

Madison River Negotiated Rulemaking Committee

Structured Decision Making:
Outcomes & Notes

February – March 2019

SDM Facilitation

Dr. Mike Mitchell, USGS, Montana Cooperative Wildlife Research Unit, Missoula

Sarah Sells, Montana Cooperative Wildlife Research Unit, Missoula

Committee Members

Tim Aldrich, Missoula

Mike Bias, Twin Bridges

Charlotte Cleveland, Bozeman

Julie Eaton, Bozeman

Melissa Glaser, Ennis

Mark Odegard, Ennis

Don Skaar, Helena

Jim Slattery, West Yellowstone

Scott Vollmer, Gallatin Gateway

Lauren Wittorp, Ennis

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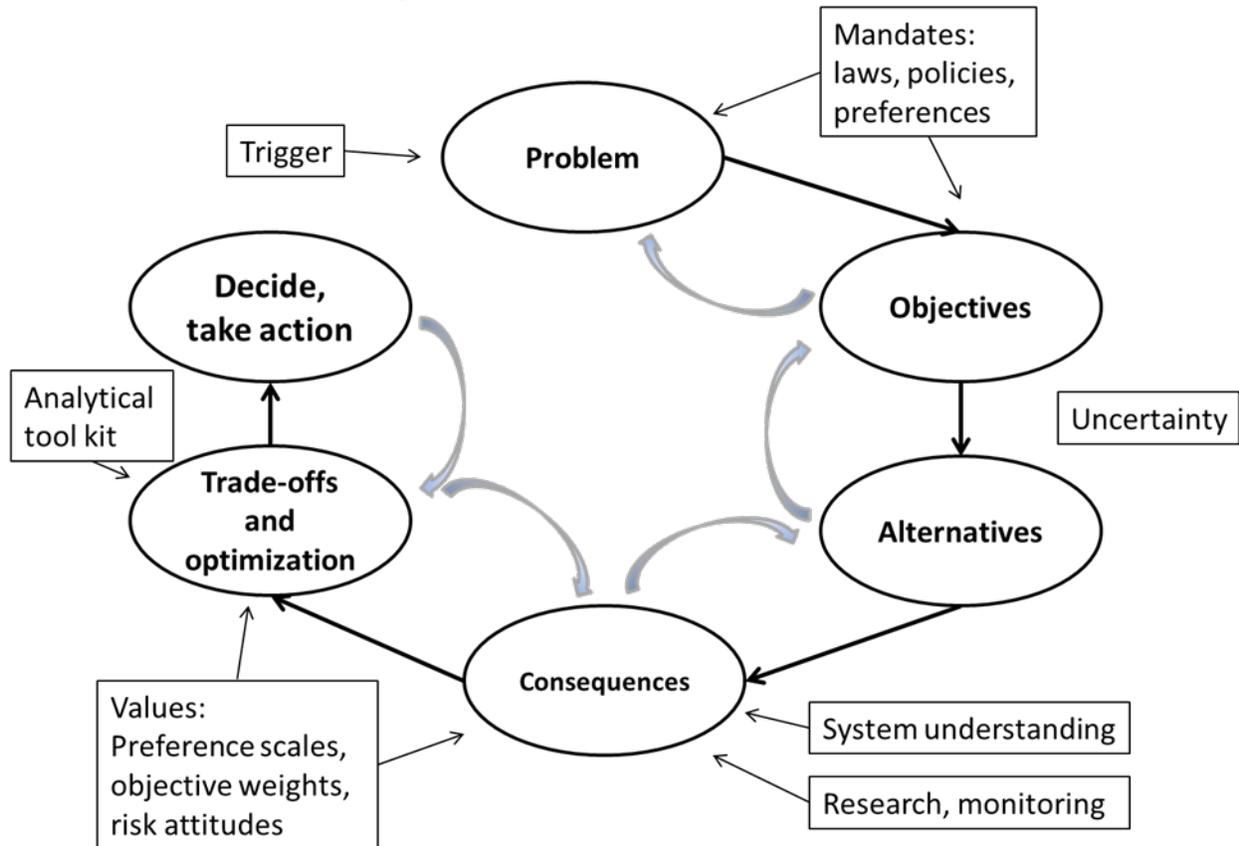
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Part One: Structured Decision Making

Structured Decision Making

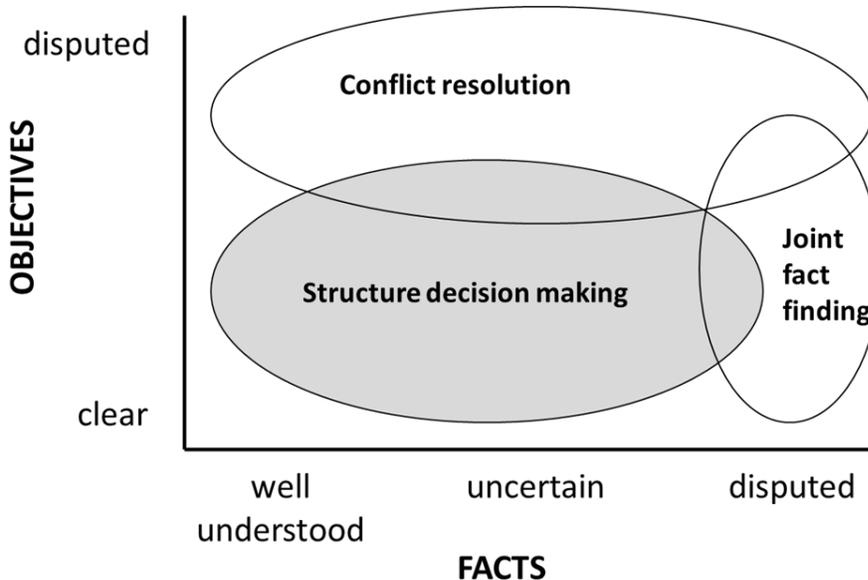
Structured decision making (SDM) is formal application of common sense for situations too complex for the informal use of common sense, and is designed to improve the quality and efficacy of difficult decisions. SDM was first developed by the US Fish and Wildlife Service when they applied decision theory to season setting for mid-continental mallard ducks. Over years of setting mallard seasons, extensive public scrutiny and litigation created a strong demand for decision-making that was transparent, logical, repeatable, and therefore ultimately defensible. The SDM process was developed to meet these criteria through formalizing common sense.

SDM consists of 5 steps arranged in an iterative sequence: define the Problem, identify Objectives that would characterize successful resolution of the problem, develop management Alternatives to meeting those objectives, identify Consequences for each of the alternatives, and evaluate Trade-offs among the alternatives.



Each successive step builds on the last, though learning achieved throughout the SDM process often requires returning to an earlier step to refine and improve the decision-making process. SDM is designed to assist decision-makers in making the best decisions possible, given all factors contributing to the decision-making process (e.g., policy, law, best available science, etc.). It is not an analytical "black box" that will produce a single, optimum solution to a problem. Rather, it is designed to make explicit all factors contributing to a problem and

through logical evaluation allow decision-makers to develop and weigh solutions and select the one they believe best meets their objectives. SDM also explicitly addresses uncertainty in the decision-making process; it makes the most of available knowledge, acknowledges the limits on predicting outcomes of decisions due to uncertainty, and provides a framework for reducing uncertainty in future decisions (i.e., Adaptive Management). SDM is not appropriate for all decisions. Decisions where objectives are strongly disputed are best addressed through conflict resolution. Decisions where there is strong disagreement about relevant facts are best addressed through joint fact finding.



The following sections briefly define each of the steps of SDM.

Problem

Accurately defining the problem creating the need for a decision is the critical first step in structured decision making, guiding process toward appropriate tools and information and determining appropriate levels of investment. Often, the problem is not obvious; understanding of the problem is improved by going through the SDM process, often requiring more than 1 iteration (especially in complicated public sector problems). When defining the problem, important considerations include:

- What action needs to be taken?
- What is the decision?
- Why does this decision matter?
- What are the legal constraints?
- Who will make (and take responsibility for) the decision?

Objectives

Objectives define what the decision-makers really care about; i.e., what would constitute successful outcomes of a well-made decision? Defining objectives well is essential to creating management alternatives, comparing alternatives, choosing information needed for making the decision, and explain decisions to others. Within SDM, it is important to distinguish between fundamental and means objectives. A fundamental objective reflects the bottom line, or “where we want to go?”, whereas a means objective reflects “how do we get there?” Within SDM, decisions are based on the extent to which they address fundamental objectives, as much as possible.

Alternatives

Alternatives represent a variety of unique management approaches to meeting fundamental objectives. Good alternatives address the future, not the past, encompass a broad range of possible actions, are financially, legally, and politically reasonable, address all objectives, and can actually be implemented by the decision makers.

Consequences

Consequences predict the outcome for each objective under each alternative and allow assessment of relative contributions of actions to objectives. Analysis of consequences:

- Improves transparency of judgments
- Recognizes trade-offs and uncertainties
- Separates values from facts
- Provides framework for communication/discussion
- Provides insight but doesn’t “make” the decision
- Identifies uncertainty that needs to be addressed through research, monitoring

Trade-offs

This is the analysis of alternatives based on their relative consequences for fundamental objectives. This analysis can be anywhere from verbal to mathematical, depending on the complexity of the problem. In all cases, it is designed to inform the judgment of decision-makers based on all available information. To do this, the analysis should be transparent, comprehensive, explicit, make use of best available information, and address uncertainty directly.

Part Two: Committee Process

Committee Rules

Negotiated Rulemaking Act, ground rules adopted in accordance w/ Act.

Participation

1. The Committee will actively encourage the inclusion of a variety of perspectives in the following ways:
 - a. Members will candidly identify and share their values and interests and will do so as soon as possible.
 - b. The Committee, by consensus, can invite individuals with perspective not represented by members to discuss their views with the Committee.
 - c. Committee meetings will be open to the public. Each meeting allows for public comment. Individuals may request time on the Committee agenda to discuss their concerns. Permission will be granted by consensus.
2. Committee members agree to make every effort to attend every meeting.

Decisions/Agreements

1. The Committee will seek consensus agreements regarding policy decisions and recommendations. Consensus is defined as acceptance of an agreement. Members may not agree with all aspects of an agreement, however, they do not disagree enough to warrant opposition to the agreement.
2. Participants who disagree with a proposal are responsible for offering a constructive alternative that seeks to accommodate the interests of all other participants.

Communications with the Media

1. Each participant is free to speak to the media regarding their own view on the work of the Committee. No participant may characterize the views of other participants expressed in this process to the media or in other forums, before, during, and after Committee proceedings.

Roles and Responsibilities

1. As written in the Negotiated Rulemaking Act 2-5-109, role of facilitator:
 - a. Selection & duties:
 - i. An agency may nominate a person to serve as a facilitator for the negotiations of the Committee, subject to the approval of the Committee by consensus. If the Committee does not approve the agency's nomination for facilitator, the agency shall submit a substitute nomination. If the Committee does not approve the substitute nomination of the agency for facilitator, the Committee shall select by

consensus a person to serve as facilitator. A person designated to represent the agency in substantive issues may not serve as facilitator or presiding officer for the Committee.

- ii. A facilitator approved or selected by the Committee shall:
 - 1. Preside at the meetings of the Committee in an impartial manner.
 - 2. Impartially assist the members of the Committee in conducting discussions and negotiations and achieving consensus; and
 - 3. Manage the keeping of minutes and records.

Timeline for SDM Process

Detailed agendas are available in Part 4

Meeting One: February 19 – 20, 2019, Bozeman

Develop draft problem statement and fundamental objectives.

Meeting Two: March 6 – 7, 2019, Ennis

Revise problem statement and fundamental objectives, and formulate draft alternatives.

Homework: March 7 – 25

Estimate consequences for draft alternatives

Meeting Three: March 25 – 26, 2019, Bozeman

Review homework results, formulate alternatives, estimate consequences, and discuss trade-offs.

Part Three: Committee Outcomes of SDM Process

SDM Problem Statement for Madison NRC

As of 3/26/19

The Madison River is an iconic fishing destination for trout anglers worldwide. The popularity of this fishery can be documented through FWP estimates on angling pressure, which indicate that the Madison river is frequently one of the most heavily fished rivers in Montana. Due to heavy use, there have been many efforts to reduce angler conflicts and crowding on the Upper Madison River over the last 59 years. The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that will be functionally adaptive to respond to current and future conditions. The April 19 2018 the draft Madison River Draft Recreation Management Plan and Environmental Assessment and associated draft Administrative Rules were not adopted by the Commission to be sent out for public comment. At their June 14, 2018 Meeting, the Commission passed a motion for the Negotiated Rule Making Process to “revise the River Recreation Plan as presented to the Commission on April 19.” The Madison River Negotiated Rulemaking Committee has been given full latitude in developing a new or revised plan that would incorporate the interests of all stakeholders.

Surveys conducted by FWP in 2008, 2009, 2012 and 2016 provided insight into how satisfied people were with their Madison River experience. The results indicated several areas of concern including crowding of recreationists on the river and at access points, perceived over-use by permittees, and the increasing amount of visitor impacts on natural resources. They also noted that, “While not a resource management plan, this plan does recognize the vital role that resources plan in the recreation experience and the potential impacts that recreation can have on those resources.” Clearly, however, disagreements among stakeholders of the river reported over a number of years, were the principle drivers in addressing all the recreation on the Madison River at this time.

There currently is no recreation management plan for the Madison River to guide decisions addressing the following concerns. Stakeholders including residents, non-residents, large and small commercial interests, non-commercial interests, wade-anglers, float-anglers, people with accessibility issues, and non-angling stakeholders are concerned about how their use could be limited by a recreation

plan. There is a concern among commercial users that biased interpretation of available data will be used to identify those users as the source of the problem, and that they will shoulder the burden of the proposed rules. There is concern about establishing rules governing user groups without knowing overall use data. There is concern as to the impact on the stability and growth of the local businesses and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could further degrade user experience. Some stakeholders are concerned that regulations in one area will increase or shift overcrowding to other parts of the river. There is not a common understanding or educational program to direct users on how to behave on the river or fishing access sites, or how to handle fish. There is concern that the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Montana Fish, Wildlife and Parks is constrained by the financial impact of implementing rules, and the Commission has a responsibility for upholding the public trust doctrine (which includes the care and management of fish and wildlife resources for the benefit for all). This Committee's proposed plan and implementing rules should promote a positive experience for all users and address the fishery, water quality and fully consider and appropriately address the immense importance of the river and recreation associated with it on the local economy.

SDM Fundamental Objectives for Madison NRC

As of 3/26/19

(Not in order of importance.)

1. Maximize satisfaction of:
 - a. non-residents.
 - b. residents.
 - c. commercial non-anglers.
 - d. commercial angler-users.
 - e. shuttles.
 - f. non-commercial non-anglers.
 - g. non-commercial anglers.
 - h. wade-anglers.
 - i. float-anglers.
 - j. riparian private landowners.
 - k. riparian public landowners.
 - l. those with accessibility issues.
2. Maximize clarity of plan.
3. Maximize conciseness of plan.
4. Maximize enforceability of plan.
5. Minimize administrative burden on users.
6. Maximize health of:
 - a. the fishery.
 - b. riparian habitat.
 - c. water quality.
7. Minimize negative effects on local business and surrounding economies that are dependent on the Madison River.

8. Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.
 - a. Reduce uncertainty in # of non-commercial users
 - b. Reduce uncertainty in satisfaction data
9. Minimize social conflicts among users:
 - a. at fishing access sites.
 - b. on the water.
 - c. off the water.
10. Minimize displacement:
 - a. On the Madison
 - b. To other rivers
11. Minimize privatization of access.

SDM Alternatives for Madison NRC

Analyzed 3/26/19

Alternative 1

NEW RULE I MADISON RIVER

(1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube between the outlet of Quake Lake and Lyons Bridge Fishing Access Site no fishing access from a boat June 18- October 1; and

(a) between Ennis Fishing Access Site and Ennis Lake gain access to fishing with a boat.

(2) Glass bottles banned Warm Springs to Blacks Fords.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT – No cap on SRPs.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(1) Cap the number of days on historical use to 2018 use numbers allocated to outfitters based upon that. (2) Days are tied to SRP and SRP cannot be sold, state hold the days. New SRP goes to lottery, must have 100 days as guide on the Madison River.

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

(1) The commission shall review the rules governing recreational use on the Madison River evaluation after one year and third year, full review every five years including user data. Rapid decline in fishery triggers immediate action from FWP.

NEW RULE V

Madison River Conservation Stamp \$5 per all users for Madison River money allocated to full time game warden for river

NEW RULE VI

Limit harvest to 1 fish between YNP boundary to outlet of Quake Lake

Alternative 2

Move wade section weekly between Reynolds and Ennis with consultation with commercial.

Triggers for Use Restrictions:

- Define when decline in fishery is enough to warrant restrictions on SRPs and/or user days.
- Define when increase in user days is enough to restrict SRPs and/or user days.
- Triggers would impose restrictions similar to hunting.

Single barbless artificial lures on Upper Madison.

No change for lower Madison Dam to Three Forks.

Alternative 3

No restrictions on SRPs or commercial river use.

RULE 1 Walk/Wade Sections and Residents Days

- Current walk/wade sections remain status quo except in the following:
 - Two resident days per week in walk/wade section
 - Quake to Lyons (Friday & Saturday)
 - Ennis to Ennis Lake (Sunday & Monday)

RULE 2 Madison River Use Stamp (Anglers only)

- Issued through ALS/FWP License Provider
- Residents
 - Nominal fee.
 - Stamps are unlimited.
- Non-Residents
 - Nominal fee.
 - Number of stamps is limited to reflect a reduction in the use report of historic user numbers. Result is to reduce non-resident angler use to approximately 60% of the total angler use. Issued on a first-come, first serve basis.
 - Review yearly or more often with a goal of adjusting the stamps to reduce the crowded conditions to 2016 levels or 60% of the total angler use.
- Funds from stamps to be used towards enforcement on the Madison River.

Alternative 4

RULE I (General River Use)

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison Warm Springs to Blacks Ford [while in float tubes]

RULE II (Commercial Use Allocation)

- Cap # of Outfitter Trips based on Historical Use using a Tier System
 - *88% of SRP holders operate 100 trips or less and have had very little growth from 2011-2017.*
 - If current use is 25 trips or less, SRP holder will receive 50 trip permit.
 - If current use is 26-100 trips, SRP holder will receive 100 trip permit.
 - *The remaining SRP holders (24 total) have grown from 2011-2017.*
 - If current use is over 100 trips, SRP holder will receive a permit to operate the number of trips equal to their maximum number in the previous 5 years.
 - No shoulder seasons established- use allocation from 1/1-12/31 annually.
 - If total trips exceeds use permit allowance, SRP holder will incur high fines. If exceeding trip allowance is habitual, SRP holder risks losing permit.
 - If total trips for a SRP holder is 0 for two consecutive years, permit is forfeited.
 - FWP may issue trips in established increments to current or new permit requests as the management plan allows in Rule VI Evaluation.
- Cap SRP Permits
 - Permits are transferable.
 - A SRP holder may combine a maximum of two permits.
 - Additional permits to be distributed as recreational management plan allows in Rule VI Evaluation.
 - New permits issued will receive a 50 trip permit unless being transferred from a current SRP which will receive whatever permit that current SRP holds.

RULE III (Use Permits)

- Annual Vessel Permit for operating a vessel on the Madison River
 - No fee.
 - Permit documentation will include river etiquette, ramp etiquette and drift boat use information.
 - End of year data collection/user surveys.
 - Does not apply to commercial SRP permit holders.
- Madison River Use Permit

- No fee. Donation Accepted.
- *What is the best way to get most accurate use data?*
 - IDEAS:
 - Drop box at FAS.
 - Issued through FWP license provider/online through ALS#.
 - Annual use permits (like migratory bird harvest data)—might be best for residents.
 - Daily use permits: 1 day, 5 day, 10 day—might be best for non-residents.
 - End of year surveys of use permit holders for satisfaction/use data.
 - Allow ability to obtain use permit online/mobile phone or at FAS—needs to be easy.
 - Does not apply for annual vessel permit holders or commercial SRP permit holders.

RULE IV (Education)

- Etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Educate landowners and river users on Stream Access Laws (FWP pamphlets already available)
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE V (Manager)

- Madison River Recreation Manager
 - Employed by FWP.
 - On-scene at boat ramps and on-river.
 - Allows opportunity for education and for reporting abuse.

RULE VI (Evaluation)

- Evaluation of River Recreation Plan
 - Years 1, 3, 5, 7, 10.
 - Determine capacity.
 - Evaluate river use from SRP holders—allow for growth to capacity.
 - Evaluate river use from vessel permit holders.
 - Evaluate use permit satisfaction and use data.
 - At year 10, determine best timeframe for subsequent evaluations.

Alternative 5

- All of the April rule unchanged except:
 - Rule I
 - Quake Lake to Lyons: Even days Walk in, wade only; Odd days, access to wade fishing by boat
 - Ennis town to Ennis Lake: Odd days walk in, wade only; Even days, access to wade fishing by boat
 - Remove Rule II (3) (Remove SRP cap)
 - Remove all of Rule III (rest and rotation, launch site limits)
 - Rule IV Evaluated after 1 year, 3 year, 5 years
- Stamp for no cost is required for non-residents on a first come, first served basis to accompany fishing license. Permit numbers will be based on an average days fished per angler equivalent 100,000 angler days. Based on the most recent Angler Survey.
- Resident stamp, no fee, no limit
- Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half to non-resident. First come, first served basis. Adjusted every 2 years.
- Monthly mail-in surveys to stamp holders reply required for reissuance of stamp

Alternative 6

RULE I

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at historic levels upon prescribed decline in abundance, age, and catch rates.

RULE III

- Review of River Recreation Plan Every 2 Years

RULE IV

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data-required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
 - Cap stamps at historic levels upon a prescribed decline in abundance, age and catch rates.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc

RULE V

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VI

- Collect accurate recreation user data for each reach of the Madison River.

Alternative 7

Rule 1

- Ennis-Lake – open to fishing with float access
- Quake-Lyons – closed to fishing with float access
- No glass containers entire river

Rule 2

- Cap SRP permits at 2017-2018

Rule 3

- Rest and rotation as is in April plan
- Lyons-Ennis - Maximum of 5 trips or maximum average of last 2 years from October 1-June 15, whichever is less
- Lyons-Ennis - Maximum of 10 trips or maximum average of last 2 years from June 16 -Sept 30, whichever is less

Rule 4

- 5 year review period

Alternative 8

Rule 1

- Open float fishing from Quake-Lyons
- Open float fishing from Ennis-Lake
- No commercial closure Grey Cliff-Headwaters
- No glass Lower Madison

Rule 2

- Cap non-commercial days at 2017 levels
- Cap commercial days at 2017 levels

Rule 3

- Review every 2 years (may have to review after 1st year based on feedback)
- 1st year for technical errors
- 3rd year for technical errors
- 5th year for formal review

Rule 4

- Safety and etiquette class (online) similar to hunter education requirement

Rule 5

- More photographic data points for user data

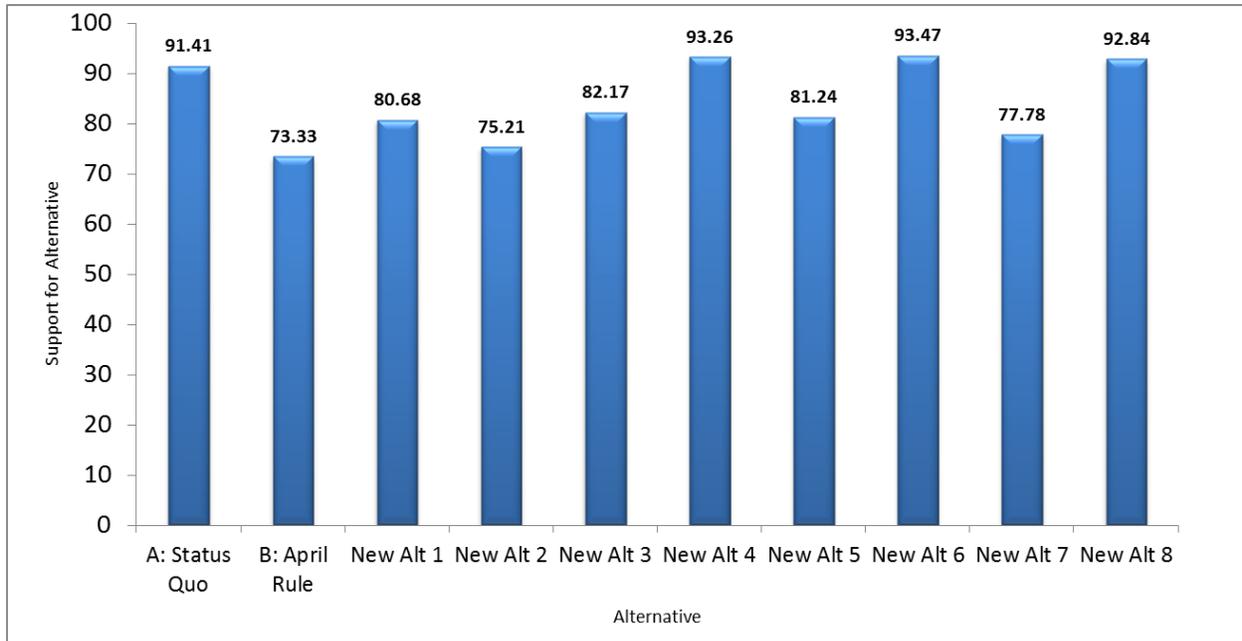
SDM Consequences for Madison NRC

Analysis of Status Quo, April Rule, and the 8 new alternatives, 3/26/19

Full consequence table, showing scores on each objective for each alternative. Red indicates poor performance towards meeting the objective, green high performance. The sum of each column is the total support for the alternative.

Obj #	Objectives	A: Status Quo	B: April Rule	New Alt 1	New Alt 2	New Alt 3	New Alt 4	New Alt 5	New Alt 6	New Alt 7	New Alt 8	Range: Min	Range: Max
1	Maximize satisfaction of:												
1a	a) non-residents.	3.70	3.00	2.70	2.30	1.80	3.30	1.90	3.30	2.80	3.50	1.80	3.70
1b	b) residents.	2.30	2.50	2.30	2.30	3.80	2.70	2.60	2.50	2.60	2.70	2.30	3.80
1c	c) commercial non-anglers.	4.20	2.20	3.00	3.60	3.50	3.80	3.60	3.20	2.70	3.40	2.20	4.20
1d	d) commercial angler-users.	4.10	1.80	2.70	3.00	2.70	4.10	2.70	4.10	2.00	3.60	1.80	4.10
1e	e) shuttles.	4.50	2.80	3.10	3.40	3.20	4.00	3.10	4.00	3.10	3.70	2.80	4.50
1f	f) non-commercial non-anglers.	3.60	3.30	3.00	3.40	3.70	3.00	3.70	3.10	3.00	3.80	3.00	3.80
1g	g) non-commercial anglers.	3.11	3.33	2.78	2.44	3.00	2.89	2.78	2.89	3.11	2.89	2.44	3.33
1h	h) wade-anglers.	2.60	3.90	3.70	2.80	3.30	2.80	3.20	2.20	3.90	1.90	1.90	3.90
1i	i) float-anglers.	2.90	2.40	2.50	2.20	2.90	3.50	2.60	3.70	2.40	4.00	2.20	4.00
1j	j) riparian private landowners	2.80	3.10	2.90	2.40	2.70	2.80	2.80	2.90	2.70	3.10	2.40	3.10
1k	k) riparian public landowners	2.90	2.80	2.70	2.50	2.90	2.80	2.90	2.80	2.60	2.90	2.50	2.90
1l	l) those with accessibility issues.	3.60	1.60	1.90	2.70	3.20	4.10	2.80	4.40	2.40	4.20	1.60	4.40
2	Maximize clarity of plan.	4.30	2.40	3.00	2.50	2.90	2.90	2.50	3.40	3.00	3.20	2.40	4.30
3	Maximize conciseness of plan.	4.40	2.60	3.10	2.80	3.20	2.90	2.80	3.40	3.10	3.40	2.60	4.40
4	Maximize enforceability of plan.	3.80	2.40	3.20	2.30	3.00	3.20	2.70	3.10	2.70	3.40	2.30	3.80
5	Minimize administrative burden on users.	4.30	2.00	3.00	2.30	2.30	1.80	2.50	2.00	2.50	2.70	1.80	4.30
6	Maximize health of:												
6a	a) the fishery.	3.30	3.60	4.00	3.40	3.50	3.40	3.50	3.10	3.30	3.30	3.10	4.00
6b	b) riparian habitat.	3.00	2.90	3.00	2.60	3.10	3.50	3.10	3.70	3.00	3.70	2.60	3.70
6c	c) water quality.	3.20	2.80	3.30	2.90	3.10	3.60	3.10	3.30	3.10	3.50	2.80	3.60
7	Minimize negative effects on local business and	4.70	2.50	3.30	3.80	2.50	4.00	2.70	4.10	2.80	3.90	2.50	4.70
8	Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.												
8a	a) Reduce uncertainty in # of non-commercial	2.10	2.30	2.90	2.40	3.20	4.10	3.90	4.00	2.40	3.50	2.10	4.10
8b	b) Reduce uncertainty in satisfaction data.	1.90	1.80	2.80	2.50	2.80	3.90	3.50	3.90	2.40	3.00	1.80	3.90
9	Minimize social conflicts among users.												
9a	a) at fishing access sites.	2.00	2.50	2.40	2.30	2.60	3.40	2.60	3.50	2.50	3.30	2.00	3.50
9b	b) on the water.	2.10	2.90	2.70	2.10	2.70	3.40	2.80	3.50	2.80	3.30	2.10	3.50
9c	c) off the water.	2.50	2.80	3.00	2.67	2.67	3.67	2.67	3.78	2.67	3.56	2.50	3.78
10	Minimize displacement:												
10a	a) on the Madison.	2.90	2.50	2.80	2.20	2.60	3.00	2.90	3.00	2.90	3.20	2.20	3.20
10b	b) to other rivers.	2.60	2.40	2.70	2.40	2.30	2.50	2.50	2.40	2.70	2.40	2.30	2.70
11	Minimize privatization of access.	4.00	2.20	2.20	3.00	3.00	4.20	2.80	4.20	2.60	3.80	2.20	4.20
	Final Score (sum of scores)	91.41	73.33	80.68	75.21	82.17	93.26	81.24	93.47	77.78	92.84		

Based on the consequences estimated by the group, the SDM decision analysis resulted in the following rankings of support for the alternatives. Higher scores indicate the alternative is predicted to do a better job at achieving objectives:



SDM Trade-offs and Optimization for Madison NRC

Committee discussion of alternatives and trade-offs did not produce consensus agreement on evaluated or new alternatives. Rather, deliberations focused on fundamental, strongly-felt disagreements about what the problem actually was, what solutions to the problem were actually needed, and the reliability of information available to address both issues. This suggested: 1) further, extensive work within the SDM process was needed to revise and redefine key steps (the problem statement, fundamental objectives), or 2) the decision falls outside of the realm where application of SDM is appropriate; i.e., conflict resolution and joint fact finding would be needed to reach a consensus recommendation among committee members. Accordingly, the committee decided to terminate the SDM process and evaluate alternative approaches to negotiated rulemaking for governing use of the Madison River.

Part Four: SDM Process Notes

SDM Meeting One

February 19-20, 2019, Bozeman

Agenda

Tuesday, Feb 19

- 9:00 Introductions, rules of the road
- 9:30 Begin work on problem statement
- 10:30 15 minute break
- 12:00 Lunch
- 12:30 Continue work on problem statement
- 2:30 15 minute break
- 4:30 Public comment
- 5:00 Adjourn

Wednesday, Feb 20

- 9:00 Wrap up work on problem statement
- 10:30 15 minute break
- 12:00 Lunch
- 12:30 Start work on fundamental objectives
- 2:30 15 minute break
- 4:00 Public comment
- 4:30 Wrap up, next steps
- 5:00 Adjourn

Development of Draft Problem Statement

Small Group Work Round 1, 2/19/19

Group 1

The MT Fish and Wildlife Commission needs a process of establishing river recreation plan for the Madison River that addresses increased pressure to protect the natural resource values of the Madison River from the park boundary to its confluence with the Jefferson River. The constraints are the differing expectations of commercial and noncommercial users. To be continued...

Group 2

The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River in an effort to promote a positive experience for users while maintaining the fishery, water quality, and local economy. The action that needs to be taken is for the Negotiated Rule-making Committee to develop a set of rules to propose to the Fish & Wildlife Commission. There is no management plan to guide the decision. There is uncertainty as to the health of the fishery if total angler numbers continue to rise. There is uncertainty as to the users identities on certain sections of the river that are used and the amount of use by residents, non-residents, commercial, or non-commercial. There is concern as to the impact on the stability and growth of the local economy if strict regulations restrict river usage. Fish & Wildlife Parks is constrained by the financial impact of implementing rules and the Commission's responsibility towards the public trust doctrine.

Group 3

The MT Fish and Wildlife Commission is seeking to establish river recreation rules on the Madison River from the outlet of Quake Lake to the outlet of Ennis Lake and from Warm Springs to Three Forks. Currently the fishery resource is healthy but there is a concern by some that increased recreational use may lead to a biological degradation of the resource. Because of increased use on the river, There is an opinion by some user groups that increased use has led to a lessening of their user experience. Can river recreation rules be feasibly be developed to address these user concerns?

Small Group Work Round 2

Group 1

The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River in the section from the outlet of Quake Lake to the outlet of Ennis Lake and from Warms Springs to Three Forks; the plan would promote a positive experience for users while maintaining the fishery, water quality, and local economy. The action that needs to be taken is for the Negotiated Rule-making Committee to develop a set of rules to propose to the Fish & Wildlife Commission. There is no management plan to guide the decision. There is uncertainty as to the health of the fishery if total angler numbers continue to rise. There is limited data as to the users' identities on certain sections of the river and the amount of use by residents, non-residents, commercial, or non-commercial causing each group to be concerned over how their use could be limited by a recreation plan. There is concern as to the impact on the stability and growth of the local and surrounding economies if strict regulations restrict river usage. There is an opinion by some user groups that increased use has led to a lessening of their user experience. There is concern that future growth could increase

crowding to an extent that would degrade user experience. Fish & Wildlife Parks is constrained by the financial impact of implementing rules and the Commission has a responsibility towards the public trust doctrine.

Group 2

The Montana Fish and Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River from the park boundary to its confluence with the Jefferson River, in an effort to promote a positive experience for users while maintaining the fishery, water quality, and local economy for implementation in 2020 or when the process finishes. There is concern as to the impact on the stability and growth of the local economy if strict regulations restrict river usage. FWP is constrained by the financial impact of implementing rules and the Commission's responsibility toward the public trust doctrine.

Group 3

The Montana Fish and Wildlife Commission is in the process of adopting rules to manage river recreation for the current state and to be functionally adaptive to respond to future conditions. Currently, the fishery is healthy but there is biological degradation and erosion of the quality of the recreational experience the public seeks. There is concern as to the impact on the stability and growth of the local, regional and statewide economy if overly strict regulations adversely impact river usage.

Problem Statement Draft 1

End of day one, 2/19/19

The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that is functionally adaptive to respond to future conditions. The plan would promote a positive experience for users while maintaining the fishery, water quality, and local economy. The action that needs to be taken is for the Negotiated Rule-making Committee to develop a set of rules to propose to the Fish & Wildlife Commission. There is no management plan to guide the decision. There is uncertainty how the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Crafting a management plan will be difficult without knowing overall use on the river, and the relative amount of use by residents, non-residents, commercial, non-commercial, wade-anglers, float-anglers, and non-angling stakeholders, including those with accessibility issues. Each group is concerned about how their use could be limited by a recreation plan. There is concern as to the impact on the stability and growth of the local and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could degrade user experience. Fish, Wildlife and Parks is constrained by the financial impact of implementing rules and the Commission has a responsibility towards the public trust doctrine.

Development of Fundamental Objectives

Small Group Work Round 1, 2/19/19

Group 1:

1. A plan that would maximize resource health
2. Maximize user satisfaction
3. Minimize social conflict
4. Maximize user data and fisheries data

Group 2:

1. Maximize satisfaction of non-residents.
2. Maximize satisfaction of residents.
3. Maximize satisfaction of non-anglers.
4. Maximize satisfaction of commercial users.
5. Maximize satisfaction of non-commercial users.
6. Maximize satisfaction of wade-anglers.
7. Maximize satisfaction of float-anglers.
8. Maximize satisfaction of those with accessibility issues.
9. Create a plan that is clear and concise for public commentary.
10. Minimize costs.
11. Minimize the adverse impact of regulations.
12. Allow for growth of the local economies that are dependent on the Madison River.
13. Maximize ability of the recreation management plan to adapt and respond to changing conditions.
14. Develop trigger points that would revise the recreation management plan.

15. Maintain a healthy fishery.

16. Maintain water quality.

17. Reduce uncertainty in

Group 3:

1. Maintain current biological health
2. Sustains or improves state or local economies
3. Maximize user satisfaction
4. Keep the recreational plan simple and easy to understand
5. Keep the recreational plan enforceable
6. Everyone has skin in the game

Problem Statement Draft 2

2/20/19

The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that is functionally adaptive to respond to future conditions. The April 19 2018 Madison River Draft Recreation Management Plan and Environmental Assessment was not adopted by the Commission to send out for public comment. The Commission has directed the Madison River Negotiated Rulemaking Committee to develop a plan that would incorporate the interests of all stakeholders.

The plan would promote a positive experience for users while maintaining the fishery, water quality, and local economy. There currently is no recreation management plan for the Madison River to guide the decision. Stakeholders including residents, non-residents, commercial, non-commercial, wade-anglers, float-anglers, people with accessibility issues, and non-angling stakeholders are concerned about how their use could be limited by a recreation plan. There is concern about establishing rules governing user groups without knowing overall use data. There is concern as to the impact on the stability and growth of the local and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could degrade user experience. Some stakeholders are concerned that regulations in one area will increase or shift overcrowding to other parts of the river. There is uncertainty how the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Montana Fish, Wildlife and Parks (MFWP) is constrained by the financial impact of implementing rules, and the Commission has a responsibility for upholding the public trust doctrine (which includes the care and management of fish and wildlife resources for the benefit of all Montanans).

Fundamental Objectives Draft 1

2/20/19

(Not in order of importance.)

1. Maximize satisfaction of:
 - a. non-residents.
 - b. residents.
 - c. non-anglers.
 - d. commercial users.
 - e. non-commercial users.
 - f. wade-anglers.
 - g. float-anglers.
 - h. those with accessibility issues.
2. Maximize clarity of plan.
3. Maximize conciseness of plan.
4. Maximize enforceability of plan.
5. Minimize costs.
6. Maximize resource health.
7. Minimize negative effects on local economies that are dependent on the Madison River.
8. Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.
 - a. Reduce uncertainty in # of non-commercial users
 - b. Reduce uncertainty in satisfaction data

SDM Meeting Two

March 6-7, 2019, Ennis

Agenda

Wednesday, 6 Mar

- 9:00 Discussion of questions raised since last meeting (time may change depending on when Becky Dockter can call in)
- 9:30 Revisit problem statement and fundamental objectives
- 10:30 15-min break
- 10:45 Begin developing alternatives
- 12:00 Lunch
- 12:30 Continue work on alternatives
- 2:30 15-min break
- 4:30 Public comment
- 5:00 Adjourn (discretion of committee)

Thursday, 7 Mar

- 9:00 Work on consequences
- 10:30 15-min break
- 12:00 Lunch
- 12:30 Decision analysis
- 2:30 15-min break
- 2:45 Discussion of decision analysis
- 4:00 Wrap up, next steps
- 4:30 Public comment
- 5:00 Adjourn (discretion of committee)

Problem Statement Draft 3

3/6/19

The Madison River is an iconic fishing destination for trout anglers worldwide. The popularity of this fishery can be documented through FWP estimates on angling pressure, which indicate that the Madison river is frequently one of the most heavily fished rivers in Montana. Due to heavy use, there have been many efforts to reduce angler conflicts and crowding on the Upper Madison River over the last 59 years. The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that will be functionally adaptive to respond to current and future conditions. The April 19 2018 the draft Madison River Draft Recreation Management Plan and Environmental Assessment and associated draft Administrative Rules were not adopted by the Commission to be sent out for public comment. At their June 14, 2018 Meeting, the Commission passed a motion for the Negotiated Rule Making Process to “revise the River Recreation Plan as presented to the Commission on April 19.” The Madison River Negotiated Rulemaking Committee has been given full latitude in developing a new or revised plan that would incorporate the interests of all stakeholders.

Surveys conducted by FWP in 2008, 2009, 2012 and 2016 provided insight into how satisfied people were with their Madison River experience. The results indicated several areas of concern including crowding of recreationists on the river and at access points, perceived over-use by permittees, and the increasing amount of visitor impacts on natural resources. They also noted that, “While not a resource management plan, this plan does recognize the vital role that resources plan in the recreation experience and the potential impacts that recreation can have on those resources.” Clearly, however, disagreements among stakeholders of the river reported over a number of years, were the principle drivers in addressing all the recreation on the Madison River at this time.

There currently is no recreation management plan for the Madison River to guide decisions addressing the following concerns. Stakeholders including residents, non-residents, large and small commercial interests, non-commercial interests, wade-anglers, float-anglers, people with accessibility issues, and non-angling stakeholders are concerned about how their use could be limited by a recreation

plan. [There is a concern among commercial users that biased interpretation of available data will be used to identify those users as the source of the problem, and that they will shoulder the burden of the proposed rules.] There is concern about establishing rules governing user groups without knowing overall use data. There is concern as to the impact on the stability and growth of the local businesses and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could further degrade user experience. Some stakeholders are concerned that regulations in one area will increase or shift overcrowding to other parts of the river. [There is not a common understanding or educational program to direct users on how to behave on the river or fishing access sites, or how to handle fish.] There is concern that the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Montana Fish, Wildlife and Parks is constrained by the financial impact of implementing rules, and the Commission has a responsibility for upholding the public trust doctrine (which includes the care and management of fish and wildlife resources for the benefit for all). This Committee's proposed plan and implementing rules should promote a positive experience for all users and address the fishery, water quality and fully consider and appropriately address the immense importance of the river and recreation associated with it on the local economy.

Fundamental Objectives Draft 2

3/6/19

(Not in order of importance.)

1. Maximize satisfaction of:
 - a. non-residents.
 - b. residents.
 - c. non-anglers.
 - d. large commercial users.
 - e. small commercial users.
 - f. non-commercial users.
 - g. wade-anglers.
 - h. float-anglers.
 - i. those with accessibility issues.
2. Maximize clarity of plan.
3. Maximize conciseness of plan.
4. Maximize enforceability of plan.
5. Minimize administrative burden on users.
6. Maximize health of:
 - a. the fishery.
 - b. riparian habitat.
 - c. water quality.
7. Minimize negative effects on local business and surrounding economies that are dependent on the Madison River.
8. Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.
 - a. Reduce uncertainty in # of non-commercial users
 - b. Reduce uncertainty in satisfaction data

9. Minimize social conflicts among users:

- a. at fishing access sites.
- b. on the water.
- c. off the water.

10. Minimize displacement:

- a. On the Madison
- b. To other rivers

11. Minimize privatization of access.

Development of Alternatives

Suggestions for Developing:

1. Do nothing (status quo)
2. April 19 Rule.
3. Revisions to April 19 Rule:
 - What take out?
 - What put in?
4. – X: more modifications to April 19 Rule. (From complete revision to minor tweaks.)

Small Group Work Round 1, 3/6/19

Group 1:

Alternative Group 1

RULE I MADISON RIVER

1. The Madison River is closed to fishing from a vessel or float tube and wade fishing when fishing access is gained by vessel or float tube:
 - a. Between the outlet of Quake Lake and Lyons Bridge Fishing Access Site
 - b. Between Ennis Fishing Access Site and Ennis Lake

Options:

Keep rule as is.

Keep rule but revise b. to allow access using personal watercraft.

Keep current regulation allowing walk/wade access and allowing access by vessel.

Open area access for float fishing from vessel.

Open area access for float fishing from vessel for those with accessibility issues.

2. Glass bottles and containers are prohibited on the Madison River.

Options:

Keep rule as is.

No restriction on glass bottles and containers anywhere on the Madison River.

Revise rule to only prohibit glass bottles and containers on the lower Madison River.

RULE II MADISON RIVER

1. A Madison River Special Recreation Permit is required for any commercial use on the Madison River.

Options:

Keep rule as is.

Group 2:

- New rule 1 she wants to maintain status so new rule 1 goes away, except for glass bottle prohibition is good.
- New Rule 2: Limit of # licenses to 2016/2017 level to non-residents. When cap is reached, no more growth is allowed. No restrictions on SRPs.
- New Rule 3: No problem with a or b. Sub-section (2) no restriction on number for (3) or (4) either. Sub-section (5) goes away entirely
- New Rule 4: 2 year review period.

Group 3:

- River stamp, user test
- No rest rotation
- No glass
- No commercial closure on Grey Cliffs – Headwaters
- Artificial lures only, no treble hooks

Proposed Committee Rules

Negotiated Rulemaking Act, ground rules adopted in accordance w/ Act.

Participation

1. The Committee will actively encourage the inclusion of a variety of perspectives in the following ways:
 - a. Members will candidly identify and share their values and interests and will do so as soon as possible.
 - b. The Committee, by consensus, can invite individuals with perspective not represented by members to discuss their views with the Committee.
 - c. Committee meetings will be open to the public. Each meeting allows for public comment. Individuals may request time on the Committee agenda to discuss their concerns. Permission will be granted by consensus.
2. Committee members agree to make every effort to attend every meeting.

Decisions/Agreements

1. The Committee will seek consensus agreements regarding policy decisions and recommendations. Consensus is defined as acceptance of an agreement. Members may not agree with all aspects of an agreement, however, they do not disagree enough to warrant opposition to the agreement.
2. Participants who disagree with a proposal are responsible for offering a constructive alternative that seeks to accommodate the interests of all other participants.

Communications with the Media

1. Each participant is free to speak to the media regarding their own view on the work of the Committee. No participant may characterize the views of other participants expressed in this process to the media or in other forums, before, during, and after Committee proceedings.

Roles and Responsibilities

1. As written in the Negotiated Rulemaking Act 2-5-109, role of facilitator:
 - a. Selection & duties:
 - i. An agency may nominate a person to serve as a facilitator for the negotiations of the Committee, subject to the approval of the Committee by consensus. If the Committee does not approve the agency's nomination for facilitator, the agency shall submit a substitute nomination. If the Committee does not approve the substitute nomination of the agency for facilitator, the Committee shall select by consensus a person to serve as facilitator. A person designated to

represent the agency in substantive issues may not serve as facilitator or presiding officer for the Committee.

- ii. A facilitator approved or selected by the Committee shall:
 1. Preside at the meetings of the Committee in an impartial manner.
 2. Impartially assist the members of the Committee in conducting discussions and negotiations and achieving consensus; and
 3. Manage the keeping of minutes and records.

Problem Statement Draft 4

3/7/19

The Madison River is an iconic fishing destination for trout anglers worldwide. The popularity of this fishery can be documented through FWP estimates on angling pressure, which indicate that the Madison river is frequently one of the most heavily fished rivers in Montana. Due to heavy use, there have been many efforts to reduce angler conflicts and crowding on the Upper Madison River over the last 59 years. The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that will be functionally adaptive to respond to current and future conditions. The April 19 2018 the draft Madison River Draft Recreation Management Plan and Environmental Assessment and associated draft Administrative Rules were not adopted by the Commission to be sent out for public comment. At their June 14, 2018 Meeting, the Commission passed a motion for the Negotiated Rule Making Process to “revise the River Recreation Plan as presented to the Commission on April 19.” The Madison River Negotiated Rulemaking Committee has been given full latitude in developing a new or revised plan that would incorporate the interests of all stakeholders.

Surveys conducted by FWP in 2008, 2009, 2012 and 2016 provided insight into how satisfied people were with their Madison River experience. The results indicated several areas of concern including crowding of recreationists on the river and at access points, perceived over-use by permittees, and the increasing amount of visitor impacts on natural resources. They also noted that, “While not a resource management plan, this plan does recognize the vital role that resources plan in the recreation experience and the potential impacts that recreation can have on those resources.” Clearly, however, disagreements among stakeholders of the river reported over a number of years, were the principle drivers in addressing all the recreation on the Madison River at this time.

There currently is no recreation management plan for the Madison River to guide decisions addressing the following concerns. Stakeholders including residents, non-residents, large and small commercial interests, non-commercial interests, wade-anglers, float-anglers, people with accessibility issues, and non-angling stakeholders are concerned about how their use could be limited by a recreation

plan. There is a concern among commercial users that biased interpretation of available data will be used to identify those users as the source of the problem, and that they will shoulder the burden of the proposed rules. There is concern about establishing rules governing user groups without knowing overall use data. There is concern as to the impact on the stability and growth of the local businesses and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could further degrade user experience. Some stakeholders are concerned that regulations in one area will increase or shift overcrowding to other parts of the river. There is not a common understanding or educational program to direct users on how to behave on the river or fishing access sites, or how to handle fish. There is concern that the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Montana Fish, Wildlife and Parks is constrained by the financial impact of implementing rules, and the Commission has a responsibility for upholding the public trust doctrine (which includes the care and management of fish and wildlife resources for the benefit for all). This Committee's proposed plan and implementing rules should promote a positive experience for all users and address the fishery, water quality and fully consider and appropriately address the immense importance of the river and recreation associated with it on the local economy.

Fundamental Objectives Draft 3

3/7/19

(Not in order of importance.)

1. Maximize satisfaction of:
 - a. non-residents.
 - b. residents.
 - c. commercial non-anglers.
 - d. commercial angler-users.
 - e. shuttles.
 - f. non-commercial non-anglers.
 - g. non-commercial anglers.
 - h. wade-anglers.
 - i. float-anglers.
 - j. riparian private landowners.
 - k. riparian public landowners.
 - l. those with accessibility issues.
2. Maximize clarity of plan.
3. Maximize conciseness of plan.
4. Maximize enforceability of plan.
5. Minimize administrative burden on users.
6. Maximize health of:
 - a. the fishery.
 - b. riparian habitat.
 - c. water quality.
7. Minimize negative effects on local business and surrounding economies that are dependent on the Madison River.

8. Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.
 - a. Reduce uncertainty in # of non-commercial users
 - b. Reduce uncertainty in satisfaction data
9. Minimize social conflicts among users:
 - a. at fishing access sites.
 - b. on the water.
 - c. off the water.
10. Minimize displacement:
 - a. On the Madison
 - b. To other rivers
11. Minimize privatization of access.

Development of Alternatives, Continued

Small Group Work Round 2, 3/7/19

Group 1:

NEW RULE I MADISON RIVER

(1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube:

-Rule as is (status quo)

-Rule as listed in April rule

-Rule as is with exception to b

-No restrictions

-Fishing from boat

-Resident day in both sections, 2 or 3 days a week

(a) between the outlet of Quake Lake and Lyons Bridge Fishing Access Site; and

(b) between Ennis Fishing Access Site and Ennis Lake.

-Personal watercraft to gain access to fishing

(2) Glass bottles and containers are prohibited on the Madison River.

-Keep April rule

-No ban

-Ban glass warm springs and blacks ford

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT

(1) A Madison River Special Recreational Permit is required for any commercial use on the Madison River.

-Keep this

(2) The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana.

-Keep this

(3) Permits will be allocated in a one-time process in 2018 to Madison River Special Recreation Permit holders who reported commercial use on the Madison River in 2016 or 2017. Madison River Special Recreation Permit Use Reports submitted on or before December 31, 2017 will be used to determine 2016 and 2017 commercial use. Once allocated, permittees must reapply annually to maintain their permit.

-Permits will be allocated in a one-time process process in 2020 to Madison River SRP holders who reported commercial use on the Madison River in 2019. Madison River Special Recreation Permit Use Reports submitted on or before December 31, 2019 will be used to determine use. Once allocated, permittees must reapply annually to maintain their permit.

-No limit on Madison River SRPs and limit commercial use to previous years- not defined yet

(4) Permittees must submit an annual report, as prescribed by the department, including:

(a) dates of river use;

(b) number of clients;

(c) access points used; and

(d) any other information the department deems necessary.

-Keep this

(5) Permittees who do not submit an annual report completely and timely—by January 15th of the following year—will have their permit revoked.

-Keep April

-Get rid of this

(6) A permit is considered abandoned after two consecutive years of no activity reported on the annual report.

-Keep this

-Get rid of this

(7) Revoked and abandoned permits may be made available at the department's discretion to all commercial fishing and floating operators via a random lottery to be conducted by the department.

-Keep April rule

-SRPs are unlimited

-Get rid of this

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(1) For the purposes of this rule, “trip” is defined as:

(a) one launch of one vessel by the permittee or an agent of the permittee and associated clients; or MAR Notice No. 12-481 -4-

(b) walk/wade use by the permittee or an agent of the permittee and associated clients.

(2) Permit holders are not to exceed a maximum daily number of three trips between the Quake Lake outlet and Lyons Bridge Fishing Access Site.

(3) Permit holders are restricted from Lyons Bridge Fishing Access Site to Ennis Fishing Access Site as follows:

(a) from October 1 through June 15 a maximum daily number of five trips; and (b) from June 16 through September 30 a maximum daily number of ten trips.

(3) Permit holders are not to exceed a maximum daily number of three trips between Ennis Fishing Access Site and Ennis Lake.

(4) Permit holders are not to exceed a maximum daily number of five trips from Warm Springs Recreation Area to Greycliff Fishing Access Site.

(5) Commercial trips are prohibited as follows: (a) between the Quake Lake outlet and Lyons Bridge Fishing Access Site on Saturdays; (b) between Lyons Bridge Fishing Access Site and Palisades Recreation Area on Sundays; (c) between Palisades Recreation Area and McAtee Bridge Fishing Access Site on Mondays; (d) between McAtee Bridge Fishing Access Site and Varney Bridge Fishing Access Site on Tuesdays; (e) between Varney Bridge Fishing Access Site and Ennis Fishing Access Site on Wednesdays; (f) between Ennis Fishing Access Site and the inlet of Ennis Lake on Thursdays; (g) between Warm Springs Recreation Area and Greycliff Fishing Access Site on Fridays; and (h) between Greycliff Fishing Access Site and the confluence with the Jefferson River.

-Keep April rule as is

-Get rid of it all

REASON FOR NEW RULE IV: The commission may deem it necessary to adjust the proposed river recreation rules for the Madison River, including the special recreation permit, to address future changes in the recreational use of the river, user satisfaction, conditions of the fishery, or any other data and information accumulated over each five-year period to ensure the rules are effective.

-Review in 2 years

New Rule V

-Stamp for no cost is required for non-residents on a first come, first served basis to accompany fishing license. Permit numbers will be based on an average days fished per angler equivalent 100,000 angler days. Based on the most recent Angler Survey.

-Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half to non-resident, only nonresidents have to purchase no-fee stamp. First come, first served basis. Adjusted every 2 years.

-Madison River Special Stamp- No restriction on SRPs. Resident pays a nominal fee for unlimited number of stamps. Non resident stamp is limited to a first come, first served-- when the number is reached no more non-resident stamps will be issued. The number of nonresident stamps is limited to reflect a reduction in use report use in 2016 and 2017, down to approximately 60% of use. Review on monthly basis (or other timeframe) to adjust sales or stop sales.

Group 2:

GROUP 2 ALTERNATIVES

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- No commercial cap on SRPs.
- OR
- Cap commercial days at 2018 levels upon suite biological triggers

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Review of River Recreation Plan Every 2 Years
- OR

- Commercial & Non Commercial Evaluation after 1 year after implementation, and then bi-annually

RULE V (New, Education Based)

- Annual angler satisfaction survey (like migratory bird harvest data- required to get your license)
- In-depth etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Require River Etiquette and Drift Boating Test (test completion is required to get vessel permit, one-time, no fee).
- Distribute Stream Access Law pamphlets to Madison River stakeholders.
- Create posters for FWP license providers on river etiquette, boat etiquette, stream access, etc.
- Test required to obtain Madison River Use Stamp (all users)

RULE VI (New, Use Permits)

- Require Annual Vessel Permit for Madison River Use (Ex: fee \$100 vessels >10' \$40 vessels <10') (FWP income driver). Does not apply to current SRP permit holders.
- Madison River Use Fee: Small fee (\$5) to be deposited at a boat ramp. Bring awareness to what these fees go towards. Does not apply for licensed anglers, annual vessel permit holders, or SRP permit holders. (FWP income driver).

OR

- Madison River Use Stamp for all Users

RULE VII (New, Manager)

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VIII (New, User Data)

- Collect accurate recreation user data for each reach of the Madison River.

Group 3:

RULE 1 Ennis to Lake

Access by watercraft for non float fishing

No glass

No restrictions

Rule II

Throw out whole rule

Rule III

keep 1 (a)

2(a) Keep but modify to limit of max used last two years if less than 5

2(b) Keep but modify to limit of max used last two years if less than 10

(3) same but via rule I

(4) As is

(5) Remove

Rule IV

2 years instead of 5

More Rules

1. River wide artificial lures with single barbless hooks.

Small Group Work Round 3, 3/7/19

Group 1:

Alternative 1

- All of the April rule unchanged
- Stamp for no cost is required for non-residents on a first come, first served basis to accompany fishing license. Permit numbers will be based on an average days fished per angler equivalent 100,000 angler days. Based on the most recent Angler Survey.
- Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half to non-resident, only nonresidents have to purchase no-fee stamp. First come, first served basis. Adjusted every 2 years.

Alternative 2

- Madison River Special Stamp- No restriction on SRPs. Resident pays a nominal fee for unlimited number of stamps. Non resident stamp is limited to a first come, first served-- when the number is reached no more non-resident stamps will be issued. The number of nonresident stamps is limited to reflect a reduction in use report use in 2016 and 2017, down to approximately 60% of use. Review on monthly basis (or other timeframe) to adjust sales or stop sales.
- Citizen Days, 2 or 3 days per week on walk wade sections (keep with current rule of access to fishing with vessel)
- Eliminate Rule 3- the SRP system
- Review every 2 years

Alternative 3

- The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana.
- Permits will be allocated in a one-time process process in 2020 to Madison River SRP holders who reported commercial use on the Madison River in 2019. Madison River Special Recreation Permit Use Reports submitted on or before December 31, 2019 will be used to determine use. Once allocated, permittees must reapply annually to maintain their permit.
- Adopt an overall carrying capacity for all uses for entire river
- Review plan after 2 year

Alternative 4

-The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube:

(a) between the outlet of Quake Lake and Lyons Bridge Fishing Access Site; and

(b) between Ennis Fishing Access Site and Ennis Lake. except the use of personal watercraft to gain access to fishing.

-Glass bottles and containers are prohibited on the Madison River.

-Cap Commercial use to previous year (not sure which year) use

-Review plan after 2 year

GROUP 2 ALTERNATIVE 1
Biological Triggers

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at 2018 levels upon suite biological triggers

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Review of River Recreation Plan Every 2 Years

GROUP 2 ALTERNATIVE 2
Data Evaluation

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- No commercial cap on SRPs.

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Commercial & Non Commercial Evaluation after 1 year after implementation, and then bi-annually

GROUP 2 ALTERNATIVE 3
Cap with Growth

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

Cap SRP Permits for Commercial Users: The number of SRPs available will be maintained at the number of permits issued in 2017 & 2018 showing historical use as provided by the special use permit report logs submitted for that year. Additional permits to be distributed as recreational management plan allows. New permits are given a baseline of 120 launches.

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Review of River Recreation Plan Every 2 Years

RULE V (New, Education Based)

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data- required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE V (New, Education Based)

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data- required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE V (New, Education Based)

- Annual angler satisfaction survey (like migratory bird harvest data- required to get your license)
- In-depth etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Require River Etiquette and Drift Boating Test (test completion is required to get vessel permit, one-time, no fee).
- Distribute Stream Access Law pamphlets to Madison River stakeholders.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE , Use Permits)

- NO ADDITIONAL

RULE, Use Permits)

- NO ADDITIONAL

RULE VI (New, Use Permits)

- Require Annual Vessel Permit for Madison River Use (Ex: fee \$100 vessels >10' \$40 vessels <10') (FWP income driver). Does not apply to current SRP permit holders.
- Madison River Use Fee: Small fee (\$5) to be deposited at a boat ramp. Bring awareness to what these fees go towards. Does not apply for licensed anglers, annual vessel permit holders, or SRP permit holders. (FWP income driver).

RULE VI (New, Manager)

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

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RULE VII (New, Manager)

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VIII (New, User Data)

- Collect accurate recreation user data for each reach of the Madison River.

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RULE VIII (New, User Data)

- Collect accurate recreation user data for each reach of the Madison River.

RULE IX (New, Commercial Cap)

Cap # of Launches for each outfitter to 120 for use as an individual outfitter (not to hire out guides) plus historical use based on 2017 & 2018 # of launches (maximum launches reached for each individual SRP holder during those two years). If total launches for a permit holder is 0 for two consecutive years, permit is forfeited. FWP will issue launches in established increments (e.g. 10) to current or new permit requests by random lottery process. Additional launches to be distributed in random lottery process as recreational management plan allows (growth opportunity for outfitters). No cap for scenic tour launches at this time.

If there is an open market for days allotted to an SRP holder, limit commercial launches for one outfitter to 1500 per year.

End-of-year SRP satisfaction survey

Alternatives Draft 1

Draft 3/7/19, for Scoring Consequences as Homework Exercise before Meeting 3

Alternative A: Status Quo

→ Do nothing.

Alternative B: April Rule

→ Previous recommendation.

New Alternative 1

- All of the April rule unchanged
 - Stamp for no cost is required for non-residents on a first come, first served basis to accompany fishing license. Permit numbers will be based on an average days fished per angler equivalent 100,000 angler days. Based on the most recent Angler Survey.
 - Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half to non-resident, only nonresidents have to purchase no-fee stamp. First come, first served basis. Adjusted every 2 years.
-

New Alternative 2 -- Cap with Growth

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

Cap SRP Permits for Commercial Users: The number of SRPs available will be maintained at the number of permits issued in 2017 & 2018 showing historical use as provided by the special use permit report logs submitted for that year. Additional permits to be distributed as recreational management plan allows. New permits are given a baseline of 120 launches.

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Review of River Recreation Plan Every 2 Years

RULE V (New, Education Based)

- Annual angler satisfaction survey (like migratory bird harvest data- required to get your license)
- In-depth etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Require River Etiquette and Drift Boating Test (test completion is required to get vessel permit, one-time, no fee).
- Distribute Stream Access Law pamphlets to Madison River stakeholders.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE VI (New, Use Permits)

- Require Annual Vessel Permit for Madison River Use (Ex: fee \$100 vessels >10' \$40 vessels <10') (FWP income driver). Does not apply to current SRP permit holders.

- Madison River Use Fee: Small fee (\$5) to be deposited at a boat ramp. Bring awareness to what these fees go towards. Does not apply for licensed anglers, annual vessel permit holders, or SRP permit holders. (FWP income driver).

RULE VII (New, Manager)

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VIII (New, User Data)

- Collect accurate recreation user data for each reach of the Madison River.

RULE IX (New, Commercial Cap)

Cap # of Launches for each outfitter to 120 for use as an individual outfitter (not to hire out guides) plus historical use based on 2017 & 2018 # of launches (maximum launches reached for each individual SRP holder during those two years). If total launches for a permit holder is 0 for two consecutive years, permit is forfeited. FWP will issue launches in established increments (e.g. 10) to current or new permit requests by random lottery process. Additional launches to be distributed in random lottery process as recreational management plan allows (growth opportunity for outfitters). No cap for scenic tour launches at this time.

If there is an open market for days allotted to an SRP holder, limit commercial launches for one outfitter to 1500 per year.

End-of-year SRP satisfaction survey

New Alternative 3

RULE 1 Ennis to Lake

- Access by watercraft for non float fishing
- No glass
- No restrictions

Rule II

- Throw out whole rule

Rule III

- keep 1 (a)
- 2(a) Keep but modify to limit of max used last two years if less than 5
- 2(b) Keep but modify to limit of max used last two years if less than 10
- (3) same but via rule I
- (4) As is
- (5) Remove

Rule IV

- 2 years instead of 5

More Rules

- River wide artificial lures with single barbless hooks.

New Alternative 4

- Madison River Special Stamp- No restriction on SRPs. Resident pays a nominal fee for unlimited number of stamps. Non resident stamp is limited to a first come, first served-- when the number is reached no more non-resident stamps will be issued. The number of nonresident stamps is limited to reflect a reduction in use report use in 2016 and 2017, down to approximately 60% of use. Review on monthly basis (or other timeframe) to adjust sales or stop sales.
 - Citizen Days, 2 or 3 days per week on walk wade sections (keep with current rule of access to fishing with vessel)
 - Eliminate Rule 3- the SRP system
 - Review every 2 years
-

New Alternative 5 -- Biological Triggers

RULE I

- Open Float Fishing Quake to Lyons
- Open Float Fishing Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at 2018 levels upon suite biological triggers

RULE III

- No rest/rotation restrictions.
- No launch restrictions.
- No temporal restrictions.
- No commercial ban Greycliffs to Headwaters

RULE IV

- Review of River Recreation Plan Every 2 Years

RULE V (New, Education Based)

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data- required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE , Use Permits)

- NO ADDITIONAL

RULE VI (New, Manager)

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VIII (New, User Data)

- Collect accurate recreation user data for each reach of the Madison River.

SDM Meeting Three

March 25 – 26, Bozeman

Agenda

Monday, 25 Mar

- 9:00 Thoughts since last meeting
- 9:30 Results of learning exercise
- 10:30 15-min break
- 10:45 Identify alternatives for decision analysis
- 12:00 Lunch
- 12:30 Continue to identify alternatives for decision analysis
- 2:30 15-min break
- 2:45 Estimate consequences for identified alternatives
- 4:30 Public comment
- 5:00 Adjourn

Tuesday, 26 Mar

- 9:00 Discussion of results of decision analysis
- 10:30 15-min break
- 12:00 Lunch
- 2:30 15-min break
- 4:00 Wrap up, next steps
- 4:30 Public comment
- 5:00 Adjourn

Problem Statement

For review, 3/25/19

The Madison River is an iconic fishing destination for trout anglers worldwide. The popularity of this fishery can be documented through FWP estimates on angling pressure, which indicate that the Madison river is frequently one of the most heavily fished rivers in Montana. Due to heavy use, there have been many efforts to reduce angler conflicts and crowding on the Upper Madison River over the last 59 years. The Montana Fish & Wildlife Commission is in the process of establishing a river recreation management plan for the Madison River that will be functionally adaptive to respond to current and future conditions. The April 19 2018 the draft Madison River Draft Recreation Management Plan and Environmental Assessment and associated draft Administrative Rules were not adopted by the Commission to be sent out for public comment. At their June 14, 2018 Meeting, the Commission passed a motion for the Negotiated Rule Making Process to “revise the River Recreation Plan as presented to the Commission on April 19.” The Madison River Negotiated Rulemaking Committee has been given full latitude in developing a new or revised plan that would incorporate the interests of all stakeholders.

Surveys conducted by FWP in 2008, 2009, 2012 and 2016 provided insight into how satisfied people were with their Madison River experience. The results indicated several areas of concern including crowding of recreationists on the river and at access points, perceived over-use by permittees, and the increasing amount of visitor impacts on natural resources. They also noted that, “While not a resource management plan, this plan does recognize the vital role that resources plan in the recreation experience and the potential impacts that recreation can have on those resources.” Clearly, however, disagreements among stakeholders of the river reported over a number of years, were the principle drivers in addressing all the recreation on the Madison River at this time.

There currently is no recreation management plan for the Madison River to guide decisions addressing the following concerns. Stakeholders including residents, non-residents, large and small commercial interests, non-commercial interests, wade-anglers, float-anglers, people with accessibility issues, and non-angling stakeholders are concerned about how their use could be limited by a recreation plan. There is a concern among commercial users that biased interpretation of available data will be used to identify those users as the source of the problem, and that they will shoulder the burden of the proposed rules. There is concern about establishing rules governing user groups without knowing overall use data. There is concern as to the impact on the stability and growth of the local businesses and surrounding economies if regulations restrict river usage. There is a concern by some stakeholders that current use has led to a lessening of their user experience. There is concern among stakeholders that future crowding could further degrade user experience. Some stakeholders are concerned that regulations in one area will increase or shift overcrowding to other parts of the river. There is not a common understanding or educational program to direct users on how to behave on the river or fishing access sites, or how to handle fish. There is concern that the health of the fishery will be affected if total angler numbers continue to rise. This uncertainty is prompting concern and a sense of urgency among some stakeholders. Montana Fish, Wildlife and Parks is constrained by the financial impact of implementing rules, and the Commission has a responsibility for upholding the public trust doctrine (which includes the care and management of fish and wildlife resources for the benefit for all). This Committee's proposed plan and implementing rules should promote a positive experience for all users and address the fishery, water quality and fully consider and appropriately address the immense importance of the river and recreation associated with it on the local economy.

Fundamental Objectives

For review, 3/25/19

(Not in order of importance.)

1. Maximize satisfaction of:
 - a. non-residents.
 - b. residents.
 - c. commercial non-anglers.
 - d. commercial angler-users.
 - e. shuttles.
 - f. non-commercial non-anglers.
 - g. non-commercial anglers.
 - h. wade-anglers.
 - i. float-anglers.
 - j. riparian private landowners.
 - k. riparian public landowners.
 - l. those with accessibility issues.
2. Maximize clarity of plan.
3. Maximize conciseness of plan.
4. Maximize enforceability of plan.
5. Minimize administrative burden on users.
6. Maximize health of:
 - a. the fishery.
 - b. riparian habitat.
 - c. water quality.
7. Minimize negative effects on local business and surrounding economies that are dependent on the Madison River.

8. Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.
 - a. Reduce uncertainty in # of non-commercial users
 - b. Reduce uncertainty in satisfaction data
9. Minimize social conflicts among users:
 - a. at fishing access sites.
 - b. on the water.
 - c. off the water.
10. Minimize displacement:
 - a. On the Madison
 - b. To other rivers
11. Minimize privatization of access.

Results of Homework: SDM Consequences

As a learning exercise, draft consequences estimated for 5 example alternatives developed at the end of Meeting Two.

Consequence Table, Original Scores		Min/Max	Alternatives								
Obj #	Objectives	Goal of Scale	A: Status Quo	B: April Rule	New Alt 1	New Alt 2	New Alt 3	New Alt 4	New Alt 5	Range: Min	Range: Max
1	Maximize satisfaction of:										
1a	a) non-residents.	Max	3.90	3.00	2.10	3.50	3.30	2.10	3.90	2.10	3.90
1b	b) residents.	Max	2.30	2.50	2.80	2.40	2.30	4.10	2.50	2.30	4.10
1c	c) commercial non-anglers.	Max	3.80	2.20	2.70	4.10	3.30	3.50	4.00	2.20	4.10
1d	d) commercial angler-users.	Max	4.00	1.90	1.70	3.70	2.80	2.60	4.00	1.70	4.00
1e	e) shuttles.	Max	4.50	2.80	2.90	4.40	3.60	2.80	4.20	2.80	4.50
1f	f) non-commercial non-anglers.	Max	3.50	3.30	3.60	3.00	3.30	3.50	3.50	3.00	3.60
1g	g) non-commercial anglers.	Max	2.90	3.50	2.80	2.70	3.00	3.30	3.00	2.70	3.50
1h	h) wade-anglers.	Max	2.60	3.90	2.50	2.00	2.30	2.80	2.30	2.00	3.90
1i	i) float-anglers.	Max	3.20	2.40	2.40	3.30	2.50	2.70	3.60	2.40	3.60
1j	j) riparian private landowners	Max	2.90	3.10	3.40	3.40	3.10	2.90	3.20	2.90	3.40
1k	k) riparian public landowners	Max	3.10	2.80	3.00	3.10	3.10	3.00	2.90	2.80	3.10
1l	l) those with accessibility issues.	Max	3.60	1.60	1.60	4.00	2.50	3.20	4.20	1.60	4.20
2	Maximize clarity of plan.	Max	4.30	2.40	2.40	2.90	2.20	3.20	3.70	2.20	4.30
3	Maximize conciseness of plan.	Max	4.40	2.60	2.30	3.00	2.70	3.30	3.60	2.30	4.40
4	Maximize enforceability of plan.	Max	3.80	2.40	2.00	3.10	2.60	3.00	3.50	2.00	3.80
5	Minimize administrative burden on users.	Max	4.30	2.00	2.30	1.90	2.20	2.50	2.00	1.90	4.30
6	Maximize health of:										
6a	a) the fishery.	Max	3.30	3.60	3.80	2.90	3.30	3.50	2.80	2.80	3.80
6b	b) riparian habitat.	Max	3.10	2.90	2.90	3.40	2.90	2.80	3.40	2.80	3.40
6c	c) water quality.	Max	3.40	2.90	3.10	3.70	3.20	3.10	3.50	2.90	3.70
7	Minimize negative effects on local business and surrounding e	Max	4.50	2.50	1.90	4.00	3.20	2.10	4.20	1.90	4.50
8	Maximize ability of the recreation management plan to adapt a										
8a	a) Reduce uncertainty in # of non-commercial users.	Max	2.30	2.30	2.80	3.40	2.50	2.60	4.00	2.30	4.00
8b	b) Reduce uncertainty in satisfaction data.	Max	1.90	1.80	2.40	3.90	2.40	2.30	4.20	1.80	4.20
9	Minimize social conflicts among users.										
9a	a) at fishing access sites.	Max	2.00	2.50	2.70	2.70	2.40	3.00	3.30	2.00	3.30
9b	b) on the water.	Max	2.10	3.00	3.00	2.60	2.40	3.00	3.10	2.10	3.10
9c	c) off the water.	Max	2.50	2.80	2.90	2.80	2.90	3.10	3.30	2.50	3.30
10	Minimize displacement:										
10a	a) on the Madison.	Max	2.90	2.50	2.20	2.90	2.60	2.90	3.20	2.20	3.20
10b	b) to other rivers.	Max	2.60	2.40	2.30	2.40	2.20	2.70	2.50	2.20	2.70
11	Minimize privatization of access.	Max	4.00	2.20	2.20	4.20	3.20	3.60	4.20	2.20	4.20
	<i>Sum of Weights (for all objectives)</i>										
	Final Score (sum of scores)		91.70	73.80	72.70	89.40	78.00	83.20	95.80		

Development of Alternatives, Continued

Small Group Work, Round 1, 3/25/19

Group 1

Alternative 1

Rule 1

NEW RULE I MADISON RIVER

(1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube between the outlet of Quake Lake and Lyons Bridge Fishing Access Site no fishing access from a boat June 18- October 1; and

(a) between Ennis Fishing Access Site and Ennis Lake gain access to fishing with a boat.

(2) Glass bottles and containers are prohibited on the Madison River.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT (1) A Madison River Special Recreational Permit is required for any commercial use on the Madison River. (2) The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana.

(3) DELETE THE CAP

(4) Permittees must submit an annual report, as prescribed by the department, including: (a) dates of river use; (b) number of clients; (c) access points used; and (d) any other information the department deems necessary. (5) Permittees who do not submit an annual report completely and timely—by January 15th of the following year—will have their permit revoked. (6) A permit is considered abandoned after two consecutive years of no activity reported on the annual report. (7) Revoked and abandoned permits may be made available at the department's discretion to all commercial fishing and floating operators via a random lottery to be conducted by the department.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

- (2) Cap the number of days on historical use to 2018 use numbers allocated to outfitters based upon that. (2) Days are tied to SRP and SRP cannot be sold, state hold the days. New SRP goes to lottery, must have 100 days as guide on the Madison River.

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

- (1) The commission shall review the rules governing recreational use on the Madison River every two years starting in 2022

NEW RULE V

Madison River Conservation Stamp \$5 per all users for Madison River money allocated to full time game warden for river

NEW RULE VI

Limit harvest to 1 fish between YNP boundary to outlet of Quake Lake

Alternative 2

NEW RULE I MADISON RIVER (1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube between the outlet of Quake Lake and Lyons Bridge Fishing Access Site; and (b) between Ennis Fishing Access Site and Ennis Lake gain access to fishing from vessel.

- (2) Glass bottles and containers are prohibited on the Madison River.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT (1) A Madison River Special Recreational Permit is required for any commercial use on the Madison River. (2) The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana. (3) Permits will be allocated in a one-time process in 2019 to Madison River Special Recreation Permit holders who reported commercial use

on the Madison River in 2017 or 2018. Madison River Special Recreation Permit Use Reports submitted on or before December 31, 2017 will be used to determine 2016 and 2017 commercial use. Once allocated, permittees must reapply annually to maintain their permit. (4) Permittees must submit an annual report, as prescribed by the department, including: (a) dates of river use; (b) number of clients; (c) access points used; and (d) any other information the department deems necessary. (5) Permittees who do not submit an annual report completely and timely—by January 15th of the following year—will have their permit revoked. (6) A permit is considered abandoned after two consecutive years of no activity reported on the annual report. (7) Revoked and abandoned permits may be made available at the department's discretion to all commercial fishing and floating operators via a random lottery to be conducted by the department.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(1) For the purposes of this rule, "trip" is defined as: (a) one launch of one vessel by the permittee or an agent of the permittee and associated clients; or MAR Notice No. 12-481 -4- (b) walk/wade use by the permittee or an agent of the permittee and associated clients. (2) Permit holders are not to exceed a maximum daily number of three trips between the Quake Lake outlet and Lyons Bridge Fishing Access Site. (3) Permit holders are restricted from Lyons Bridge Fishing Access Site to Ennis Fishing Access Site as follows: (a) from October 1 through June 15 a maximum daily number of five trips as standard except for those outfitters with SRP with fewer than five days it would be their average over the last 2 years; and (b) from June 16 through September 30 a maximum daily number of ten trips with SRP with fewer than 10 it would be there average over the last 2 years. (3) Permit holders are not to exceed a maximum daily number of three trips between Ennis Fishing Access Site and Ennis Lake. (4) Permit holders are not to exceed a maximum daily number of five trips from Warm Springs Recreation Area to Greycliff Fishing Access Site. (5) Commercial trips are prohibited as follows: (a) between the Quake Lake outlet and Lyons Bridge Fishing Access Site on Saturdays; (b) between Lyons Bridge Fishing Access Site and Palisades Recreation Area on Sundays; (c) between Palisades Recreation Area and McAtee Bridge Fishing Access Site on Mondays; (d) between McAtee Bridge Fishing Access Site and Varney Bridge Fishing Access Site on Tuesdays; (e) between Varney Bridge Fishing Access Site and Ennis Fishing Access Site on Wednesdays; (f) between Ennis Fishing Access Site and the inlet of Ennis Lake on Thursdays; (g) between Warm Springs Recreation Area and Greycliff Fishing Access Site on Fridays; and (h) between Greycliff Fishing Access Site and the confluence with the Jefferson River.

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

(1) The commission shall review the rules governing recreational use on the Madison River every five years.

Alternative 3

NEW RULE I MADISON RIVER

(1) The Madison River gain access to fishing with a vessel or float tube for wade fishing:
(a) between the outlet of Quake Lake and Lyons Bridge Fishing Access Site; and
(b) between Ennis Fishing Access Site and Ennis Lake.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT

(1) A Madison River Special Recreational Permit is required for any commercial use on the Madison River. (2) The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana. (4) Permittees must submit an annual report, as prescribed by the department, including: (a) dates of river use; (b) number of clients; (c) access points used; and (d) any other information the department deems necessary. (5) Permittees who do not submit an annual report completely and timely—by January 15th of the following year—will have their permit revoked. (6) A permit is considered abandoned after two consecutive years of no activity reported on the annual report. (7) Revoked and abandoned permits may be made available at the department's discretion to all commercial fishing

(8) Madison River User Permit for all users, with reporting system iron rangers at each FAS site

NEW RULE III

Anything over 100 trips is historical use based on 2017 number

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

(1) The commission shall review the rules governing recreational use on the Madison River evaluation after one year and third year, full review every five years including user data.

Alternative 4

NEW RULE I MADISON RIVER

(1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube: (a) between the outlet of Quake Lake and Lyons Bridge Fishing Access Site; and (b) between Ennis Fishing Access Site and Ennis Lake with the use of personal watercraft to gain access.

(2) Glass bottles and containers are prohibited on the Madison River

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT

(1) A Madison River Special Recreational Permit is required for any commercial use on the Madison River. (2) The Madison River Special Recreational Permit is considered a commercial use permit and is subject to the requirements of Fish, Wildlife and Parks' Commercial Use Permitting Requirements found in Title 12, Chapter 14, subchapter 1 of the Administrative Rules of Montana.

(4) Permittees must submit an annual report, as prescribed by the department, including: (a) dates of river use; (b) number of clients; (c) access points used; and (d) any other information the department deems necessary. (5) Permittees who do not submit an annual report completely and timely—by January 15th of the following year—will have their permit revoked. (6) A permit is considered abandoned after two consecutive years of no activity reported on the annual report. (7) Revoked and abandoned permits may be made available at the department's discretion to all commercial fishing and floating operators via a random lottery to be conducted by the department.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(1) For the purposes of this rule, "trip" is defined as: (a) one launch of one vessel by the permittee or an agent of the permittee and associated clients; or MAR Notice No. 12-481 -4- (b) walk/wade use by the permittee or an agent of the permittee and associated clients.

(2) Cap outfitting numbers to 2016 use, first come, first serve basis based FWP decision of fair and equitable system. SRPs are not limited.

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

(1) The commission shall review the rules governing recreational use on the Madison River evaluation after one year and third year, full review every five years including user data.

Group 2

Alternative 1

Move wade section weekly between Reynolds and Ennis with consultation with commercial.

No change for lower Madison Dam to Three Forks.

Alternative 2

Citizens Days April rule noncommercial

Restriction on floats per section new rule III numbers or trips per day modified

Alternative 3

Open Float Fishing Quake Lake to Ennis Lake.

Lower stays as is.

Cap noncommercial days at X.(adjust based on biological data)

Cap commercial days at X year. (adjust based on biological date)

Group 3

Alternative 1

RULE I (General River Use)

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison [while in float tubes]

RULE II (Commercial Use Allocation)

- Cap # of Outfitter Trips based on Historical Use using a Tier System
 - *88% of SRP holders operate 100 trips or less and have had very little growth from 2011-2017.*
 - If current use is 25 trips or less, SRP holder will receive 50 trip permit.
 - If current use is 26-100 trips, SRP holder will receive 100 trip permit.
 - *The remaining SRP holders (24 total) have grown from 2011-2017.*
 - If current use is over 100 trips, SRP holder will receive a permit to operate the number of trips equal to their maximum number in the previous 5 years.
 - No shoulder seasons established- use allocation from 1/1-12/31 annually.
 - If total trips exceeds use permit allowance, SRP holder will incur high fines. If exceeding trip allowance is habitual, SRP holder risks losing permit.
 - If total trips for a SRP holder is 0 for two consecutive years, permit is forfeited.
 - FWP may issue trips in established increments to current or new permit requests as the management plan allows in Rule VI Evaluation.
- Cap SRP Permits
 - Permits are transferable.
 - A SRP holder may combine a maximum of two permits.
 - Additional permits to be distributed as recreational management plan allows in Rule VI Evaluation.
 - New permits issued will receive a 50 trip permit unless being transferred from a current SRP which will receive whatever permit that current SRP holds.

RULE III (Use Permits)

- Annual Vessel Permit for operating a vessel on the Madison River
 - No fee.
 - Permit documentation will include river etiquette, ramp etiquette and drift boat use information.
 - End of year data collection/user surveys.
 - Does not apply to commercial SRP permit holders.

- Madison River Use Permit
 - No fee. Donation Accepted.
 - *What is the best way to get most accurate use data?*

IDEAS:

- Drop box at FAS.
- Issued through FWP license provider/online through ALS#.
 - Annual use permits (like migratory bird harvest data)—might be best for residents.
 - Daily use permits: 1 day, 5 day, 10 day—might be best for non-residents.
- End of year surveys of use permit holders for satisfaction/use data.
- Allow ability to obtain use permit online/mobile phone or at FAS—needs to be easy.
- Does not apply for annual vessel permit holders or commercial SRP permit holders.

RULE IV (Education)

- Etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Educate landowners and river users on Stream Access Laws (FWP pamphlets already available)
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE V (Manager)

- Madison River Recreation Manager
 - Employed by FWP.
 - On-scene at boat ramps and on-river.
 - Allows opportunity for education and for reporting abuse.

RULE VI (Evaluation)

- Evaluation of River Recreation Plan
 - Years 1, 3, 5, 7, 10.
 - Determine capacity.
 - Evaluate river use from SRP holders—allow for growth to capacity.
 - Evaluate river use from vessel permit holders.
 - Evaluate use permit satisfaction and use data.
 - At year 10, determine best timeframe for subsequent evaluations.

Alternative 2

RULE I

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at historic levels upon prescribed decline in abundance, age, and catch rates.

RULE III

- Review of River Recreation Plan Every 2 Years

RULE IV

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data-required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
 - Cap stamps at historic levels upon a prescribed decline in abundance, age and catch rates.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc

RULE V

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VI

- Collect accurate recreation user data for each reach of the Madison River.

Alternative 3

No restrictions on SRPs or commercial river use.

RULE 1 Walk/Wade Sections and Citizen Days

- Current walk/wade sections remain status quo except in the following:
 - Two citizen days per week in walk/wade section
 - Quake to Lyons (Friday & Saturday)
 - Ennis to Ennis Lake (Sunday & Monday)

RULE 2 Madison River Use Stamp (Anglers only)

- Issued through ALS/FWP License Provider
- Residents
 - Nominal fee.
 - Stamps are unlimited.
- Non-Residents
 - Nominal fee.
 - Number of stamps is limited to reflect a reduction in the use report of historic user numbers. Result is to reduce non-resident angler use to approximately 60% of the total angler use. Issued on a first-come, first serve basis.
 - Review yearly or more often with a goal of adjusting the stamps to reduce the crowded conditions to 2016 levels or 60% of the total angler use.
- Funds from stamps to be used towards enforcement on the Madison River.

Small Group Work, Round 2, 3/25/19

Group 1

Alternative 1

NEW RULE I MADISON RIVER

(1) The Madison River is closed to fishing from a vessel or float tube, and wade fishing when fishing access is gained by vessel or float tube between the outlet of Quake Lake and Lyons Bridge Fishing Access Site no fishing access from a boat June 18- October 1; and

(a) between Ennis Fishing Access Site and Ennis Lake gain access to fishing with a boat.

(2) Glass bottles banned Warm Springs to Blacks Fords.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT – No cap on SRPs.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(3) Cap the number of days on historical use to 2018 use numbers allocated to outfitters based upon that. (2) Days are tied to SRP and SRP cannot be sold, state hold the days. New SRP goes to lottery, must have 100 days as guide on the Madison River.

NEW RULE IV REVIEW OF RIVER RECREATION RULES FOR THE MADISON RIVER

(1) The commission shall review the rules governing recreational use on the Madison River evaluation after one year and third year, full review every five years including user data. Rapid decline in fishery triggers immediate action from FWP.

NEW RULE V

Madison River Conservation Stamp \$5 per all users for Madison River money allocated to full time game warden for river

NEW RULE VI

Limit harvest to 1 fish between YNP boundary to outlet of Quake Lake

Alternative 2

Move wade section weekly between Reynolds and Ennis with consultation with commercial.

Single barbless artificial lures on Upper Madison.

No change for lower Madison Dam to Three Forks.

Alternative 3

No restrictions on SRPs or commercial river use.

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 - Review yearly or more often with a goal of adjusting the stamps to reduce the crowded conditions to 2016 levels or 60% of the total angler use.
- Funds from stamps to be used towards enforcement on the Madison River.

Alternative 4

RULE I (General River Use)

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison Warm Springs to Blacks Ford [while in float tubes]

RULE II (Commercial Use Allocation)

- Cap # of Outfitter Trips based on Historical Use using a Tier System
 - *88% of SRP holders operate 100 trips or less and have had very little growth from 2011-2017.*
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 - No fee.
 - Permit documentation will include river etiquette, ramp etiquette and drift boat use information.
 - End of year data collection/user surveys.
 - Does not apply to commercial SRP permit holders.
- Madison River Use Permit

- No fee. Donation Accepted.
- *What is the best way to get most accurate use data?*

IDEAS:

- Drop box at FAS.
- Issued through FWP license provider/online through ALS#.
 - Annual use permits (like migratory bird harvest data)—might be best for residents.
 - Daily use permits: 1 day, 5 day, 10 day—might be best for non-residents.
- End of year surveys of use permit holders for satisfaction/use data.
- Allow ability to obtain use permit online/mobile phone or at FAS—needs to be easy.
- Does not apply for annual vessel permit holders or commercial SRP permit holders.

RULE IV (Education)

- Etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Educate landowners and river users on Stream Access Laws (FWP pamphlets already available)
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- Evaluation of River Recreation Plan
 - Years 1, 3, 5, 7, 10.
 - Determine capacity.
 - Evaluate river use from SRP holders—allow for growth to capacity.
 - Evaluate river use from vessel permit holders.
 - Evaluate use permit satisfaction and use data.
 - At year 10, determine best timeframe for subsequent evaluations.

Group 2

Alternative 1

- All of the April rule unchanged
 - Remove Rule III (rest and rotation, launch site limits)
 - Remove cap SRPs
- Stamp for no cost is required for non-residents on a first come, first served basis to

accompany fishing license. Permit numbers will be based on an average days fished per

angler equivalent 100,000 angler days. Based on the most recent Angler Survey.

- Resident stamp, no fee, no limit
- Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half

to non-resident. First come, first served basis. Adjusted every 2 years.

- Monthly mail-in surveys to stamp holders

Group 3

Alternative 1

Rule I

- Glass containers – status quo, none, none on Lower
- Quake-Lyon – status quo, no float access for fishing, float fishing access, citizen days
- Ennis-Lake – status quo, no float access for fishing, float fishing access, citizens days

Rule II

- SRP – status quo, historic cap on permits, historic cap on days

Rule III

- Rest and rotation – no rest and rotation, April plan
- Commercial trip restrictions – no restrictions. April plan
- Non-commercial trip/day restrictions

Rule IV

- 5 years
- 2 years
- Year 1, 3, 5, 7, 10

Small Group Work, Round 3, 3/25/19

Group 1

Alternative 1

NEW RULE I MADISON RIVER

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(2) Glass bottles banned Warm Springs to Blacks Fords.

NEW RULE II MADISON RIVER SPECIAL RECREATIONAL PERMIT – No cap on SRPs.

NEW RULE III MADISON RIVER SPECIAL RECREATION PERMIT RESTRICTIONS

(4) Cap the number of days on historical use to 2018 use numbers allocated to outfitters based upon that. (2) Days are tied to SRP and SRP cannot be sold, state hold the days. New SRP goes to lottery, must have 100 days as guide on the Madison River.

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Limit harvest to 1 fish between YNP boundary to outlet of Quake Lake

Alternative 2

Move wade section weekly between Reynolds and Ennis with consultation with commercial.

Triggers for Use Restrictions:

- Define when decline in fishery is enough to warrant restrictions on SRPs and/or user days.
- Define when increase in user days is enough to restrict SRPs and/or user days.
- Triggers would impose restrictions similar to hunting.

Single barbless artificial lures on Upper Madison.

No change for lower Madison Dam to Three Forks.

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 - Review yearly or more often with a goal of adjusting the stamps to reduce the crowded conditions to 2016 levels or 60% of the total angler use.
- Funds from stamps to be used towards enforcement on the Madison River.

DRAFT

Alternative 4

RULE I (General River Use)

- Open to Fishing from Vessel Quake to Lyons
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- No Glass Bottles on Lower Madison Warm Springs to Blacks Ford [while in float tubes]

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 - Does not apply to commercial SRP permit holders.
- Madison River Use Permit

- No fee. Donation Accepted.
- *What is the best way to get most accurate use data?*

IDEAS:

- Drop box at FAS.
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- Evaluation of River Recreation Plan
 - Years 1, 3, 5, 7, 10.
 - Determine capacity.
 - Evaluate river use from SRP holders—allow for growth to capacity.
 - Evaluate river use from vessel permit holders.
 - Evaluate use permit satisfaction and use data.
 - At year 10, determine best timeframe for subsequent evaluations.

Group 2

Alternative 1

- All of the April rule unchanged except:
 - Rule I
 - Quake Lake to Lyons: Even days Walk in, wade only; Odd days, access to wade fishing by boat
 - Ennis town to Ennis Lake: Odd days walk in, wade only; Even days, access to wade fishing by boat
 - Remove Rule II (3) (Remove SRP cap)
 - Remove all of Rule III (rest and rotation, launch site limits)
 - Rule IV Evaluated after 1 year, 3 year, 5 years

- Stamp for no cost is required for non-residents on a first come, first served basis to

accompany fishing license. Permit numbers will be based on an average days fished per

angler equivalent 100,000 angler days. Based on the most recent Angler Survey.

- Resident stamp, no fee, no limit
- Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half

to non-resident. First come, first served basis. Adjusted every 2 years.

- Monthly mail-in surveys to stamp holders reply required for reissuance of stamp

Group 3

Alternative 1

RULE I

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at historic levels upon prescribed decline in abundance, age, and catch rates.

RULE III

- Review of River Recreation Plan Every 2 Years

RULE IV

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data- required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
 - Cap stamps at historic levels upon a prescribed decline in abundance, age and catch rates.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc

RULE V

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VI

- Collect accurate recreation user data for each reach of the Madison River.

Alternative 2

Rule1

- Ennis-Lake – open to fishing with float access
- Quake-Lyons – closed to fishing with float access
- No glass containers entire river

Rule 2

- Cap SRP permits at 2017-2018

Rule 3

- Rest and rotation as is in April plan
- Lyons-Ennis - Maximum of 5 trips or maximum average of last 2 years from October 1-June 15, whichever is less
- Lyons-Ennis - Maximum of 10 trips or maximum average of last 2 years from June 16 -Sept 30, whichever is less

Rule 4

- 5 year review period

Alternative 3

Rule 1

- Open float fishing from Quake-Lyons
- Open float fishing from Ennis-Lake
- No commercial closure Grey Cliff-Headwaters
- No glass Lower Madison

Rule 2

- Cap non-commercial days at 2017 levels
- Cap commercial days at 2017 levels

Rule 3

- Review every 2 years (may have to review after 1st year based on feedback)
- 1st year for technical errors
- 3rd year for technical errors
- 5th year for formal review

Rule 4

- Safety and etiquette class (online) similar to hunter education requirement

Rule 5

- More photographic data points for user data

Alternatives for SDM Process

Drafts to evaluate, 3/25/19

Alternative 1

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- End of year surveys of use permit holders for satisfaction/use data.
- Allow ability to obtain use permit online/mobile phone or at FAS—needs to be easy.
- Does not apply for annual vessel permit holders or commercial SRP permit holders.

RULE IV (Education)

- Etiquette education program (wade anglers, float anglers, ramp, river, anchor use).
- Educate landowners and river users on Stream Access Laws (FWP pamphlets already available)
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc.

RULE V (Manager)

- Madison River Recreation Manager
 - Employed by FWP.
 - On-scene at boat ramps and on-river.
 - Allows opportunity for education and for reporting abuse.

RULE VI (Evaluation)

- Evaluation of River Recreation Plan
 - Years 1, 3, 5, 7, 10.
 - Determine capacity.
 - Evaluate river use from SRP holders—allow for growth to capacity.
 - Evaluate river use from vessel permit holders.
 - Evaluate use permit satisfaction and use data.
 - At year 10, determine best timeframe for subsequent evaluations.

Alternative 5

- All of the April rule unchanged except:
 - Rule I
 - Quake Lake to Lyons: Even days Walk in, wade only; Odd days, access to wade fishing by boat
 - Ennis town to Ennis Lake: Odd days walk in, wade only; Even days, access to wade fishing by boat
 - Remove Rule II (3) (Remove SRP cap)
 - Remove all of Rule III (rest and rotation, launch site limits)
 - Rule IV Evaluated after 1 year, 3 year, 5 years
- Stamp for no cost is required for non-residents on a first come, first served basis to

accompany fishing license. Permit numbers will be based on an average days fished per

angler equivalent 100,000 angler days. Based on the most recent Angler Survey.

- Resident stamp, no fee, no limit
- Cap of 200,000 angler days on the Upper Madison River. Half allotted to resident, Half

to non-resident. First come, first served basis. Adjusted every 2 years.

- Monthly mail-in surveys to stamp holders reply required for reissuance of stamp

Alternative 6

RULE I

- Open to Fishing from Vessel Quake to Lyons
- Open to Fishing from Vessel Ennis to Ennis Lake
- No Glass Bottles on Lower Madison

RULE II

- Cap commercial days at historic levels upon prescribed decline in abundance, age, and catch rates.

RULE III

- Review of River Recreation Plan Every 2 Years

RULE IV

- Test required to obtain Madison River Use Stamp (all users)
 - Annual angler satisfaction survey (like migratory bird harvest data-required to get your stamp)
 - In-depth online etiquette education program (wade anglers, float anglers, ramp, river, anchor use, stream access laws).
 - Cap stamps at historic levels upon a prescribed decline in abundance, age and catch rates.
- Create posters for FWP license providers and FAS on river etiquette, boat etiquette, stream access, etc

RULE V

- River Recreation Manager: Employed by FWP to be on-scene at boat ramps and on-river. Allows opportunity for users to report abuse.

RULE VI

- Collect accurate recreation user data for each reach of the Madison River.

Alternative 7

Rule 1

- Ennis-Lake – open to fishing with float access
- Quake-Lyons – closed to fishing with float access
- No glass containers entire river

Rule 2

- Cap SRP permits at 2017-2018

Rule 3

- Rest and rotation as is in April plan
- Lyons-Ennis - Maximum of 5 trips or maximum average of last 2 years from October 1-June 15, whichever is less
- Lyons-Ennis - Maximum of 10 trips or maximum average of last 2 years from June 16 -Sept 30, whichever is less

Rule 4

- 5 year review period

Alternative 8

Rule 1

- Open float fishing from Quake-Lyons
- Open float fishing from Ennis-Lake
- No commercial closure Grey Cliff-Headwaters
- No glass Lower Madison

Rule 2

- Cap non-commercial days at 2017 levels
- Cap commercial days at 2017 levels

Rule 3

- Review every 2 years (may have to review after 1st year based on feedback)
- 1st year for technical errors
- 3rd year for technical errors
- 5th year for formal review

Rule 4

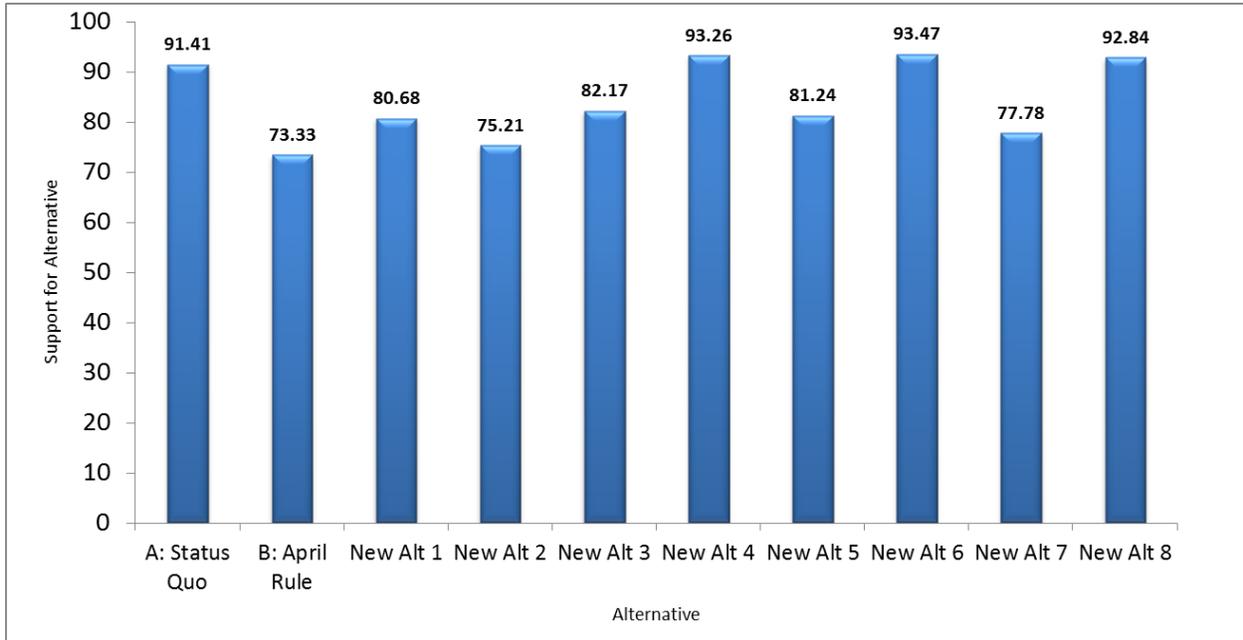
- Safety and etiquette class (online) similar to hunter education requirement

Rule 5

- More photographic data points for user data

Consequences and Trade-offs

Estimated for the Status Quo, April Rule, and 8 new alternatives,
3/26/19



Obj #	Objectives	A: Status Quo	B: April Rule	New Alt 1	New Alt 2	New Alt 3	New Alt 4	New Alt 5	New Alt 6	New Alt 7	New Alt 8	Range: Min	Range: Max
1	Maximize satisfaction of:												
1a	a) non-residents.	3.70	3.00	2.70	2.30	1.80	3.30	1.90	3.30	2.80	3.50	1.80	3.70
1b	b) residents.	2.30	2.50	2.30	2.30	3.80	2.70	2.60	2.50	2.60	2.70	2.30	3.80
1c	c) commercial non-anglers.	4.20	2.20	3.00	3.60	3.50	3.80	3.60	3.20	2.70	3.40	2.20	4.20
1d	d) commercial angler-users.	4.10	1.80	2.70	3.00	2.70	4.10	2.70	4.10	2.00	3.60	1.80	4.10
1e	e) shuttles.	4.50	2.80	3.10	3.40	3.20	4.00	3.10	4.00	3.10	3.70	2.80	4.50
1f	f) non-commercial non-anglers.	3.60	3.30	3.00	3.40	3.70	3.00	3.70	3.10	3.00	3.80	3.00	3.80
1g	g) non-commercial anglers.	3.11	3.33	2.78	2.44	3.00	2.89	2.78	2.89	3.11	2.89	2.44	3.33
1h	h) wade-anglers.	2.60	3.90	3.70	2.80	3.30	2.80	3.20	2.20	3.90	1.90	1.90	3.90
1i	i) float-anglers.	2.90	2.40	2.50	2.20	2.90	3.50	2.60	3.70	2.40	4.00	2.20	4.00
1j	j) riparian private landowners	2.80	3.10	2.90	2.40	2.70	2.80	2.80	2.90	2.70	3.10	2.40	3.10
1k	k) riparian public landowners	2.90	2.80	2.70	2.50	2.90	2.80	2.90	2.80	2.60	2.90	2.50	2.90
1l	l) those with accessibility issues.	3.60	1.60	1.90	2.70	3.20	4.10	2.80	4.40	2.40	4.20	1.60	4.40
2	Maximize clarity of plan.	4.30	2.40	3.00	2.50	2.90	2.90	2.50	3.40	3.00	3.20	2.40	4.30
3	Maximize conciseness of plan.	4.40	2.60	3.10	2.80	3.20	2.90	2.80	3.40	3.10	3.40	2.60	4.40
4	Maximize enforceability of plan.	3.80	2.40	3.20	2.30	3.00	3.20	2.70	3.10	2.70	3.40	2.30	3.80
5	Minimize administrative burden on users.	4.30	2.00	3.00	2.30	2.30	1.80	2.50	2.00	2.50	2.70	1.80	4.30
6	Maximize health of:												
6a	a) the fishery.	3.30	3.60	4.00	3.40	3.50	3.40	3.50	3.10	3.30	3.30	3.10	4.00
6b	b) riparian habitat.	3.00	2.90	3.00	2.60	3.10	3.50	3.10	3.70	3.00	3.70	2.60	3.70
6c	c) water quality.	3.20	2.80	3.30	2.90	3.10	3.60	3.10	3.30	3.10	3.50	2.80	3.60
7	Minimize negative effects on local business and	4.70	2.50	3.30	3.80	2.50	4.00	2.70	4.10	2.80	3.90	2.50	4.70
8	Maximize ability of the recreation management plan to adapt and respond to changing conditions using trigger points.												
8a	a) Reduce uncertainty in # of non-commercial	2.10	2.30	2.90	2.40	3.20	4.10	3.90	4.00	2.40	3.50	2.10	4.10
8b	b) Reduce uncertainty in satisfaction data.	1.90	1.80	2.80	2.50	2.80	3.90	3.50	3.90	2.40	3.00	1.80	3.90
9	Minimize social conflicts among users.												
9a	a) at fishing access sites.	2.00	2.50	2.40	2.30	2.60	3.40	2.60	3.50	2.50	3.30	2.00	3.50
9b	b) on the water.	2.10	2.90	2.70	2.10	2.70	3.40	2.80	3.50	2.80	3.30	2.10	3.50
9c	c) off the water.	2.50	2.80	3.00	2.67	2.67	3.67	2.67	3.78	2.67	3.56	2.50	3.78
10	Minimize displacement:												
10a	a) on the Madison.	2.90	2.50	2.80	2.20	2.60	3.00	2.90	3.00	2.90	3.20	2.20	3.20
10b	b) to other rivers.	2.60	2.40	2.70	2.40	2.30	2.50	2.50	2.40	2.70	2.40	2.30	2.70
11	Minimize privatization of access.	4.00	2.20	2.20	3.00	3.00	4.20	2.80	4.20	2.60	3.80	2.20	4.20
	Final Score (sum of scores)	91.41	73.33	80.68	75.21	82.17	93.26	81.24	93.47	77.78	92.84		

Discussion of SDM Results

After seeing estimated consequences and trade-offs, 3/26/19

- Displacement:
 - Permits for sections of river?
 - No alternative addresses this, and it is important to consider/improve.
- Caps:
 - Add 10%, e.g., to some of the alternatives to allow for growth.
- Suggested: Alt 8:
 - Add room for growth.
- Get surveys of non-residents to include whether are landowners or not.
- Wade section:
 - Should it be a long 12 mile stretch, with limited access and difficult wading? How many would use it?
 - Maybe other ways to manage, temporally or break into smaller sections?
 - More conversation to figure this out needed.
- Stamps:
 - Require to fill out survey each year if get stamp.
 - Might reduce use over time by inconvenience.
 - Also video component or likes to add education component. Require to answer questions. Will help decrease conflict by education of different users/perspectives.
 - Then gets stamp, which gives info for database for contacting these users for surveys.
 - E.g., all of this is a mini hunter education type component.
 - When buy license, ask where expect to fish, so can get info right away for where will plan to fish.
 - Should this be voluntary or mandatory? Concerns over mandatory, e.g., if only a one day user, the time and trouble this would add to users who are trying to get out the door in the morning.
 - Pushing clients to do all this online before show up can help.
 - When buying license online, if video popped up first, most might watch it even if link at bottom allowed them to skip it.

Potential Ways to Address Wading: Brainstorming

- Days for wade only
- Improve access for waders:

- Easements to wade only sections
- Add access in state section
- Split 12+ mile section by day
- Three Dollar Bridge boat access
- Allow boats:
 - Float in, park, wade fish
 - Fish from boat to move through

Potential Ways to Cap: Brainstorming

- No capping
- Tier system
- Stamps for commercial and non-commercial (e.g., Charlotte and Don's alternatives)
- Michigan System
- Kick list to new committee of outfitters who will come up with decision

Potential Alternative New

Proposed late on 3.26 for discussion, no consensus

RULE I (General River Use)

- Quake to 3 Dollar Bridge walk/wade status quo + 1 resident day (Saturday?)
- 3 Dollar Bridge or Pine Butte open to fishing from vessel
- Ennis to Ennis Lake wake/wade status quo + 1 resident day (Sunday?)
- No Glass Bottles on Lower Madison Warm Springs to Blacks Ford [while in float tubes]

RULE II (Commercial Use Allocation)

- Cap SRP Permits
 - Permits are transferable.
 - Additional permits to be distributed as recreational management plan allows in Rule VI Evaluation.
 - New permits issued will receive a 50 trip permit unless being transferred from a current SRP which will receive whatever permit that current SRP holds.

RULE III (Use Permits)

- Annual Vessel Permit for operating a vessel on the Madison River
 - No fee.
 - Permit documentation will include river etiquette, ramp etiquette and drift boat use information.

- End of year data collection/user surveys.
- Does not apply to commercial SRP permit holders.
- Madison River Use Permit
 - No fee. Donation Accepted.
 - *What is the best way to get most accurate use data?*

IDEAS:

- Drop box at FAS.
- Issued through FWP license provider/online through ALS#.
 - Annual use permits (like migratory bird harvest data)—might be best for residents.
 - Daily use permits: 1 day, 5 day, 10 day—might be best for non-residents.
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