Regions 4, 6 and 7 in the 1990's. Furthermore, because of staff turnover in Montana's LWCF Program, LWCF grant funding history may not have been used consistently to score applications. Despite these drawbacks, it is a useful analysis that will be helpful to the LWCF project selection process.

In Regions 1, 2 and 5, the amount of LWCF funds spent, as a percentage of the overall total, is less than the percentage of the state population located in those regions. As mentioned above, this could be due in part to recent population growth in the Flathead Valley (Region 1), Missoula and Ravalli Counties (Region 2) and Billings (Region 5).

The regions whose funding has exceeded their proportion of the population are Region 3 (by 6.1%), Region 4 (by 6.8%), Region 6 (by 2.8%) and Region 7 (by 12.5%). The Region 7 figure is a bit surprising, but it appears to be due primarily to past funding (state or locally sponsored projects) in Dawson, Fallon, Richland and Rosebud Counties. As mentioned above, these proportions also could be due in part to population losses in Regions 4, 6 and 7 in the 1990's.

The information in Table 1.2 will be used by Montana FWP, in combination with the Open Project Selection Process scoring, and sponsor-specific LWCF funding history, to help determine future funding of state and local LWCF projects.