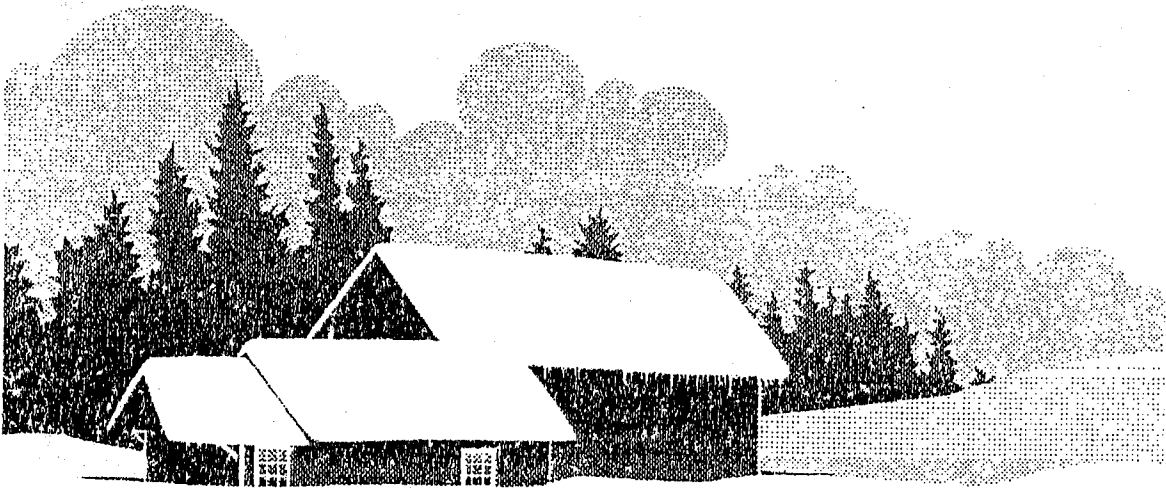


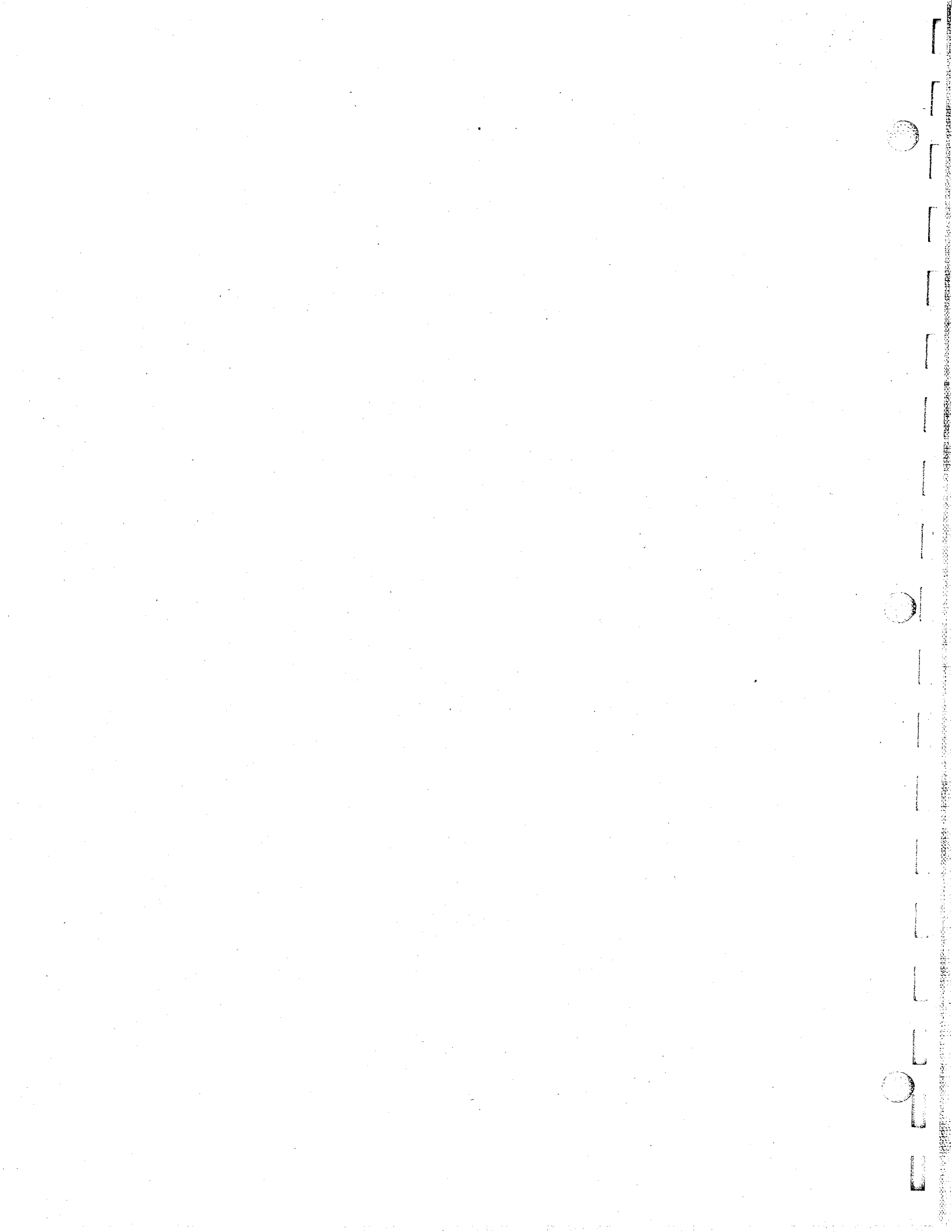
THE CANYON PLAN

AN AMENDMENT TO THE FLATHEAD COUNTY MASTER PLAN



FLATHEAD COUNTY RESOLUTION NO. 1009A

ADOPTED MAY 17, 1994



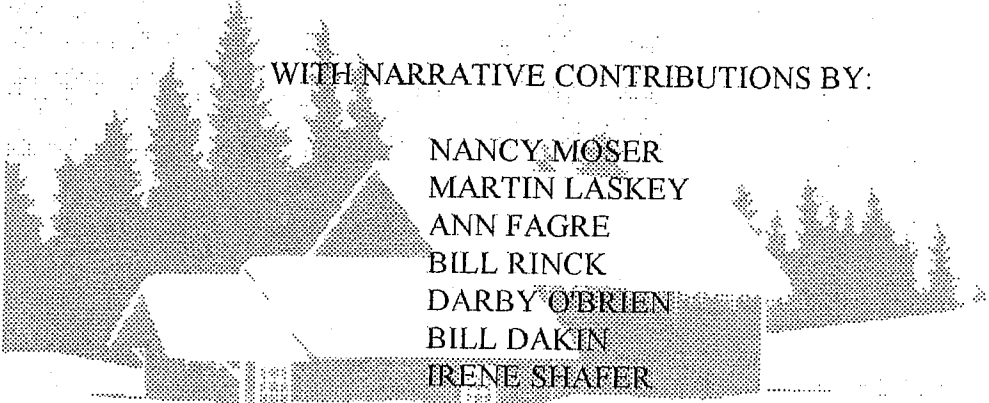
THE CANYON PLAN

AN AMENDMENT TO THE FLATHEAD COUNTY MASTER PLAN

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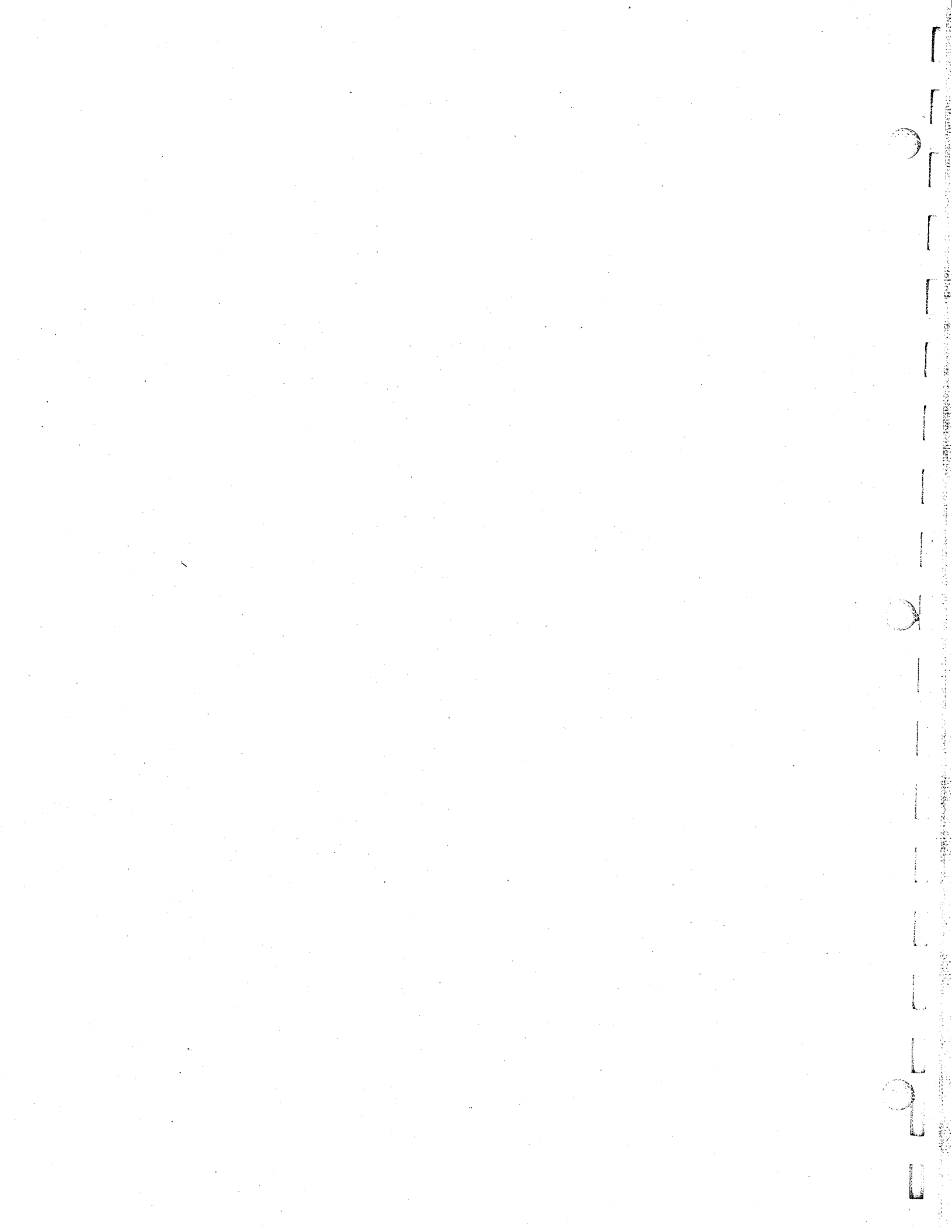


TABLE OF CONTENTS

CHAPTER I-BACKGROUND	I-1
CANYON AREA SURVEY (1992)	I-2
CANYON CITIZEN INITIATED ZONING GROUP	I-2
PLANNER	I-3
COOPERATING AGENCIES	I-3
PLANNING PROCESS	I-4
PLAN AREA BOUNDARIES	I-4
DATA COLLECTION	I-4
PUBLIC AWARENESS/PARTICIPATION	I-5
 CHAPTER II-AGENCY INFLUENCES	 II-1
STATE & COUNTY INFLUENCES	II-1
MASTER PLAN	II-1
HUNGRY HORSE	II-1
MARTIN CITY	II-1
FLATHEAD COUNTY OVERALL ECONOMIC DEVELOPMENT PLAN (1994)	
.	II-2
MONTANA SUBDIVISION & PLATTING ACT	II-2
MONTANA SANITATION IN SUBDIVISIONS ACT	II-2
MONTANA DEPARTMENT OF TRANSPORTATION	II-2
MONTANA DEPARTMENT OF FISH, WILDLIFE & PARKS	II-3
FEDERAL INFLUENCES	II-3
U.S. FOREST SERVICE	II-4
GLACIER NATIONAL PARK	II-5
UTILITIES	II-6
ISSUES	II-7
GOALS AND POLICIES	II-7
 CHAPTER III-DEMOGRAPHICS	 III-1
POPULATION	III-1
HOUSEHOLD CHARACTERISTICS	III-4
ISSUES	III-4
GOALS AND POLICIES	III-5
 CHAPTER IV-LAND USE	 IV-1
EARLY LAND USE INFLUENCES	IV-1
MARIAS PASS	IV-1
GREAT NORTHERN RAILROAD	IV-2
U.S. HIGHWAY 2	IV-2
PUBLIC LANDS	IV-2
RESOURCE INFLUENCES	IV-3

TIMBER	IV-3
FOREST FIRES	IV-3
MINING	IV-4
HUNGRY HORSE DAM	IV-4
FLOODS	IV-4
COMMUNITY SETTLEMENTS	IV-5
HOMESTEADING	IV-5
HUNGRY HORSE	IV-6
MARTIN CITY	IV-6
CORAM	IV-7
LAKE FIVE	IV-8
WEST GLACIER	IV-9
RED EAGLE/NYACK	IV-10
ESSEX	IV-11
HIDDEN LAKE, PINNACLE, AND NIMROD	IV-12
EXISTING LAND USE	IV-13
HUNGRY HORSE	IV-13
MARTIN CITY	IV-15
CORAM	IV-15
LAKE FIVE	IV-16
WEST GLACIER	IV-17
NYACK	IV-18
PINNACLE	IV-18
ESSEX	IV-18
ISSUES	IV-19
GOALS AND POLICIES	IV-21
CHAPTER V-ECONOMY	V-1
EMPLOYMENT	V-1
CENSUS DATA	V-1
COUNTY TRENDS	V-2
LOCAL BUSINESSES	V-3
TOURISM	V-9
VISITOR ATTRACTIONS	V-9
VISITOR TRIPS TO THE CANYON	V-10
VISITOR ACCOMMODATIONS	V-12
PUBLIC CAMPGROUNDS	V-13
PRIVATE CAMPGROUNDS	V-13
MOTELS/RESORTS/RANCHES	V-14
ECONOMIC SIGNIFICANCE	V-15
ISSUES	V-16
GOALS AND POLICIES	V-16

CHAPTER VI-WATER/SEWER	VI-1
WATER	VI-1
CORAM	VI-1
HUNGRY HORSE	VI-3
MARTIN CITY.	VI-4
WEST GLACIER	VI-5
ESSEX, PINNACLE, & VICINITY	VI-6
SEWAGE TREATMENT	VI-6
ISSUES	VI-6
GOALS AND POLICIES	VI-7
CHAPTER VII-PUBLIC SERVICES	VII-1
TRANSPORTATION.	VII-1
BURLINGTON NORTHERN RAILROAD.	VII-1
U.S. HIGHWAY 2	VII-2
HISTORY	VII-2
BADROCK CANYON.	VII-3
COUNTY ROADS	VII-3
SOLID WASTE	VII-4
UTILITY SERVICES	VII-4
ISSUES	VII-5
GOALS AND POLICIES	VII-6
CHAPTER VIII-SCHOOLS	VIII-1
HISTORY	VIII-1
CANYON ELEMENTARY	VIII-3
WEST GLACIER ELEMENTARY.	VIII-4
EAGLE HIGH SCHOOL	VIII-4
TRANSPORTATION.	VIII-5
ISSUES	VIII-5
GOALS AND POLICIES	VIII-5
CHAPTER IX-EMERGENCY SERVICES	IX-1
POLICE PROTECTION	IX-1
FIRE PROTECTION	IX-1
HUNGRY HORSE	IX-2
MARTIN CITY.	IX-2
CORAM/WEST GLACIER	IX-2
U.S. FOREST SERVICE	IX-3
EMERGENCY MEDICAL	IX-3
COLUMBIA FALLS AMBULANCE	IX-3
ALERT HELICOPTER	IX-3
CANYON ORU	IX-3

TIMBER	IV-3
FOREST FIRES	IV-3
MINING	IV-4
HUNGRY HORSE DAM	IV-4
FLOODS	IV-4
COMMUNITY SETTLEMENTS	IV-5
HOMESTEADING	IV-5
HUNGRY HORSE	IV-6
MARTIN CITY	IV-6
CORAM	IV-7
LAKE FIVE	IV-8
WEST GLACIER	IV-9
RED EAGLE/NYACK	IV-10
ESSEX	IV-11
HIDDEN LAKE, PINNACLE, AND NIMROD	IV-12
EXISTING LAND USE	IV-13
HUNGRY HORSE	IV-13
MARTIN CITY	IV-15
CORAM	IV-15
LAKE FIVE	IV-16
WEST GLACIER	IV-17
NYACK	IV-18
PINNACLE	IV-18
ESSEX	IV-18
ISSUES	IV-19
GOALS AND POLICIES	IV-21
CHAPTER V-ECONOMY	V-1
EMPLOYMENT	V-1
CENSUS DATA	V-1
COUNTY TRENDS	V-2
LOCAL BUSINESSES	V-3
TOURISM	V-9
VISITOR ATTRACTIONS	V-9
VISITOR TRIPS TO THE CANYON	V-10
VISITOR ACCOMMODATIONS	V-12
PUBLIC CAMPGROUNDS	V-13
PRIVATE CAMPGROUNDS	V-13
MOTELS/RESORTS/RANCHES	V-14
ECONOMIC SIGNIFICANCE	V-15
ISSUES	V-16
GOALS AND POLICIES	V-16

LIST OF FIGURES

FIGURE 1 -- CANYON AREA POPULATION	III-1
FIGURE 2 -- CANYON AREA POPULATION/SEASONAL SHIFTS	III-2
FIGURE 3 -- POPULATION PROJECTIONS/CANYON POPULATION	III-3
FIGURE 4 -- POPULATION PROJECTIONS/FLATHEAD COUNTY	III-3
FIGURE 5 -- CANYON AREA AGE DISTRIBUTION	III-4
FIGURE 6 -- ANNUAL AVERAGE EMPLOYMENT	V-2
FIGURE 7 -- AVERAGE MONTHLY EMPLOYMENT	V-3
FIGURE 8 -- ACCOMMODATIONS TAX REVENUE	V-9
FIGURE 9 -- AVERAGE DAILY TRAFFIC	V-10
FIGURE 10 -- HWY 2 TRAFFIC COUNTS	V-10
FIGURE 11 -- TOTAL SEASONAL VEHICLE COUNTS/HUNGRY HORSE RES.	V-11
FIGURE 12 -- GLACIER NATIONAL PARK/VISITS BY SEASON	V-11
FIGURE 13 -- AMTRAK DEBOARDINGS	V-12
FIGURE 14 -- CANYON ELEMENTARY/ENROLLMENT PROJECTIONS	VIII-3
FIGURE 15 -- WEST GLACIER ELEMENTARY/SCHOOL ENROLLMENT	VIII-4

LIST OF MAPS

CANYON PLAN LOCATION MAP I-6

TOPOGRAPHY IV-25

HUNGRY HORSE/WEST GLACIER VICINITY MAP IV-26

HUNGRY HORSE & VICINITY IV-27

MARTIN CITY & VICINITY IV-28

CORAM & VICINITY IV-29

NYACK IV-30

PINNACLE IV-31

ESSEX IV-32

BEAR CREEK IV-33

PUBLIC RECREATION SITES V-18

SCHOOL DISTRICTS VIII-7

FIRE DISTRICTS IX-7

UNGULATE SPRING & WINTER RANGE X-13

LARGE MAMMAL MOVEMENT CORRIDORS X-14

BLACK BEAR SIGHTINGS: 1980-1993 X-15

GRIZZLY BEAR SIGHTINGS: 1980-1993 X-16

BALD EAGLE HABITAT X-17

GENERALIZED LAND COVER CLASSIFICATION X-18

Preface
THE CANYON PLAN

TODAY I'D LIKE TO TAKE YOU ON A ROAD TRIP--ABOUT 30 MILES "UP THE LINE" TO THE INFAMOUS CANYON AREA.

NOW SOME WHO ARE NEW TO THE VALLEY ARE PROBABLY QUESTIONING "WHY INFAMOUS -- THAT'S A LOVELY AREA?"

AND THERE ARE SOME WHO MAY SKEPTICIZE, SAYING "ONLY IF WE'RE GOING TO THE PARK."

AH.... BE A SPORT....COME ON UP....SEE WHAT WE'RE ALL ABOUT.

OH--WE HAVE HORSE DRAWN CARRIAGE RIDES UP THERE TOO--LETS CLIMB INTO ONE OF THOSE, SO WE DON'T HAVE TO SPEED THROUGH THE NEIGHBORHOOD.

WHEN MY FAMILY FIRST MOVED FROM "PHILA" TO THE OLD SILVER TIP RANCH IN MARTIN CITY IN '71, LIFE WAS MUCH DIFFERENT UP THE CANYON THAN TODAY. OF COURSE, THINGS HAVE CHANGED ALL OVER THE VALLEY, AS WELL, OVER THE PAST 20 YEARS.

COMPARED TO THE REST OF THE COUNTY, WHAT WE LACKED IN CITY GOVERNMENT AND ORGANIZATION, WE HAD IN LOCAL LIVING COLOR.

I REMEMBER ONE OF MY FIRST WELCOMING EXPERIENCES....IT WAS A LATE SATURDAY AFTERNOON--DURING SPRING BREAK-UP WHEN THE LOGGERS AND OUTFITTERS WERE LITERALLY COMING OUT OF THE WOODS.

I WAS SITTING AT THE DEERLICK BAR IN MARTIN CITY--CLOSE TO THE DOOR- WATCHING EVERYONE AND EVERYTHING. THE PLACE BECAME A VERITABLE TOWN HALL, WITH WOMEN AND CHILDREN COMING TO MEET THE MEN WHO HAD BEEN UPCOUNTRY FOR WEEKS ON END. THE CAFE BEGAN BRINGING OUT FOOD, AND COUNTRY MUSIC ROSE UP FROM A GROUP OF MUSICIANS OVER IN THE CORNER.

I WAS QUIETLY THINKING OF HOW GREAT IT WOULD BE TO GET TO KNOW SOME OF THESE LIVELY, REAL, WESTERN PEOPLE!!

WHEN JUST THEN, ONE OF OUR NEIGHBORS RODE THOUGH THE FRONT DOOR ON HIS DAUGHTER'S HORSE, SHAWNEE, AND SAUNTERED UP TO THE BAR--RIGHT NEXT TO ME!!

I WAS IMPRESSED!!

THE BAR MAID NONCHALANTLY PLACED AN ICE CUBE TRAY FILLED WITH BEER ON THE BAR IN FRONT OF SHAWNEE, THEN AS SHE HANDED A GLASS OF THE SAME TO THE RIDER, CALMLY STATED "IF SHE....DEFECATES ON THE FLOOR, YOU CLEAN IT UP!"

MIND YOU, I HADN'T EXACTLY FELT AS THO I HAD DIED AND GONE TO HEAVEN--BUT WHAT A PLACE TO LIVE!--TOTALLY UNLIKE ANYTHING I HAD EVER KNOWN, AFTER ALL,

I WAS TRYING TO ESCAPE, WASN'T I?

AND THE BEAUTY OF THE PEOPLE--NOT AT ALL PREOCCUPIED WITH THAT BUNK OF WHAT OTHERS MIGHT BE THINKING.

THESE ANECDOTAL MEMORIES OF THE PAST CAN HARDLY BE RELIVED, FOR TODAY WE ARE BEING FACED WITH A RAPIDLY CONSUMING INFLUX OF CHANGE.

BUT WE, THE CITIZENS OF THE CANYON, ARE TRYING TO PRESERVE WHAT LITTLE OF OUR PAST QUALITY OF LIFE IS LEFT.

PERHAPS THE NON-CONFORMING APPEARANCE OF OUR NEIGHBORHOODS, AS WELL AS THE REPUTATION WHICH PRECEDES US, IS OUR ONLY SAVING GRACE.

IN JUNE OF '92, WE ORGANIZED OURSELVES AS THE CANYON CITIZEN INITIATED ZONING GROUP, FOR THE PURPOSE OF WRITING OUR OWN AMENDMENT TO THE COUNTY MASTER PLAN, ON WHICH EVENTUAL ZONING WILL BE BASED. WE INCLUDED THE 70 MILES STRETCH FROM THE SOUTHFORK BRIDGE IN HUNGRY HORSE TO THE COUNTY LINE AT MARIAS PASS.

WE ALMOST IMMEDIATELY REALIZED OUR NEED FOR PROFESSIONAL GUIDANCE IN NOT ONLY DEALING WITH COUNTY GOVERNMENT, BUT THE IMPLEMENTATION OF OUR FINISHED PRODUCT. WE SOUGHT AND OBTAINED FUNDING, AND IN JUNE OF THIS YEAR (1993) WE HIRED A PLANNER.

WE ARE ENGAGED IN A DESPERATE BATTLE OF PRESERVATION-- FOR OUR COMMUNITIES AND OURSELVES.

SOME OF YOU MAY BE THINKING--GEE THAT CANYON REALLY IS A VALID COMMUNITY.

I'LL LET YOU IN ON A SECRET--WE ALWAYS HAVE BEEN!!

CCIZ PRESIDENT

LIST OF MAPS

CANYON PLAN LOCATION MAP I-6

TOPOGRAPHY IV-25

HUNGRY HORSE/WEST GLACIER VICINITY MAP IV-26

HUNGRY HORSE & VICINITY IV-27

MARTIN CITY & VICINITY IV-28

CORAM & VICINITY IV-29

NYACK IV-30

PINNACLE IV-31

ESSEX IV-32

BEAR CREEK IV-33

PUBLIC RECREATION SITES V-18

SCHOOL DISTRICTS VIII-7

FIRE DISTRICTS IX-7

UNGULATE SPRING & WINTER RANGE X-13

LARGE MAMMAL MOVEMENT CORRIDORS X-14

BLACK BEAR SIGHTINGS: 1980-1993 X-15

GRIZZLY BEAR SIGHTINGS: 1980-1993 X-16

BALD EAGLE HABITAT X-17

GENERALIZED LAND COVER CLASSIFICATION X-18

THE CANYON PLAN

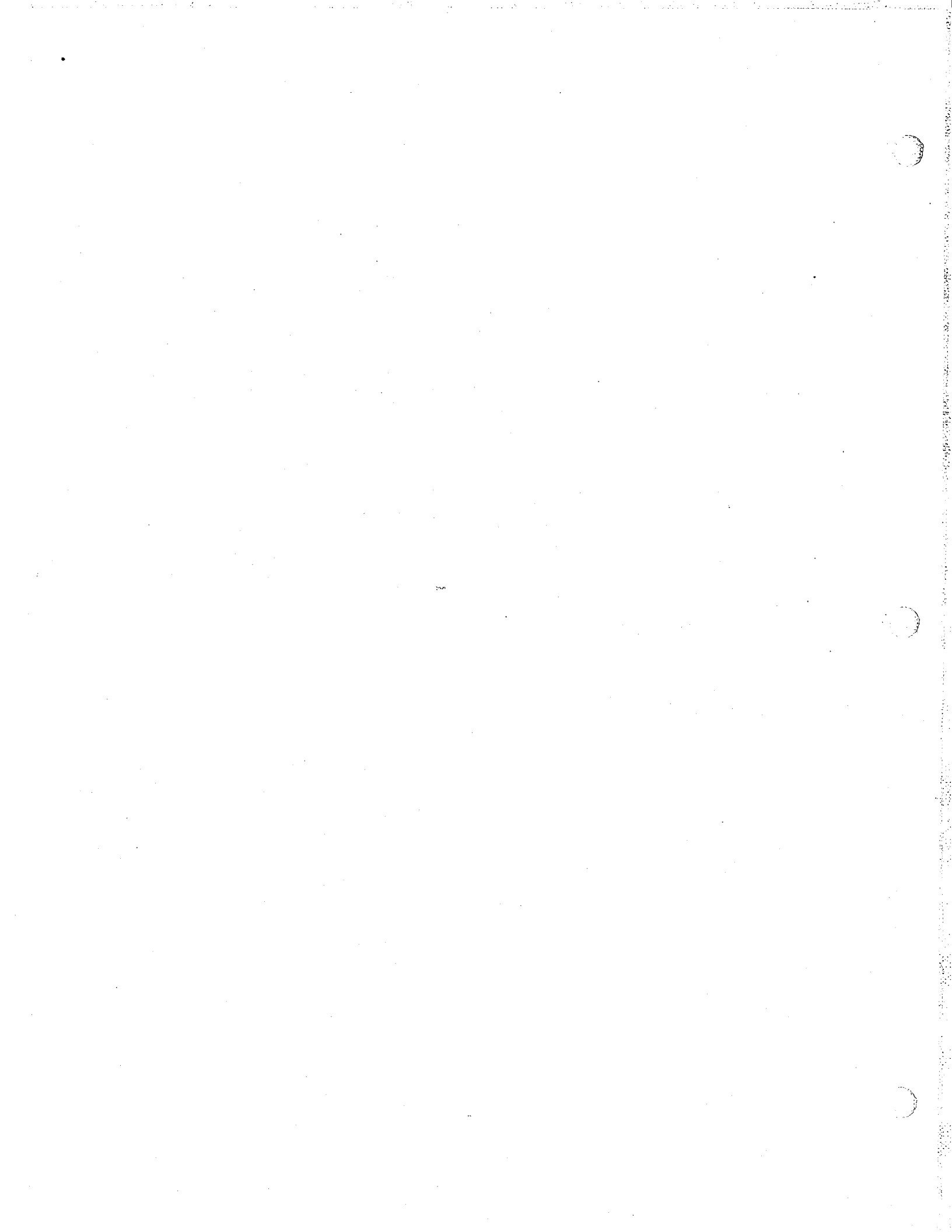
CHAPTER I BACKGROUND

The concept of a "Canyon Area Neighborhood Plan" evolved in response to "Valley" issues on growth and development. Flathead County is experiencing rapid change brought about by the increasing influx of new residents. Land divisions were occurring at a record pace and many county residents feared the loss of community identity. Some residents responded by seeking "protection" of neighborhoods through the establishment of zoning districts. Other communities, such as Bigfork, pursued a neighborhood planning approach.

These different approaches to guiding growth and development in the County did not offer a comprehensive solution to the perceived problem. At best, these piecemeal approaches tended to complicate growth problems for those areas that remained "unzoned." The county government took a wait-and-see attitude as many of these voluntary land use regulations were being pursued. The increasing interest by local residents in pursuing some form of land use "protection" eventually spiked the attention of the County Commissioners. On September 24, 1991, the Flathead County Board of Commissioners instructed the Flathead Regional Development Office (Planning Office) to pursue county-wide zoning. By default, the imposed zoning would have to be in conformance with the then-existing Flathead County Master Plan. This zoning decree became a local concern to many Canyon residents who had yet to experience the "Valley" problems with growth.

Several meetings were held by the Planning Office in the Canyon area to explain the zoning process and probable outcome. Local residents expressed considerable concern and discovered that the existing Master Plan had very little reference to the Canyon communities. One approach suggested early on by the Planning Office was to investigate the possibility of preparing a Neighborhood Plan for the Canyon. Initial community reaction ranged from "do it as soon as possible" to "let's have no regulations on development." However, most of those 1991 meeting participants agreed that additional information was needed, including a better understanding of community opinion. With the support of the Flathead Economic Development Corporation and the Flathead Regional Development Office, *The Future of the Canyon Survey, 1992* was sent to all property owners in the Canyon in February, 1992. This began a citizen-driven planning effort for the Canyon Communities.

BACKGROUND



The maps were presented for public review and comment at a meeting in December 1992.

After completion of this massive mapping effort, the CCIZ decided that professional assistance was needed to guide and facilitate the local effort. Such assistance, however, needed to be compatible with the original objective of having a community-driven process. The Flathead Economic Development Corporation and the Flathead Regional Development Office assisted the CCIZ in obtaining the necessary funding to secure a local planning professional. The scope of work stated, in part, that the selected planner would lead Canyon residents through a process that:

- ▶ identifies values to be preserved in the Canyon area;
- ▶ provides for public discussion of ideas, interests, and goals regarding the future of the Canyon;
- ▶ develops options and alternatives for residents to consider regarding how to achieve these goals; and
- ▶ concludes with the development of a plan and implementing mechanisms for the Flathead County Planning Board and County Commissioners to consider as the basis for growth management for the Canyon Area.

PLANNER

David Greer, of Montana Planning Consultants, was hired as the resident planner for the CCIZ. David had previously worked as a Senior Planner for the Flathead Regional Development Office and was currently serving as the Principal Planner for Montana Planning Consultants out of Kalispell. Serving in the role of the Canyon planner required maintaining a physical presence in the Canyon at least 2-3 days per week. The Hungry Horse Ranger District of the U.S. Forest Service provided a detached office house in Hungry Horse for this purpose. In this way, the planner achieved local identity with an in-Canyon office. The office provided an informal meeting location and a field office for preparing related work products.

COOPERATING AGENCIES

The planning process was supported directly and indirectly by a variety of agencies. Cooperating agencies included the U.S. Forest Service (USFS), Glacier National Park (GNP), Flathead Economic Development Corporation (FEDC), Flathead Regional Development Office (FRDO), Flathead County Clerk & Recorder's Office (C&RO), Montana Department of Fish, Wildlife & Parks (MDFW&P), and Montana Dept. of Transportation (MDOT). The World Wildlife Fund (WWF), Burlington Northern Railroad (BN), and the Glacier Natural History Association (GNHA) also assisted with the funding of this private effort as did numerous individuals and businesses in the Canyon. Primary roles played by these agencies are outlined below:

CANYON AREA SURVEY (1992)

The Canyon Survey was completed by 22% of the land owners in the Canyon. A summary of the results is available from the Flathead Economic Development Corporation. Selective findings of the 1992 Survey include the following:

- ◆ "Controlling growth and development" was cited as the most important issue;
- ◆ "Clutter, dilapidation of structures, and unattractive development" was cited as the least liked aspect of living in the Canyon;
- ◆ Accelerated economic growth was not generally supported;
- ◆ Residents had specific location preferences for new development. New commercial uses should locate within existing downtowns and industrial uses in industrial parks;
- ◆ Residents felt that local services are inadequate or, at best, marginally adequate to support any substantial population growth;
- ◆ "Maintaining a pleasant living environment" was ranked as the most important future land use consideration;
- ◆ A strong 79.5% agreed that "a local planning effort is necessary to further define Canyon area goals before permanent land use guidelines go into effect."

CANYON CITIZEN INITIATED ZONING GROUP

In June, 1992, the Canyon Citizen Initiated Zoning Group (CCIZ) was formed to guide the planning process for the Canyon communities. Underlying the formation of the CCIZ was the belief that there must be a "buy-in" at the local level if zoning or other growth management tools are to be accepted in the Canyon. The CCIZ provided a mechanism to empower the local citizens to help decide their own future.

County-wide zoning of some sort is inevitable. We can sit back and allow someone from County offices, who we rarely see, who knows less about us than we do of them, to plan future use of our land. But doesn't it make more sense for us to group together and do this planning amongst ourselves? [CCIZ Newsletter]

The CCIZ began meeting regularly in June, 1992. One of the initial tasks of the group was to map all the existing land uses in the Canyon. Section maps were purchased from the County, and individuals from seven regions in the Canyon began to describe land use on a parcel-by-parcel basis. The maps were color-coded to identify the land use relationships of the Canyon.

local communities.

PUBLIC AWARENESS/PARTICIPATION

Public participation and involvement was an essential element of the planning process. Efforts to maximize public awareness included mailing newsletters and holding monthly public meetings. The Hungry Horse field office also offered citizens access to the planner.

The newsletters provided an on-going update on the planning process and announced the locations and time of public meetings. The August mailing included a multi-page listing of all the identified community issues with check-off columns to rank the importance of each issue. Four rounds of public meetings, involving 14 separate meetings, were held throughout the Canyon between July 1993 and December 1993. Regional meeting locations included the communities of Essex, West Glacier, Lake Five (summer), and Hungry Horse. The focus of each round of meetings is presented below:

PUBLIC MEETING PROCESS AND FOCUS

ROUND 1: Overview of planning process and identification of community issues.

ROUND 2: Evaluated appropriateness of particular land uses in Canyon communities through participant reactions to photos (slides) of various land uses; evaluated location preferences of listed land use types and the regulatory approach associated with each land use type.

ROUND 3: Presented an overview of the COMMUNITY ISSUE SURVEY that was sent to every household and land owner in the Canyon; identified community boundaries and growth centers; identified preferable density allowances and community growth rates; identified positive site plan features with the use of alternative slide scenarios of specific land uses.

ROUND 4: Slide presentation of socio-economic information and update on status of planning progress; presentation of resource mapping including wildlife habitat areas; list of all the proposed community goals and policies with tabular evaluation columns.

Results of the Issue Survey and the various forms used at the neighborhood meetings are available for review in the offices of the Flathead Regional Development Office.

- ◆ USFS -- Office space & technical mapping/information support;
- ◆ GNP -- Technical mapping support;
- ◆ FEDC -- Financial support and record keeping;
- ◆ FRDO -- Financial support and technical assistance;
- ◆ C&RO -- Parcel based mapping support;
- ◆ GNHA -- Funding;
- ◆ BN -- Funding;
- ◆ WWF -- Funding;
- ◆ MDFW&P -- Technical mapping and information support; and
- ◆ MDOT -- Financial Support.

PLANNING PROCESS

The Planner outlined a one year program to accomplish the development of (1) a Neighborhood Plan and (2) implementing regulations. The process to complete these objectives began in July 1993.

PLANNING AREA BOUNDARIES

The perimeter boundaries of the planning area are not rigid but, instead, "float" beyond the private lands. The generalized boundaries were determined using a combination of factors, including natural landscape features, census boundaries, economic influence areas, and transportation patterns. The most westerly boundary occurs near the entrance to Badrock Canyon, in the vicinity of the "House of Mystery". The most easterly boundary corresponds to the Continental Divide at Marias Pass. All of the Hungry Horse Ranger District was included, as were portions of the Spotted Bear District. No detailed consideration was made of those private lands situated north of the Middle Fork of the Flathead River, including much of the Blankenship area and the headquarters area of Glacier National Park. The planning evaluation primarily focused on the private and public lands situated along and adjacent to the Middle Fork of the Flathead River and U.S. Highway 2. The private lands, which total less than 12,000 acres, tend to appear as "inholdings" to the much greater expanse of public lands in the Canyon. A LOCATION MAP of the Canyon Planning Area is included at the end of this chapter.

DATA COLLECTION

The collection of data on the Canyon communities was on-going throughout the planning process. The 1990 U.S. Census was a source for much of the socio-economic data. State employment statistics also contributed to this category of information. Public and quasi-public agencies assisted with information on the provision and/or availability of public services in the Canyon. Natural resource information was collected and generated from existing resource agency publications and through discussions with resource managers. Members of the CCIZ provided land use information and other informational insights on the

THE CANYON PLAN

CHAPTER II AGENCY INFLUENCES

Influencing the land use development pattern in the Canyon are a number of planning processes and regulations that often operate independently of each other. This type of incremental planning process fails to offer the affected communities a predictable outcome and can produce results that are contrary to citizen and community objectives. Planning is not foreign to the Canyon area, but the direct application of planning principles to private lands in the Canyon is a new concept to many area residents. In reality, however, planning has been active in the Canyon area and has been a tremendous influence on local development patterns. Existing regulations also play a significant role in the Canyon communities. Despite the absence of zoning or similar regulations in the Canyon, other state and local laws continue to influence local land use decisions.

STATE & COUNTY INFLUENCES

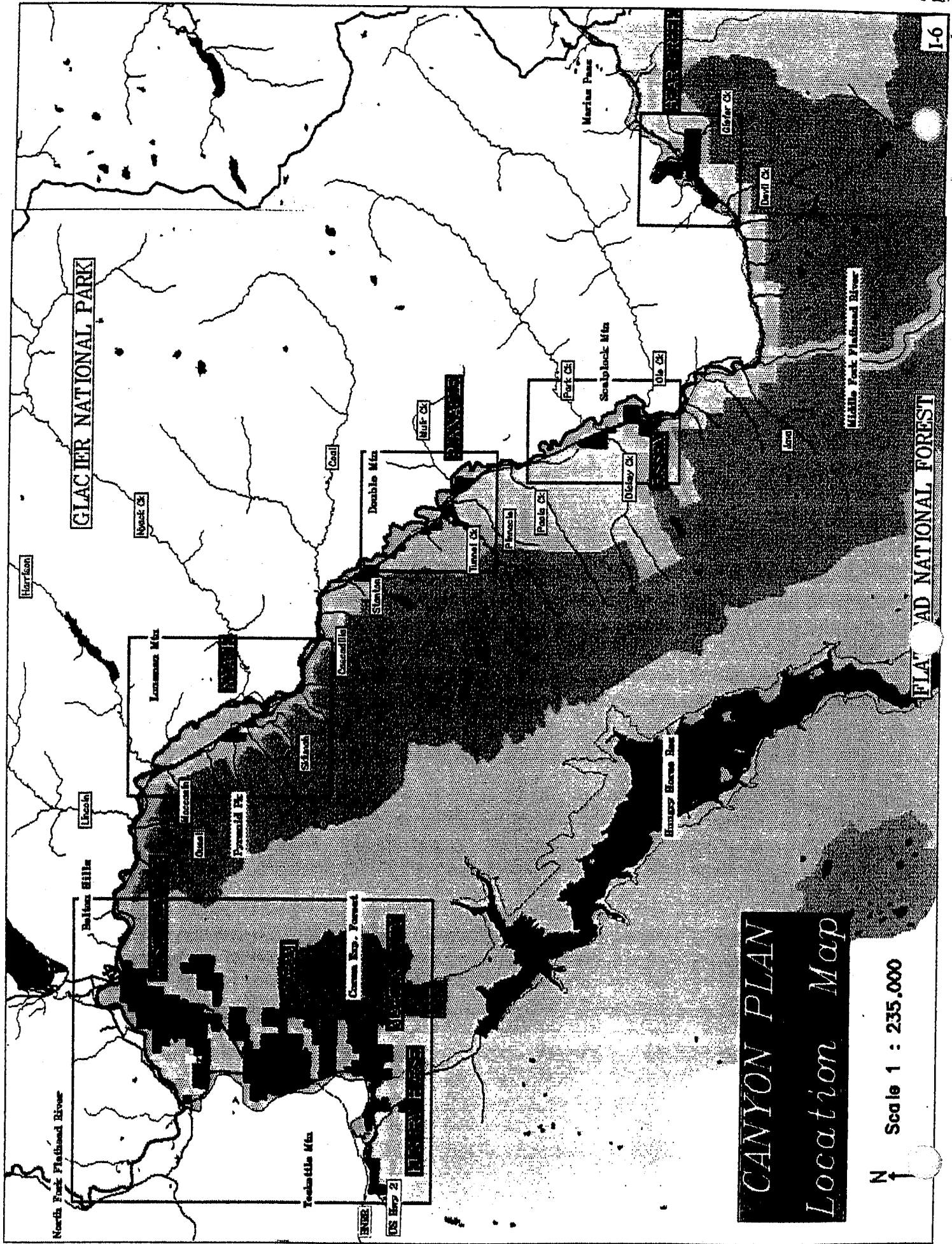
Land uses in the Canyon are being directly and indirectly influenced by State laws, an existing County master plan, and by County subdivision regulations. These land use tools, however, are not capable of guiding growth in a goal-directed fashion without the framework of a community supported plan. Discussion of these existing regulatory influences follows.

MASTER PLAN

The Canyon area of Flathead County is under the umbrella of the Flathead County Master Plan 2000. This land use plan was most recently updated in March 1987. The Plan provides general policy guidelines for the future use and development of lands in Flathead County. Included in Chapter VI of the Plan are the 1978 community goals and objectives for two Canyon communities. The text of these objectives is listed below:

- ◆ HUNGRY HORSE: Provide for expansion of development patterns in the townsite and adjacent Forest Service land; expand commercial area south of Highway 2.
- ◆ MARTIN CITY: Encourage an agricultural emphasis and plan for major investment for improvement of major community facilities.

AGENCY INFLUENCES



GLACIER NATIONAL PARK

FLATHEAD NATIONAL FOREST

CANYON PLAN
Location Map

Scale 1 : 235,000

N

Columbia Heights and Hungry Horse. Proposed improvements include the addition of two travel lanes and reconstruction of the South Fork bridge at the entrance to Hungry Horse. This is intended to improve travel safety through Badrock Canyon, in particular. Scenic, historical, and environmental issues highlight the discussions of the pending action. However, the proposed action will also have far-ranging impacts to land use throughout the Canyon. A statement alluding to this impact is included within the Draft Environmental Impact Statement (Project F1-2 (39) 138):

"Reconstruction of U.S. 2 would improve the safety and reduce the time required to travel between Columbia Heights, Hungry Horse, Glacier Park, and other Flathead County population centers. These improvements may increase the willingness of area residents and tourists to commute to the cities for jobs, shopping, entertainment and other purposes." Page IV-38, paragraph 4.

This possibility stresses the need for the Canyon to plan for change. The ability of the Canyon communities to serve an expanded role as bedroom communities to the Valley cities is uncertain in terms of infrastructure capabilities, resident values, and acceptability.

MONTANA DEPARTMENT OF FISH, WILDLIFE & PARKS

This agency affects the Canyon communities through hunting and fishing regulations and management plans for selected wildlife species. Mitigation plans associated with the operation of Hungry Horse Dam will have tremendous influence on the operation of the dam and on water flows in the South Fork River. Wildlife objectives of the Agency can directly and indirectly affect land use decisions on private lands, especially when critical habitat for game or Threatened & Endangered (T&E) species are involved.

FEDERAL INFLUENCES

The Canyon communities represent private inholdings within a much broader expanse of public lands. The communities are virtually surrounded by lands administered by either the U.S. Forest Service or Glacier National Park. These agencies often have different management objectives, with one adhering to a philosophy of preservation and the other emphasizing multiple-use. Outside influences include those of other federal and state laws or management plans that are carried out by both the Park Service and Forest Service. Notable among these is legislation pertaining to Threatened & Endangered species and the Wild & Scenic Rivers Act. Intermixed with federal management activities are state management plans pertaining primarily to fish and wildlife management. The Bureau of Reclamation is another federal agency that has had tremendous influence on the Canyon's resources and people with the construction of Hungry Horse Dam. The Bonneville Power Administration continues to have influence on water outflows from the dam and maintains an overhead transmission corridor along the South Fork of the Flathead River and through Badrock Canyon. The land use decisions of these federal agencies have tremendous influence on the adjoining private lands. The relationship of public ownership and management to the

Other policies of the 1987 Plan that have application to the Canyon include the recognition of Hungry Horse, Martin City, Coram, and West Glacier as rural commercial service centers, with all the benefits related thereto. Other related policies address the issues of strip commercial development, solid waste disposal, and rural residential development. However, the context of the plan is county-wide and, as such, fails to adequately address the unique character and local issues of the Canyon communities.

FLATHEAD COUNTY OVERALL ECONOMIC DEVELOPMENT PLAN (1994)

This guide to economic growth in the County only has broad application to the Canyon communities, despite the listing of several Canyon communities as being "included." Most of the relevant discussion pertains to general topics of "Recreation" and "Tourism." Nothing is included in the Plan to address the unique water and sewer problems of the Canyon or the current issues pertaining to transportation or communication.

MONTANA SUBDIVISION & PLATTING ACT

This state statute is implemented locally through the Flathead County Subdivision Regulations. Subdivision regulations affect local development patterns by determining the manner, location, and density of land divisions. The rules also extend to the review of some land uses that do not create divisions of land, such as RV parks, mobile home parks, and condominium developments. Subdivision proposals should be in substantial conformance to the goals and policies of the Master Plan. The Flathead Regional Development Office administers the local subdivision regulations in Flathead County.

MONTANA SANITATION IN SUBDIVISIONS ACT

This state statute also has tremendous influence on land use and subdivision patterns. All newly created parcels under 20 acres must demonstrate the availability of a water supply source and treatment capabilities for sewage effluent. Lots must be adequately sized to handle not only the proposed use but also the area necessary for the water system and sewage treatment system. Some land divisions may not be possible if the property exhibits certain limitations, such as shallow depth to groundwater, poor soil conditions, excessive slope, etc. Generally, land divisions are reviewed concurrently under the two subdivision acts for compliance with the regulations. The local rules are administered by the Environmental Health Services Division of the Flathead City-County Health Department.

MONTANA DEPARTMENT OF TRANSPORTATION

U.S. Highway 2 is a principal arterial that serves as the primary east-west route across the north portion of Montana. The highway has recently been improved between the communities of Hungry Horse and Coram (1986) and Coram and West Glacier (1985). Reconstruction of the Highway is now being proposed along a 4.4 mile stretch between

additional logging activities. Maintaining elk and deer winter habitat is also a management strategy for much of the area.

East Side Geographic Unit: This Unit is located on the east side of Hungry Horse Reservoir and surrounded by the Great Bear Wilderness on the east. The northerly extension is to Riverside Creek and the southerly extension to Hoke Creek. The area around Trout Lake is important elk summer habitat. The unit is also important as spring grizzly bear habitat. Streams in the area provide habitat for fish spawning and migration. Camping and water-based recreational activities are concentrated along the reservoir boundary. Future management objectives provide additional opportunities for timber production and maintenance of shore line qualities.

Bear Creek - Challenge Cabin Geographic Unit: This unit is surrounded by Glacier National Park on the North; the Great Bear Wilderness on the South; The Lewis and Clark National Forest on the East; and a short segment of the Middle Fork of the Flathead River on the North. Marias Pass is within this unit. Private lands are concentrated in the area of Bear Creek near US highway 2. The entire unit is summer habitat for elk that winter in the Spruce Park Area of the Middle Fork of the Flathead River. The area is also important as grizzly bear habitat, and a small mountain goat population is found in the Slippery Bill Mountain Area. The most important bull trout spawning area in the Middle Fork drainage is located in this unit. Use activities include hunting, fishing, firewood cutting and camping. A developed recreation site is the Devil Creek Campground. Excellent trail head access to the Great Bear Wilderness is available. Future management emphasis includes opportunities for continued timber production and for semi-primitive non-motorized recreation.

Middle Fork Geographic Unit: This unit is surrounded by the Great Bear Wilderness on the south and the Middle Fork of the Flathead River on the north. The east boundary is near Bear Creek and the west boundary is near West Glacier. Private in-holdings include the areas near Essex, Pinnacle, and Nyack. The Middle Fork of the Flathead River is the dominant land use feature. The low lying areas provide spring habitat for elk and grizzly bear. The middle fork is important for migrating bull trout and cutthroat trout. The Isaac Walton Inn at Essex has become an important stop-over area for cross country skiing. The Middle Fork is designated as a Wild and Scenic River. Five river access sites are located in this unit. Trails offer access to several area lakes and to the Great Bear Wilderness. Future management objectives include non-motorized recreational opportunities, public use of the river, and continued timber harvesting practices. A detailed description of the ecosystem and associated management alternatives for the area is presented in the *Middle Fork Ecosystem Management Project, Draft Environmental Impact Statement (1993)*.

Canyon - Teakettle Geographic Unit: This unit is the southern most geographic unit on the Glacier View Ranger District. Boundaries include Glacier National Park, Hungry Horse Ranger District, and the North and Middle Forks of the Flathead River. The unit is "just across the river" from the communities of Hungry Horse, Martin City and Coram. Wildlife populations in the area include moose, elk, and grizzly bears. The North and Middle Forks of the Flathead River provide migratory corridors for cutthroat and bull trout. Fishing and hunting are important recreational activities. Nearly all the major drainages have been roaded. Future management objectives provide additional opportunities for timber production and public use of the Wild and Scenic River.

GLACIER NATIONAL PARK

The southerly boundary of Glacier National Park follows the entire length of the Middle Fork of the Flathead River to its intersection with the North Fork of the Flathead River. This boundary adjoins such Canyon communities as Lake Five, West Glacier, Nyack, Pinnacle, Essex, and Bear Creek. In addition to this direct influence, Glacier National Park serves as a destination point for nearly 2 million visitors annually. All the Canyon communities experience the impacts of that attraction.

private sector in the Canyon is further explored, below, relative to the Forest Service and Glacier National Park.

U.S. FOREST SERVICE

The Forest Plan of the Flathead National Forest was adopted in December 1985. This plan provides general guidelines for the management of the resource base. Geographic Units are identified and used for describing the management direction for particular geographic areas. Eight Geographic Units comprise the Hungry Horse Ranger District. Access to each Unit in the Hungry Horse District is achieved via one or more of the Canyon communities. The Canyon - Teakettle Geographic Unit of the Glacier View Ranger District also has some relationship to the Canyon planning process, so is included for discussion purposes. The information presented is intended to provide a brief overview of the resources and management objectives associated with the various geographical locations in the District. However, the 1985 Plan will soon be updated, and the management focus for each of these areas may change.

West Side Geographic Unit: This Unit is located to the west of Hungry Horse Reservoir and includes a part of the Jewel Basin Hiking Area. Public recreational use of the area is relatively high. Trails provide access to the Swan Divide and the Jewel Basin Hiking Area. Seven developed recreation sites are located in this unit including a campground at Handkerchief Lake. The area is also important to such wildlife species as the grizzly bear, mule deer, bald eagles, and goats. Reservoir tributaries provide important spawning habitat for cutthroat trout. Access to this Unit is from Hungry Horse via the West Side Reservoir Road. Much of the Unit is designated as being suitable for timber harvest. That area around the Jewel Basin Hiking Area is proposed for wilderness designation.

Columbia Mountain Geographic Unit: This Unit includes the area of Badrock Canyon, Columbia Mountain extending southerly to the area of Lake Blaine, and the South Fork of the Flathead River to the dam. Recreation is the predominant management focus for this area. Columbia Mountain provides a visual backdrop to the lower Canyon communities and to those in the upper Flathead Valley. The west side of the Unit provides important habitat areas for mule deer and elk. Most of the area accessible through the Canyon is managed for various amenity values, which include offering security from human intrusions.

Lake Five - Desert Mountain Geographic Unit: This Unit is located between the town of West Glacier and Hungry Horse Dam. It is surrounded by the Middle Fork of the Flathead River on the northwest; the South Fork of the Flathead River on the southwest; Emery Ridge on the southeast; and the Great Bear Wilderness on the northeast. The towns of Hungry Horse, Martin City, Coram, and West Glacier are located within the Unit. Unique land features in the area include the Middle Fork, Coram Experimental Forest, Lake Five, and Hungry Horse Dam. The area provides suitable habitat for the grizzly bear, elk, and deer. The River provides a migratory corridor for bull trout and cutthroat trout. Future management objectives include opportunities for additional timber harvesting, maintenance of the Wild & Scenic River corridor, and maintenance of winter game ranges. *The Halfmoon Timber Sale, Final Environmental Impact Statement (8/92)* provides a detailed description of future management plans for the area, including mapped locations of important wildlife habitat areas.

Emery Creek Geographic Unit: This unit is surrounded by the Great Bear Wilderness on the east; Emery Ridge on the west; and Hungry Horse Reservoir north of Riverside Bay on the south. Major land use features in the area include Fire Fighter Mountain and Emery Bay. The area provides winter habitat for mule deer and elk and prime grizzly bear summer habitat. Streams in the area provide spawning habitat for westslope cutthroat trout. The area serves as an important recreational site for summer tourists and canyon residents. Developed recreation sites include a boat launch and a campground. The area is heavily roaded and future management plans anticipate

be likened to "the tail wagging the dog." Decisions on land use (location, type, density, and timing) could quickly become the purview of a special purpose group, as opposed to the broader community.

ISSUES

This Chapter has addressed the many outside influences that affect the future of the Canyon communities. The purpose of this Plan is to provide a more stable vision of the Canyon's future and to achieve that vision despite (or in collaboration with) those other outside influences.

The Canyon will need to maintain a political presence in the day-to-day application of this Plan. "Memorandums of Understanding" between agencies may be necessary to achieve certain planning objectives. A local voice in land use decision making, to represent the interests of the broader community, may be appropriate. Sanitation requirements will continue to have the most direct influence on future land use scenarios. Plan implementation should focus on the relationship between county subdivision regulations and solutions to the sanitation issues that face the Canyon. Just reacting to local federal land use decisions should be replaced with a proactive position towards federal planning efforts. All resource management plans should be reviewed in the context of how those plans may affect the implementation of the Canyon Plan.

GOALS AND POLICIES

The goals and policies applicable to the topic of this chapter are incorporated into other elements of this Plan so will not be listed separately in this section.

The Park maintains an on-going planning process that is generating more than 36 separate planning documents. The Master Plan for the Park has not been updated since 1977. Some of other documents that guide the management of Glacier National Park include:

- Resource Management Plan
- Land Protection Plan
- Wolf Management Plan
- Backcountry Management Plan
- Concessions Management Plan
- Accessibility Plan
- Transportation Plan

Changes in management direction for the Park can have an immediate and direct impact on the Canyon communities. Examples of "not-so-subtle" changes would be the closure/expansion of tourist accommodation facilities, improvement/closure of entrance roads, etc. The *Park's Statement for Management (1990)* includes the following objective:

"To identify and develop mutually beneficial relationships with others who affect or are affected by the park and to strengthen our role as a positive force that contributes to the well-being of the region, the state, and the world."

Twenty issue statements are identified to assist in the implementation of that objective.

UTILITIES

Utility companies and/or districts anticipate utility extensions and service areas based on certain future land use scenarios. Often, these plans are formulated in-house based on company-generated land use projections and changing service needs and demands. In the absence of community plans that establish future visions for an area, independent decisions by utilities can greatly influence the growth and community character of an area, without the benefit of community participation or consent.

The Canyon has benefitted from the extension of electricity, telephone, and natural gas to the area. The ready and abundant availability of these services poses no artificial limitation to growth in the Canyon. It is apparent, however, that other factors may be playing a role in limiting the growth potential. Among these factors is the availability of domestic water supplies and sewage treatment capabilities. The ready availability of both of these services in combination with the other available services would leave few artificial limitations to unchecked growth and development in the Canyon. The infusion of one or both of these services into any portion of the Canyon without the foresight of community planning could

THE CANYON PLAN

CHAPTER III DEMOGRAPHICS

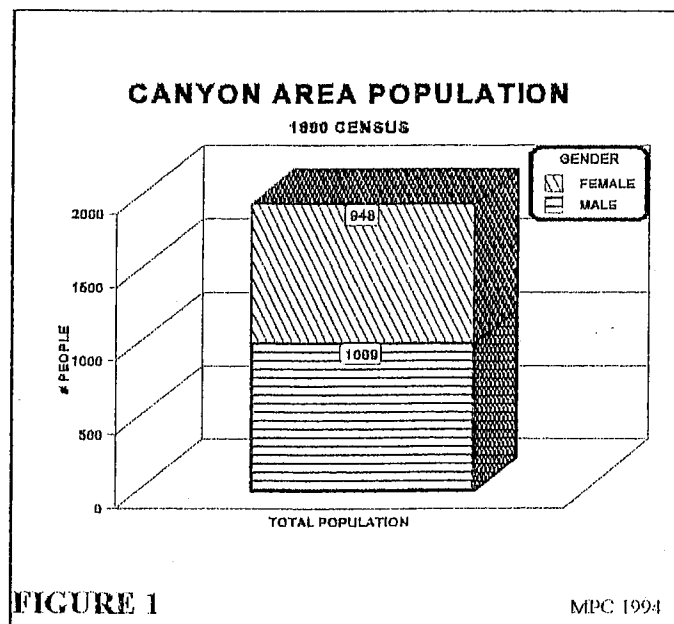
Demographic information on the Canyon communities is based on the 1990 U.S. Census. The Canyon area is located within the South Fork Census Division of Flathead County. This is a large division that extends from the area of Spotted Bear to the Middle Fork corridor. A summary of the information is presented by both Division and Block Groups. Block Group information provides site specific data for the communities of Hungry Horse and Martin City. A third Block group combines the data for all the Canyon communities situated between Coram and Marias Pass.

POPULATION

The total Canyon population in 1990 was approximately 1,970 people. This number

reflects the winter time population. The graph on the left indicates that the gender split is relatively equal. Nearly 88% of the winter population is located in the lower Canyon communities of Hungry Horse, Martin City, and Coram. Ninety-seven percent of the population is classified as "white."

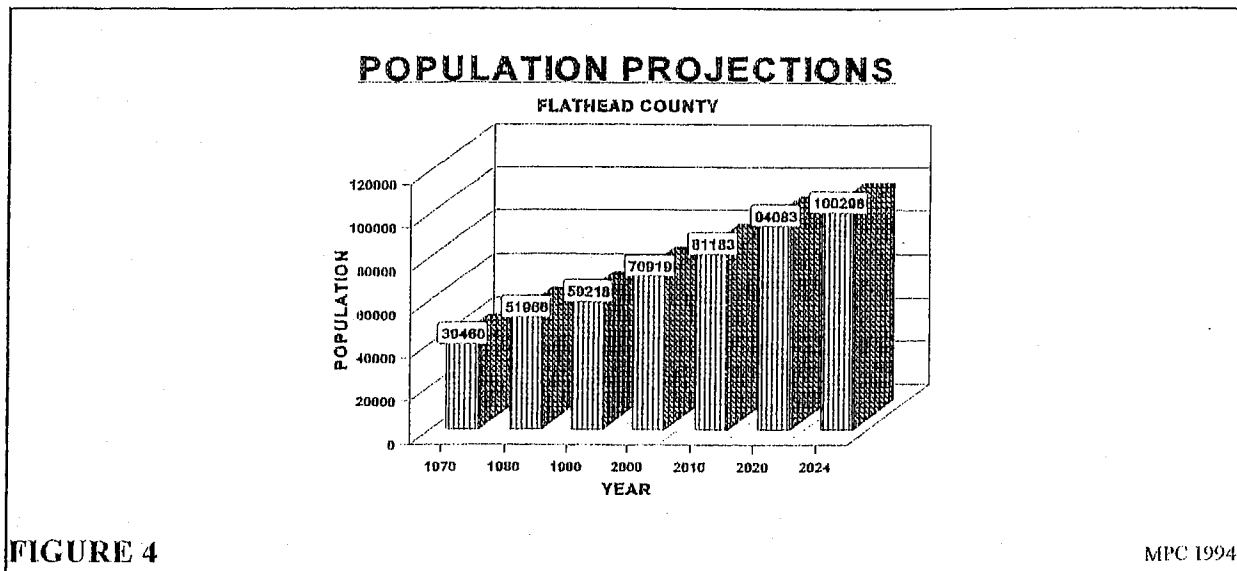
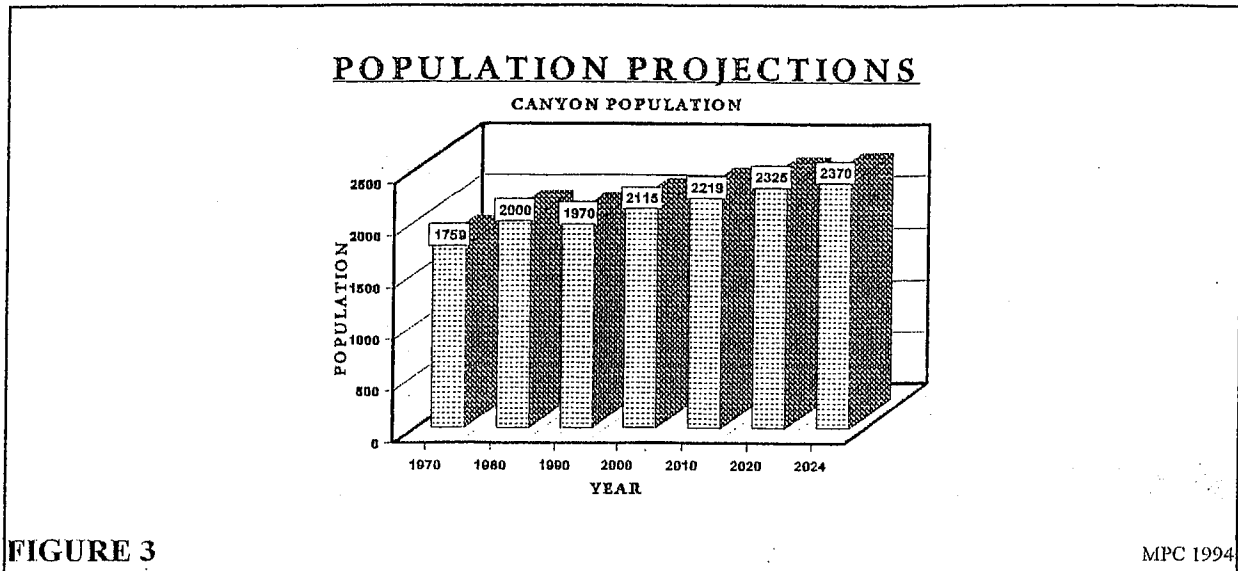
DEMOGRAPHICS

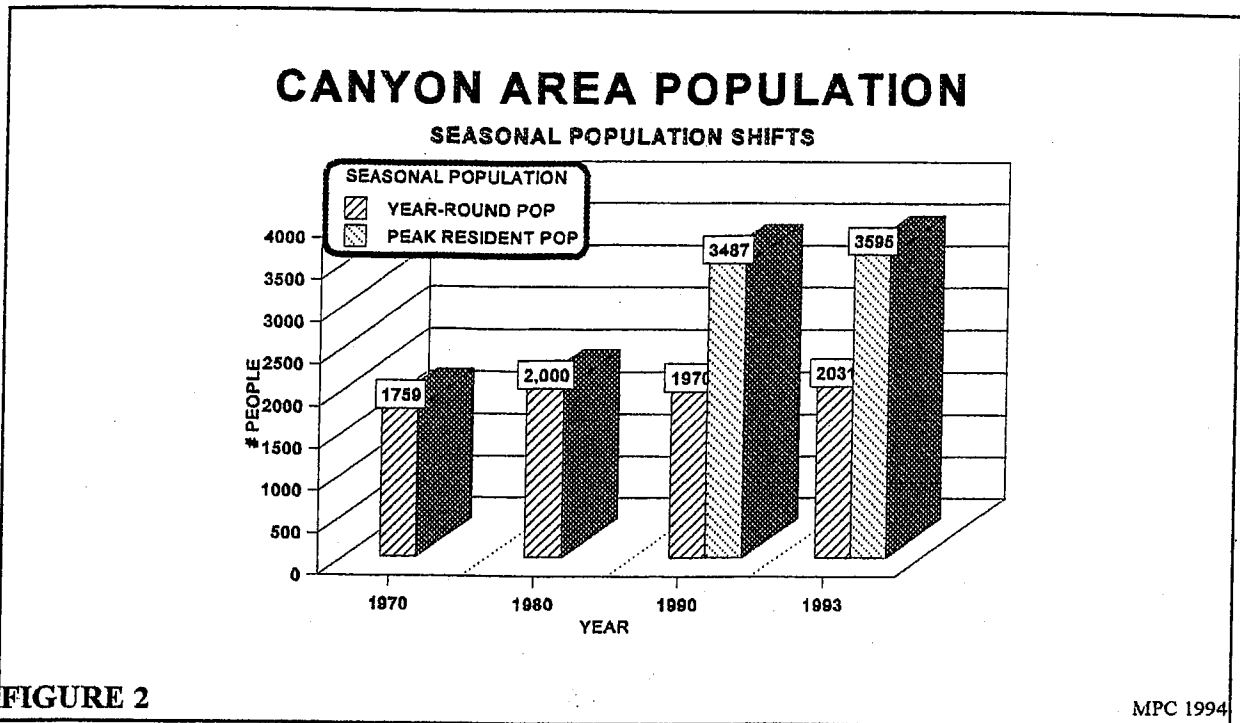


The year-round resident population for the Canyon is misleading in many respects. The summer influx of seasonal residents increases the total Canyon population by nearly 77% as shown in the following graph. The added contribution of summertime tourists to the area is discussed elsewhere in this Plan.



improvements is likely to increase the rate of growth due to improved commuting conditions. The most dramatic change in the growth rate would result from the addition of community sewer systems to any of the lower Canyon communities. The combination of an improved highway and public sewage collection and treatment would attract additional residents to the area.





The population of the Canyon did not appreciably change between 1980 and 1990. Since 1970, the population has experienced an annual growth rate of 0.6%. This annual growth rate can be used to project the population of the Canyon into the future. The accompanying graph compares the future County population with the Canyon population for the 1970 to 2024. That particular end-year was selected because an additional 400 residents can be expected in the Canyon by that date, assuming a constant annual growth rate of 0.6%. The 400 figure represents the number of additional people the Canyon can "reasonably support" according to the results of an independent survey conducted by the Cooperative Planning Coalition in 1993. For the purposes of comparison, the County population was projected into the future by assuming an annual average growth rate of approximately 1.8%. This is considered to be a conservative value since the annual growth rate of the County between the years 1970 and 1990 was approximately 2.5%. The 1.8% rate may be a more realistic expectation in the coming years due to the limited economic growth potential in the County and rapidly increasing housing costs. This growth rate would result in a county-wide population of more than 100,000 by the 2024 date, and approximately 2% of that total would be in the Canyon.

Of course, there are a number of unknowns that could affect the accuracy of these estimates. The reconstruction of the highway through Badrock Canyon could actually reduce the Canyon resident population during the years of construction. Completion of the highway

based on the results from various Canyon surveys and from feedback received at the public meetings. There are a number of natural and artificial factors limiting growth at this time in the Canyon. Should any one or a combination of these growth constraining influences be eliminated, the potential for accelerated growth in the Canyon is likely. Growth-inducing changes would include:

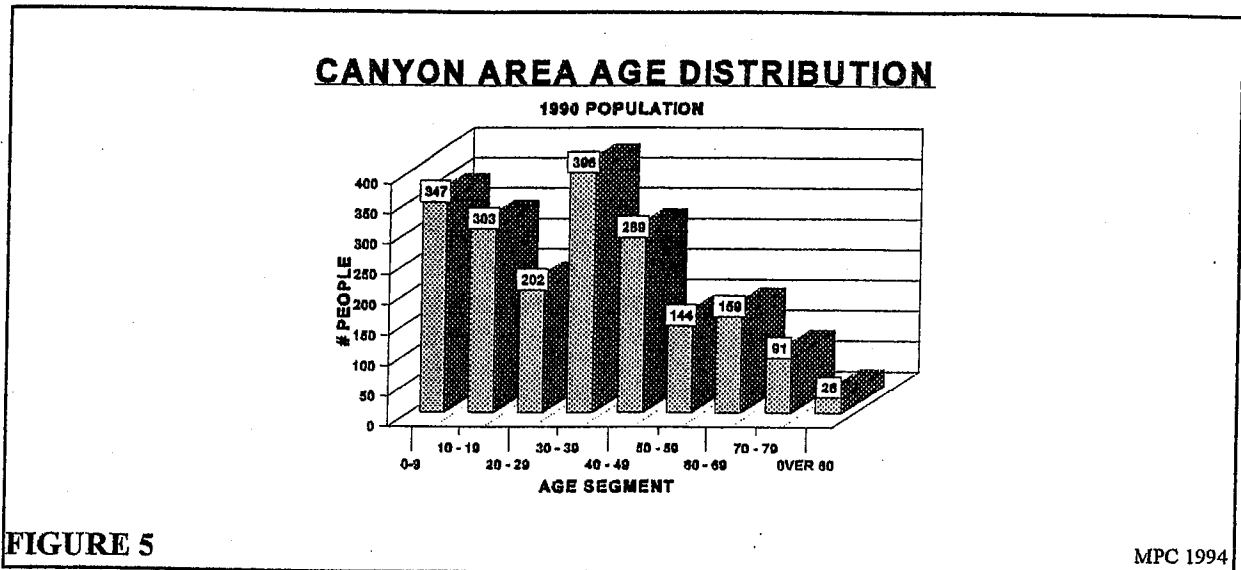
- Transportation improvements;
- Water system improvements;
- Shift in land ownership from "public" to "private"; and
- Public sewage treatment systems.

The Plan must be used to anticipate and possibly accommodate these situations by providing the necessary policy guidance to mitigate the growth inducing impacts that could result. Changes that may induce greater interest in owning property in the Canyon may also serve to drive out existing residents. The convenience of having public sewer, for example, may create an artificial increase in property values and serve to expedite community change by facilitating the development of certain uses that may not have been practical without public sewage treatment.

GOALS AND POLICIES

The goals and policies that are appropriate to the topic of this Chapter are incorporated into other elements of this Plan, so no specific listing of goals and objectives is included in this Section.

The age distribution of the Canyon population is heavily skewed to the younger ages. Nearly 64% of the population is below the age of forty. Approximately 24% of the resident population is school-aged (5-18). This information tends to suggest that the year-round Canyon residents are primarily young family households. The availability of affordable housing draws many young families to the lower Canyon communities. The contribution of summer residents probably shifts the age distribution towards the older segment of the population.



HOUSEHOLD CHARACTERISTICS

A household is defined by the Census as "including all the persons who occupy a housing unit." The Canyon household is very similar to the greater County household. The average household size in the Canyon is 2.66 persons as compared to 2.56 for the County. The total number of households is 737, of which 71% (523) are considered to be "Family" households (related family members). Family households comprise 72% of the County households. The average size of the family household is 3.17 persons in the Canyon and 3.05 in the County. Married couple families comprise the largest segment of the family household category for both the Canyon (85%) and County (85%). Single parent households make-up the remaining portion (15%).

ISSUES

The existing rural character of the Canyon is a way of life that many Canyon residents would like to maintain. This desire translates to slow growth and low population density

THE CANYON PLAN

CHAPTER IV LAND USE

"Rural Residential" describes the general land use character of the Canyon communities. This description recognizes the dominance of open space in the Canyon, low population density, and the general absence of strong commercial centers. Each of the present and former Canyon communities is a product of dramatic historical events. Only now are many of these local communities emerging beyond their ties to the past as local independence gives way to the more dominating regional and national economies and to the ease of modern day transportation. Dependence on natural resources as a way of life and for survival is still descriptive of the Canyon residents, only now that relationship has shifted more from one of "consumption" to "preservation". The natural resources of timber, water, and rock that were once exploited to build roads, rail lines, and reservoirs are now national attractions and the economic life line of the Canyon.

A static overview of the land use character of the Canyon communities would not do justice to the area's rich land use history. A glimpse of the past often provides a glimmer of the future.

LAND USE

EARLY LAND USE INFLUENCES

Several historical events opened the Canyon up to improved access and national focus. The following discussion includes excerpts from "DEVELOPMENT HISTORY OF THE CANYON", which will soon be available for purchase as part of the fund-raising effort for this Plan.

MARIAS PASS

The eventual "discovery" and navigation of Marias Pass as an accessible route through the Rocky Mountains became a catalyst to the settlement and development of the Canyon. While the Pass had always been there as a physical feature in the landscape, it was the early white explorers' desire of finding passage through these seemingly impenetrable mountains that prompted the eventual establishment of the Great Northern Railroad, which in turn encouraged further industry in the Canyon as well as the creation of Glacier National Park. Surveys sponsored by the St. Paul, Minneapolis and Manitoba Railroad to find a northerly transcontinental railroad route ultimately led to the identification of Marias Pass as the preferred passage through the mountains in 1889.

