

**MISSOURI-MADISON RIVER FUND RECREATION PROJECT
GRANT APPLICATION FORM – FY2022**

Project Name: Madison River Developed Recreation Site Maintenance

Reservoir or River Segment: Upper & Lower Madison River,
Ennis Lake County(ies) Madison

Site Name (or project location): Madison River. 24 sites, 43 latrines (USFS:5 locations, 9 vault toilets.
BLM: 19 locations, with 34 vault toilets.)

Applicant Name: Joel Sather

Position and Agency: District Recreation Staff Officer, USFS/Beaverhead-Deerlodge NF/Madison RD

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Project Sponsor Name: Chris McGrath

Position and Agency: Outdoor Recreation Planner

Telephone: (406) 490-9044

Email: cmcgrath@blm.gov

Project Cost Breakdown and Financial Request:

Complete the financial section below by providing total project cost (to the nearest dollar), contributions by applicant and cooperators, request for NorthWestern Energy match of agency funds (see detailed instruction), and River Fund Grant request. Document in-kind contributions by public agencies for determination of NorthWestern Energy match request. A description of funding sources and in-kind contributions should be included in the Project Description.

Total project cost:	<u>\$38,600</u>	
Applicant Contributions – cash	<u>\$5,000</u>	
Applicant Contributions – value of in-kind:	<u>\$7,600</u>	
Other Contributions – Please list by source:		
	<u>\$</u>	
	<u>\$</u>	
	<u>\$</u>	
	<u>\$</u>	Percentage of Total Project Cost:
Total Applicant and Other Contributions:	<u>\$12,600</u>	<u>33%</u>
NorthWestern Energy Match Request:	<u>\$5,891</u>	<u>15%</u>
River Fund Grant Request:	<u>\$20,109</u>	<u>52%</u>
Proposed Project Implementation Period:	<u>FY22</u>	

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1. Has this project been previously submitted for funding consideration by the River Fund Board, either as a separate project or part of another project? Yes No

If yes, please identify which years the application was submitted and, if the project was previously funded, list the amount funded by year.

2. Is the proposed project at one of the Project 2188 license sites identified in the Missouri-Madison MOU and listed on page A2-2 of the Comprehensive Recreation Plan? Yes No

The following sites are Project 2188 license sites: Clute’s Landing, Kobayashi Beach, Trail Creek, Fall Creek, and Warm Springs.

The remaining 19 sites are not 2188 sites.

3. **Project Description:** Provide a description of the proposed project. Be sure to include specific project elements that are planned, and any associated cost detail.

▶ BLM and the USFS would enter into a Cooperative Agreement with Montana Conservation Corps (MCC) for this project. The goal of this project is to provide visitor education and vault toilet cleaning at 24 recreation sites for 14 weeks (approximately Memorial Day to Labor Day.) The work would occur along the Madison River corridor and Ennis Lake from Eagles Nest Day Use Site to Bear Trap Trailhead. This project proposal would include the following sites:

- Upper Madison sites:
 - Eagles Nest Day Use Site (USFS)
 - Madison River Campground (USFS)
 - Kirby Day Use Site (USFS)
 - Riverview Campground (USFS)
 - West Fork Campground (USFS)
 - Windy Point (BLM)
 - Palisades CG and Day Use Area (BLM)
 - Ruby Creek CG and Boat Launch (BLM)
 - Storey Ditch (BLM)

- Ennis Lake sites:
 - Clute’s Landing (BLM)
 - Kobayashi Beach (BLM)
 - Trail Creek (BLM)
 - Old Nunn Plant (BLM)
 - Fall Creek (BLM)
 - Wilderness Boat Launch (BLM)
 - Chief Tendoy Memorial (BLM)

- Lower Madison sites:
 - Warm Springs (BLM)
 - California Corner (BLM)
 - Canaday Boat Launch (BLM)
 - Bear Trap Road North (BLM)
 - Red Mountain (BLM)
 - Trapper Springs (BLM)
 - Bear Trap Road South (BLM)
 - Bear Trap Trailhead (BLM)

MCC would hire two employees and supply one vehicle. The employees would perform routine, developed recreation site maintenance duties. The main duties would include picking up trash and vault toilet cleaning. In addition, the employees would interact with the public and educate them on river ethics, Leave No Trace, basic fishing regulations, recreation site rules and regulations, and fire restrictions when appropriate. The estimated cost for the MCC employees and vehicle is \$26,000.

The BLM and USFS would provide all the necessary supplies (cleaning solution, TP, PPE), and equipment (pressure sprayer, water tank, spray bottles, brooms, mops, and brushes.) The total estimated cost for these items is \$5,000. The Agencies would also provide the necessary training of the employees and program oversight (what, where, when, and how the work needs to be done.) In addition, housing would be provided at the USFS Lyons Bunkhouse. The estimated program oversight is \$5,600 and the housing costs is \$2,000.

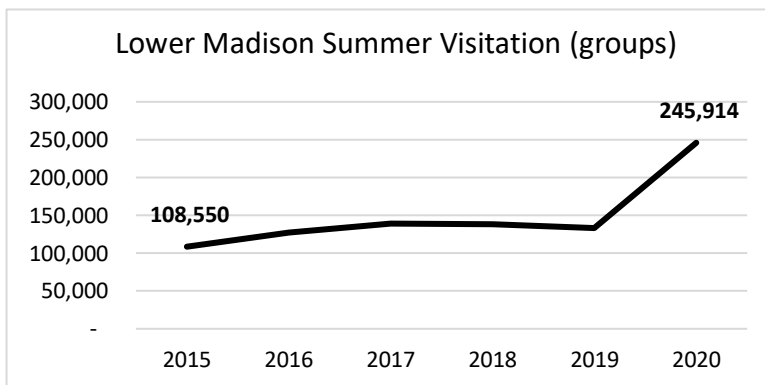
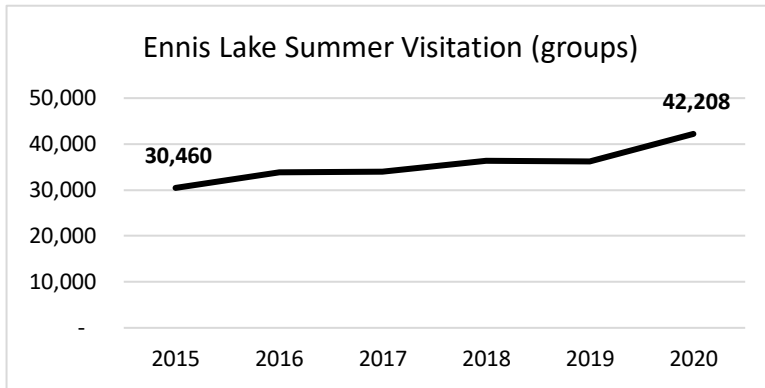
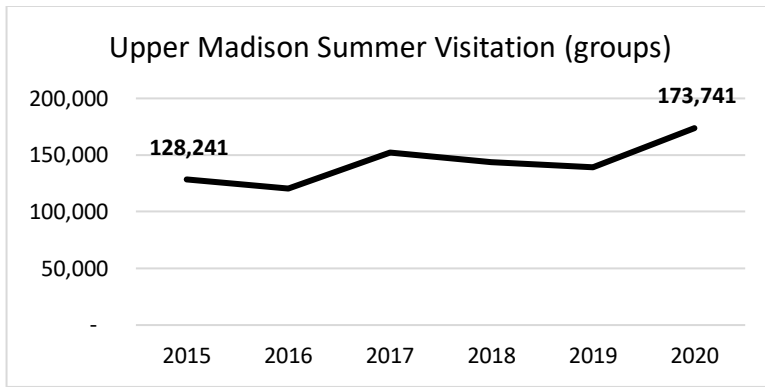
4. **Cultural Resource Management:** Cultural Resource Management (CRM) requirements for any activity related to this Project must be completed and documented to NorthWestern Energy as a condition of awarded River Fund grant funds or NorthWestern Energy matching funds. Grant and matching funds may not be used for any land-disturbing activity, or the modification, renovation, or removal of any buildings or structures until the CRM consultation process has been completed. Agency applicants must submit a copy of the proposed project to a designated Cultural Resource Specialist for their agency. Private parties or non-governmental organizations are encouraged to submit a copy of their proposed project to a CRM consultant they may have employed. Private parties and non-governmental organizations may also contact the NorthWestern Energy representative for further information or assistance. Applications submitted without this section completed will be held without any action until the information has been submitted.

Summarize how you will complete requirements for Cultural Resource Management.

- N/A. No CRM needed. All work would be performed in existing developed recreation sites/facilities.
5. **Scoring Criteria.** Respond to the following Scoring Criteria in no more than two (2) additional written pages. Put answers in the cell after ►.

5.1 Project is for operation and maintenance of an existing recreation site or an existing Project 2188 license site. Describe how the project would support O&M needs at an existing recreation site that are over and above day-to-day site maintenance. Needs may include measures to open a site for public use as well as minor repair; facility upgrade, reconstruction, and replacement; and major site rehabilitation.

- This project will address the most basic operation and maintenance need for developed public recreation sites: vault toilets. A drastic increase in visitor use at developed recreation sites has shown the need for more capacity to keep vault toilets and other facilities at our sites clean, stocked, and in working order. Data provided by *Pinnacle Research* has shown that overall visitation on the Missouri-Madison corridor increased 33% in 2020 compared to 2019. The *Missouri-Madison 2020 Recreation Visitor Use Counts* also portrays the following visitation data:
- Upper Madison River recreation site visits increased by 61 percent in 2020 compared to 2019 (173,741 group visits) and 50 percent compared to 2015.
 - Ennis Lake recreation site visits increased by 24 percent in 2020 compared to 2019 (42,208 group visits) and 44 percent compared to 2015.
 - Lower Madison River recreation site visits increased by 76 percent in 2020 compared to 2019 (245,914 group visits) and 101 percent compared to 2015.



Clean and properly stocked vault toilets is not the “fun and flashy” thing to talk about when resource managers plan developed recreation site maintenance. However clean and stocked restrooms are a vital part of the recreational visitor’s experience to our area.

Increased visitor numbers, along with the COVID pandemic, has caused the need to clean our vault toilets more frequently than previous years. Although there are no specific requirements to clean our vault toilets more often, we receive complaints from visitors about the condition of our vault toilets and those complaints have increased in the COVID era. A majority of the vault toilets covered by this proposal are cleaned on a daily basis.

The developed recreation staff at the BLM and USFS is frantically attempting to keep pace with the increased visitor use and need to clean and maintain our vault toilets. Our employees are doing their best. However, it needs to be known that other duties are not being accomplished due to the fact that a vast majority of our staff’s time is spent on vault toilet maintenance. For instance:

- The USFS does not have a dedicated developed recreation crew, trail crew, and wilderness crew. The one crew of four to five seasonal employees spends 90% of their time in developed recreation maintenance (i.e. cleaning vault toilets.) This means that trails are not

being cleared. Picnic tables are not being painted and replaced. Lawns are not being mowed. Wilderness surveys are not being completed.

- The USFS currently has two volunteer hosts located at Riverview Campground. They are doing their best to keep up with the vault toilet maintenance and trash clean-up demand at the USFS sites listed in this proposal. However this means that they are not efficiently or effectively implementing the reservation system at Madison River Campground, enforcing basic campground rules and regulations, and conducting other basic developed recreation site maintenance needs.
- The BLM is in the same boat, as we have four to five seasonal employees to handle a diverse and complex recreation program including, developed recreation, dispersed recreation, wilderness/WSA, travel management, and trails among other duties. The Dillon Field Office administers nine Wilderness Study Areas, the only BLM administered designated wilderness in Montana, over 60 miles of trail including the Continental Divide National Scenic and Historic Trail, the Bear Trap National Recreation Trail, several rental cabins and over 1300 miles of open roads. The BLM recreation crew spends 95% of their time dealing with developed recreation site operations and maintenance, which means we are not completing all our required workloads, because the increased use in developed recreation is consuming all our time and resources and still falling behind on the maintenance at our developed sites.

In addition, the increase in use has increased the need for more interaction and education to the recreational users from our staff. We are seeing more first-time visitors. The people have basic questions like, “How far is Yellowstone National Park?” “Are there any other campgrounds in the area?” “Can I have a campfire?” “Are there bears in this area?” Having a face-to-face interaction with the recreation public is vitally important to both their overall experience and to protecting the resource and visitors. Having two additional employees working in our developed recreation sites would dramatically increase the number of people we talk to and educate about this beautiful valley and river system.

5.2 Project involves collaboration with other agencies or organizations. Identify project partners other than NorthWestern Energy or River Fund, if any, and describe their participation. Document all funding sources and all in-kind support and services to a project, because all are sources of partnerships and in-kind contributions from public agencies qualify for calculation of NorthWestern Energy matching funds. If there are no project partners, explain why.

- ▶ The collaboration on this project is substantial and involves two federal agencies and one Non-governmental organization. Be advised that other partners were approached to be part of this project. The Custer-Gallatin NF/Hebgen Lake Ranger District and Montana Fish Wildlife and Parks (Region 3) were approached about participating in this project proposal. Both those entities recently resolved their needs for vault toilet maintenance, but they are interested in seeing how this project evolves and may be interested in participating in the future. This multi-agency collaboration is exciting because if this project proposal is approved it could be used as a model for future cooperative management agreements that could improve developed recreation site maintenance in a more efficient manner than if each agency works in a vacuum.

The following Partners, their level of participation, and description of funding sources is as follows:

- Montana Conservation Corps
 - Hire, pay, provide initial training, and provide overall supervision of 2 employees.
 - Provide 1 vehicle to the project. This includes mileage and routine vehicle maintenance.
 - River Fund grant request of: \$22,850.00
- BLM
 - Provide direct leadership to the MCC employees.
 - Daily cost of BLM employee. Daily rate \$400.00 times 7 days=\$2,800.00

- Provide materials and supplies for day-to-day operations
 - PPE, cleaning supplies, toilet paper = \$2000.00
- Provide equipment for SST cleaning and maintenance
 - Cost pressure spray unit= \$2,000.00
- USFS
 - Provide direct leadership to the MCC employees.
 - Daily cost of USFS employee. Daily rate \$400.00 times 7days=\$2,800.00
 - Provide supplies for SST cleaning and maintenance
 - Toilet paper, cleaning supplies, PPE= \$1,000.00
 - Provide housing for 2 MCC employees
 - Lyons Bunkhouse. Daily rate of \$9.52 x 105 days x 2 employees= \$2,000.00

5.3 Project provides a benefit to public recreation in the Project Area and addresses specific issues and goals of the Missouri-Madison Comprehensive Recreation Plan (CRP). Identify how the project provides a benefit to public recreation. Describe how specific issues and goals in Chapter 2-1 of the CRP would be supported.

- ▶ The Madison/Missouri River corridor has seen a tremendous increase in visitors over the last three years without associated increases in staff or agency resources to manage them. The agencies charged with managing the recreation sites are having a difficult time keeping up with this increase use. The goal of this project is to provide visitors with clean and serviceable developed recreation sites, and to promote public safety and responsible outdoor recreation through a clearly defined educational message to the visitor. By providing an increased capacity to manage our developed recreation sites and provide quality visitor education, this project would support the following issues and goals of the CRP:
 - Condition and Capacity of Recreation Sites and Use Area
 - Goal met by having clean and stocked vault toilets
 - Goal met by performing routine maintenance task at our recreation sites (i.e. trash cleanup)
 - Public Safety
 - Goal met by having more agency resources “on-site” at our developed recreation sites in order to deter vandalism
 - Goal met by educating visitors on boating safety and hazard communication
 - Goal met by increasing our capacity to conduct emergency reporting, response, and communications
 - Responsible Outdoor Recreation
 - Goal met by educating visitors on “Leave-No-Trace” outdoor ethics

5.4 Project responds to a clearly identified need. Describe and document the need for this project and how the project would address that need. Cite specific sources, as possible, to establish need and support the project. Discuss consequences if the funding request is unsuccessful. For a new construction or acquisition project, identify how post-project, long-term costs (such as site maintenance and management) will be provided.

- ▶ Visitor use levels at all recreation sites from Eagles Nest Day use Site to Bear Trap Trailhead show a drastic increase over the last several years. Simply put, we are loving our sites to death. One way to deal with this increase in use is to increase our capacity to perform maintenance tasks and to increase visitor education to protect the resource.

Our recreation technicians have been doing their best to keep up with the increase in visitor use. However, the increased need for vault toilet maintenance and stocking means that other developed recreation site needs are left undone. Trash is not being picked up in a timely manner. Lawns are not

being mowed. Weeds are not being picked or sprayed. Picnic tables and fire rings are not kept in good working order.

Within the BLM and USFS, recreation managers are attempting to increase our staff in order to get more “boots on the ground.” This is proving difficult. Our hiring processes can be very lengthy. In addition, we have difficulty in acquiring enough vehicles to get our technicians to the field. We are working through these hurdles. If this project is successful, it will help us bridge the gap for providing quality developed recreation sites while we attempt to increase the size of our staff and fleet. Additionally if this project proves to be successful, the BLM and USFS will be working together to figure out ways to continue funding this approach with agency funds into the future.

Both the BLM and USFS have explored the option of contracting with private companies for the cleaning and pumping of the vault toilets. However, the cleaning frequency required to upkeep the vault toilets makes the cost of the those contracts unattainable for both agencies. MCC provides the most cost-effective option.

If this project isn’t funded, we will continue to do our best to clean and stock the vault toilets. This will mean that other maintenance tasks in the recreation sites will not be accomplished. If this project is funded, this would allow us to “play catchup” on our other maintenance tasks. In addition, we will attempt to hire additional staff and acquire additional vehicles to be able to perform these O&M tasks in the future if this project proposal is not approved in future years. As stated earlier there is no guarantee that we will be able to hire additional staff members, or acquire vehicles, in a timely manner.

This is a cool project and concept. It seems simple to have different Agencies work together. In fact, we share an office building! But inter-agency coordination can be difficult to achieve. We hope this project is approved, and if so there is the potential in the future to include the entire Madison-Missouri corridor. This would bring into the fold the Custer-Gallatin National Forest and Montana Fish Wildlife and Parks. The result would be a multi-agency, multi-jurisdictional proposal. A very cool project indeed.

5.5 Project design options have been considered, estimated, and a preferred design selected. Well-designed projects reduce occurrences of budgetary overages, design changes, and additional complications. Discuss the current design phase for this project and include cost estimates.

- ▶ Recreation managers at the BLM and the USFS have explored the cost differences of a contract versus the MCC option. The current contract cost of cleaning a vault toilet is approximately \$50 per vault toilet. This would work if we had vault toilets that needed cleaned once a week rather than once a day. This proposal covers 43 vault toilets that need to be cleaned and stocked every other day (at least).
 - Estimated contract cost to clean 43 vault toilets every other day for 14 weeks = \$120,400
 - Cost of MCC crew to clean and stock most of the vault toilets on a daily basis covered by this proposal for 14 weeks = \$26,000.

The recreation staff at the BLM and USFS have done their best to keep up with the increased visitation along the Madison River. One major topic that our staff has noticed over the years is that most visitors do not differentiate the difference between a BLM or USFS recreation site. All they know is...they are at a develop recreation site. Therefore it makes sense for recreation managers at the BLM and USFS to approach the management of these sites in a holistic manner. It doesn’t matter if it is a USFS vault toilet or a BLM vault toilet, let’s make it a clean and stocked vault toilet.

5.6 Project supports or protects other resources and is consistent with or supports resource plans in the Project Area. In addition to project-related benefits under #3 above, describe how this project will protect resource values (such as public access, water quality, fisheries, wildlife, habitats, and cultural

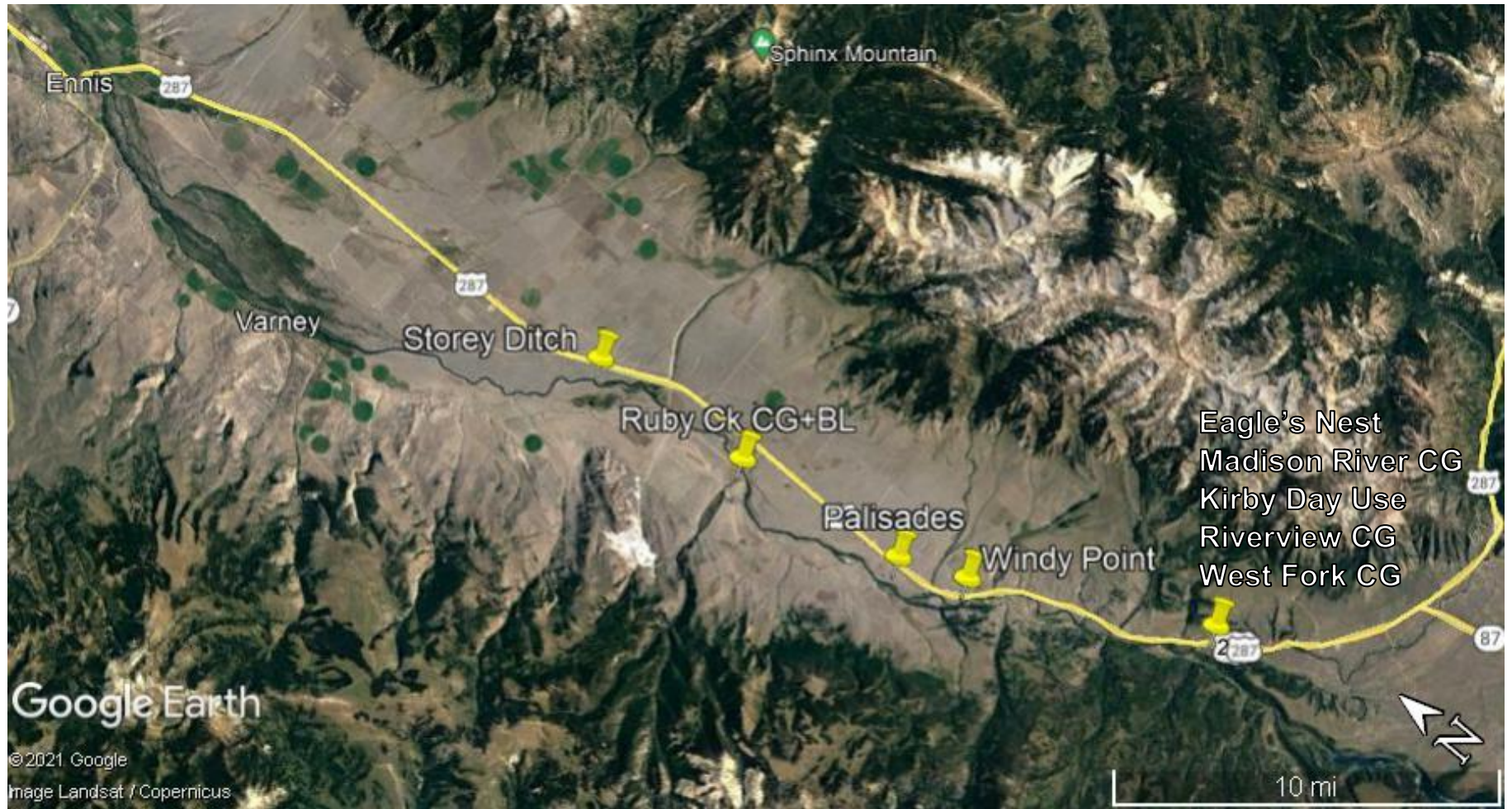
resources) and support other resource plans, including Project 2188 License plans and land use and land management plans in place in the Corridor.

- ▶ The MCC employees will be trained on the general rules and regulations of BLM and USFS recreation sites. The employees will be able to communicate and educate a visitors on “Leave-No-Trace” outdoor ethics which will help with resource degradation problems. In addition, our recreation technicians receive numerous questions on land ownership and property boundaries. The employees with be trained on current boundary locations and known, contentious property boundaries in the Madison River corridor. Finally, they will be able to notify law enforcement of any serious violations they encounter.
6. Insert map(s) showing the location of the proposed project, drawings and design work related to the project, and a reasonable number of photos (as available) here.
 7. Permitting and Planning Acknowledgement:

By submitting this application, and with an award of grant funds, applicant agrees that all permitting and planning requirements, such as NEPA and MEPA and cultural resource compliance, will be completed *prior to expenditure of awarded funds*. Furthermore, all design, layout, and contractual requirements will be completed in a timely manner.

Please refer to information and logos provided for acknowledgements and signage related to River Fund grants and NorthWestern Energy matching funds, which can be requested from Kim Bergstrom.

Upper Madison River Sites



Ennis Lake Sites



Lower Madison River Sites

