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MONTANA
FISH & GAME
DEPARTMENT

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ANNUAL REPORT
TO THE
GOVERNOR OF MONTANA
HONORABLE FORREST H. ANDERSON

FOR THE
FISCAL YEAR ENDED
June 30, 1971



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STATE OF MONTANA



DEPARTMENT OF

FISH AND GAME

Helena, Montana 59601
October 15, 1971

The Honorable Forrest H. Anderson
Governor, State of Montana
Helena, Montana

Dear Governor Anderson:

In accordance with the requirements of Section 82-4002 R.C.M., 1947, this report from the Montana Fish and Game Department is hereby transmitted to you. The report briefly summarizes the department's activities, goals and accomplishments for the fiscal year ended June 30, 1971.

To help in future action, each division (program) within the Fish and Game Department has listed its major recommendations to facilitate achievement of goals.

One minor deviation from established format is included. The goals, accomplishments and recommendations are listed by program (division) instead of on a department basis. This should make the report more readable and easier to digest.

Respectfully submitted,

FRANK H. DUNKLE, DIRECTOR
Montana Fish and Game Department

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PRINCIPAL OFFICES AND OFFICERS

MONTANA FISH AND GAME COMMISSION

The Montana Fish and Game Commission consists of five members appointed by the Governor, with the consent of the Senate, for terms of four years. The appointments are made from five districts established by law. The Commission appoints and employs the Director as an administrative agent.

		<u>appointed</u>
Willis B. Jones Chairman	Suite 410, Petroleum Bldg. Billings	February 17, 1971
Arnold Rieder Vice Chairman	North of Boulder Boulder	March 23, 1971
Jack E. Cohn Member	1510 Illinois Helena	July 2, 1971
Robert J. Emmons Member	Strain Building Great Falls	March 23, 1971
Carl Harbaugh, Sr. Member	Jordan	July 2, 1971

ADMINISTRATIVE OFFICERS

Frank H. Dunkle Director	1725 Golden, Helena
Keith A. Freseman Deputy Director	1927 Jerome Place, Helena

DIVISION CHIEFS

Wynn G. Freeman Chief, Game Management	1705 Broadway, Helena
Orville W. Lewis Chief, Law Enforcement	5285 Kerr Lane, Helena

PRINCIPAL OFFICES AND OFFICERS (continued)

James A. Posewitz Chief, Environmental Resources	528 Madison, Helena
H. Max Stone Chief, Information and Education	5350 Kerr Lane, Helena
Arthur N. Whitney Chief, Fisheries	2010 Jerome Place, Helena
Wesley Woodgerd Chief, Recreation & Parks	301 Geddis, Helena

PRINCIPAL OFFICE

Sam W. Mitchell Building, Helena

ADMINISTRATION

The administration program, a service unit of the Montana Fish and Game Commission, provides supervision, accounting and clerical support for other programs within the department.

In order to simplify administrative functions, the state is divided into seven districts with headquarters in Kalispell (District 1), Missoula (District 2), Bozeman (District 3), Great Falls (District 4), Billings (District 5), Glasgow (District 6), and Miles City (District 7).

Division chiefs compose the director's staff. The staff plans, coordinates, and budgets for various activities of the department under direct supervision of the director. District supervisors see that the programs planned by the director's staff and approved by the director are carried out.

The Montana Fish and Game Department operates from a budget which is funded from four separate sources. The first and major source of income for the department is from the sale of hunting and fishing licenses.

A second major source of income comes from taxes on sporting equipment. Federal excise taxes on sport firearms and ammunition compile the Pitman—Robertson fund, and similar taxes on fishing equipment supply Dingell—Johnson

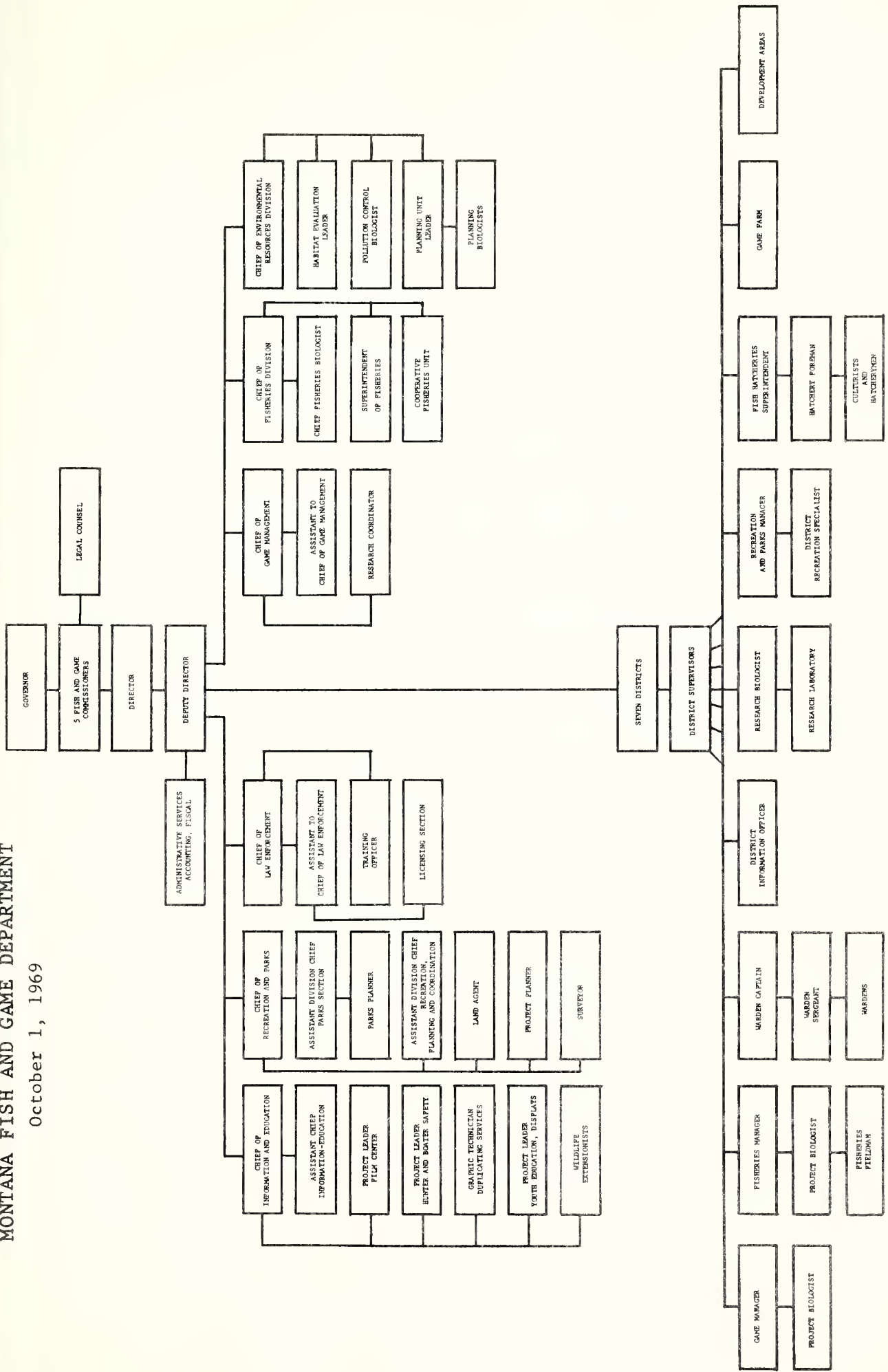
funds. These funds are administered to the states on a matching dollar basis. The size of the allotment depends on the size of the state and the total license sales.

A third and minor source of funding is an appropriation from the general fund. This special appropriation helps maintain certain state parks.

Lastly, the department has obtained within the last few years financial aid from the Bureau of Land Management, Bureau of Outdoor Recreation and certain other federal agencies.

MONTANA FISH AND GAME DEPARTMENT

October 1, 1969



LEGAL REFERENCES

Statutes concerning the operation of the Fish and Game Department are contained in sections 26- 101 through 26-1705; also sections 32-21- 113, 32-4410 and 32-2601. Sections in the 62 - series relate to operation of state parks. Other sections in the codes which are involved in department operation are dredge mining and preservation of lands -- sections 50-1101 through 50-1114. These sections were enacted by the 1969 legislature.

The department is also charged with the enforcement of snowmobile legislation, enacted in 1971 (sections 53-1012 through 53-1028) and with enforcement of motorboat and vessel regulations under sections 69-3501 through 69-3518

Other sections of the codes with which the department is concerned are 83-113 -- consent to migratory bird reservations and 89- series -- water rights; also sections 94-3308, 94-3309 and 94-35-269.

PROGRAM: ENVIRONMENTAL RESOURCESCost

\$121,000

Principal Goals

. . . To provide for protection and enhancement of the habitat that produces fish and wildlife.

. . . To assure that the existing environment, presently sustaining fish and wild-life populations, is not unnecessarily degraded, and that necessary developments proceed compatibly with the needs of fish and wildlife.

. . . To begin an orderly planning process that is designed to identify, understand and provide for the needs of individual species of fish and wildlife.

. . . To actively participate in solving environmental problems in cooperation with other agencies. In the past it has frequently been the role of the Montana Fish and Game Department to be critical of activities that degraded the fish and wild-life environment. The 42nd Legislature, however, has furnished state government with a variety of new legislation that provides a legal and logical framework for approaching solutions to Montana's many environmental problems. This historic change has required a change in the department from the role of environmental critic to active participant in solving environmental problems in cooperation with other agencies. This interagency work is now largely coordinated through the Environmental Resources Division.

Major Accomplishments

. . . The department's traditional role in administering the Stream Preservation Act was expanded slightly by the 42nd Legislative Assembly, and attention now must be given to not only state agencies and subdivisions of state government, but also to federal agencies proposing changes in Montana's stream courses. Cooperative working arrangements are being worked out now with federal agencies as well as the traditional arrangements with the state agencies.

. . . Increased awareness, plus an improved Water Quality Act, have intensified the work load and the department's participation in the area of water quality maintenance. Fish and game biologists continue to augment the staff of engineers and sanitarians in the State Department of Health to round out the pollution control team in Montana. This working arrangement between the two departments enables Montana to approach the pollution control problem with a well-rounded team of technicians.

. . . The department's position on the Advisory Board to the State Land Commissioner in matters of surface mined land reclamation presents numerous opportunities for wildlife habitat development to the Fish and Game Department. The cooperative

PROGRAM: ENVIRONMENTAL RESOURCES (continued)

working arrangement developed with the State Land Commissioner's office has permitted us to make meaningful recommendations, not only on surface mined land reclamation, but also on development projects conducted on state lands.

. . . The requirement that Environmental Impact statements must now be made for any significant state or federal action has provided additional opportunities for factual input concerning the environment or habitat needs of fish and wild-life. During the past year we have assisted in the preparation of many of these reports and also reviewed and commented on others. During the past year these have been almost exclusively federal reports; however, new state legislation now requires that state agencies prepare similar reports.

. . . As was the case in the past fiscal year, numerous requests for public information regarding environmental matters have been received and processed by this division.

Major Recommendations

. . . Continue to encourage or require that developing natural resource-oriented industries, plus state agencies assisting these industries, meaningfully cooperate with subdivisions of state government in maintaining environmental quality.

At the present time the public is demanding a cooperative effort on the part of state agencies and developing industries to maintain a quality environment. These requests from various segments of Montana's public usually are oriented toward preserving the ecosystems of Montana and the unique quality of life this area provides for its residents. Unfortunately, at the present time little preplanning exceeds any resource development activity unless it is surrounded by some form of conflict. A standard procedure needs to be developed whereby interest groups contemplating development would systematically contact state government well ahead of construction so that meaningful environmental considerations could be an equal co-partner in planning.

. . . Following executive reorganization it is recommended that the Council on Natural Resources and Development continue in operation with their new emphasis directed toward systematic enforcement of Montana's new environmental laws.

The 42nd Legislative Assembly passed a variety of new laws directed toward maintaining and improving environmental quality in Montana. The laws include the Environmental Quality Council, established by H.B.66; the Floodway Management Acts, authorized by H.B.265; two litter laws, S.B.138 and H.B. 112; several mine land reclamation acts, including extraordinary S.B.7, S.B.70 and H.B.243; new pesticide act, S.B.126; an improved stream preservation act, established by S.B.45; and an act to keep car bodies out of streams, provided through H.B.22; and a vastly improved water pollution control act resulting from introduction and passage of H.B.85. All of these laws can be made to work if all agencies of state government do their share in an organized manner.

PROGRAM: ENVIRONMENTAL RESOURCES (continued)

Over the past years the Governor's Council on Natural Resources and Development has proven its ability to handle interdisciplinary problems. Now in the new environmental age in Montana, it can serve a valuable function in coordinating all efforts of state government in making the environmental legislation accomplish what it was intended to do.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u>
Highway Construction		
or Hydraulic Projects reviewed	66	Increasing
Water Quality Problems investigated	37	Increasing
Oil Spills & Environmental		
Contamination problems	3	Stable
Water Resource Development projects	3	Decreasing
Pesticide Registrations processed	1	New Program
Mine Land Reclamation Plans Reviewed	4	New Program
State Land Development Projects		
reviewed	11	New Program
Special Interdepartmental Study		
Committee assignments	8	Increasing
Environmental Impact Statements		
or Negative Declarations reviewed	25	New Program
Public Information requests		
responded to	Untallied	Increasing

PROGRAM: FISHERIESCost

\$966,872

Principal Goals

. . . Provide effective management of Montana's aquatic resources in order to perpetuate a broad spectrum of natural habitat and biota and to preserve and increase fishing opportunities.

. . . The Fisheries Program has both fact-finding and action phases. The fact-finding phase consists of survey and investigational work under a scheduled program to provide basic data necessary for management. The action phase includes (1) habitat preservation, restoration and improvement, (2) population manipulation (i.e. removing rough fish and chemicals and restocking with game fish, stocking small game fish in waters where there is inadequate reproduction, and introducing new species), (3) planting catchable-size trout for "put and take" fishing, (4) developing regulations, (5) developing commercial fishing of rough fish, (6) determining needs and making recommendations for fisherman access sites and impoundments to be built for sport fishing.

Major Accomplishments

. . . A winter creel census at Georgetown, the most heavily fished lake in Montana, showed that game fish were creeled at the unusually high rate of 1½ fish per man-hour. Rainbow trout averaging 10½ inches long made up 76 percent of the harvest, kokanee and coho salmon, 20 percent. Most of the remainder were brook trout and grayling.

. . . Studies on Madison River and O'Dell Creek indicate that substantial plants of catchable-size hatchery trout cause summer mortalities in wild trout. Since few planted fish survive over winter, the net result is a measurable reduction in the trout population. The implication, if these results are borne out in other studies, is that "put and take" planting should be restricted to waters with insignificant wild trout populations.

. . . Thirty-three Notices of Water Appropriation were filed to maintain minimum flows for preservation of fish and wildlife habitat. These findings were made on 12 stream sections as authorized by Sec. 89-801.2 RCW 1947.

. . . Approximately 16,000 4-5 inch northern pike were seined from rearing ponds near Ford Peck Reservoir, marked and planted in the reservoir. Subsequent seining in the reservoir indicated good survival. Eight acres of Pishkun Reservoir shore area were fenced with cooperation of Bureau of Reclamation. Grass and other vegetation growing within these fenced areas will afford northern pike spawning areas when the reservoir fills in the spring.

. . . Coho salmon planted in Fort Peck Reservoir in 1969 and 1970 have furnished lively fishing during the report period for fish up to five pounds.

Major Recommendations

. . . The role of "put and take" hatchery trout in Montana streams should be evaluated.

In 1970 state fish hatcheries planted 873,000 catchables, 7 to 11 inches long, at a cost of 30¢ each. Since only 4 out of 10 are caught, each fish creeled cost 75¢. Obviously, this is a very expensive program. Unfortunately, only short term benefits are realized because most of the "put and take" fish that are caught are taken within six weeks after planting. With few exceptions, the rest die. This is a popular program, but one that is economically feasible only if those who benefit pay the cost. Presently this is not the case. The Fish and Game Department's licensing structure should be revised to limit the use of "put and take" hatchery trout to the amount the persons benefiting from this program are willing to pay.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u>
Number of fishing licenses sold	328,549	Increasing
Biological, physical & chemical lake & stream surveys	514	Varies
Detailed fish population estimates	37	Varies
Creel census studies	21	Varies
Technical consultations with other agencies to save or enhance fish habitat	232	Varies
Fish tagged & marked for scientific studies	56,348	Varies
Age determination of individual fish	21,773	Varies
Habitat improvement projects	7	Varies
Water chemically treated to remove undesirable fish	9	Varies
Pollution & fish kill investigations	51	Varies
Investigation of potential lake building or fisherman access sites	34	Varies
Articles written for publication	11	Varies
Talks given	53	Varies
Commercial fish harvest (pounds)	952,942	Varies
Fish distribution trips	800	Varies
Fish planted:		
Washoe Park Trout Hatchery	415,490	Varies
Jocko River Trout Hatchery	309,687	Varies
Giant Springs Trout Hatchery	720,109	Varies
Big Springs Trout Hatchery	2,349,013	Varies
Yellowstone River Trout Hatchery	163,215	Varies
Bluewater Spring Trout Hatchery	1,067,077	Varies
Flathead Lake Salmon Hatchery	3,873,476	Varies

PROGRAM: GAME MANAGEMENTCost

\$1,169,987

Principal Goals

. . . Manage and maintain Montana's wildlife resource and its habitat for its intrinsic and ecological values and the recreational, economic, scientific and educational use opportunities provided to the people of Montana.

. . . Produce and maintain a maximum breeding stock of game species on all suitable lands in Montana and utilize the annual crops produced by this stock through recreational use.

. . . Acquire, develop and maintain key areas of wildlife habitat in a manner which will benefit wildlife species and contribute to the recreational, economic and educational needs of people in Montana.

. . . Inventory the wildlife resource and its habitat and conduct wildlife surveys and research as necessary throughout the state to provide biological information for scientific game management and for any other program that benefits wildlife.

Major Accomplishments

. . . Development and maintenance operations were performed on 208,119 acres of wildlife habitat controlled by the department.

. . . Habitat management to primarily benefit elk occurred on 152,978 acres of big game range.

. . . Payments in lieu of taxes on deeded lands were increased to \$30,972.

. . . Wildlife surveys and inventories which provided a biological basis for game season recommendations were conducted throughout the state.

. . . Special wildlife research was performed concerning the effects of sagebrush control on wildlife, elk-logging relationships, and the ecology of several game species.

Major Recommendations

. . . Although it is neither realistic, nor practical for the entire state to be solely dedicated to the production of wildlife, certain key areas must serve that purpose. To this end, and in order to enhance the year-round habitats of wildlife, especially big game, additional lands should be purchased and so dedicated. In the 1971 biennium, the Beartooth was purchased. In the 1973 biennium, the Blacktail should be purchased.

. . . The demands on wildlife resources are increasing faster than finances increase to meet these demands. It will be necessary to assign priorities to individual management plans for individual game species by locale to satisfy these demands

PROGRAM: GAME MANAGEMENT (continued)

within the financial limits. Such priorities will be outlined, and as approval is granted, they will be put into effect.

. . . Many programs conducted by federal and state agencies, and by private individuals and corporations, alter and/or affect wildlife environments. A new plateau of understanding and cooperation must be established with these groups in order to maintain present inventories of wildlife environment. This will be an important function of the Game Management Division during the coming years. Adequate time should be allocated to provide for this activity.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u> *
Game and Fur harvested		
Big Game	144,000	Increased
Game Birds	353,000	Decreased
Ducks	205,700	Stable
Geese	11,300	Stable
Fur	43,175	Decreased
 Man-days of deer and elk hunting recreation	 1,152,800	 Stable
 Game Management Area Development		
Game Management Areas	.	
(acres)	208,119	Increased
Fence Maintained (miles)	300	Varies
Roads and trails maintained		
(miles)	187	Varies
Land cultivated (acres)	4,000	Varies
Buildings maintained	100	Varies
Man-days recreation provided	175,300	Increased

* Compared to previous year.

PROGRAM: INFORMATION AND EDUCATIONCost

\$471,583.00

Principal Goals

. . . To inform and educate the public on all matters concerning fish and game and other associated areas of outdoor recreation in Montana.

. . . To provide information and instruction, relative to the natural environment, landowner-sportsmen relationships, preventive law enforcement, hunter and boating safety, various phases of outdoor recreation and all other areas concerning fish and game within the state.

Major Accomplishments

. . . Personnel answered thousands of written, telephoned and spoken requests on fish and game, conservation, outdoor recreation and many other related topics.

. . . Information was broadly disseminated to the public through news releases prepared for all state news media and several out-of-state news sources.

. . . Live, taped, and filmed programs were released by radio and television.

. . . Various brochures and publications were prepared to explain regulations, provide educational materials and explain recreational potentials in Montana.

. . . A full color, bi-monthly publication, MONTANA OUTDOORS, was put into full production.

. . . Instruction in conservation was given at various youth camps and teacher workshops throughout Montana.

. . . The hunter safety program, administered by the department and taught by volunteer instructors, provided instruction in the safe handling of firearms for nearly 8,000 young Montanans during the year and for a total of 99,563 students since the inception of the program.

. . . The film library now has approximately 100 films which receive almost constant use by schools, sports groups, civic organizations and others.

. . . Films recently made by the department have emphasized land and water uses as they relate to fish and wildlife.

. . . Several slide series have been completed or are in progress with major emphasis placed on use by volunteer firearms safety training instructors.

PROGRAM: INFORMATION AND EDUCATION (continued)Major Recommendations

. . . Provide more visual aids and materials for the hunter safety program.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u>
Public inquiries answered	80,000	Increasing
Hunter Safety students processed	8,000	Increasing
News releases mailed	46,000	Increasing
Publications distributed	150,000	Increasing
Public organizations contacted	1,500	Increasing

PROGRAM: LAW ENFORCEMENTCost

\$1,228,055

Principal Goals

- . . . Provide effective enforcement of Montana's Fish and Game Laws and Regulations.
- . . . Protect fish and wildlife resources and their habitat from willful or negligent destruction by attaining an acceptable level of compliance to regulations and laws relating to fish, game, parks and recreation.
- . . . Assist with the collection of biological and management information.
- . . . Disseminate knowledge and information about fish and wildlife resources, regulations and management to increase public understanding and cooperation in the sound utilization and conservation of these resources.
- . . . Promote hunting and fishing access for the public when possible.
- . . . Recognize the interest of those who derive their livelihood, pleasure or recreation from the fish and wildlife.
- . . . Cooperate with and encourage cooperation among the agencies, groups and individuals concerned with laws respecting wildlife resources.
- . . . Assist the people responsible for fish and wildlife management in every way possible to accomplish the department's overall objectives.
- . . . Promote hunting, boating and water safety for public protection and enjoyment.

Major Accomplishments

- . . . A boat and water safety program has been initiated to cope with the increasing use of the state's water resources.
- . . . Preliminary groundwork has been accomplished to obtain Department of Defense funds to administer ABM impact on recreational resources.
- . . . A new concept in administration of the special license system was initiated—the new system has proven more efficient and economical.
- . . . Guidelines and procedures for the administration of the new outfitter law have been established.

PROGRAM: LAW ENFORCEMENT (continued)

Major Recommendations

. . . Additional enforcement personnel should be employed to control the growing recreational use of private land. Much of the increase use is other than hunting and fishing.

. . . A machine processing system of administering Fish and Game arrest records should be implemented.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u>
Creel checks	29,029	Varying
Game bag checks	26,702	Increasing
NTA & C forms issued	2,209	Decreasing
Courtesy Citations issued	678	Increasing
Total licenses sold	970,713	Increasing
Miles traveled	1,611,345	Increasing

PROGRAM: RECREATION AND PARKSCost

\$971,106

Principal Goals

...To conserve the scenic, historic, archaeological, scientific and recreational resources of the State of Montana.

...To provide for the use and enjoyment of these resources by the general public-residents and nonresidents.

...To contribute to the cultural, recreational and economic life of the people of Montana.

...To prepare a statewide Historic Preservation Plan for the purpose of qualifying Montana for federal matching funds from the National Act for the Preservation of Historic Sites.

...To prepare a statewide Outdoor Recreation Plan for the purpose of qualifying Montana for the federal matching funds from the Land and Water Conservation Fund Act.

Major Accomplishments

...The State Parks System was developed and operated in conjunction with the fishing access program.

...During the fiscal year ended June 30, 1971, 1,454 acres were acquired at a cost of \$82,692.00. A total of \$304,926.00 was spent on development of new outdoor recreation areas and renovation of existing ones.

...The Land and Water Conservation Fund was administered. This fund provides federal cost sharing for acquisition and development of outdoor recreation areas by state and local agencies. Through this program, 16 projects were approved for a total expenditure of \$507,495.00. There was \$1,441,047.00 in this fund at the end of the fiscal year.

...Considerable data was collected through surveys and other methods in preparation for a revision of the Montana State-wide Outdoor Recreation Plan.

...The National Historic Preservation Act of 1966 was administered. This program is still inadequately funded with a \$2,500.00 General Fund appropriation which was matched by the National Park Service to bring the total planning program up to \$5,000. This \$5,000 was used to prepare a Statewide Historic Preservation Plan. In addition, the National Park Service made its first annual allocation of \$29,000 (for fiscal year ended June 30, 1971) for acquisition and preservation of historic sites. This allocation was matched by the state and an acquisition project was submitted to the National Park Service and was subsequently approved.

PROGRAM: RECREATION AND PARKS (continued)Major Recommendations

... An annual general fund appropriation of \$500,000 should be made available to the Recreation and Parks Division.

It is felt that this program is falling short of its goals in two major areas-- acquisition and development of new public outdoor recreation areas and implementation of a program for the preservation of historic sites.

If the necessary general fund appropriation is made available to administer the present recreation sites in the system, funds from other sources and earned income would be available for a modest expansion. Federal funds on a 50-50 matching basis are available from the Land and Water Conservation Fund for the acquisition and development of new outdoor recreation areas. Current information would indicate about a ten percent increase in use of the present recreation facilities over the 1970 season. An investment in expansion of the recreation and park system is a necessity if Montana is to accommodate this ever-increasing use.

The National Act for the Preservation of Historic Sites has gotten off to a slow start because of lack of funds on both federal and state levels. This important program deserves more attention.

Performance Indicators

<u>factor</u>	<u>quantity</u>	<u>trend</u>
Land purchased	1,293 acres	Varies
Land acquired from easement	160 acres	Varies
Projects approved	16	Varies

COST SUMMARY

Administration	\$1,075,722
Information and Education	471,583
Fisheries	966,872
Law Enforcement	1,228,055
Game Management	1,169,987
Recreation and Parks	971,106
Environmental Resources	121,000

TOTAL

\$ 6,004,325

