



Upper Missouri Wild and Scenic River Management Plan



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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT**

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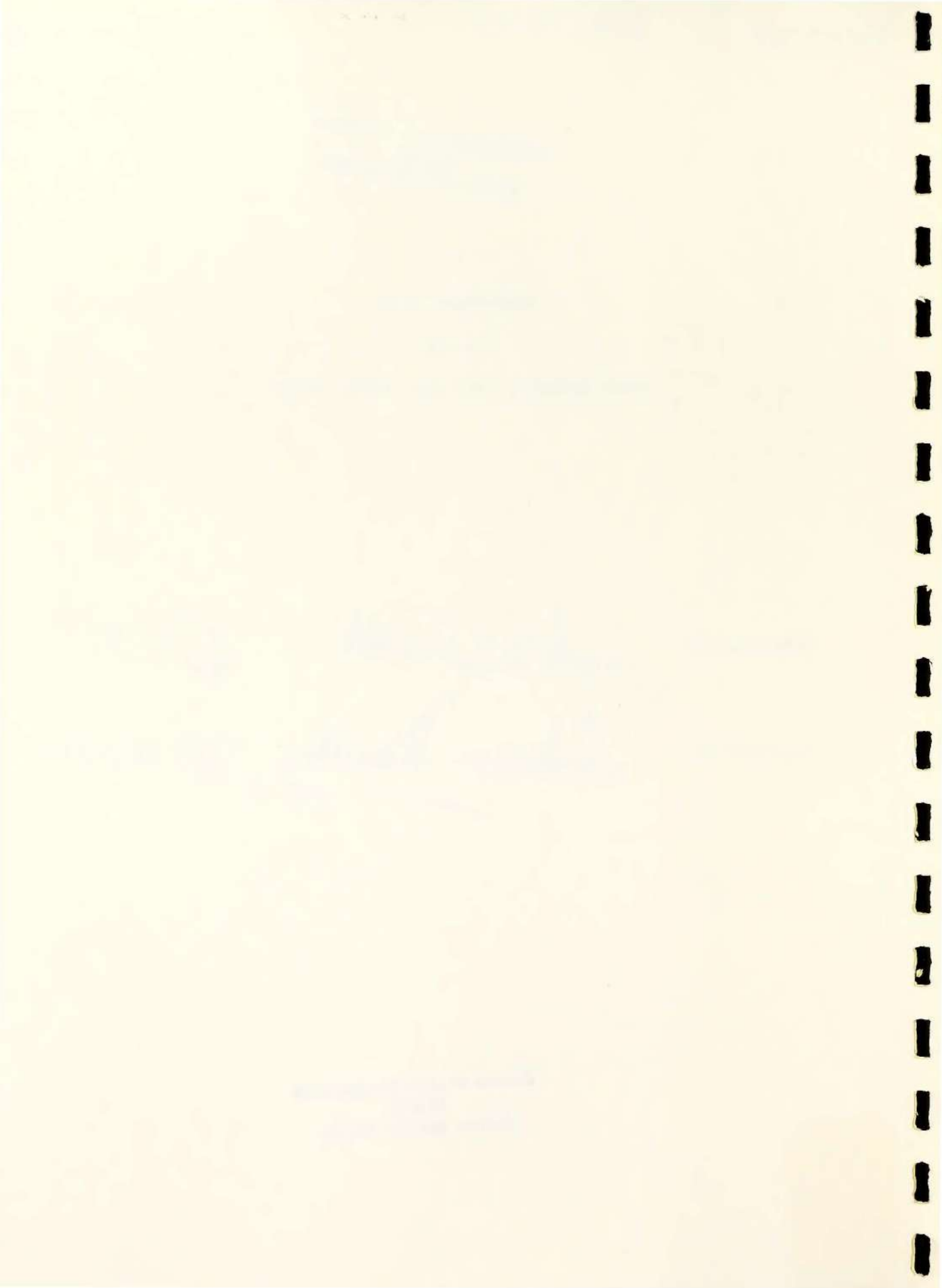
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A
MANAGEMENT PLAN
FOR THE
UPPER MISSOURI WILD AND SCENIC RIVER

Submitted by: John F Fields 9/28/78
District Manager Date

Approved by: Edwin Daidlic Oct 20, 1978
State Director Date

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Historically significant Citadel Rock on the Upper Missouri River.

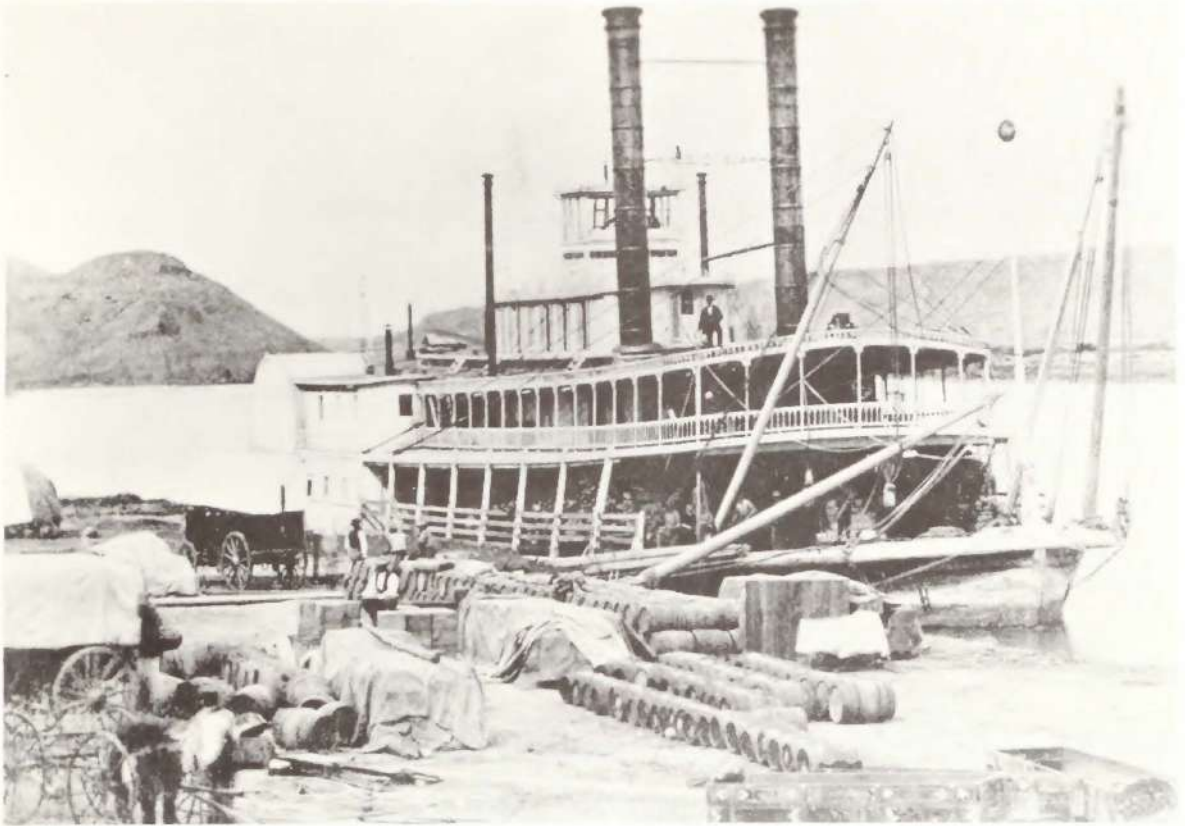
Contents

	<u>Page</u>
Introduction	1
Historical Background	3
Planning Process	7
Coordination with Others	8
The Plan	11
Boundary Descriptions & River Segment Designations	19
Resource Management (Entire River)	22
River Segment Management	52
Administrative Function	72
Plan Implementation	74
Plan Modification	75



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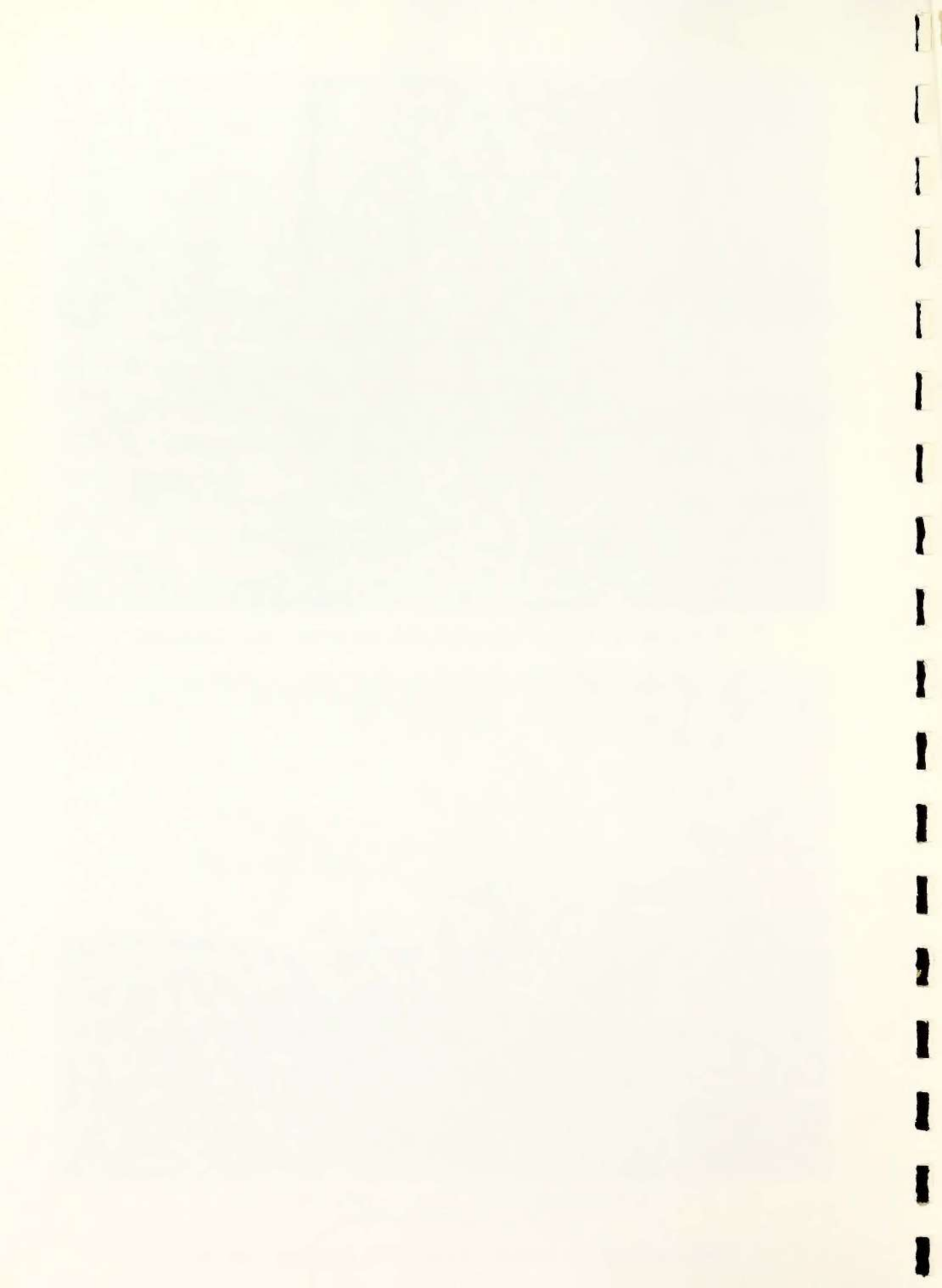


The Steamboat DeSmet at the Fort Benton levee. Date unknown.



A scene along Front Street, Fort Benton,
Montana Territory, 1871

Photos Courtesy Montana Historical Society, Helena



INTRODUCTION

PURPOSE

The 149 mile reach of the upper Missouri River from Fort Benton to the Fred Robinson Bridge is considered an irreplaceable legacy of the historic American west. This plan has been prepared to direct the administration of resource programs associated with the Missouri River on a multiple-use planning basis.

The purpose of this plan is to provide Congress with detailed management information for the administration of the Upper Missouri National Wild and Scenic River, to serve as a planning framework within which the Bureau of Land Management will administer the river and its resources, and to provide management information to interested individuals and entities.

AUTHORITY

The National Wild and Scenic Rivers Act, PL 90-542, was enacted October 2, 1968. In passing this important legislation, Congress stated that:

"It is hereby declared to be the policy of the United States that certain selected rivers of the nation, which with their immediate environments, possess outstandingly remarkable scenic, recreational,

geological, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes."

The National Wild and Scenic Rivers Act, as amended October 12, 1976 by Public Law 94-486, 90 Stat. 2327, incorporated the 149 mile segment of the upper Missouri River from Fort Benton downstream to the Fred Robinson Bridge (U.S. Highway 191 crossing) within the National Wild and Scenic River System.

The Upper Missouri National Wild and Scenic River is somewhat unique in that it is to be administered under the provisions of the National Wild and Scenic Rivers Act as well as principles of multiple use and sustained yield as incorporated in the Taylor Grazing Act (48 Stat. 1269 as amended) and the Amendment to the Wild and Scenic Rivers Act, Public Law 94-486, Section 203 (a).

Other authorities include:

The Federal Land Policy and Management Act of 1976 (PL 94-579; 90 Stat. 2743).

The National Historic Preservation Act of 1966, Sec. 106.

Executive Order 11593 - Protection and Enhancement of the Cultural Environment and the following regulations:

Administrative Procedures, 43 Code of Federal Regulations 1810 et seq.
Acquisition, 43 Code of Federal Regulations 2110 et seq.
Cooperative Relations, 43 Code of Federal Regulations 1780 et seq.
Exchange of Lands, 43 Code of Federal Regulations 2200 et seq.
Forest Management, 43 Code of Federal Regulations 5040 et seq.
Grazing, 43 Code of Federal Regulations 4110 et seq.
Grants, 43 Code of Federal Regulations 2610 et seq.
Land Resource Management, 43 Code of Federal Regulations 2070 et seq.
Leases and Special Permits, 43 Code of Federal Regulations 2910 et seq.
Mining and Minerals, 43 Code of Federal Regulations 2550 et seq., 2880 et seq., 3000 et seq., 3040 et seq., 3500 et seq., 3600 et seq., 3710 et seq., 3810 et seq.
Multiple Use, 43 Code of Federal Regulations 2420 et seq.
Recreation, 43 Code of Federal Regulations 2740 et seq., 6000 et seq.
Rights-of-Way, 43 Code of Federal Regulations 3800 et seq.
Special Areas, 43 Code of Federal Regulations 2780 et seq.
Wildlife, 43 Code of Federal Regulations 4250 et seq., 4710 et seq.
Wilderness, 43 Code of Federal Regulations 3567 et seq.

BACKGROUND

The significant natural resources and scenic grandeur of the upper Missouri River have been well known from the time of earliest exploration until the present day. However, concern about protecting these significant resources did not culminate in legislative activity until the 1960's.

The earliest efforts were begun by the National Park Service in 1960 when that agency began an investigation of the Missouri River between Fort Peck Reservoir and the community of Fort Benton to determine the area's potential as a national park. In 1962, the Park Service

recommended that a 180 mile segment be established as a 268,000 acre Lewis and Clark National Wilderness Waterway.

During this same period of time, the U.S. Army Corps of Engineers, upon authorization of a Senate Public Works Committee resolution, began studying the need for additional reservoir projects within the same reaches of the river.

In 1962, the Secretaries of the Interior and Army ordered a full and comprehensive study of the river between Fort Peck Reservoir and Fort Benton. A June, 1963, report by the Division Engineer, Missouri River Division of the Corps and the Regional Coordinator, Missouri Basin Region of the Interior Department, listed a number of possible alternatives ranging from full preservation to full development. The more favored alternative was a plan which called for dams at High Cow Creek and near Fort Benton.

In 1966, the state of Montana gave official recognition to the recreational values of this segment of the Missouri by designating it a component of the Montana Recreational Waterway System. This designation however, did not advance any specific management requirements. During the same year, the Senate Committee on Interior and Insular Affairs requested that the Secretary of the Interior direct the Bureau of Outdoor Recreation (presently Heritage Conservation and Recreation Service - HCRS) to study the middle Missouri River from Yankton, South Dakota, to Fort Benton, Montana, with a view toward enhancing the

recreation resources of the area. The result was a 1968 publication entitled, The Middle Missouri: A Rediscovery. The report recommended protection of the free-flowing segment of the Missouri River between Coal Banks Landing and the western boundary of the Charles M. Russell National Wildlife Refuge as the Missouri Breaks National River.

The Wild and Scenic Rivers Act, PL 90-542, was approved October 2, 1968. The Missouri River from Fort Benton to Ryan Island was included in Section 5 (a) for study and potential addition to the National Wild and Scenic Rivers System.

An interagency study team to consider the upper Missouri River for national designation was formed in 1971. The team consisted of representatives from the state of Montana, Bureau of Land Management, U.S. Fish and Wildlife Service, Army Corps of Engineers, Bureau of Reclamation, National Park Service and U.S. Forest Service with leadership responsibilities provided by the Bureau of Outdoor Recreation.

The Bureau of Outdoor Recreation conducted hearings in central Montana communities in November, 1972, in order to obtain local and regional sentiment for possible wild and scenic river designation and alternatives for the upper Missouri River.

In January, 1975, the BOR released a report entitled The Missouri River; A Wild and Scenic River Study. The report recommended that of the 170 miles of the Missouri River under consideration for national designation,

only the 128 mile reach between Coal Banks Landing near Virgelle, Montana, to the old townsite of Rocky Point, be included in the national system. The 42 mile segment between Fort Benton and Coal Banks Landing was excluded from the recommendation because of extensive private land holdings along the river valley and the subsequent high cost of providing adequate protection.

The report also recommended that the 128 mile reach be divided into five segments (two classified as wild, one classified as scenic, and two classified as recreational), and that the river should be administered by the Bureau of Land Management and U.S. Fish and Wildlife Service in cooperation with the state of Montana and local units of government.

At approximately the same time that the Bureau of Outdoor Recreation was conducting its activities on the upper Missouri, legislative efforts were being made in Congress to include the upper Missouri in the national system.

Legislative History

In 1970, Congressman Saylor (Pennsylvania) introduced H.R. 17233, a bill to establish the Missouri Breaks Scenic River. In March, 1971, Senator Metcalf (Montana) introduced S-1405, a bill to establish the Missouri Breaks Scenic Recreation River. Both measures were defeated.

Senator Metcalf's second attempt came in February, 1973, with the introduction of S-1009, a bill to establish the Missouri Breaks Scenic Recreation River. This measure was also defeated.

The state of Montana attempted state designation and protection for the river when H.B. 133 was introduced during the 1973-74 legislative session. The bill attempted to establish a system of state wild and scenic rivers, with the upper Missouri named a component of that system. This effort was also defeated.

In May, 1975, Senator Metcalf introduced S-1506, an act to designate a 149 mile segment of the Missouri River from Fort Benton to the Fred Robinson Bridge (U.S. Highway 191), a component of the national system. In this final effort, Senator Metcalf presented a modified bill which took into account increased protection of agricultural interests found along the river.

In December, 1975, S-1506 was approved by the U.S. Senate and sent to the House of Representatives. In September, 1976, H.R. 15482, a somewhat modified S-1506 was approved by the House through the efforts of Congressman Melcher (Montana).

On October 12, 1976, President Gerald Ford signed H.R. 15482, adding the upper Missouri to the National Wild and Scenic Rivers System and granting the U.S. Bureau of Land Management administrative responsibility.

Bureau Planning Procedure

Public Law 94-486, which added the upper Missouri to the national system, required the Bureau of Land Management to complete a management plan for the river area, to define the exterior management corridor, and

to determine which of the three national wild and scenic river classifications best fit portions of the river. This was to be accomplished within one year of enactment of the act. These directives were accomplished by the Bureau between January and September, 1977.

A conceptual management plan, which was developed to provide broad management framework planning guidance, was submitted to Washington in September, 1977.

River resources addressed in the conceptual plan and considered in detail in this plan include:

Recreation	Wildlife and Fisheries
Cultural Resources	Watershed
Natural History	Agriculture
Scenic Resources	Access
Minerals	Grazing
Grassland Vegetation	Visitor Facilities
Woodlands	Fire Management

Intensive inventory and mapping work on the multiple resource base was conducted by BLM during the field seasons of 1977 and 1978. These studies provided a planning base and additional support for this plan. Resource conflicts were resolved by BLM staff specialists after exposing the issues to public discussion and receiving comment.

Coordination with Others

In August, 1977, a public meeting was held in Lewistown, Montana, to discuss the conceptual plan prepared by the Bureau prior to submitting it to Congress. Forty written comments from individuals responding to the conceptual plan were also received and considered by BLM prior to September 1, 1977.

Consultation and coordination with other units of government, private and public interests, were solicited in the preparation of the conceptual and detailed management plans. These entities included:

Heritage Conservation and Recreation Service
National Park Service
U.S. Coast Guard
U.S. Fish and Wildlife Service
U.S. Army Corps of Engineers
Environmental Protection Agency
Montana Fish and Game Department
Montana Water Quality Bureau
Montana Department of Natural Resources
Montana Historical Society
Montana Land Department
Montana Department of Highways
The County Commissioners of:
Fergus, Chouteau, Blaine and Phillips Counties

Public meetings sponsored by the Bureau to solicit response to the detailed plan were conducted in the following Montana communities in April and May, 1978.

Lewistown	Great Falls
Havre	Billings
Fort Benton	Missoula
Glasgow	Bozeman
Helena	

A discussion of those public meetings is contained in Appendix A.

The Plan



The famed Hole-in-the-Wall natural landmark
in the White Rocks section.

THE FOLLOWING MANAGEMENT OBJECTIVES AND POLICIES APPLY TO THE PUBLIC LANDS AND OTHER LANDS IN WHICH THE FEDERAL GOVERNMENT ACQUIRES AN INTEREST FOR THE ENTIRE 149 MILE STRETCH OF THE MISSOURI RIVER.

GENERAL MANAGEMENT OBJECTIVES

THESE MANAGEMENT OBJECTIVES SHALL APPLY TO THE FOLLOWING RESOURCES:

Recreation Resources

The primary recreation use season is determined to be that period extending from the weekend before Memorial Day through the weekend following Labor Day. Management of recreational use will be confined to this period until a clear need for extension develops.

Because the long term and continuing impact of human use on the river and its environment is not fully understood, a system of periodic evaluation and monitoring will be conducted by BLM in order to develop criteria to insure a quality recreational experience.

Determine visitor use capacity by river segment, based on recreation standards for spatial distancing, average group sizes and available campsites.

Provide or maintain limited access for camping, hunting, and fishing as well as sanitation facilities to meet public health needs and to prevent site deterioration and water pollution.

Provide for visitor health and safety at levels appropriate to the risks normally expected when engaged in recreational activities on the Missouri River. Attempt to eliminate or reduce hazards on or over the Missouri River.

Inform visitors of historical aspects, recreational values and safety precautions needed to fully enjoy and protect the Missouri River.

Implement a visitor use permit system to begin long term administration and control of visitor numbers.

Encourage operation of all recreational sites now administered by the Montana Fish and Game Department.

Promulgate rules for use of motorized vehicles, boats and aircraft as needed to meet the objectives of this plan.

Manage outfitter and guide services to meet public needs in keeping with carrying capacities.

Maintain or improve water quality at federal recreation sites to meet state and federal standards for drinking water.

Minimize noise pollution in zones valued for solitude.

Negotiate for fee simple title to lands which contain recreational or cultural values which would be best protected and enhanced by acquisition.

Acquire scenic easements on privately owned properties which are needed for overnight campsites and for protection of historic, cultural and scenic values.

Develop interpretative programs that enhance the understanding, appreciation, and enjoyment of the various resources, user regulations, and resource uses of the river management area.

Permit hunting and fishing in accordance with state laws and regulations, except in designated zones and at specified periods when no hunting will be permitted for reasons of public safety and administration.

Provide potable drinking water sources at desirable locations.

Promulgate visitor use rules needed to achieve the objectives stated above and provide for their dissemination, understanding, and enforcement.

Cultural Resources

Maintain an on-going inventory of all lands within the river management corridor to identify, evaluate and plan for the protection of prehistoric and historic cultural resources.

Provide for the preservation, protection, and enhancement of historical and archeological sites in compliance with federal laws and policies.

Prepare a narrative history of human use of lands within the Missouri River management area.

Provide interpretation of historic and archeological sites for visitor enjoyment. Acquisition of limited privately owned lands may be required to accomplish this objective. Suitable sites will be nominated to the National Register of Historic Places.

Maintain data and artifacts for future research and use.

Natural History

Conduct a natural history resource inventory to identify examples of rare, unique, or otherwise outstanding biotic or geologic values.

Preserve the geological and paleontological resource in its present pristine condition.

Protect threatened and endangered species of flora and fauna.

Permit natural processes to proceed with minimal human interference.

Visual Resources

Protect and maintain existing primitive and natural characteristics of the visual resource. Acquire lands or interest in lands necessary to carry out this objective.

Reduce the impact of existing and future man-made intrusions on the visual resource in accordance with the Wild and Scenic Rivers Act.

Minerals

Inventory mineral resources and mining claims for management planning.

Allow development and use of mineral resources (as provided in the Act) in such a manner as to prevent degradation of the aesthetic, prehistoric, historic, geologic, and primitive features of the area. Needed actions may include mining claim validity determinations, scenic easements, and cooperation with the State of Montana in assuring that private mining meets the objectives of this plan. Surface coal mining is prohibited in this area by the Strip Mining Act of 1977. The removal of gravel or other streambed materials will be permitted only in accordance with existing authorities and where it is determined that such removal will not have a harmful effect upon water quality or fisheries potential.

Range

Manage grazing of public lands in a manner which maintains or improves forage production, maintains or enhances riparian vegetation, wildlife habitat, watershed and scenic values, and minimizes conflict between livestock and recreationists.

Construct livestock management facilities such as fences and water sources to comply with scenic restrictions appropriate to the classification of the wild and scenic river segment. A few facilities such as fences or corrals on private lands may be removed or relocated subject to obtaining scenic easements.

Exclude livestock from high visitor use areas, such as campsites, through fencing or changes in use seasons.

Forest Management

Dedicate the forest and woodland resource to the maintenance of the scenic character of the Missouri River. Cutting of timber would be allowed only to prevent spread of disease or insect infestations or to clean up burned areas.

Cottonwood groves will require protection and enhancement for their recreational values. Livestock may be excluded from some small selected tracts of public lands which are determined to be suitable for cottonwood enhancement. A variety of experimental methods of cottonwood reforestation should be attempted.

Watershed

Manage all resource uses to prevent watershed or water quality deterioration.

Soil stabilization will be encouraged in high use areas adjacent to the river. Native plant species should be used in all areas where seeding or planting is required. Special management protection measures will be needed for areas of unique biological value.

Wildlife

Cooperate with the state of Montana in maintaining wildlife populations and enhancing sport fishing and hunting through maintenance and enhancement of habitat.

Inventory and develop habitat management plans for threatened or endangered wildlife species in accordance with approved recovery plans.

Study the potential for the re-introduction of bighorn sheep on public lands in the breaks and white rocks segments of the Missouri River.

Give equal consideration in habitat management for fish and wildlife for both nongame and game species.

Land Acquisition and Use Controls

Give priority in fund expenditure to the acquisition and development of administrative sites, historic or cultural sites, campsites, and unique features.

Develop cooperative agreements with local units of government to apply zoning controls on sensitive lands adjacent to the river.

Establish a system for monitoring the chemical, biological and physical properties of the river and its resources to prevent or mitigate adverse developments which may occur in the management corridor.

Where mutually agreeable arrangements can be made, acquisition of private lands may occur by fee purchase or exchange. Interests in lands will be obtained by scenic easement.

Review powersite classifications on a site specific basis through procedures outlined in the Federal Land Policy and Management Act (P.L. 94-579).

Revoke water reserve and stock driveway withdrawals found incompatible with purposes of the wild and scenic Missouri River.

Applications for new utility rights-of-way may be approved where they are consistent with maintaining wild and scenic river values.

Examine all existing utility lines to determine if their present locations and visual aspects are compatible with the river management prescriptions. The long range goal is to place aesthetically displeasing overhead lines underground or to channel them into corridors, subject to existing rights.

Eliminate trespass through appropriate legal means.

A cadastral survey will be made of all lands in the management area and boundary markers will be placed for ready identification.

Consider issuing easements for rights-of-way, other road permits, trails, a bridge, pumps and water pipelines. Such easements will be issued in order to assure maintenance of present agricultural uses but only when compatible with classification standards and controls of the river segments. Subject to valid existing rights, close all roads and trails which conflict with management objectives.

Water

Conduct studies to determine water flow needs to maintain water quality, maintenance and enhancement of riparian habitat and a quality recreational environment.

Develop maps which delineate the 100 year floodplain where proposed developments are likely to occur. Such maps will be used for planning and zoning purposes in conjunction with local entities to protect wild and scenic river values.

Fire Management

Provide for suppression of wildfire in a manner consistent with maintaining the wild, scenic or recreational character of the river segments and prevent fire escape onto private lands. Rehabilitate burned areas as needed to reduce erosion conditions and maintain scenic values.

BOUNDARY DESIGNATION

The boundary is depicted on the map titled MISSOURI WILD AND SCENIC RIVER.

Boundaries of the Upper Missouri Wild and Scenic River were established in conformance with: Public Law 94-486 after survey; aerial and ground reconnaissance; reference to previously proposed boundary maps; and consultation with interested agencies, groups, and citizens.

The boundary is generally designated to be the Missouri River and its bed^{1/} from Fort Benton to Coal Banks Landing and within the Charles M. Russell National Wildlife Range. Specific deviations within these areas would accrue through identification of needed access, campgrounds, and cultural resource sites which would be identified in final activity management plans.

The remaining portion of the designated Missouri River is generally bounded by the tops of the steep slopes and bluffs, in conformance with rim-to-rim protection^{2/} concept stated in Section 203 of Public Law 94-486.

^{1/} The area between the mean high water marks, including islands and areas of associated riparian vegetation. Ownership of navigable waters and underlying lands was passed to the State in the Statehood Act of 1889.

^{2/} Rim-to-rim includes the Missouri River, flood plain, and slopes visible from the Missouri River, which reach to the crest or horizon formed by the general level of the plains.

RIVER SEGMENT CLASSIFICATION

Three potential river segment classifications are cited in the National Wild and Scenic Rivers Act, Section 2 (b):

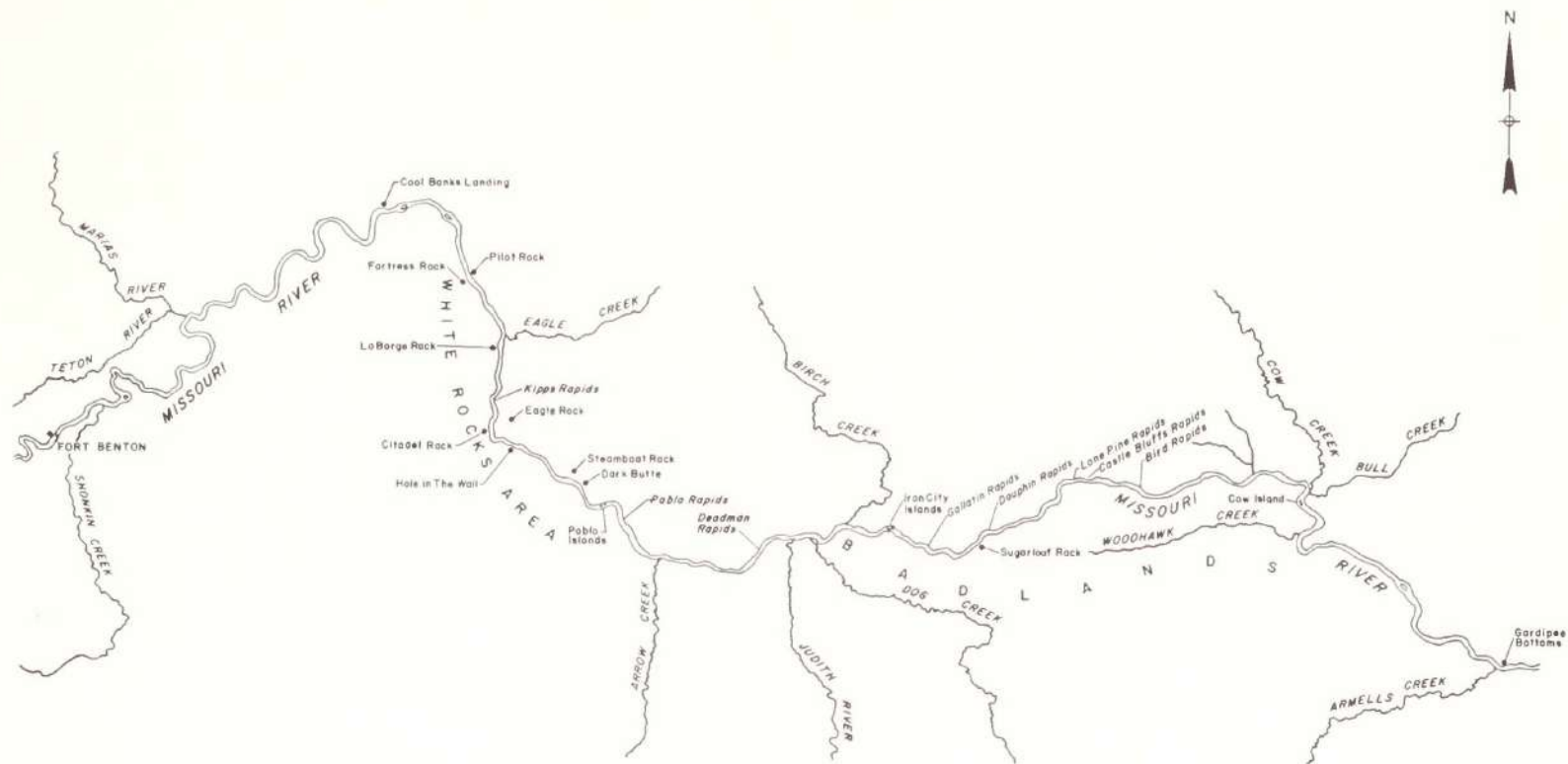
Wild - Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

Scenic - Those rivers or sections of rivers that are free of impoundments, with shorelines or watersheds still largely primitive and undeveloped but accessible in places by roads.

Recreational - Those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.

The Upper Missouri River contains all three of the classifications listed in Section 2(b) of the Wild and Scenic Rivers Act. A classification of the Missouri River is as follows:

<u>Segment</u>	<u>Length</u>	<u>Classification</u>
Fort Benton to Ebersole Bottom	52 miles	Recreational
Ebersole Bottom to Deadman Rapids	33 miles	Wild
Deadman Rapids to Holmes Rapids	7 miles	Recreational
Holmes Rapids to Leslie Point	7 miles	Wild
Leslie Point to Magdall Homestead	5 miles	Scenic
Magdall Homestead to Cow Island	24 miles	Wild
Cow Island to Fred Robinson Bridge	21 miles	Scenic



UPPER MISSOURI WILD AND SCENIC RIVER MONTANA



RESOURCE MANAGEMENT (ENTIRE RIVER)

THE UPPER MISSOURI RIVER MANAGEMENT AREA VARIES IN ITS SETTING, BOUNDARY WIDTH, LAND OWNERSHIP PATTERN AND RESOURCE DIVERSITY. HOWEVER, SOME RESOURCE MANAGEMENT PROGRAMS APPLY TO THE ENTIRE 149 MILES OF RIVER CORRIDOR AND WILL BE DISCUSSED IN THIS SECTION OF THE PLAN.

It shall be the policy of the Bureau of Land Management to manage the Upper Missouri National Wild and Scenic River and its related resources in a manner consistent with providing a meaningful recreational experience for recreational users while maintaining or enhancing the existing unique quality environment of the management area.

Recreation use including, but not limited to boating, hiking, fishing, and hunting, will be permitted to the extent that the wild and scenic characteristics of the Missouri River are not degraded.

Visitor and Administrative Facility Development

Initial federal visitor use facilities will be developed at river access areas at Fort Benton, the Marias River confluence area, Coal Banks Landing area, and the Judith River confluence area. Seasonal river ranger quarters and visitor contact points should be established at Fort Benton, at or near Coal Banks Landing, the Judith River confluence area and James Kipp State Park.

Day use will be provided for near the Marias River confluence area, upon BLM administered lands. Facility development may consist of an interpretive overlook, a boat launch, picnic tables, vault toilets, and potable water facilities. Day use may be provided for by limited facility development, within the recreational river segments between Fort Benton to Coal Banks Landing and Deadman Rapids to Holmes Rapids.

All Montana Fish and Game administered sites between Fort Benton and the Fred Robinson Bridge will remain the administrative responsibility of the Fish and Game Department until such time as the Department desires cooperative management of these sites with the Bureau of Land Management.

All federally administered campsites within the designated wild and scenic river segments will be developed and maintained at a level to provide a primitive recreational experience. The optimum level of development at these sites may consist of campfire rings or fire pans, sanitary facilities at carefully selected and unobtrusive locations, potable water facilities, minor brush or rock clearing, bank modification to improve access, and fencing where it is necessary to separate livestock from recreational areas.

Carrying Capacity and Campsite Use

The primary recreational use season is determined to be that period extending from the weekend before Memorial Day through the weekend following Labor Day.

During the primary recreation use season, maximum group size will be limited to 50 individuals, including crew members on commercial trips, traveling the river on any given day, from Coal Banks Landing downstream to the Fred Robinson Bridge.

A visitor use carrying capacity is hereby proposed for the BLM campsite areas downstream from Coal Banks Landing to the Fred Robinson Bridge. A cooperative agreement with the state and local governments, and private landowners will be sought for additional campsite administration.

CAMPSITE CARRYING CAPACITY IS DEFINED AS OPTIMUM USE BASED ON CAMPSITES AVAILABLE ON ANY GIVEN DAY ON CURRENTLY ADMINISTERED BLM LANDS WITHIN THE MANAGEMENT AREA.

This optimum recreational use level has been established on the basis of available campsites and the necessity to preserve a primitive recreational experience for users. Exceptions may be allowed at Coal Banks Landing and Judith Landing for day use activities. All river segments downstream from Coal Banks Landing will be monitored in order to identify visitor use impacts, distribution of visitor use and to evaluate the effectiveness of management techniques. A rest-rotation system of campsite use may be implemented to preserve site integrity if warranted.

Two levels of capacity have been established between the major launch points at Coal Banks Landing and Judith Landing and between Judith Landing and the Fred Robinson Bridge.

No more than 210 individuals per day shall be permitted to use campsites on public lands in the river segment from Coal Banks Landing to Judith Landing.

No more than 234 individuals per day will be permitted to use campsites on public lands between Judith Landing and the Fred Robinson Bridge.

Carrying capacity limitations may be changed if future conditions warrant.

When carrying capacity is reached, campsites may be assigned to private users by BLM personnel stationed at the launch sites. Such assignments will be made on a first come, first served basis. Commercial operators will be assigned passenger days and may be assigned campsite locations prior to the commencement of the primary recreational use season.

Commercial passenger day privileges are non-transferable. Based on past use by commercial outfitters and anticipated future use, 30 percent of the carrying capacity will be allocated to commercial use. The remaining 70 percent of the carrying capacity shall be allocated to use by private individuals.

Overnight campsites located on public lands will be identified and such information will be provided river users in conjunction with a floaters guide delineating river corridor land ownership status. Until carrying capacity is reached, overnight campers will be encouraged to select their own campsites from the informational materials provided at launch points.

The number of watercraft, party size, or the spatial distancing of such craft utilizing the river on any given day, may be controlled when carrying capacity is approached or reached.

Management Controls

A visitor use permit system for all private and commercial sector uses under the Bureau's recreation use regulations will be implemented prior to the 1979 primary recreation use season.

Both motorized and non-motorized watercraft will be permitted in all river segments. A no-wake speed limitation during the primary recreation use season is being proposed at this time for the wild and scenic river segments. A cooperative agreement will be pursued with the Montana Department of Fish and Game to coordinate the enforcement. Faster speeds may be permitted for administrative or emergency purposes. Extended upstream travel will be limited to such purposes during the primary recreation use season. Horsepower limitations or other restrictions for motorized craft may be imposed at some future date.

NO-WAKE SPEED IS DEFINED AS THE SPEED WHEREBY THERE IS NO WHITE WATER IN THE TRACK OR PATH OF THE VESSEL OR IN CREATED WAVES IMMEDIATE TO THE VESSEL.

Human waste disposal at all locations not provided with sanitary facilities shall be accomplished by burial or user supplied portable toilets. Waste disposal by burial should not be practiced within 150 feet of campsite locations.

River users will be encouraged to carry litter bags as part of the necessary equipment to conduct a river float trip. Users will be required to pack out all garbage and non-combustible litter. Burial of litter or garbage is prohibited.

The use of gas stoves or charcoal is encouraged. In areas provided with such facilities, open fires shall be confined to firepans or fire rings. Visitors are encouraged to use existing fire pits in other locations. Use of fire pans or fire blankets may be required if ash pollution becomes severe. Under certain conditions, open fires may be prohibited.

Firewood shall be limited to dead and down fuels. The cutting of any standing timber is prohibited. Firewood may be supplied by BLM or authorized concessionaires at the more heavily used campsites.

Removal of live vegetation or any cultural, historical, or natural materials located on federal lands within the management corridor is prohibited without prior written approval by the District Manager or his authorized representative. Approval of such collection may be granted for scientific or educational purposes. The Montana State Historic Preservation Officer may be consulted as provided by appropriate legal authority.

Native species plantings will be utilized for site improvement or other purposes on Bureau controlled lands within the management corridor.

The use of motorized vehicles may be prohibited on Bureau-administered lands within the boundaries of the Upper Missouri Wild and Scenic River in accordance with ORV use regulations promulgated by the Secretary of Interior.

Recreation Trail Development

Trails providing visitor access to features of interest are not proposed in this plan. Trail development may occur as needed for visitor safety or when demand for such facilities increases at some future date.

The Lewis & Clark National Historic Trail traverses the management area. This trail was designated by Public Law 90-543 (National Trails System Act of 1968) as amended by PL 95-625 (National Parks & Recreation Act of 1978). Primary responsibility is assigned to the Secretary of the Interior. The trail through the Missouri Breaks was proposed as a water route in the BOR study completed in April 1977. As proposed, the trail is completely compatible with Wild and Scenic River management of the Upper Missouri, and will be managed in accordance with this Plan.

The Chief Joseph (Nez Perce) Trail is currently being studied as a joint undertaking by the U.S. Forest Service & National Park Service. This study is directed by the National Trails System Act of 1968 as amended by PL 94-527. This proposed National Historic Trail bisects the river corridor in the area of Cow Island. Federal designation of the trail would complement the historical values associated with the Missouri River. If trail development occurs, such trail location should be kept as much as possible

in locations out of view of the river and use should be limited to foot or horseback travel.

Interpretive and Information Programs

The Missouri River corridor contains significant natural and historical features and abundant wildlife. It is also the only wild and scenic river in the National System to be managed for multiple use. Interpretation of these features and the management direction will afford the visitor the opportunity to gain a greater understanding, appreciation, and concern for the river's natural values. Interpretive efforts should also express the significance of the Missouri River as an artery of the nation's westward expansion. Interpretive techniques will be used to increase visitor understanding of regulations and to provide visitor information on recreation opportunities.

SPECIFIC INTERPRETIVE OBJECTIVES ARE ADDRESSED IN THE SECTION OF THE PLAN WHICH DISCUSSES RIVER SEGMENT MANAGEMENT. THE FOLLOWING RECOMMENDATIONS HOWEVER, APPLY TO THE ENTIRE 149 MILE REACH OF THE RIVER AND SHOULD BE USED TO GUIDE THE MANAGEMENT OF SPECIFIC INTERPRETIVE PROGRAMS.

In order to preserve natural features, an interpretive program will be implemented which will foster public recognition and care for the natural environment and cultural features.

Interpretation of natural phenomena and cultural features will primarily be accomplished with the use of published informational guides or by off-site interpretation. On-site interpretation will be provided only as needed and on a very limited basis.

A floaters guide will be made available to visitors. The guide will provide specific recreation use information and guidelines. River floaters will also be provided with a supplemental directory of available designated campsites on public lands.

Floral, faunal, cultural, historic, and geologic features of the Missouri River will be interpreted.

Information or interpretive signs visible from the Missouri River will be prohibited on all federal lands except for hazard warnings.

Roads and Trails

Those roads and trails which are part of a county, state, or federal highway system and which go into or through the river management area, are considered primary access routes and should remain open for all uses including visitor access.

A bridge crossing of the Missouri River in the Judith Landing area is encouraged.

Existing BLM maintained roads across the public lands leading into the management area may be closed and rehabilitated as necessary.

Subject to valid existing rights, the upgrading or construction of roads across public lands to private inholdings will be discouraged. Some road closures within the management area may be necessary. Value for value exchanges will be sought to gain needed resource protection on private lands within affected river segments.

Visitor Management

The Upper Missouri River is known as a relatively easy river to float, providing opportunities for many types of watercraft uses. However, even under the best of conditions, there are some inherent hazards. Because of the remoteness of the area, it becomes essential that a well-coordinated visitor protection plan be implemented. In order to insure public health and safety, the following objectives will be implemented by river management:

In keeping with the concept of providing a primitive-type recreational experience, river management will be maintained by river patrols at low visibility levels.

Scheduled river patrols will be launched from administrative sites located at Fort Benton, Coal Banks Landing and Judith Landing so that the entire 149 miles of river is routinely patrolled during the primary recreation use season.

Search and Rescue

Authorities. Section 312 of the Federal Land Policy and Management Act of 1976 states:

"Where in his judgment sufficient search, rescue, and protection forces are not otherwise available, the Secretary is authorized in cases of emergency to incur such expenses as may be necessary (a) in searching for and rescuing, or in cooperating in the search for

and rescue of, persons lost on the public lands, (b) in protecting or rescuing, or in cooperating in the protection and rescue of, persons or animals endangered by an act of God, and (c) in transporting deceased persons or persons seriously ill or injured to the nearest place where interested parties or local authorities are located."

Search and rescue operations are normally the responsibility of the local authorities. However, because BLM personnel may be the most familiar with the area and BLM equipment may be the most effective and convenient available, full cooperation and support as needed will be given to the local authorities.

All BLM river ranger watercraft will be equipped with Bureau radio equipment for emergency communication purposes.

No search and rescue mission will be performed with less than two persons.

Expenses of search and rescue activities resulting from visitor negligence will be billed to the rescued individuals.

Cooperative agreements will be pursued with the Boards of County Commissioners of Phillips, Fergus, Blaine, and Chouteau Counties. Such agreements should be updated annually so that all parties are aware of the capabilities and limitations of the other parties.

BLM employees will be supplied with current lists of doctors and medical facilities.

An incident report will be filed for every injury which is reported to the BLM.

Health and Safety

All Bureau river personnel will receive basic life saving, emergency medical training, and care and maintenance of watercraft training as provided by the U.S. Coast Guard Auxillary and BLM, prior to engaging in on-river activities.

Public telephones should be installed at launch points. Emergency telephone numbers will be posted at each site. Emergency service telephone numbers and emergency instructions will be provided in the Missouri River floaters guide.

River ranger watercraft will be equipped with life saving and first aid equipment.

All watercraft users shall comply with existing U.S. Coast Guard regulations as they pertain to water safety, personal flotation devices, and equipment.

Bureau personnel observing unsafe practices or hazardous conditions will discourage such practices or conditions. If legal action is required, it will be initiated through appropriate law enforcement agencies. Legal authorizations may be requested to discourage such actions.

Toilet installations will be coordinated with the Central Montana Health District or other appropriate local health agency.

Hazard Reduction

Hazardous ferry cables will continue to be marked to alert river floaters to this hazard. River floaters will be cautioned through personal contacts and use of the floaters guide to avoid ferry cables and dangerous undertow created by ferries.

Some hazards are inherent in floating the river or when individuals hike in remote, rugged terrain. However management should inform the public of hazards when such hazards are obvious. Management will take whatever appropriate means as are necessary to reduce hazards.

Cultural Resource Management

A Class III inventory will be conducted to identify all cultural resources within the management area. (The objective of a Class III inventory is to identify and record, from surface and profile indications, all cultural resource sites within a specified area.) This survey will be conducted in cooperation with private landowners. Further research, evaluation, or excavation will be completed as required and consistent with the Bureau planning system.

Areas to be either designated as campsites or developed for management purposes will first be investigated for cultural remains. If cultural resources are located, a joint recommendation on the disposition of the resource or the potential harmful effects such designation or development will have on the resource, will be made to the District Manager by the River Manager and the appropriate cultural resources specialist.

All recorded cultural resource sites will be monitored on a regular basis by management personnel to determine their present condition. If monitoring indicates that destruction is occurring to the sites, emergency stabilization methods (salvage excavation, barrier construction) may be employed.

A long-range plan for protecting, enhancing and interpreting cultural resources within the management corridor will be prepared and updated as an integral part of river management.

A narrative description of the history and archeology of the 149 mile segment of the Upper Missouri River will be prepared to better inform the public of the rich cultural heritage associated with this segment of the Missouri River.

Visual Resource Management

Visual resources on the public lands will be managed to preserve the existing character of the river corridor and to enhance these resources where appropriate. Management considerations are discussed in greater detail in the sections of this plan dealing with river segment management.

Natural Feature Management

There are many fragile and irreplaceable natural features within the management corridor of the Upper Missouri River. A number of these areas cannot sustain heavy public use without substantial natural value deterioration.

THE FOLLOWING MANAGEMENT DIRECTIVES WILL BE IMPLEMENTED IN ORDER TO PROTECT THESE UNIQUE RESOURCES:

Within the seen area of the management corridor, natural processes will be allowed to proceed on public lands with a minimum of human interference.

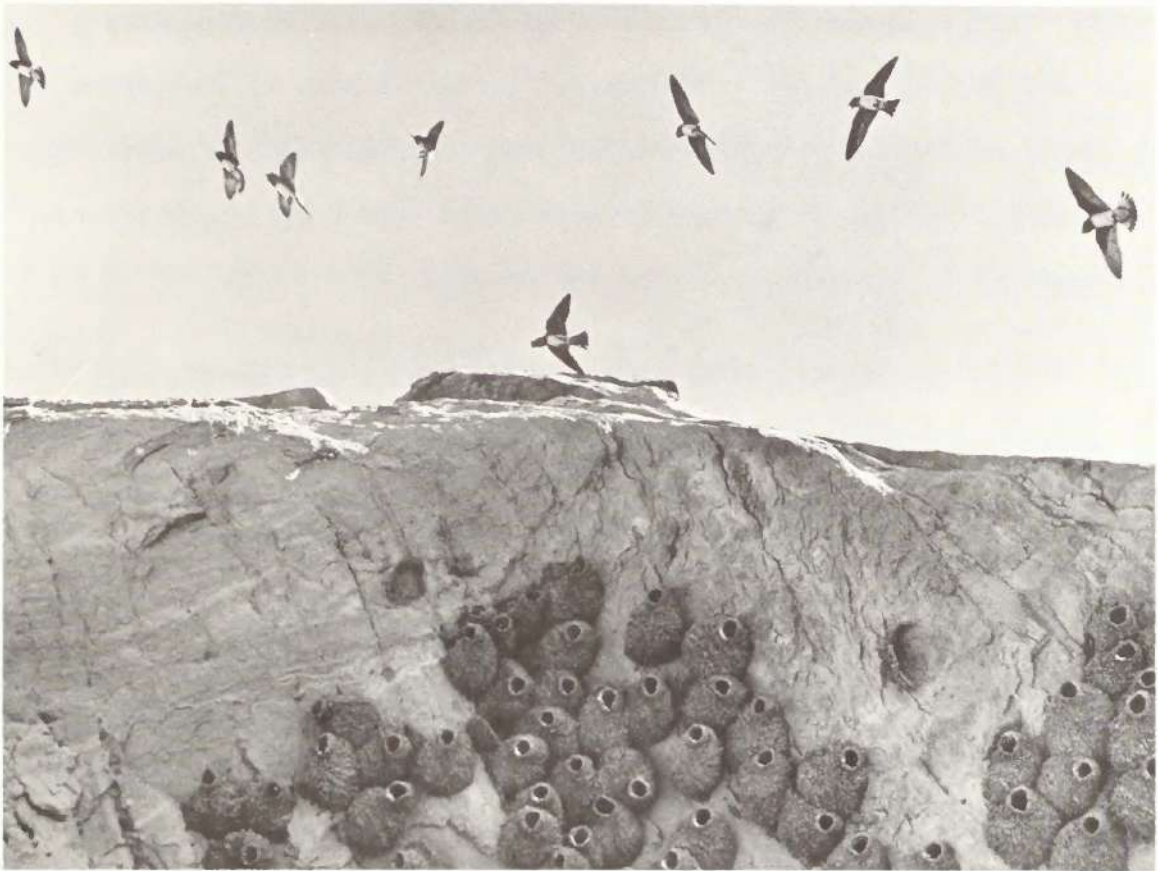
Recreation facility development will be located in areas which will not direct user pressure toward environmentally sensitive or fragile areas.

An inventory of the outstanding or unique features within the management corridor will be continued until the resources of the Upper Missouri River are adequately documented. This inventory should include a thorough professional evaluation of the paleontological resource and management needs.

The carving of initials or defacing of natural features in any manner is prohibited.

The rolling of lightly balanced rocks or destruction of geologically fragile features in any manner is prohibited.

If user pressure and resultant environmental damage reaches unacceptable levels, management alternatives including site closure will be considered.



Wildlife and Fisheries Management

An intensive inventory of wildlife and wildlife habitat for game, non-game, threatened and endangered species will be conducted in the river area for the development of a wildlife habitat management plan.

With the assistance and cooperation of the Montana Fish and Game Department, a habitat management plan will be developed to manage key and unique wildlife habitat. Where feasible, this plan should include adjacent habitat to encompass logical wildlife units. Equal emphasis will be given to game and non-game species habitat.

Hunting, trapping, and fishing will be permitted in accordance with state laws and regulations. Shooting of lethal weapons is prohibited in all campsites. Where problems develop with shooting in other areas, the situation will be monitored, and a cooperative effort will be initiated, with appropriate agencies, to solve the problem.

River islands will remain in as natural a condition as possible for vegetation study and wildlife habitat preservation.

The selection of campsite locations will take into consideration wildlife habitat needs.

Identified great blue heron and cormorant rookeries on public lands will be protected from roads, campsite developments, timber cutting and other intrusions. A buffer zone of 1,000 feet around rookeries from start of nesting to the fledging of young birds is needed for protection against disturbance.

Trees used for cavity nesting will not be cut. Snags with cavities actively used by nesting birds will be preserved except where they present safety hazards in proximity to campsites.

Raptor nest sites will be protected. No designated camping or other recreational development will occur within a buffer zone around raptor nest sites.

Black-tailed prairie dog towns provide potential habitat for the endangered black-footed ferret and other wildlife species. Prairie dog control programs will be undertaken only where prairie dogs are shown to cause significant damage to other resources and where damage to threatened and endangered species will not take place.

A study will be conducted to determine the feasibility of re-introduction of wildlife species such as bighorn sheep on the public lands within the management corridor.

An intensive inventory for threatened and endangered species and their habitat will be conducted to meet the requirement of Section 7 of the Endangered Species Act of 1973. Section 7 consultation has been requested from the U.S. Fish and Wildlife Service.

Wilderness

Pursuant to Section 603 of the Federal Land Policy and Management Act (90 Stat. 2785), the Bureau of Land Management is conducting a study of public lands which may contain wilderness potential. It is anticipated that this study will be completed by Fiscal Year 1980. In the meantime, the Missouri River and adjacent public lands within the management corridor will be managed in a manner so as not to conflict with wilderness concepts.

In the event that some public lands within the management corridor are designated components of the National Wilderness System, the following legislative directive will be adhered to:

Public Law 90-542, The National Wild and Scenic Rivers Act, Section 10(b) - "Any portion of a component of the national wild and scenic rivers system that is within the national wilderness preservation system, as established by or pursuant to the Act of September 3, 1964 (78 Stat. 890; 16 U.S.C., Chapter 23), shall be subject to the provisions of both the Wilderness Act and this Act with respect to preservation of such river and its immediate environment, and in case of conflict between the provisions of these Acts the more restrictive shall apply."

Range Management

General objectives considered in the River Allotment Management Plans (AMPs) are improvement of range condition, forage production, recreational and scenic values, wildlife habitat, and watershed condition. (See Supplemental Document for more information on AMPs.) Specific objectives in each AMP are related to established study plots and transects. Expected increases in desirable forage species for livestock and wildlife and improved watershed condition are quantified. These trend studies will be used to monitor the success of each AMP in accomplishing these objectives.

Scenic and recreational values are difficult to quantify and no specific objectives were stated. It was assumed that improvement of range condition, watershed condition, and wildlife habitat will enhance these values, and general objectives to that effect were stated.

AMPs which planned additional livestock facilities generally stated the objective of designing these facilities in a rustic fashion or screening them from view. Appendix C is a list of projects within the corridor required to implement AMPs. Any changes reflected in the tables presented in the appendix are a result of an ongoing planning effort - The Missouri Breaks Grazing Management Environmental Statement.

Most of the AMPs involve either deferred rotation or rest rotation grazing. Deferred rotation is discontinuance of grazing on various parts of an allotment in succeeding years. This allows each part or pasture to rest successively during the growing season to permit seed production, establishment of seedlings and restoration of plant vigor. One or more pastures are grazed in the spring while the remaining one is rested until after seed ripening of the key species, then grazed. Rest rotation grazing is similar to deferred rotation except that each pasture is allowed one full year of rest from grazing following the late, or seed ripe, grazing treatments. Detailed explanations of the two systems are discussed in Appendix M. Both systems of grazing management provide for livestock production and other resource values while simultaneously maintaining or improving the vegetation and soil stability.

There are six (6) existing, three (3) revised, and 18 proposed Allotment Management Plans, with all or portions of their pastures within the management corridor. Detailed copies of each plan are available in the Lewistown District Office and Appendix M contains some specific data on each allotment.

Minerals

Leasable Minerals: In accordance with the Wild and Scenic Rivers Act of October 1968 and the Missouri Amendment to the Act dated October 12, 1976, until regulations are issued as prescribed by the Secretary of the Interior, no new mineral leases, licenses, or permits can be issued nor can expired, terminated, or relinquished leases be re-issued on any of the leasable federal minerals within the boundaries shown on the map of the conceptual river management plan. Additionally, all leasable federal minerals in lands which are part of the system and constitute the bed or bank or are situated within $\frac{1}{4}$ mile of the bank of any river segment classified and designated as Wild River are withdrawn from operation of the mineral leasing laws, and no new leases can be issued. Existing producing federal leases are automatically extended under the terms of the lease.

Existing non-producing federal leases will be managed, subject to the lease terms, through stipulations established under Notice to Lessees #6, as jointly developed by the Geological Survey and BLM. It is intended that these stipulations may include or be similar to the following:

1. Subject to valid existing rights, new road or trail construction will be restricted in the "seen area" of the management corridor.
2. Surface disturbances are subject to the criteria addressed in the Soils and Watershed portions of this plan.

3. Exploration and development activities will avoid to the maximum extent possible the "seen area" of the management corridor, and will utilize accepted principles of landscape architecture to minimize all visual impacts, both permanent and temporary. Lease holders will be encouraged to allow BLM to actively participate in seismic activities to mitigate adverse impacts to the scenic resources.
4. Exploration drilling and other development activity may be restricted to the period from July 1 to February 28, to minimize watershed damage and protect important seasonal wildlife habitat within the boundaries of the wild and scenic river area.
5. To minimize watershed damage, during muddy and/or wet periods the BLM District Manager, through the District Engineer, Geological Survey, may prohibit exploration drilling or other development.
6. To minimize the risk to property and the environment that could result from development of production facilities in the floodplain, no occupancy or other surface disturbance will be allowed on federal lands in the management corridor located within the 100 year floodplains of the Judith and Missouri Rivers; Eagle, Arrow, Dog, Birch, Bullwacker, Cow, Bull, and Woodhawk Creeks.
7. In the event that any oil and gas lease should come into production, associated facilities must be camououflaged.

Coal beds outcrop along the river in the Judith River and Eagle Formations. Coal resources on the public lands will be inventoried only after the Secretary of Interior issues appropriate regulations.



An igneous dike in the White Rocks section.

Prospecting permits and leases will be examined on a case by case basis. Present potential in the area is limited, but the potential may increase. Subject to valid existing rights, no surface disturbances will be allowed in the "seen area" of the river.

All mining claims within the management corridor should be inventoried to determine their locations and their validity determined. Contest will be initiated where appropriate.

Any mining claims located within one quarter mile of the river banks in any wild river segments between October 2, 1968 and October 1, 1973, and those located after May 10, 1974, will be declared null and void ab initio, since the area was withdrawn at these times. Beginning October 12, 1976, no new mining claims may be located within the exterior boundaries of the management corridor until regulations are issued by the Secretary of the Interior. Owners of valid existing claims can continue development and/or perfection to patent. Owners of valid mining claims located after regulations are issued by the Secretary of the Interior shall have a right to the mineral resources only, and the right to use the surface resources as are reasonably required to carry on prospecting or mining operations consistent with the regulations.

A cooperative agreement will be pursued with the State of Montana to obtain similar management policies and protection for state-owned lands inside the management corridor. Scenic easements and/or agreements with private entities owning minerals in the corridor will be obtained to allow for potential private mineral development within the management objectives of the Wild and Scenic Rivers Act and this management plan.

Subject to valid existing rights, surface disturbing seismic exploration activity will not be allowed within the seen area of the management corridor.

Watershed

It will be the policy of the Bureau of Land Management to manage the Upper Missouri Wild and Scenic River Area in a manner designed to protect and enhance watershed values including maintenance of soil productivity, control, and minimization of artificial causes of soil erosion and maintenance of water quality. Such policy is consistent with the Wild and Scenic Rivers Act which calls for essentially primitive watersheds and shorelines and unpolluted free-flowing waters.

Soils protection criteria are intended to accomplish in part, the purposes of Section 10(a) of the Act which places emphasis on protection of esthetic, scenic, and scientific features of the river area.

Management prescriptions for protection and enhancement of water resources are intended to limit degradation of water quality to the extent that established standards and criteria are not exceeded. Such is consistent with requirements of the Federal Land Policy and Management Act of 1976 and the Federal Water Pollution Control Act Amendments of 1972.

Soils

Subject to valid existing rights, no surface disturbance on federal lands will be allowed on slopes in excess of 30 percent or in fragile areas delineated as Class I on river planning area sediment yield maps. Appropriate consideration will be given to watershed protective designs on all surface disturbances.

Allocate 100 percent of vegetative increases resulting from implementation of grazing management systems to watershed protection wherever trend studies indicate unstable soils and/or ground cover of less than 70 percent.

Identify the need to protect recreational areas, cultural and other scientific features subject to removal by erosion by establishing and monitoring condition and trend study plots.

Water

Evaluate all proposed bank and stream bed modification, dredge, and/or fill activities on a case-by-case basis to identify potential water quality impacts and for the review or preparation of 404 permit applications. Recommend approval of only those projects considered to have little or no adverse impacts on fisheries, wildlife, cultural or recreational uses.

Evaluate programs or projects for stream bank protection by use of an inter-disciplinary team. The team should review potential impacts, including impacts to water quality and river morphology.

Pursue a memorandum of agreement with the state agency administering 404 permits in the Upper Missouri Basin to provide notification of proposed dredge and fill activities by private entities. Evaluate such proposals on a case by case basis to identify potential impacts and to prepare recommendations to be submitted to the administering agency. Permit pump and pipeline facilities when such developments can be installed in a manner consistent with the purposes of the Wild and Scenic Rivers Act.

To effect the control of pollutants, a program to monitor water quality, identification and evaluation of the nature, importance, source, and effect of existing or potential pollutants, and to protect public health will be implemented. Monitoring of drinking water facilities and the river will be conducted.

Study the relationship between streamflow and river habitats, recreational uses, and water quality to determine what in-stream quantities of water are needed to maintain esthetic, wildlife, and recreational values.

Manage uses on federal lands so as to prevent water quality degradation on the Missouri River in excess of Montana State standards or EPA recreation criteria as outlined in Appendix B.

Forest Management

The forest resource is highly important to maintenance of the wild and scenic character of the river. In addition, timber provides critical habitat requirements for many species of wildlife. Standing trees on public land within the river corridor will normally be reserved for esthetic, wildlife, and recreational uses. When safety or other conditions warrant, a special permit will be required for removal of timber.

Riparian Zone

Cottonwood groves are an important concern, particularly for critical wildlife habitat and camping sites. Many of the important factors which limit cottonwood regeneration are not capable of being manipulated. (See

discussion of cottonwood ecology in the Supplemental Document.) The options open to management are few and they require more specific knowledge before being practiced on a broad scale.

Exclusion of livestock and big game will be made on selected study sites to analyze the effects of trampling and browsing on young cottonwoods. In addition, a variety of study sites will be selected and stem cuttings and root stock will be planted in various ways and times to analyze planting practices for establishing trees. Because of the intolerance of cottonwood seedlings to shade and competition for soil moisture and nutrients, certain study locations will be used to study the effects of canopy and competitive root removal on cottonwood establishment.

Resource Protection

Modified fire suppression plans will be developed with wild and scenic river values in mind.

Provide initial fire control attack on all man-caused or natural fires occurring on or threatening the seen area of the Missouri River outside the CMR National Wildlife Refuge. Fire management guidelines along the river within the CMR will be administered by the U.S. Fish and Wildlife Service.

Any combination or all of the following initial attack resources may be used to contain wildfire during the first burning period: Helitack, pumper, hand crews, or retardant aircraft. Pumpers will be used only in areas that will not be damaged by motorized vehicle use.

Retardants will be used with discretion. Staining retardants will not be used in the White Rocks area.

Fires which are not contained during the first burning period in roadless areas will be suppressed with non-mechanized equipment. Hand firelines will be constructed at natural fuel breaks or in light fuel types.

Heavy equipment such as tractor dozers will be used only to safeguard human life, structures, or other man-made property, e.g., haystacks, grain fields, etc.

Burned areas will be restored as recommended by an interdisciplinary fire rehabilitation team organized to consider the needs of each fire.

Fire prevention procedures to be used are as follows:

1. Graphic fire danger signs will be placed at major launch points.
2. During very high fire danger rating, each float group will be required to carry one (1) shovel and one (1) bucket for every five (5) people in the party.
3. During extreme fire danger rating, the same requirements mentioned in #2 would be in effect and no open campfires will be allowed.
4. Visitor use orientation procedures will address fire prevention information including the above items.

Insects and Disease

Infestations should in most cases be allowed to take their course within the wild and scenic river boundary.

Control may be necessary where an infestation seriously threatens adjacent private land or reaches epidemic proportions on public lands.

Lands

ACQUISITION PRIORITY INVOLVING ANY PRIVATELY OWNED PROPERTY SHOULD BE ESTABLISHED ON A WILLING SELLER BASIS.

Campsite areas which are to be acquired should be selected on the basis of ease of access, shade trees, and suitable terrace topography for tent camping.

A land ownership determination for all unsurveyed islands in the wild and scenic river management area will be pursued.

Priority in the expenditure of funds for fee acquisition or scenic easements will be given to:

1. Administrative sites, watercraft launch, and take out points.
2. Historic or cultural sites.
3. Campsites within all reaches of the river.
4. Significant features within wild river segments.
5. Significant features within scenic river segments.
6. All other lands determined to be necessary for maintaining wild and scenic river values.



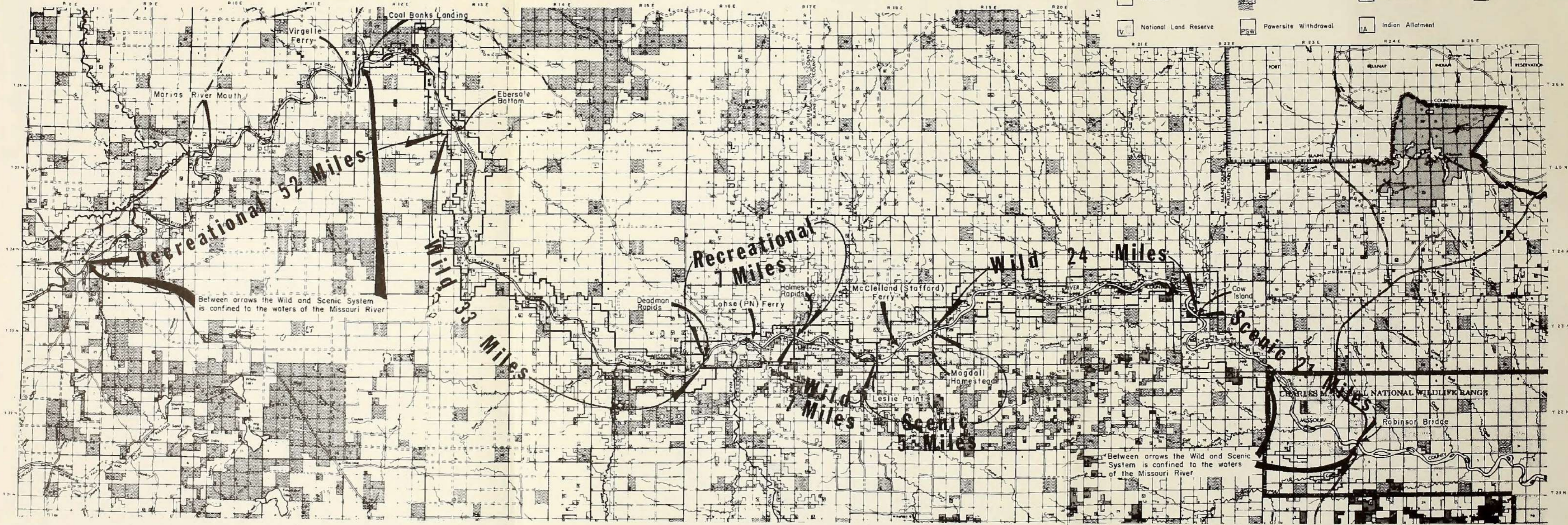
Dark Butte Area, Upper Missouri River.

RIVER SEGMENT MANAGEMENT

Some management objectives apply only to classified river segments. Only those management objectives which differ substantially from the resource management objectives discussed in the Resource Management Section are discussed in this section of the plan.

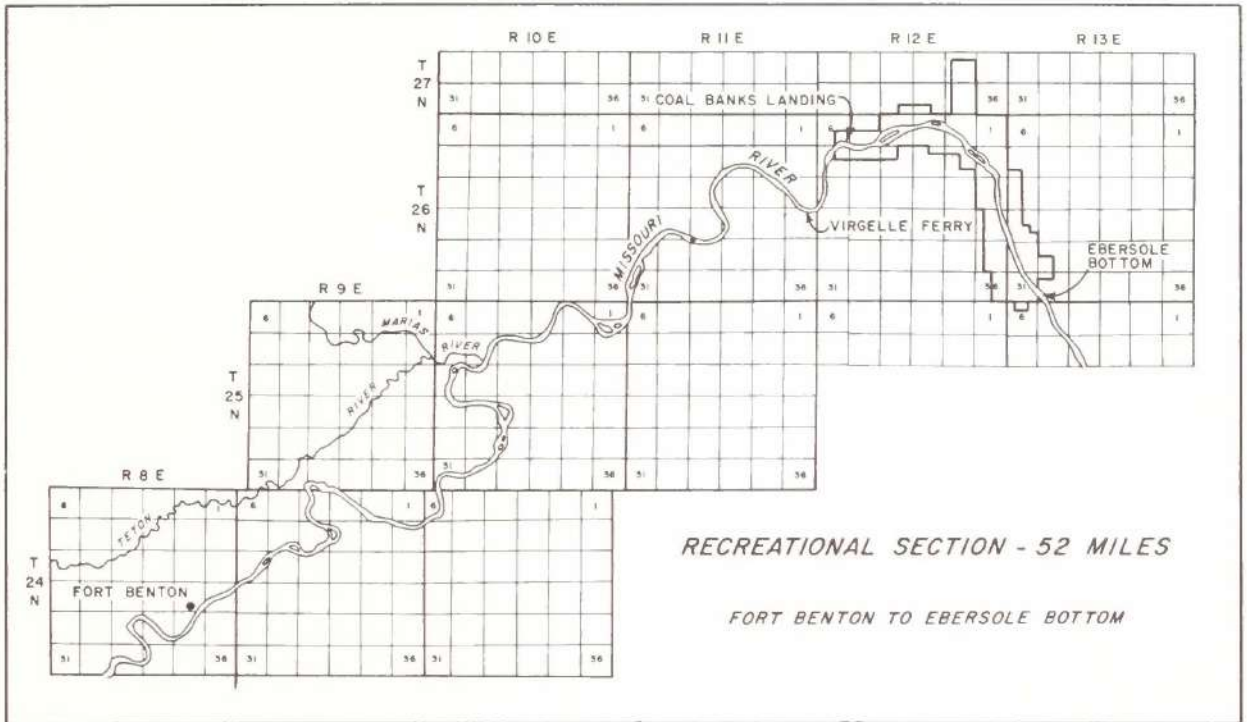
MISSOURI WILD AND SCENIC RIVER

- Patented
- State
- PWR Public Water Reserve
- LU Acquired Under Bankhead-Jones Farm Tenant Act
- National Land Reserve
- PSW Powersite Withdrawal
- IA Indian Allotment



Between arrows the Wild and Scenic System is confined to the waters of the Missouri River

Between arrows the Wild and Scenic System is confined to the waters of the Missouri River



FORT BENTON TO EBERSOLE BOTTOM - RECREATIONAL SEGMENT

Except for significant cultural sites, needed access, and campsites, federal jurisdiction in this river segment is limited to the Missouri River and its bed from Fort Benton to Coal Banks Landing. Jurisdiction extends from rim to rim between Coal Banks Landing and Ebersole Bottom.

Visual Resources

The initial 42 miles of the river will be managed as a visual resource Class II area where the Bureau has management jurisdiction. A visual resource Class II area provides that changes caused by management activity should not be evident in the characteristic landscape.

Protection of scenic values on other lands between Fort Benton and Coal Banks Landing will depend upon enactment of local zoning ordinances. The Bureau will work with local governments to encourage necessary protection.

A rim to rim management corridor has been identified between Coal Banks Landing and Ebersole Bottom. This portion of the river will also be administered within a Class II visual resource management concept. Scenic values will also be protected through acquisition of lands or interest in lands. Should zoning ordinances in this area provide adequate protection, scenic easements may not be acquired.

Recreation

The recreation management policy for this segment of the Missouri River is to provide a pleasant, water-based recreation experience through protection of the environment. Protection will be provided through a combination of facility development, interpretation and user controls.

The need for a federal interpretive center located at Fort Benton has been examined. Locally sponsored museums, historic feature preservation and interpretation are adequate for present use levels. As user demands increase, this type of facility is permitted. Should the need for a visitor center increase, the National Park Service would be responsible for development as authorized in P.L. 94-486 (Sec. 203(g)(2)).

The National Park Service and the Bureau of Land Management upon request, could provide consulting services to Fort Benton in developing an integrated approach to user orientation.

A seasonal river ranger quarters should be located near the boat launch at Fort Benton. This facility should consist of housing for at least four seasonal rangers and enclosed facilities for the storage of river equipment.

A minimum of six areas adjacent to the river should be acquired for primitive campsite purposes between Fort Benton and Ebersole Bottom. (See lands acquisition criteria in Lands section, Page 51.)

A tract of privately-owned property consisting of one acre or less should be acquired on the north bank of the Missouri River as close to the original site of Fort McKenzie as is practical to permit river users a view of the actual site and allow for an off-site interpretive feature. The acquisition of the site of Fort McKenzie is not deemed feasible as the historic features have been obliterated by many years of farming activity.

A tract of privately-owned property consisting of approximately 40 acres should be acquired on the north bank of the Missouri River in the vicinity of Virgelle for camping and day use purposes. This site should be developed to compliment the Montana Fish and Game Department recreation site at Coal Banks Landing.

A boat launch facility should be developed near Loma.

Public telephones should be located at Virgelle and near the boat launch site at Fort Benton.

Cultural and Historic Resources

A tract of privately-owned property consisting of approximately 37 acres located at the juncture of the Marias and Missouri Rivers should be acquired and developed as an interpretive overlook. This site is an important feature associated with the Lewis and Clark Expedition and other historical events.

Site 24 CH 357 (the remains of the steamboat "Baby Rose") must be stabilized in the near future by the construction of an earth and stone levee in order to prevent loss of this resource. The steamboat remnants should either be excavated and removed for interpretive display purposes or preserved and protected for on-site interpretation.

A test excavation should be conducted to substantiate the probable location of the remains of the steamboat "O.K." on the Fort Benton levee.

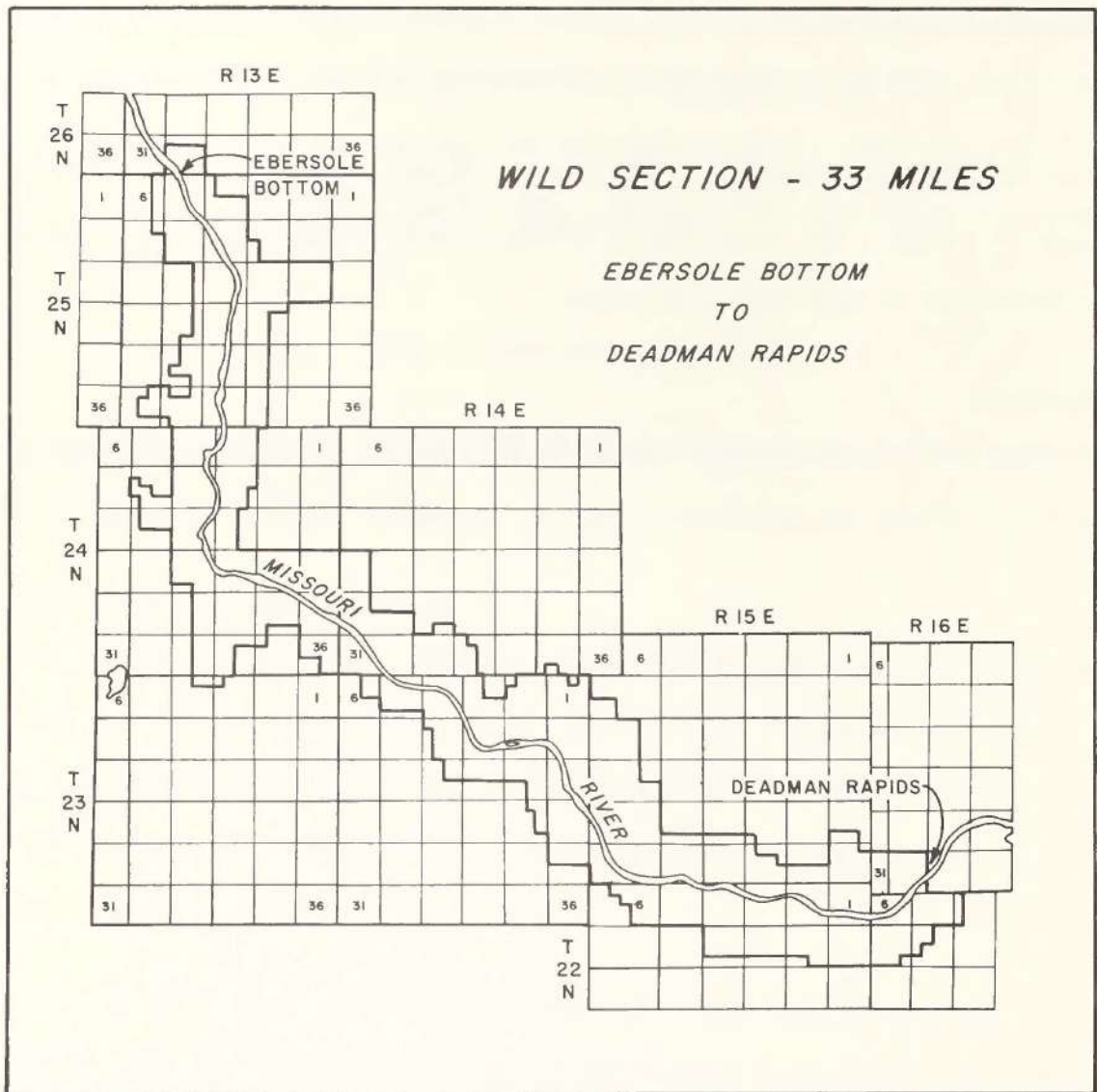
The Muir Homestead should be considered for acquisition.

Archeological site 24 CH 452 (Thompson Bottom) should be acquired. If acquired, the site should be considered for national register status.

Test excavations should be conducted at important or threatened archeological sites. The excavation findings should be evaluated for possible acquisition or protective measures.

Minerals

Between Coal Banks Landing and Ebersole Bottom, scenic easements should seek to obtain the standards cited in the visual resource section.



EBERSOLE BOTTOM TO DEADMAN RAPIDS - WILD SEGMENT

Primary emphasis in managing this wild segment of the Missouri River will be given to protecting the highly scenic and pristine character of the seen area within the management corridor. Management activity will center on preserving natural processes and limiting man's impact on the environment.

Visual Resources

This river segment will be managed as a visual resource quality Class I area upon BLM administered lands. A visual resource quality Class I designation provides primarily for natural ecological changes only.

Acquisition of land or interest in land will be sought on all private lands where any new habitation or unharmonious improvements would conflict with the preservation of wild river values. Where existing habitations or other improvements are found to detract from values to be preserved, cooperative efforts will be undertaken with the owners to bring such structures or improvements into conformance. Such actions may include acquisition of land or interest in land.

The dumping of debris or dead animals on BLM administered lands within the management corridor shall be prohibited.

All existing utility lines will be examined to determine if their present location and visual aspect is compatible with river management prescriptions. Subject to valid existing rights, new overhead power lines which are esthetically unpleasing will be placed underground or in less sensitive locations. Negotiations should be initiated with owners of valid existing overhead lines to explore ways to bring such lines into conformance with visual resource criteria.

Subject to valid existing rights, stringent stipulations to protect the visual resources within the seen area shall be attached to all licenses, leases or permits issued.

Recreation

A minimum of six areas located on privately-owned property should be acquired for designated campsite purposes in this river segment. Seven areas located on public lands will be designated for campsite purposes.

A scenic easement or fee ownership should be obtained on approximately 200 acres of privately owned property between the Hole-in-the-Wall natural landmark and the Missouri River. This area is currently heavily used by river recreationists.

All federal facility development will be rustic in nature and placed in the least obtrusive locations.

Efforts will be made to obtain scenic easements on privately-owned property within the management area which would preserve outstanding scenic, cultural or natural values.

No signs for any purpose will be allowed where visible from the Missouri River on federal lands. Any other signs will be unobtrusive.

Wildlife

A study should be conducted to determine the feasibility of re-introducing bighorn sheep in this river segment.

Land Uses

Unneeded roads over the public lands will be closed and the land will be rehabilitated. Subject to valid existing rights, such as county roads or other existing rights-of-way, the upgrading or construction of roads across public lands to private inholdings will be discouraged.

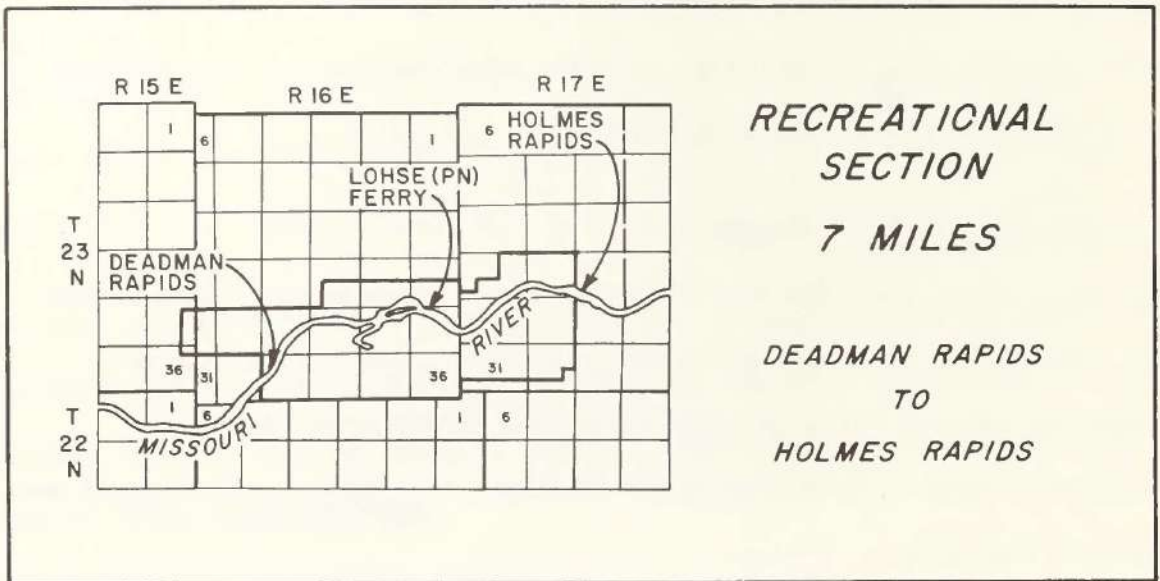
Subject to valid existing rights, new range improvements, irrigation pump installations, structures, or other improvements will be designed to be compatible with the wild character of the area.

Cultural and Historic Resources

The Eagle Creek confluence area in the White Rocks should be considered for acquisition and national register status. This area contains a steamboat landing site, the remains of the Conely Post Office and blacksmith shop, a Lewis and Clark campsite, and other archeological and historic features.

Important or endangered archeological sites within this river segment should be evaluated for possible acquisition or protection.

The Gage Clark and Rolf homesteads in this river segment are of historical importance and should be considered for acquisition and protection.



DEADMAN RAPIDS TO HOLMES RAPIDS - RECREATIONAL SEGMENT

The Judith Landing National Historic District is located in the center of this river segment with the associated historic PN Ranch, early Indian occupation sites, Indian treaty sites, a steamboat landing, Lewis and Clark campsite, a trading post, and military camp. A bridge crossing on the Missouri River was authorized by P.L. 94-486. The bridge should be constructed in this river segment within several years. A State Fish and Game campsite is located near the Lohse (PN) Ferry on the north side of the Missouri River.

The construction and improvement of a state highway and bridge crossing in this river segment will affect management decisions and future recreational use. It is recognized that major changes may occur in this segment.

Visual Resources

Lands or interests in lands will be acquired to preserve and enhance the historic or recreational setting. In all lands in which the federal government has or will obtain management interest, the visual resource will be managed as Visual Resource Class II. A visual resource Class II designation provides that changes caused by management activity should not be evident in the characteristic landscape.

Recreation

Three campsites were inventoried in this river segment. One of these sites is the Judith Landing State Fish and Game recreation area opposite the mouth of the Judith River. Two areas are located on public lands and will be designated as campsites.

Approximately 30 acres of privately owned property on either side of the confluence of Dog Creek and the Missouri River should be acquired for overnight campsite and day use purposes.

A concrete boat ramp should be developed at an appropriate location near the proposed Missouri River bridge crossing at Judith Landing. Acquisition of private property may be necessary for the installation of a ramp.

A public telephone should be installed near the Lohse (PN) Ferry crossing.

With the completion of the Missouri River bridge and improved road access to the Judith Landing area, more intensified recreational development for campsite and day use purposes may be needed at Judith Landing and is permitted within the concept of this plan.

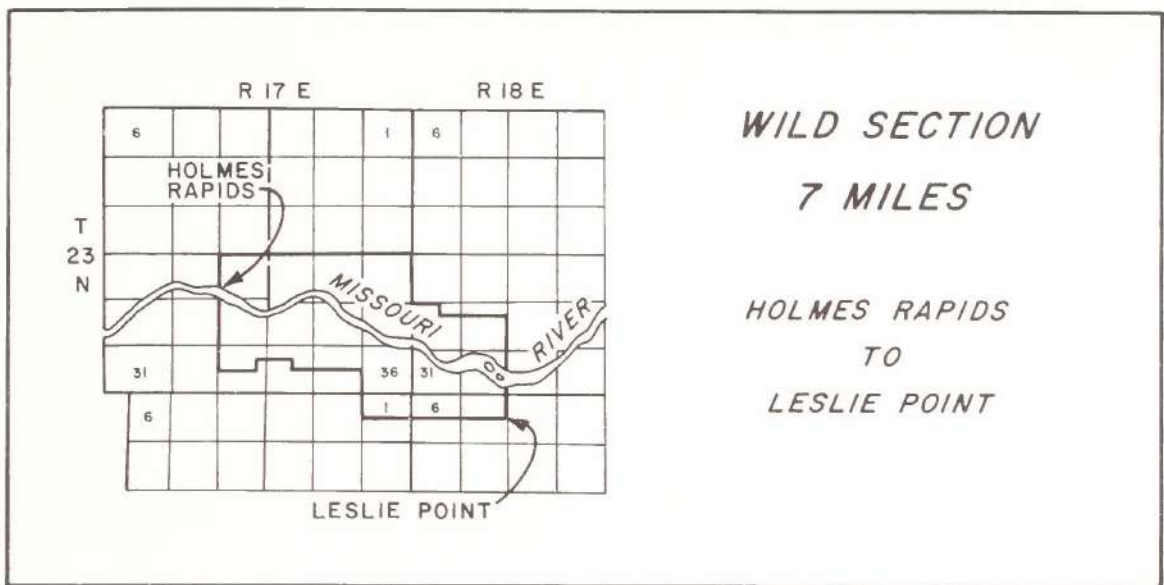
Cultural and Historic Resources

Approximately 40 acres of privately-owned property which contain the PN ranch buildings should be acquired by the federal government. Stabilization and restoration of the ranch buildings should be conducted and an interpretive theme developed for visitor enjoyment.

A scenic easement should be obtained on approximately 200 acres of privately owned property to preserve the remains of Camp Cooke and Fort Clagett. Archeological investigations of both sites should be conducted and an interpretive theme developed for the benefit of the public.

Important or endangered archeological sites in this river segment should be evaluated for possible acquisition and protection.

It is recommended that the PN (Lohse) Ferry be preserved for interpretive purposes by the BLM after completion of the Judith Landing bridge.



HOLMES RAPIDS TO LESLIE POINT - WILD SEGMENT

All general management conditions applying to the Ebersole Bottom to Deadman Rapids segment also apply to this river segment. Primary management emphasis will be given to protecting the pristine character of the seen area within the management corridor.

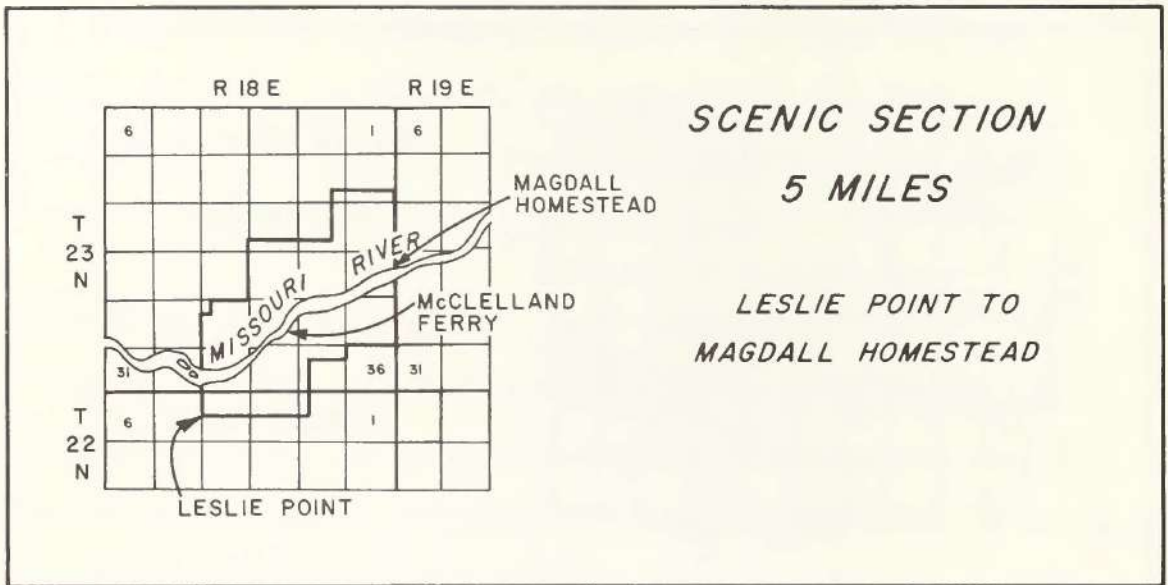
Recreation

Six areas were inventoried on public lands which will become designated campsites.

Cultural Resources

Important or endangered archeological sites in this river segment should be considered for possible acquisition and protection.

Hagadone Bottom should be considered for acquisition.



LESLIE POINT TO MAGDALL HOMESTEAD - SCENIC SEGMENT

This scenic river segment will be managed to provide a wide range of agricultural activities while providing recreation opportunities in a natural setting. The McClelland (Stafford) Ferry and county roads will continue as long as Blaine and Fergus Counties wish them to operate. Should ferry operation terminate, decisions on continuation of type of road access will be made in consultation with interested agencies and the public.

Recreation

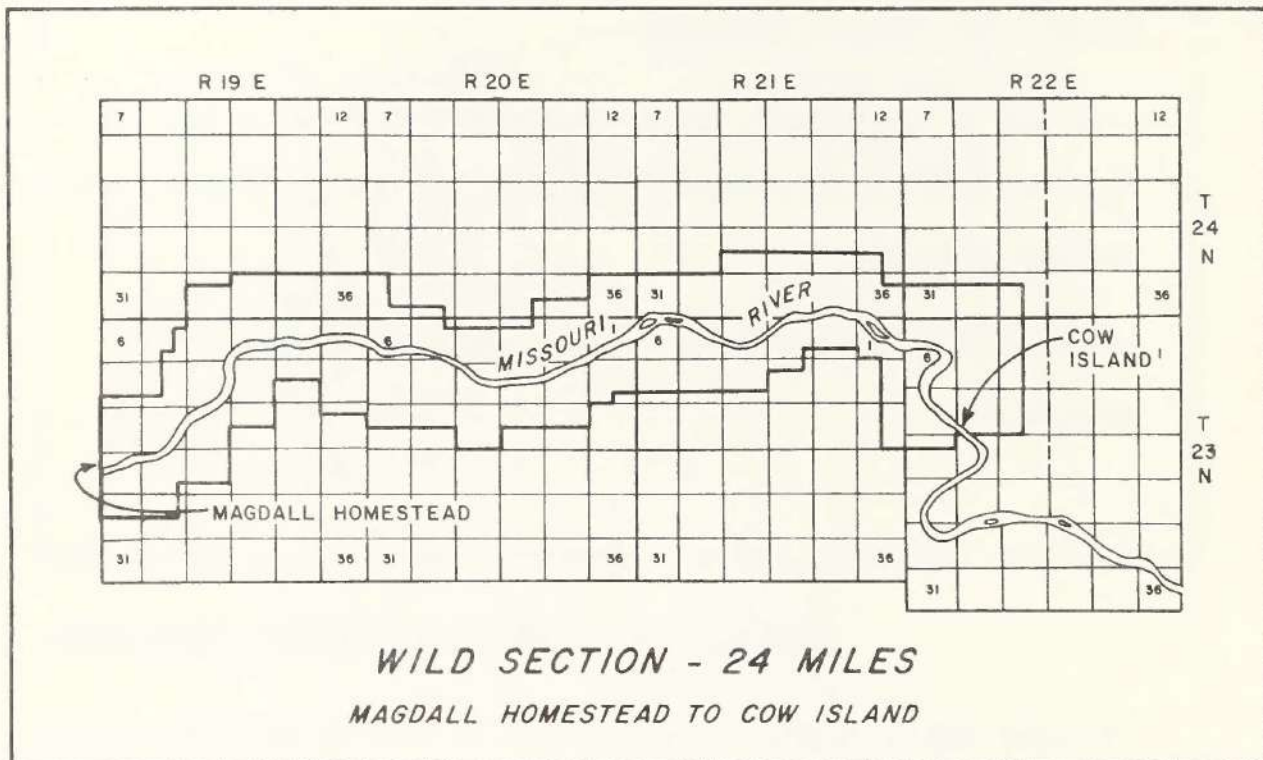
Three campsites located on public lands were inventoried in this river segment which will become designated campsites.

A water well should be developed on the north bank of the Missouri River adjacent to the Stafford Ferry. An easement should be acquired from the Blaine County Commissioners for this development.

Cultural and Historic Resources

A portion of the Dauphine Rapids area where "woodhawk" activity has occurred should be considered for acquisition and possible national register nomination.

The Magdall and McClelland homesteads should be considered for acquisition.



MAGDALL HOMESTEAD TO COW ISLAND - WILD SEGMENT

All general management conditions applying to Ebersole Bottom to Deadman Rapids segment also apply to this wild river segment.

Recreation

Nine campsites were inventoried in this river segment. Eight of these areas are located on public lands and the other is the Cow Island Landing State Fish and Game Campsite. The public areas will become designated campsites.

A water well should be developed by the Bureau in the vicinity of the Cow Island Landing state campsite.

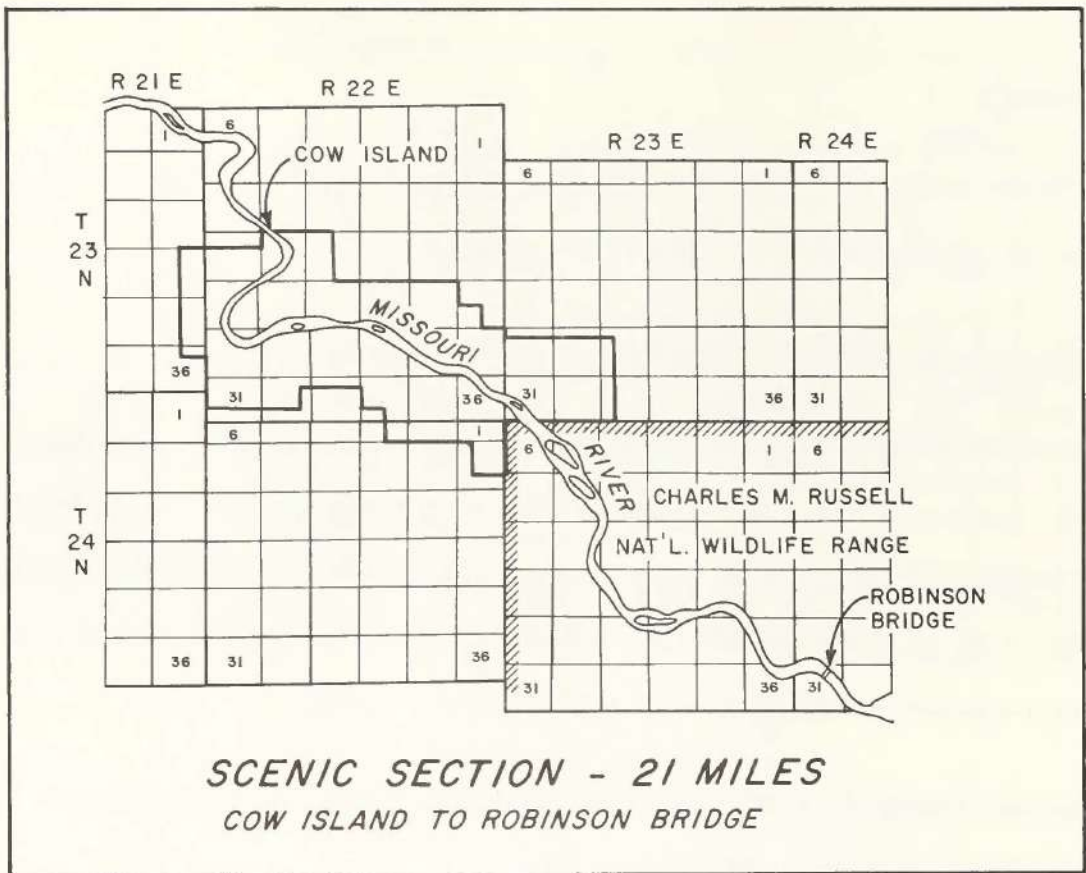
Wildlife

A study should be conducted to determine the feasibility of re-introducing bighorn sheep in this river segment.

Cultural and Historic Resources

Approximately 274 acres of privately-owned property which contains the remains of the Kipp Homestead, the Chief Joseph (Nez Perce Trail) Crossing and battle site, Cow Island Landing and a potential campsite should be acquired by the government for historic interpretation and preservation purposes.

The homesteads at Cabin Rapids, Greasewood Bottom, and Gist Ranch should be considered for acquisition.



COW ISLAND TO THE FRED ROBINSON BRIDGE - SCENIC SEGMENT

Jurisdiction by the Bureau of Land Management is rim to rim from Cow Island to the Charles M. Russell National Wildlife Refuge boundary. From the National Wildlife Refuge boundary to the Fred Robinson Bridge, jurisdiction is limited to the Missouri River and its bed with the exceptions of necessary public access, campsites and significant historical sites.

Visual Resources

The visual resources located within BLM administered lands will be managed as a Class II management area. (Changes caused by management activity should not be evident in the characteristic landscape.)

Recreation

Five campsites occur in this river segment. Two of these sites are located on privately-owned property and should be acquired by the federal government. Not more than two campsites should be located within the C.M. Russell National Wildlife Refuge eight to five miles upstream from the Robinson Bridge. Coordination will be sought with the U.S. Fish and Wildlife Service and Army Corps of Engineers in order to locate these sites.

Cultural and Historic Resources

Approximately 17 acres of privately-owned property containing the Power Plant ruins should be acquired for historic preservation and interpretive purposes.

Approximately 131 acres of privately owned property in Section 29, Range 22 East, Township 23 North which contains a Lewis and Clark campsite should be considered for acquisition.

The structural remains located on Grand Island which were associated with early steamboat trafficking on the Missouri River should be considered for protective and stabilization measures. Whatever measures are considered cannot be in conflict with the Grand Island registered natural area designation.

Other historic features associated with the river do exist within the Charles M. Russell National Wildlife Refuge boundary and may need further joint investigation by Fish & Wildlife Service and the Bureau of Land Management.

ADMINISTRATIVE FUNCTIONS

Legislative direction requires that the river and its associated resources be administered on a multiple use basis. Multiple use management logically implies that the river management administrative structure be closely associated with BLM's established planning procedures and management practices. The proximity of the Lewistown District Office to the Missouri River and the staff support functions located in that office, recommends the establishment of river management responsibilities at that location.

On-river administration will be maintained at low visibility levels with Bureau personnel numbers keyed to visitor needs and resource impacts.

At least eight BLM programs and discipline types are involved in preserving wild, scenic, and recreational values and carrying out traditional multiple uses as mandated in P.L. 94-486. Long term program continuity conducted on a strictly integrated basis is required to avoid or mitigate conflicts and/or loss of legitimate uses or resources in the management corridor.

The programs which require specialist attention include:

Recreation use will continue to expand and perhaps diversify. Expertise in recreation planning, use controls, interpretation, public safety, and hazard reduction is required. Attention must also be given to management and protection of the cultural, historical, and visual resource and maintenance of facilities and equipment. Proper and timely visitor contact and information dissemination is imperative to user safety and resource protection.

Acquisition of land and interest in lands and rights-of-way for management purposes requires skilled appraisers and land negotiators.

Grazing management directed toward enhancing the vegetative resource and reducing conflicts between livestock and other uses and values requires range conservation and related skills.

The potential for rare vegetative species exists within the management area. This concern as well as forestry management and maintenance or enhancement of riparian habitat requires specialized skills in the field of botany.

Wildlife habitat values, possibly including habitats of threatened or endangered species must be retained through use of BLM and cooperating wildlife specialists. Reduction of conflicts between other uses and wildlife is a management concern.

The rich cultural resources, much of it of national significance, must be evaluated, safeguarded, stabilized, and interpreted utilizing the disciplines of archeology and history.

Existing mineral leases (oil and gas) requires attention of specialists in surface protection and geology.

The area is susceptible to wildfire. Skill in fire management while protecting the above mentioned values is essential.

The above programs and actions require adequate clerical and other administrative support.

Adequate staffing should be provided to insure that all of these important resource disciplines are given consideration in management decisions.

PLAN IMPLEMENTATION

This plan will be implemented when approved by the Montana State Director. Actions will be taken to initiate the following items of concern in the order of priority listed, prior to the 1979 primary recreational use season.

1. Develop a cooperative agreement with the Montana Department of Fish and Game to include enforcement authorities as needed to implement a river use permit system and other matters of mutual concern.
2. Establish guidelines for a river use permit system which will include commercial outfitter requirements. Commercial outfitters should be informed of permit requirements no later than mid-December, 1978.
3. Submit budget requests to the Montana State Office to meet personnel requirements for river administration. This request should include resource specialty disciplines and a minimal seasonal river ranger staff.
4. Develop a budget for the study of long term water flow needs in the Missouri River to preserve fish and wildlife, vegetative, recreational, and water quality benefits in cooperation with appropriate local, state, and federal entities.

5. Establish cooperative agreements with appropriate local planning and zoning boards with legal jurisdiction in areas within or adjacent to the Missouri River management area.
6. Develop a cooperative agreement with the Montana Department of State Lands to provide the notification mechanism for minerals exploration on state lands located within the river management corridor.
7. Develop a cooperative agreement with the local soil conservation districts and U.S. Army Corps of Engineers to establish a formalized procedure for permit requirement review for stream bank and stream bed protection.
8. Acquire and develop property in Fort Benton for a seasonal river ranger quarters and river equipment storage.
9. Develop a budget which will consider all immediate cultural resource needs.
10. Finalize land acquisition negotiations for the PN Ranch headquarters and Marias River overlook site.
11. Commence landowner negotiations for all high priority acquisition needs identified in this management plan. Such needs include fourteen primitive campsites.

PLAN MODIFICATION

To remain effective, it will be necessary that this plan be modified periodically as new information becomes available or factors affecting the river and its use change. In the event that this plan is to be modified, the procedure for modification will be as follows:

1. Gather and evaluate monitoring data.
2. Determine the kind and amount of change needed and allow for public input and review.
3. Make changes based on public input and on the basis of best information available.
4. Finalize the modifications by notice to the public through the media and direct contact with users.

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