Upper Missouri River Breaks National Monument

RECORD OF DECISION and APPROVED RESOURCE MANAGEMENT PLAN

December 2008

BLM

Lewistown Field Office

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Establishment of the Upper Missouri River Breaks National Monument by the President of the United States of America January 17, 2001

A PROCLAMATION

The Upper Missouri River Breaks National Monument contains a spectacular array of biological, geological, and historical objects of interest. From Fort Benton upstream into the Charles M. Russell National Wildlife Refuge, the monument spans 149 miles of the Upper Missouri River, the adjacent Breaks country, and portions of Arrow Creek, Antelope Creek, and the Judith River. The area has remained largely unchanged in the nearly 200 years since Meriwether Lewis and William Clark traveled through it on their epic journey. In 1976, the Congress designated the Missouri River segment and corridor in this area a National Wild and Scenic River (Public Law 94-486, 90 Stat. 2327). The monument also encompasses segments of the Lewis and Clark National Historic Trail, the Nez Perce National Historic Trail, and the Cow Creek Island Area of Critical Environmental Concern.

Lewis and Clark first encountered the Breaks country of the monument on their westward leg. In his journal, Clark described the abundant wildlife of the area, including mule deer, elk, and antelope, and on April 29, 1805, the Lewis and Clark expedition recorded the first big horn sheep observation by non-Indians in North America. Lewis' description of the magnificent White Cliffs area on the western side of the monument is especially vivid, and not just for his sometimes colorful spellings:

> "The hills and river Clifts which we passed today exhibit a most romantic appearance.... The bluffs of the river rise to hight of from 2 to 300 feet and in most places nearly perpendicular; they are formed of remarkable white sandstone which is sufficiently soft to give way readily to the impression of water...
>
> "The water in the course of time ... has trickled down the soft sand clifts and woarn it into a thousand grotesque figures, which with the help of a little immagination and an oblique view, at a distance are made to represent eligant ranges of lofty freestone buildings, having their parapets well stocked with statuary; collumns of various sculptures both grooved and plain, are also seen supporting long galleries in front of these buildings; in other places on a much nearer approach and with the help of less immagination we see the remains or ruins of eligant buildings; some collumns standing and almost entire with their pedestals and capitals; others retaining their pedestals but deprived by time or accident of their capitals, some lying prostrate an broken othe[r]s in the form of vast pyramids of conic structure bearing a serees of other pyramids on their tops...
>
> "As we passed on it seemed as if those seens of visionary inchantment would never have and [an] end; for here it is too that nature presents to the view of the traveler vast ranges of walls of tolerable workmanship, so perfect indeed are those walls that I should have thought that nature had attempted here to rival the human art of masonry..."

The monument is covered with sedimentary rocks deposited in shallow seas that covered central and eastern Montana during the Cretaceous period. Glaciers, volcanic activity, and erosion have since folded, faulted, uplifted, and sculpted the landscape to the majestic form it takes today.

The area remains remote and nearly as undeveloped as it was in 1805. Many of the biological objects described in Lewis' and Clark's journals continue to make the monument their home. The monument boasts the most viable elk herd in Montana and one of the premier big horn sheep herds in the continental United States. It contains essential winter range for sage grouse as well as habitat for prairie dogs. Lewis sent Jefferson a prairie dog specimen which was, as Lewis noted at the time, "new to science." Abundant plant life along the River and across the Breaks country supports this wildlife. The lower reach of the Judith River, just above its confluence with the Missouri, contains one of the few remaining fully functioning cottonwood gallery forest ecosystems on the Northern Plains. Arrow Creek, originally called Slaughter River by Lewis and Clark, contains the largest concentration of antelope and mule deer in the monument as well as important spawning habitat for the endangered pallid sturgeon. An undammed tributary to the Missouri River, Arrow Creek is a critical seed source for cottonwood trees for the flood plain along the Missouri.

The cliff faces in the monument provide perching and nesting habitat for many raptors, including the sparrow hawk, ferruginous hawk, peregrine falcon, prairie falcon, and golden eagle. Several pairs of bald eagles nest along the River in the monument and many others visit during the late fall and early winter. Shoreline areas provide habitat for great blue heron, pelican, and a wide variety of waterfowl. The River and its tributaries in the monument host forty-eight fish species, including goldeye, drum, sauger, walleye, northern pike, channel catfish, and small mouth buffalo. The monument has one of the six remaining paddlefish populations in the United States. The River also supports the blue sucker, shovel nose sturgeon, sicklefin, sturgeon chub, and the endangered pallid sturgeon.

The Bullwacker area of the monument contains some of the wildest country on all the Great Plains, as well as important wildlife habitat. During the stress-inducing winter months, mule deer and elk move up to the area from the river, and antelope and sage grouse move down to the area from the benchlands. The heads of the coulees and breaks also contain archeological and historical sites, from teepee rings and remnants of historic trails to abandoned homesteads and lookout sites used by Meriwether Lewis.

Long before the time of Lewis and Clark, the area was inhabited by numerous native tribes, including the Blackfeet, Assiniboin, Gros Ventre (Atsina), Crow, Plains Cree, and Plains Ojibwa. The confluence of the Judith and Missouri Rivers was the setting for important peace councils in 1846 and 1855. In 1877, the Nez Perce crossed the Missouri and entered the Breaks country in their attempt to escape to Canada. The Cow Island Skirmish occurred in the Breaks and was the last encounter prior to the Nez Perce surrender to the U.S. Army at the Battle of Bear Paw just north of the monument. Pioneers and the Army followed Lewis

continued on inside back cover

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TAKE PRIDE IN AMERICA

In Reply To:
1616

December 2008

Dear Reader:

I am pleased to announce that, after several years of hard work and collaborative efforts, the Upper Missouri River Breaks National Monument Approved Resource Management Plan (Approved Plan) is complete. This document will provide guidance for the management of about 375,000 acres of BLM land in northcentral Montana and about 396,000 acres of federal minerals.

The Approved Plan is nearly identical to the Proposed Plan (Alternative F) presented in the 2008 Proposed Resource Management Plan and Final Environmental Impact Statement (Proposed RMP/Final EIS). The Approved Plan emphasizes protection and restoration of the natural resources while still providing for resource use and enjoyment. Where appropriate, it proposes a combination of management actions including allowing natural processes to continue, applying more treatment methods to achieve a natural range of native plant associations, and protecting the remote settings that currently exist in the Monument. All decisions in the Approved Plan must meet the purpose of the Monument and comply with the Proclamation.

The BLM received 46 protest letters during the 30-day protest period provided for the Proposed RMP/Final EIS in accordance with 43 CFR 1610.5-2. The BLM Director addressed all protests without making significant changes to the Proposed RMP although minor adjustments, corrections, and clarifications were made, as identified in the Modifications and Clarifications section of the Record of Decision (ROD).

The EIS supporting this planning process included the necessary site-specific planning and National Environmental Policy Act (NEPA) analysis to move forward with five specific implementation decisions:

- All road designations (roads designated as open and closed)
- All backcountry airstrip designations (airstrips designated as open and closed)
- The group size for boaters (20) launching from Coal Banks or Judith Landing from June 15 to August 1
- The 2-night camping limit at Level 2 sites from June 15 to August 1
- Motorized watercraft restrictions on the Upper Missouri National Wild and Scenic River

This ROD constitutes the final decision of the authorized officer for the five specific implementation decisions discussed above. They are now appealable for 30 days following publication of the Notice of Availability of the ROD in the Federal Register. These decisions are further described in the section Decisions Subject to a Separate Appeals Process in the ROD.

Copies of the BLM ROD and the Approved Plan are available on the BLM website at http://www.blm.gov/mt, or can be obtained by requesting a copy in person, by telephone, or by writing to the following address:

Lewistown Field Office
Bureau of Land Management
920 NE Main Street
P.O. Box 1160
Lewistown, MT 59457
(406) 538-1900

The BLM is pleased to provide this copy of the ROD and Approved Plan for your reference. We greatly appreciate all who contributed to the completion of this Approved Plan, including the State of Montana, Blaine County, Chouteau County, Fergus County, and Phillips County who were our cooperating agencies on this plan over the years, as well as the Central Montana Resource Advisory Council. We also appreciate the extensive public involvement during this time by groups, organizations, and individuals. Your interest is appreciated. I hope your involvement will continue as we move forward to implement and monitor the plan and manage the public land in the Upper Missouri River Breaks National Monument.

Sincerely,

Gene R. Terland
State Director

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

RECORD OF DECISION
and
APPROVED RESOURCE MANAGEMENT PLAN

December 2008

Prepared by:

U.S. Department of the Interior
Bureau of Land Management
Lewistown Field Office
Lewistown, Montana

Cooperating Agencies:

State of Montana
Blaine County
Chouteau County
Fergus County
Phillips County

ACRONYMS

ACEC	Area of Critical Environmental Concern
ANS	Aquatic Nuisance Species
APD	Application for Permit to Drill
APHIS	Animal and Plant Health Inspection Service
API	American Petroleum Institute
APLIC	Avian Power Line Interaction Committee
ARM	Administrative Rules of Montana
ATV	All-Terrain Vehicle
AUM	Animal Unit Month
BACT	Best Available Control Technology
BCF	Billion Cubic Feet
BLM	Bureau of Land Management
BMP	Best Management Practice
BOR	Bureau of Reclamation
CA	Communitization Agreement
CFR	Code of Federal Regulations
CMR	Charles M. Russell National Wildlife Refuge
COE	U.S. Army Corps of Engineers
DEQ	Montana Department of Environmental Quality
DFC	Desired Future Condition
DOI	Department of the Interior
EA	Environmental Assessment
EIS	Environmental Impact Statement
EO	Executive Order
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FAA	Federal Aviation Administration
FIMMS	Facilities Inventory and Maintenance Management System
FLPMA	Federal Land Policy and Management Act
FLREA	Federal Lands Recreation Enhancement Act
FMU	Fire Management Unit
FRCC	Fire Regime and Condition Class
FY	Fiscal Year
GPM	Gallons per Minute
IMP	Interim Management Policy
ITRR	University of Montana Institute for Tourism and Recreation Research
MFWP	Montana Fish, Wildlife and Parks
MOA	Military Operations Area
MWA	Montana Wilderness Association
NAGPRA	Native American Graves Protection and Repatriation Act
NAICS	North American Industrial Classification System
NASIS	National Soils Information System
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NLCS	National Landscape Conservation System
NRCS	Natural Resources Conservation Service
NSHT	National Scenic and Historic Trails
OHV	Off-Highway Vehicle
ORV	Outstandingly Remarkable Value
PA	Participating Area
PFC	Proper Functioning Condition

PILT	Payments in Lieu of Taxes
PL	Public Law
PSD	Prevention of Significant Deterioration
PWC	Personal Watercraft
R&PP	Recreation and Public Purposes Act
RAC	Resource Advisory Council
RAW	Remote Automated Weather
RFD	Reasonable Foreseeable Development
RMA	Recreation Management Area
RMP	Resource Management Plan
ROD	Record of Decision
ROW	Right-of-Way
RTIC	Montana Revenue and Transportation Interim Committee
SMU	Soil Mapping Unit
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
SSA	Soil Survey Area
SSURGO	Soil Survey Geographic
TCP	Traditional Cultural Property
TDS	Total Dissolved Solids
TMDL	Total Maximum Daily Load
UMNWSR	Upper Missouri National Wild and Scenic River
UMRBNM	Upper Missouri River Breaks National Monument
USC	United States Code
USDA	U.S. Department of Agriculture
USDI	U.S. Department of the Interior
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
VRM	Visual Resource Management
WEG	Wind Erodibility Group
WEM	Waiver, Exception or Modification
WSA	Wilderness Study Area

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Upper Missouri River Breaks National Monument Record of Decision

Introduction

The Lewistown Field Office of the Bureau of Land Management (BLM) prepared this Record of Decision (ROD) on the Proposed Resource Management Plan and Final Environmental Impact Statement (Proposed RMP/Final EIS) for the Upper Missouri River Breaks National Monument (Monument). The Proposed RMP/Final EIS was published in January 2008.

The Monument was established on January 17, 2001, when President Clinton issued a Proclamation under the provisions of the Antiquities Act of 1906. The Proclamation states that the Monument contains many natural resources on BLM land in the Missouri Breaks. From Fort Benton downstream to the James Kipp Recreation Area, the Monument includes 149 miles of the Upper Missouri National Wild and Scenic River, the adjacent Breaks country, and portions of Arrow Creek, Antelope Creek, and the Judith River. The Monument also includes six wilderness study areas, the Cow Creek Area of Critical Environmental Concern (ACEC), and segments of the Lewis and Clark National Historic Trail and the Nez Perce National Historic Trail.

The Monument includes about 375,000 acres of BLM land in northcentral Montana in Blaine, Chouteau, Fergus and Phillips counties. This planning area is shown in Figure 1. The Monument also includes about 396,000 acres of federal minerals. The Monument generally corresponds with the Upper Missouri National Wild and Scenic River from Fort Benton downstream to approximately Arrow Creek, where the Monument begins to widen from 5 to 16 miles on either side of the Missouri River downstream to the Charles M. Russell National Wildlife Refuge. Approximately 80,000 acres of private land and 39,000 acres of state land are intermingled with the Monument. The BLM has no jurisdiction over private or state land and minerals, and those lands and minerals are not part of the Monument.

This ROD provides a summary of protests received on the Proposed RMP/Final EIS and modifications or clarifications made in response to protests; a brief summary of the decisions made and other alternatives considered (including a description of the environmentally preferable alternative); management considerations and rationale for the decisions; and an overview of public involvement in the planning process.

Protest Review Results

The BLM received 46 protest letters during the 30-day protest period provided for the Proposed RMP/ Final EIS in accordance with 43 CFR 1610.5-2.

Some protesting parties voiced their concern over the protection of resources and objects in the Monument. Some concerns were very general, while other concerns were over specific resources and their protection such as the Wild and Scenic River, Cow Creek ACEC, or the wilderness study areas. Some protesting parties voiced their concern about the impacts of a particular activity on specific resources such as the impacts of natural gas development on wildlife. Other protesting parties were concerned about the impacts on resource uses and the effects on the economic and social conditions in the area. Some protesting parties were concerned that the proposed plan did not meet the intent of the Proclamation including decisions on livestock grazing, oil and gas development, motorized use on the river, and maintaining wilderness characteristics. A number of protesting parties voiced their concern over the data and/or the analysis techniques used.

The BLM Director addressed all protests without making significant changes to the Proposed RMP although minor adjustments, corrections, and clarifications were made, as identified in the Modifications and Clarifications section below.

The Decision

The decision of the BLM is to approve the attached document as the Approved Resource Management Plan (Approved Plan) for the Monument. The Approved Plan replaces relevant decisions in the West HiLine RMP, Judith-Valley-Phillips RMP, Upper Missouri National Wild and Scenic River Management Plan Update, and the State Director's Interim Guidance for Managing the Monument. The management decisions are contained in Chapter 2 of the Approved Plan.

The Approved Plan was prepared under the authorities of the Federal Land Policy and Management Act (FLPMA) of 1976 in accordance with BLM planning regulations at 43 CFR Part 1600 and the National Environmental Policy Act (NEPA) of 1969. The Approved Plan is nearly identical to the Proposed Plan (Alternative F) presented in the 2008 Proposed RMP/Final EIS. Management decisions and guidance for the Monument are presented in the Approved Plan attached to this ROD. All decisions covered by the ROD are either land use planning decisions that were protestable under the planning regulations (43 CFR Part 1610), or implementation decisions that are now appealable under the regulations discussed in the Implementation Decisions section and the Decisions Subject to a Separate Appeals Process section below.

The Approved Plan emphasizes protection and restoration of the natural resources while still providing for resource use and enjoyment. Where appropriate, it proposes a combination of management actions including allowing natural processes to continue, applying more treatment methods to achieve a natural range of native plant associations, and protecting the remote settings that currently exist in the Monument. All decisions in the Approved Plan must meet the purpose of the Monument and comply with the Proclamation.

Overview of the Alternatives

The six alternatives addressed in the Proposed RMP/Final EIS provided a reasonable range of management options to resolve the issues identified for the Monument. The alternatives ranged from more-intensive to less-intensive management.

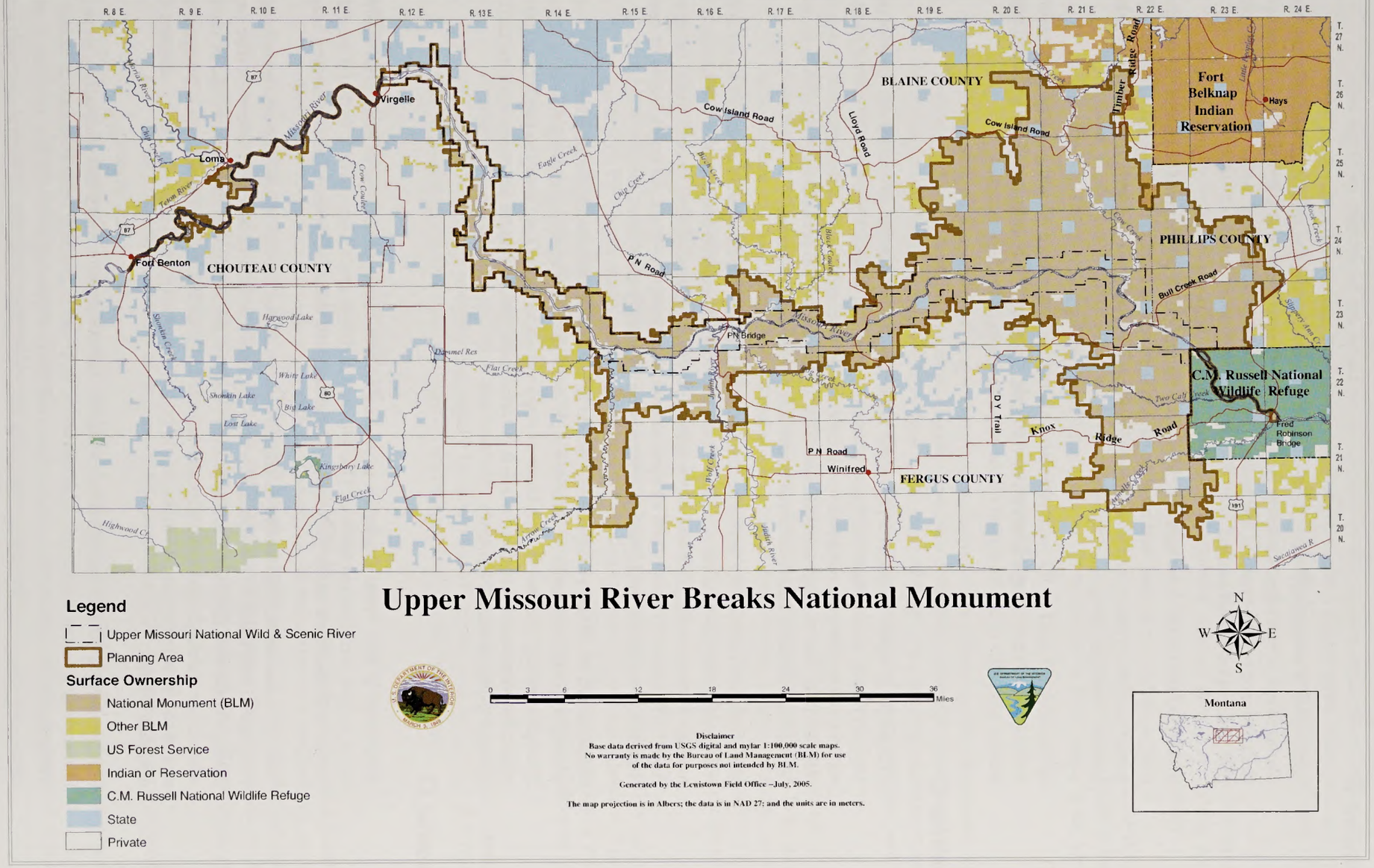
The following brief descriptions give an overview of the alternatives developed and some of the unique aspects of each.

Alternative A (Current Management)

Alternative A would emphasize continuing the management governed by the West HiLine RMP (BLM 1988, 1992a), Judith-Valley-Phillips RMP (BLM 1994a), Upper Missouri National Wild and Scenic River Management Plan Update (BLM 1993) and the State Director's Interim Guidance for Managing the Monument (BLM 2001a) to the extent these plans are consistent with the Proclamation. This is the "no action" alternative that would create no change from the current management direction.

Motorized use on the river would continue with the seasonal limitations on upstream travel and a no-wake speed restriction in the wild and scenic segments of the Upper Missouri National Wild and Scenic River (UMNWSR). The number of boaters on the river would not be limited, and no allocation system would be developed. About 524 miles of roads would be open to motorized travel yearlong, 68 miles would be open seasonally, and 10 backcountry airstrips would remain open.

Current stipulations would apply to the 12 West HiLine oil and gas leases, and conditions of approval for applications to drill natural gas wells would be developed and considered on a case-by-case basis



ROD Figure 1
Planning Area

during the permitting process on all 43 oil and gas leases. It is foreseeable that 35 wells could be drilled on these leases in the Monument.

Alternative B

Alternative B would emphasize more intensive recreation and transportation management. Resource management would allow camping facilities and interpretive sites at varying levels to enable visitors to experience both the natural and historic benefits of this Monument, while ensuring that resource protection is not compromised.

Motorized use on the river would be allowed yearlong on all segments. The number of boaters on the river would not be limited, and no allocation system would be developed. About 477 miles of roads would be open to motorized travel yearlong, 96 miles would be open seasonally, and 10 backcountry airstrips would be designated open.

Alternative B would be the least restrictive alternative concerning oil and gas activity. Reasonable conditions of approval would protect the objects for which the Monument was designated and 44 natural gas wells could be drilled on the existing leases in the Monument.

Alternative C

Alternative C would emphasize providing visitors with opportunities to experience the Monument. This alternative is distinguished from Alternative B in that it would more readily identify and accommodate changing conditions over time through the application of management decisions responsive to these changing conditions. This alternative would provide more flexibility to respond to increasing visitation and risks to resources that could occur over time.

Motorized use on the river would be allowed with seasonal limitations on upstream travel and a no-wake speed restriction in the wild and scenic segments. Standards and indicators would be used to manage boaters on the river and impacts to resources, and no allocation system would be developed. About 439 miles of roads would be open to motorized travel yearlong, 95 miles would be open seasonally, and seven backcountry airstrips would be designated open.

Management of oil and gas operations would be more restrictive under this alternative, allowing less activity to occur than under Alternatives A, B and F. Existing lease stipulations would be strengthened by implementing reasonable conditions of approval under BLM's authority to protect the objects for which the Monument was designated. It is foreseeable that 28 natural gas wells could be drilled on the existing leases in the Monument.

Alternative D

Alternative D also would emphasize providing visitors with opportunities to experience the Monument, but in a more self-directed fashion. This alternative differs from Alternative C in that it would limit certain activities now rather than applying management decisions responsive to changing conditions.

Motorized use on the river would be allowed with seasonal limitations on upstream travel and a no-wake speed restriction in the wild and scenic segments. Standards and indicators would be used to manage boaters on the river and impacts to resources, and an allocation system would be developed when those standards and indicators are exceeded. About 292 miles of roads would be open to motorized travel yearlong, 44 miles would be open seasonally, and six backcountry airstrips would be designated open.

Management of oil and gas operations would be more restrictive under this alternative, allowing less activity to occur than under Alternatives A, B, C and F. Existing lease stipulations would be strengthened by implementing reasonable conditions of approval under BLM's authority to protect the objects for which the Monument was designated. It is foreseeable that 13 natural gas wells could be drilled on the existing leases in the Monument.

Alternatives E and E_{NL}

Alternative E would emphasize the natural condition and place the most limitations on visitors and other activities. Motorized use would not be allowed on any segment of the river. An allocation system would be developed to manage boaters on the river and impacts to resources. About 103 miles of roads would be open to motorized travel yearlong, 4 miles would be open seasonally, and no backcountry airstrips would be designated open.

Management of oil and gas operations would be most restrictive under this alternative, allowing no activity to occur on the existing leases within the Monument. Surface disturbance would not be allowed on the 12 West HiLine oil and gas leases or the other 31 existing oil and gas leases.

This alternative would also consider the environmental effects of not leasing the 12 West HiLine leases, or the No Lease Alternative; a sub-alternative identified as Alternative ENL. Under Alternatives E and ENL it is foreseeable that no natural gas wells would be drilled on these leases in the Monument.

Alternative F (Preferred Alternative), the Approved Plan

Alternative F emphasizes providing visitors with opportunities to experience the Monument. This alternative readily identifies and accommodates changing conditions over time through the application of management decisions responsive to these changing conditions. Through implementation and monitoring this alternative provides more opportunities to respond to increasing visitation and risks to resources that could occur over time.

Motorized use on the river will be allowed with seasonal limitations on upstream travel and a seasonal no-wake speed restriction in the wild and scenic segments of the UMNWSR from June 15 to September 15. In addition, the wild and scenic segment from Holmes Council Island to the Fred Robinson Bridge will be restricted to non-motorized watercraft from June 15 to September 15 on Sunday through Wednesday. Standards and indicators will be used to manage boaters on the river and impacts to resources and no allocation system will be developed.

About 293 miles of roads will be open to motorized travel yearlong and 111 miles will be open seasonally. Five backcountry airstrips will be designated open yearlong and one airstrip will be open seasonally. Seasonal restrictions include 81 miles closed for wildlife habitat security during the fall hunting season, although these roads will be available for big game retrieval from 10:00 a.m. to 2:00 p.m.

Existing lease stipulations will be strengthened by implementing reasonable conditions of approval under BLM's authority to protect the objects for which the Monument was designated. It is foreseeable that 34 natural gas wells could be drilled on the existing leases in the Monument.

Environmentally Preferable Alternative

Alternative F, the Approved Plan, is considered by the BLM to be the environmentally preferable alternative when taking into consideration the human (social and economic) environment as well as the natural environment. The U.S. Council on Environmental Quality (CEQ) has defined the environmentally preferable alternative as the alternative that will promote the national environmental policy as expressed in Section 101 of NEPA. The six broad policy goals for all federal plans, programs, and policies are listed below:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.
2. Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings.
3. Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences.

4. Preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment that supports diversity and variety of individual choice.
5. Achieve a balance between population and resource use, which will permit high standards of living and a wide sharing of life's amenities.
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

In comparison with the other alternatives analyzed, Alternative F best meets the above NEPA goals for the future management of the Monument. It provides a high level of protection of natural resources, while providing for a wide range of beneficial uses of the environment.

Alternative A (Current Management) would have allowed visitor use to increase unchecked, thereby causing potential impacts on the visitor experience and resource conditions. For these reasons, Alternative A was not preferable from an environmental perspective.

Alternative B represented the alternative with the most "hands-on" management, maximum human use/influence, the most motorized recreation opportunities, and the fewest acres managed to maintain remote or scenic characteristics. This alternative proposed extensive proactive restoration of species, which meant fewer acres restored via natural means, which would lead to more alterations to the landscape. Alternative B provided a high range of visitor access and recreation opportunities, but fewer opportunities for primitive and remote experiences. For these reasons, Alternative B did not achieve the balance between resource protection and resource use that permitted enhancement of resource conditions and visitor experiences.

Alternatives C and D represented a better balance of visitor use and resource conditions, but did not recognize the unique nature of the Monument in terms of its accessibility and opportunities to provide a range of appropriate recreational experiences to Monument visitors. This alternative did not attain the widest range of beneficial uses of the environment without degradation.

Alternative E represented the alternative with the most "hands off" management. It had the fewest miles of access and designated roads, and the most acres of lands managed to maintain remote or scenic characteristics. Although this alternative was the most "natural" management alternative, it did not provide for proactive visitor or resource management. Consequently, Alternative E was not selected as the environmentally preferable alternative because it did not achieve a balance between visitor use/access and protection of resources, nor did it involve restoration of natural processes and conditions.

Alternative F (the Preferred Alternative and now the Approved Plan) takes the best components of each of the other five alternatives described above to ensure protection of Monument resources and values while providing a wide range of beneficial uses. This alternative acknowledges that the more isolated areas of the Monument will be managed to preserve their remote and scenic characteristics. At the same time, it provides appropriate access to areas of use and along major travel corridors to ensure that a range of appropriate outdoor recreation is available. Overall, Alternative F best meets the requirements of Section 101 of NEPA and was thus selected as the environmentally preferable alternative. The Approved Plan provides overall direction for management of all resources in the Monument.

Land Use Plan Decisions, Implementation Decisions, and Administrative Actions

Many land use plan decisions are implemented or become effective upon publication of the ROD for the Approved Plan and may include desired future conditions, land use allocations (allowable uses) or management actions. Land use plan decisions represent the desired outcomes and the actions needed to achieve them. Such decisions are attained using the planning process found in 43 CFR 1600 and guide future land management actions and subsequent site-specific implementation decisions. When presented to the public as proposed decisions, land use plan decisions can be protested to the BLM Director; however, they are not appealable to the Interior Board of Land Appeals (IBLA).

Implementation decisions are management actions that require additional site-specific project planning, as funding becomes available, and will require further environmental analysis. However, some implementation decisions (e.g., road designations) are finalized with this ROD and thus require no further environmental analysis.

Administrative actions are not land use planning or implementation decisions, but are a key component of the overall Approved Plan because they describe the BLM's day-to-day actions to help meet desired future conditions. Brief descriptions of the types of decisions are presented below.

Land Use Plan Decisions

Desired Future Conditions

Land use plans express desired future conditions or desired outcomes in terms of specific goals, standards, and objectives for resources and/or uses. Desired future conditions include legal mandates, numerous regulatory responsibilities, national policy, BLM guidance, and other resource or social needs. Land use plans are designed to most effectively meet these desired future conditions through land use allocations or management actions.

Land Use Allocations

Land use allocations identify lands where uses are allowed, including any restrictions needed to meet goals and objectives. Areas may be identified to exclude specific uses in order to protect resource values. Land use allocations have geographic boundaries and are sometimes represented by polygons on the maps in Chapter 2 of the Approved Plan. It is common for specific resource or use allocations to overlap with other resource or use allocations.

Management Actions

Management actions include stipulations, guidelines, best management practices, and design features that help guide day-to-day activities on BLM land to meet desired future conditions. Management actions are categorized as actions to achieve desired outcomes, including actions to maintain, restore, or improve land health.

Implementation Decisions

Implementation decisions (or activity level decisions) are management actions to implement land use plan decisions. Implementation decisions generally constitute the BLM's final approval allowing on-the-ground actions to proceed and require appropriate site-specific planning and NEPA analysis. Such decisions may be part of a land use plan, incorporated into implementation plans (watershed plans and activity or project plans), or may exist as stand-alone decisions.

Unlike land use plan decisions, implementation decisions are not subject to protest under the planning regulations. Instead, implementation decisions are subject to various administrative remedies, specifically appeals to the Interior Board of Land Appeals (IBLA) (in this case under 43 CFR 4.410) after a final decision is made. Implementation decisions are not appealable at this time, unless the supporting site-specific planning and NEPA analysis is part of the land use planning process.

The EIS supporting this planning process included the necessary site-specific planning and NEPA analysis to move forward with five specific implementation decisions. These are further described in the section Decisions Subject to a Separate Appeals Process.

Administrative Actions

Administrative actions are day-to-day activities conducted by the BLM, often required by FLPMA, but do not require NEPA analysis or a written decision by a responsible official to be accomplished.

Examples of administrative actions include mapping, surveying, inventorying, monitoring, and scientific research and studies. Although the BLM's intent and commitment to accomplish administrative actions is generally addressed in EIS or environmental assessment (EA) level documents, such activities are not management decisions at either the land use plan or implementation level.

Decisions Subject to a Separate Appeals Process

For the five implementing decisions described below, the EIS supporting this planning process included the necessary site-specific planning and NEPA analysis to move forward with these decisions. This ROD constitutes the final decision of the authorized officer for the five specific implementation decisions. They will be appealable for 30 days following publication of the Notice of Availability in the *Federal Register*.

BLM Road System – Roads in the Monument will be designated open yearlong (293 miles), open seasonally (111 miles), or closed (201 miles).

Aviation – Six airstrips (selected to avoid clusters) will remain open for private aircraft (planes, helicopters, hot air balloons, or ultralights) to provide opportunities for recreational backcountry activities such as camping, hiking, and sightseeing. The landing of aircraft will only be allowed on these airstrips. The six airstrips are Black Butte North, Bullwhacker, Cow Creek, Knox Ridge, Left Coulee, and Woodhawk. Five of the airstrips will be open yearlong while the Woodhawk airstrip will be restricted seasonally to provide wildlife habitat security during the fall hunting season (September 1 to November 30).

Opportunities for Boaters – From June 15 to August 1 at Coal Banks Landing and Judith Landing, groups larger than 20 people may only launch on Wednesday, Thursday or Friday. Groups larger than 30 people will require a special recreation permit, year round, for boating the Missouri River.

Camping Facilities – The BLM will implement a 2-night limit at Level 2 campsites from June 15 to August 1.

Motorized Watercraft – The recreation segments of the UMNWSR will be open to motorized watercraft year round except personal watercraft and floatplanes will only be allowed on river miles 0 to 3 near Fort Benton.

The wild segment from Pilot Rock to Deadman Rapids will have a seasonal restriction from June 15 to September 15 with downstream travel only at a no-wake speed. Personal watercraft and floatplanes will not be allowed on this segment of the river yearlong.

The wild and scenic segments from Holmes Council Island to Fred Robinson Bridge will have a seasonal restriction from June 15 to September 15. Motorized watercraft traveling downstream at a no-wake speed will be allowed on Thursdays through Saturdays. On Sundays through Wednesdays motorized watercraft travel will not be allowed. Personal watercraft and floatplanes will not be allowed on this segment of the river yearlong.

Appeal Procedures

Any party adversely affected by these five decisions may appeal within 30 days of publication of the Notice of Availability of the ROD in the *Federal Register* pursuant to 43 CFR, Part 4, Subpart E. The appeal should state the specific road, airstrip, and/or river segment, as identified in the ROD, on which the decision is being appealed. The appeal must include a statement of reasons or a separate statement of reasons must be filed within 30 days of filing the appeal. The appeal must state if a stay of the decision is being requested in accordance with 43 CFR 4.21 and must be filed with the Lewistown Field Manager at the following address:

Lewistown Field Office
Bureau of Land Management
920 NE Main Street
P.O. Box 1160
Lewistown, MT 59457

A copy of the appeal, statement of reasons, and all other supporting documents shall be sent to the Regional Solicitor at the following address:

USDI Field Solicitor's Office
P.O. Box 31394
Billings, MT 59107-1394

If the statement of reasons is filed separately, it must be sent to the following address:

USDI Office of Hearings and Appeals
Interior Board of Land Appeals
801 N. Quincy Street, MS 300-QC
Arlington, VA 22203

It is suggested that any appeal be sent certified mail, return receipt requested.

Request for Stay

Any party wishing to file a request for stay pending the outcome of an appeal of one or more implementation decisions must show sufficient justification based on the following standards under 43 CFR 4.21:

- The relative harm to the party if the stay is granted or denied
- The likelihood of the appellant's success on the merits of the stay
- The likelihood of immediate and irreparable harm if the stay is not granted
- Whether the public interest favors granting the stay

As noted above, the request for stay must be filed with the Lewistown Field Manager at the address listed above.

Modifications and Clarifications

Modifications and clarifications were made to the Approved Plan based on the review and resolution of the protest letters, as well as from internal review by the BLM. The modifications or clarifications to the decisions based on the protests are provided below.

Modifications

The Wilderness Society protested that the Proposed RMP was in violation of the Proclamation by allowing the collection of fossil objects; the Western Environmental Law Center protested that the BLM was failing to manage the Monument in accordance with the Proclamation by allowing personal collection of petrified wood and common invertebrate fossils; and Dennis Tighe protested that the personal collection of plant material, common invertebrate fossils, and petrified wood should be prohibited because it is contrary to the Proclamation. Through the protest review, the Assistant Director for Renewable Resources and Planning determined the Proposed RMP, as written, did not follow the Proclamation's direction regarding collection of fossil objects, petrified wood, and plant material. The prohibition of the personal collection of plant material, common invertebrate fossils, and petrified wood would be noted in the ROD.

In order to comply with the Proclamation, which does not allow for the disposition of federal lands and interests in lands within the Monument under the public land laws, the following revisions are made in the Approved Plan regarding Collection:

The personal collection of common invertebrate fossils and petrified wood will not be allowed.

The personal collection of plant material (e.g., vegetation, seeds and berries) will not be allowed, except as provided for under the Native American Religious Freedom Act of 1978.

Clarifications

The Western Environmental Law Center protested that the Proposed RMP failed to comply with the Federal Land Policy and Management Act by not making existing ACEC protection a priority; and Glenn Monahan protested that the Proposed RMP did not provide special management for the ACEC. Through the protest review, the Assistant Director for Renewable Resources and Planning determined that the ROD would continue the designation of the Cow Creek ACEC. The Approved Plan is clarified regarding the continued designation of the Cow Creek area as an ACEC, the reasons for the ACEC, the special management associated with the ACEC, and the relationship to the Cow Creek Wilderness Study Area.

The Wilderness Society protested that the terminology for road classification and the methodology used by the BLM to set maintenance levels provided in the Proposed RMP did not take into consideration the most current agency policy and guidelines (WO IM 2006-173). Through the protest review, the Assistant Director for Renewable Resources and Planning determined that the ROD would clarify the terminology change.

The BLM will comply with Washington Office IM No. 2006-173 that established Bureau policy for the use of terms and definitions associated with the management of transportation-related linear features, including standard terms used for defining roads, primitive roads, and trails based on the Roads and Trails Terminology Report (Technical Note 422) and a recommendation to change maintenance levels to maintenance intensities along with new levels (Level 0 to Level 5). The change in terminology and maintenance intensity levels does not change the road designations in the Approved Plan. The Lewistown Field Office will comply with this IM through implementation of the Approved Plan. The figures below show the comparison between the previous and revised terminology and the previous and revised maintenance levels.

Road Terminology

The previous BLM road terminology classified roads as collector, local, and resource roads. The revised terminology defines linear routes as roads, primitive roads, and trails. All collector and local roads will be defined as "roads" under the revised terminology and some resource roads will also be defined as "roads" (e.g., Spencer Cow Camp and Butch Camp). The remaining resource roads will be defined as primitive roads. There are no designated trails in the Monument under the previous road terminology.

Road Maintenance Levels

Roads were originally assigned to one of five maintenance levels (Level 1 to 5). For consistency across all linear features the BLM changed to six maintenance intensities (Level 0 to 5) with two reserved for possible future use. The four primary intensities allow for removal, low, medium, and high maintenance. Roads assigned a Level 1 will now be assigned to the "Level 0 Maintenance Intensity"; Level 2 will be assigned to the "Level 1 Maintenance Intensity"; and Levels 3 and 4 will be assigned to the "Level 3 Maintenance Intensity." None of the BLM roads in the Monument are assigned to Level 4 or Level 5 Maintenance Intensity.

ROD Figure 2
BLM Road Classifications and Definitions

Previous BLM Road Terminology	*Revised BLM Road Terminology*
Collector Roads – These Bureau roads normally provide primary access to large blocks of land, and connect with or are extensions of a public road system. Collector roads accommodate mixed traffic and serve many uses. They generally receive the highest volume of traffic of all the roads in the Bureau road system. User cost, safety, comfort, and travel time are primary road management considerations. Collector roads usually require application of the highest standards used by the Bureau. As a result, they have the potential for creating substantial environmental impacts and often require complex mitigation procedures.	**Road** – A linear route declared a road by the owner, managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use.
Local Roads – These Bureau roads normally serve a smaller area than collectors, and connect to collectors or a public road system. Local roads receive lower volumes, carry fewer traffic types, and generally serve fewer uses. User cost, comfort, and travel time are secondary to construction and maintenance cost considerations. Low volume local roads in mountainous terrain, where operating speed is reduced by effect of terrain, may be single-lane roads with turnouts. Environmental impacts are reduced as steeper grades, sharper curves, and lower design speeds than would be permissible on collector roads are allowable.	
Resource Roads – These Bureau roads normally are spur roads that provide point access and connect to local or collector roads. They carry very low volume and accommodate only one or two types of use. Use restrictions are applied to prevent conflicts between users needing the road and users attracted to the road. The location and design of these roads are governed by environmental compatibility and minimizing Bureau costs, with minimal consideration for user cost, comfort, or travel time. This includes two-track roads.	**Primitive Road** – A linear route managed for use by four-wheel drive or high-clearance vehicles. These routes do not normally meet any BLM road design standards.

ROD Figure 3
BLM Road Maintenance and Intensity Levels

Old Maintenance Levels	*New Maintenance Intensities*
Level 1 – This level is assigned to roads where minimum maintenance is required to protect adjacent lands and resource values. These roads are no longer needed and are closed to traffic. The objective is to remove these roads from the transportation system.	**Level 0** – Existing routes that will no longer be maintained and no longer declared a route. Routes identified as Level 0 are identified for removal from the Transportation System entirely.
Level 2 – This level is assigned to roads where the management objectives require the road to be opened for limited traffic. Typically, these roads are passable by high-clearance vehicles and include two-track roads.	**Level 1** – Routes where minimum (low intensity) maintenance is required to protect adjacent lands and resource values. These roads may be impassable for extended period of time.
	Level 2 – Reserved for possible future use.
Level 3 – This level is assigned to roads where management objectives require the road to be open seasonally or year-round for commercial, recreation, or high volume administrative access. Typically, these roads are natural or aggregate surfaced, but may include low use bituminous surfaced roads. These roads have defined cross sections with drainage structures (e.g., rolling dips, culverts, or ditches). These roads may be negotiated by passenger cars traveling at prudent speeds. User comfort and convenience are not considered a high priority. **Level 4** – This level is assigned to roads where management objectives require the road to be open all year (except may be closed or have limited access due to snow conditions) and to connect major administrative features (recreation sites, local road systems, administrative sites, etc.) to county, state, or federal roads. Typically, these roads are single or double lane, aggregate or bituminous surface, with a higher volume of commercial and recreational traffic than administrative traffic.	**Level 3** – Routes requiring moderate maintenance due to low volume use (e.g. seasonally or year-round for commercial, recreation, or administrative access). Maintenance intensities may not provide year-round access but are intended to generally provide resources appropriate to keep the route in use for the majority of the year.
	Level 4 – Reserved for possible future use.
Level 5 – This level is assigned to roads where management objectives require the road to be open all year and are the highest traffic volume roads of the transportation system. None of the BLM roads in the Monument are assigned to this category.	**Level 5** – Routes for high (maximum) maintenance due to year-round needs, high volume traffic, or significant use. Also may include routes identified through management objectives as requiring high intensities of maintenance or to be maintained open on a year-round basis.

Management Considerations for Selecting the Approved Plan

The alternatives described in the Draft RMP/EIS, in addition to the public comments and input provided throughout this planning process, were considered in preparing the Proposed Plan. The Proposed Plan (Alternative F in the Proposed RMP/Final EIS) depicted a combination of decisions from the range of alternatives considered in the Draft RMP/EIS.

The Approved Plan for managing the Monument was chosen because:

- It most effectively accomplishes the overall objectives of protecting Monument resources and values and facilitates appropriate research.
- It best addresses the diverse community and stakeholder concerns in a fair and equitable manner.
- It provides the most workable framework for future management of the Monument.

Among the attributes that led to this determination are provisions for protecting the Monument's cultural features and natural resources (archaeological, historic, paleontological, geological, and biological), while providing for diverse visitor use in a manner consistent with protecting Monument resources and values.

The Approved Plan responds to increasing demands for recreation on BLM land while adhering to FLPMA's mandate for multiple use management and sustained yield of renewable resources. The Approved Plan is very similar to the Proposed Plan (Alternative F), containing only minor modifications and clarifications stemming from protests and internal review.

The Approved Plan responds to health of the land by providing mitigating measures to manage, enhance and protect the fish and wildlife habitat and habitat for special status species, including greater sage-grouse and black-tailed prairie dogs. Vegetation will be managed to achieve a natural range of native plant communities for a wide variety of long-term benefits such as aesthetics, wildlife, recreation, and livestock grazing. If the opportunity is available, the BLM could establish reserve common allotments to offset the impacts of drought or to implement projects that could create a temporary loss of animal unit months, which would increase the opportunities for prescribed burn projects. Most of the Monument (73%) will be managed under a Visual Resource Management (VRM) Class I or Class II to protect the cultural landscape (viewshed) and the visual features, thus maintaining the remote and scenic character of the area. The six wilderness study areas (WSAs) will be managed under a VRM Class I, which will preserve the scenic quality of the areas. A wide range of fire management tools and management flexibility will be available to minimize the risk of catastrophic fires in the Monument and communities adjacent to the Monument.

The Approved Plan responds to visitor use by providing opportunities in mostly primitive and natural landscapes. This includes opportunities for bighorn sheep wildlife watching, semi-primitive motorized activities, and walk-in hunting. The BLM may authorize research activities by permit (archaeological, historical, and paleontological) but the surface collection of common invertebrate fossils, petrified wood, or plant material for personal use will not be allowed. Historic, archaeological, and geological opportunities will be enhanced by developing small, low-key interpretive signs that blend in with the surroundings to maintain a primitive and natural landscape. To provide dispersed recreation opportunities, additional Level 1 sites will only be constructed in the recreation segments of the UMNWSR, and no additional Level 2 sites will be constructed below Judith Landing in order to maintain the remote and scenic character of the wild and scenic segments. This will ensure boaters have a range of opportunities to fit their desired camping experience.

The Approved Plan provides diverse recreational opportunities, including both motorized and non-motorized watercraft opportunities on the UMNWSR. The recreation segments of the UMNWSR are open to upstream and downstream travel providing an opportunity for visitors preferring to use motorboats to recreate on the Missouri River. The lower wild and scenic segments of the UMNWSR will include both motorized and non-motorized opportunities during the summer season (June 15 to September 15). While there will be no opportunities for the use of personal watercraft (PWC) and the

landing of floatplanes on most of the UMNWSR, they will be allowed from river miles 0 to 3 near Fort Benton. However, the landing and take-off of floatplanes for safety reasons, such as avoiding inclement weather, is allowed on any segment of the UMNWSR.

The Approved Plan responds to natural gas exploration and development by implementing reasonable conditions of approval on valid existing oil and gas leases (42,805 acres) to protect the objects in the Monument while providing the economic benefits associated with natural gas to the regional economy. The conditions of approval are in addition to the oil and gas lease stipulations and will be applied to applications for permits to drill (APDs). Seismic, production and reclamation activities will include requirements to protect the objects in the Monument and maintain the remote and scenic character of the area.

The Approved Plan responds to travel management and access issues by designating roads as open yearlong (293 miles), open seasonally (111 miles), and closed (201 miles). A number of parallel and spur roads (172 miles) and some roads in areas with important wildlife habitat will be open only seasonally (102 miles) to sustain visitor experiences in a mostly primitive and natural landscape and provide a healthy ecosystem supporting plant and animal species. Six backcountry airstrips will remain open to provide access for diverse recreation opportunities while four will be closed to maintain the remote and scenic character of the area.

Mitigation Measures

Measures to avoid or minimize environmental harm were built into the Approved Plan where appropriate. All practicable means to avoid or minimize environmental harm from the alternative selected have been adopted in the Approved Plan. Many of the standard management provisions will minimize impacts when applied to activities proposed in the Monument. The Standards for Rangeland Health (BLM 1997) will be used as the base standards to assess the health of BLM land in the Monument. Best management practices will be used where applicable for a number of uses including livestock grazing, recreation management, and realty actions. Additional measures to mitigate environmental impacts may also be developed during subsequent NEPA analysis at the activity level planning and project stages.

Plan Monitoring

As the Approved Plan is implemented, the BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data or support new management techniques and scientific principles. To the extent that such new information or actions address issues covered in the Approved Plan, the BLM will integrate the data through a process called plan maintenance or updating. This process includes the use of monitoring, which is the repeated measurement of activities and conditions over time with the implied purpose to use this information to adjust management, if necessary, to achieve or maintain resource objectives. Bureau of Land Management planning regulations (43 CFR Part 1610.4-9) call for monitoring RMPs on a continual basis and establishing intervals and standards based on the sensitivity of the resource to the decisions involved. CEQ regulations implementing NEPA state that agencies may provide for monitoring to ensure that their decisions are carried out and should do so in important cases (40 CFR Part 1505.2(c)).

As part of this process, the BLM will review management actions and the Approved Plan periodically to determine whether the objectives set forth in this and other applicable planning documents are being met. Where they are not being met, the BLM will consider appropriate adjustments. Where the BLM considers taking or approving actions that would alter or not conform to overall direction of the Approved Plan, the BLM will prepare a plan amendment and environmental analysis in making its determinations through a public involvement process.

The BLM employs two types of monitoring (implementation and effectiveness), which are described below.

Implementation Monitoring

Implementation monitoring, known by some agencies as compliance monitoring, is the most basic type of monitoring and simply determines whether planned activities have been implemented in the manner prescribed by the Approved Plan. As such, implementation monitoring documents the BLM's progress toward full implementation of the land use plan decision. No specific thresholds or indicators are required for this type of monitoring, but progress towards plan implementation will be evaluated and reported at a 5-year interval from the date of approval of the Approved Plan. Aspects of effectiveness monitoring will also be addressed in the evaluation.

Effectiveness Monitoring

Effectiveness monitoring determines if the implementation of activities has achieved the desired future conditions (i.e., goals and objectives) set forth in the Approved Plan. Effectiveness monitoring asks the following question: "Was the specified activity successful in achieving the objective?" Answering this question requires knowledge of the objectives established in the Approved Plan as well as indicators that can be measured. Indicators are established by technical specialists to address specific questions and avoid collection of unnecessary data. Success is measured against the benchmark of achieving the goals and objectives (i.e., desired future conditions) established by the Approved Plan, which may include regulated standards for resources such as endangered species, air, and water. The interval between these efforts will vary by resource and the expected rate of change, but effectiveness monitoring progress will generally be reported on an annual basis. These reports will include trends and conclusions, when appropriate, and will be incorporated into the 5-year evaluation reports discussed above. Additional information on monitoring is included in Chapter 3 of the Approved Plan.

The BLM will monitor the Approved Plan to determine whether the objectives set forth in this document are being met and whether applying the land use plan direction is effective. If monitoring shows land use plan actions or best management practices are not effective, the BLM may modify or adjust management without amending or revising the Approved Plan as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed. Where the BLM considers taking or approving actions that will alter or not conform to overall direction of the Approved Plan, the BLM will prepare a plan amendment or revision and environmental analysis of appropriate scope.

Implementation of the Management Plan

Implementation of the Approved Plan will occur in accordance with the implementation framework described in Chapter 3 of the attached Approved Plan. Some decisions in the Approved Plan require immediate action and will be implemented upon publication of the ROD and Approved Plan. Other decisions will be implemented over a period of years. The rate of implementation is tied, in part, to BLM's budgeting process. The BLM will continue to involve and collaborate with the public during implementation of the Approved Plan.

Consistency Review

The Montana Governor's Office was provided a 60-day consistency review of the Proposed Plan/ Final EIS, which was initiated in February 2008 in accordance with planning regulations at 43 CFR Part 1610.3-2(e). The Governor of the State of Montana, in his letter dated March 31, 2008, recommended six changes to the plan but did not identify any inconsistencies between the Proposed RMP and officially approved or adopted state or local plans, policies, and/or programs. All of the recommendations were considered previously in the public process and development of the Proposed RMP.

Consistency of the Proposed Plan with other local, state, tribal, and federal plans and policies was also considered during the planning process. The Approved Plan is consistent with plans and policies of the BLM, other federal agencies, state and local governments, and Indian tribes to the extent that the guidance and local plans are also consistent with the purposes, policies, and programs of federal law and regulation applicable to BLM land.

Public Involvement

The planning process was initiated when the BLM published the Notice of Intent (NOI) to prepare an EIS on the resource management plan for the Monument in the *Federal Register* on April 24, 2002. The BLM hosted a series of public open houses and workshops in 2002 and 2003 to solicit public comment on the scoping issues and preliminary alternatives for the Draft RMP/EIS. The Notice of Availability (NOA) of the Draft RMP/EIS was published on October 28, 2005. Another series of open house meetings was held to solicit public comment on the Draft RMP/EIS in 2006. Originally the comment period was to close on January 26, 2006. The BLM received several requests for extending the comment period, which was extended for an additional 90 days. The public comment period closed on April 26, 2006. The NOA for the Proposed Plan/Final EIS was published on February 1, 2008, which opened the 30-day public protest period.

The BLM is committed to providing opportunities for meaningful public participation in the planning process. Throughout the preparation of the Approved Plan, the BLM maintained an extensive public participation process aimed at providing frequent opportunities for interaction with the public through a variety of media. The general public, representatives of tribal government, organizations, public interest groups, and federal, state, and local government agencies were invited to participate throughout the planning process. This participation included review of proposed planning criteria, issues, preliminary alternatives, the Draft RMP/EIS, and the Proposed Plan/Final EIS. These groups and individuals were kept informed through public meetings; newsletter; BLM website information; *Federal Register* notices; and distribution of the Draft RMP/EIS and the Proposed Plan/Final EIS. The BLM responded to comment letters on the Draft RMP/EIS and considered public comment when preparing the Proposed Plan/Final EIS. The BLM also considered protests on the Proposed Plan when developing the Approved Plan and this ROD.

The BLM invited state and local governments to partner in a cooperating agency relationship for developing the RMP and EIS. The State of Montana and four counties (Blaine, Chouteau, Fergus and Phillips) were cooperating agencies and assisted with the Upper Missouri River Breaks National Monument planning effort.

The Central Montana Resource Advisory Council participated during the preparation of the RMP and EIS through membership on the interdisciplinary team, assisting BLM by facilitating public discussions on management opportunities, and providing recommendations to the BLM.

Consultation occurred with the U.S. Fish and Wildlife Service, and concurrence was received that the Proposed Plan/Final EIS would not adversely impact any species listed under the Endangered Species Act, crucial habitat, or important prey base within or adjacent to the Monument.

In accordance with the National Historic Preservation Act and in recognition of the government-to-government relationship between tribes and the federal government, letters were sent to tribal governments and officials at the start of the planning process to inform them of the Monument RMP and an opportunity to partner with the BLM as a cooperating agency. While no tribes became an official cooperating agency, coordination occurred through letters, updates, and meetings.

The Lewistown Field Office also maintained a mailing list of individuals, agencies, interest groups, and tribes who expressed interest in the planning process. The BLM mailed newsletters and updates to those on the mailing list or notified those on the email list that the information was available on the Montana BLM website in order to keep the public informed of project status and to solicit reviews and information. Public meetings were announced at least 15 days prior to the event in local news media

and on the website. The BLM participated in numerous meetings with cooperating agencies, other federal agencies, Indian tribes, state and local governments, and interested individuals and groups.

To Obtain a Copy of the Management Plan

Copies of the BLM ROD and the Upper Missouri River Breaks National Monument Approved Resource Management Plan are available on the BLM website at http://www.blm.gov/mt, or can be obtained by requesting a copy in person, by telephone, or by writing to the following address:

Lewistown Field Office
Bureau of Land Management
920 NE Main Street
P.O. Box 1160
Lewistown, MT 59457
(406) 538-1900

Recommendation, Concurrence, and Approval

Monument Manager Recommendation

Having considered a full range of alternatives, associated effects, and public input, I recommend adoption and implementation of the Bureau of Land Management decisions in the attached Upper Missouri River Breaks National Monument Resource Management Plan.

Gary E. Slagel
Monument Manager
Upper Missouri River Breaks National Monument

Field Manager Concurrence

I concur with the adoption and implementation of the Bureau of Land Management decisions in the Upper Missouri River Breaks National Monument Resource Management Plan.

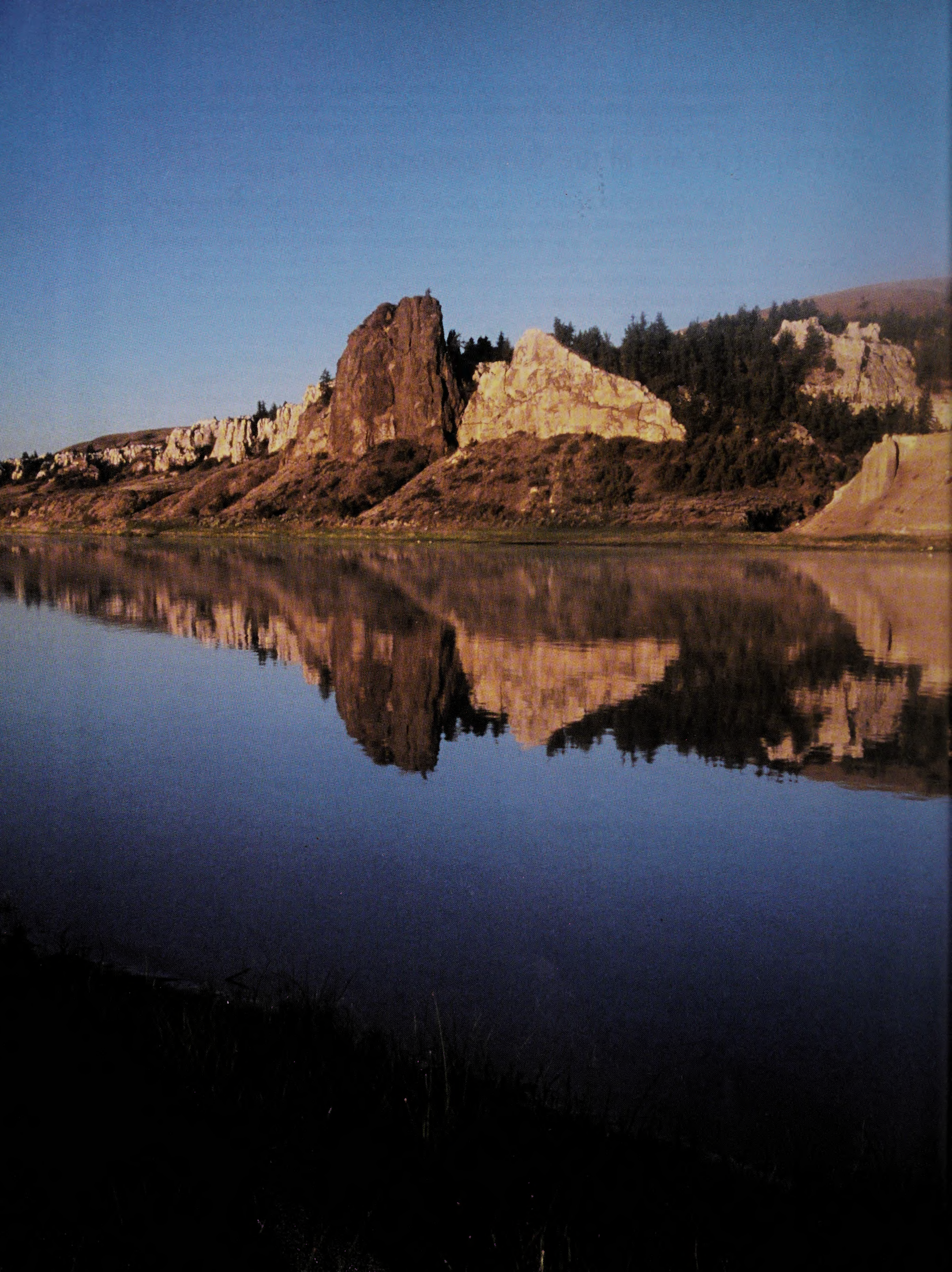
Gary L. Benes
Field Manager
Lewistown Field Office

State Director Approval

In consideration of the foregoing, I approve the Bureau of Land Management decisions in the Upper Missouri River Breaks National Monument Resource Management Plan.

Gene R. Terland
Montana State Director

Dec. 4, 2008
Date



Upper Missouri River Breaks National Monument Approved Resource Management Plan

Chapter 1 — Background

Purpose and Need for Plan

The purpose of this Approved Resource Management Plan (Approved Plan), as required by the Proclamation (see inside cover), is to provide a comprehensive plan for managing the Monument and site-specific, detailed plans for managing transportation, visitor use, and oil and gas leases in a manner that protects the objects identified in the Proclamation, while recognizing valid existing rights. The Proclamation requires that the BLM manage the Monument in order to implement the purpose of the Proclamation. The purpose of the Proclamation is to set apart the Upper Missouri River Breaks National Monument, for the purpose of protecting the objects, which include, but are not limited to the following: the Lewis and Clark National Historic Trail, Nez Perce National Historic Trail, and Cow Creek Area of Critical Environmental Concern; elk, bighorn sheep, greater sage-grouse, prairie dogs, mule deer, and their respective habitats; cottonwood gallery forest ecosystems; fish, including paddlefish populations and pallid sturgeon; birds and their habitat, including falcons, eagles, and hawks; archaeological, historic, and cultural sites, including trails and homesteads.

There is a need for this Approved Plan because the existing management of the Monument, governed by the West HiLine RMP (BLM 1988, 1992a), Judith-Valley-Phillips RMP (BLM 1994), Upper Missouri National Wild and Scenic River Management Plan Update (BLM 1993) and the State Director's Interim Guidance for Managing the Monument (BLM 2001a), may not always provide for the administration of the Monument in a manner that will sufficiently protect the objects as identified in the Proclamation.

Planning Area and Map

The Monument includes about 375,000 acres of BLM land in northcentral Montana in Blaine, Chouteau, Fergus and Phillips Counties. This planning area is shown in Figure 1.1. The Monument also includes about 396,000 acres of federal minerals. The Monument generally corresponds with the Upper Missouri National Wild and Scenic River from Fort Benton downstream to approximately Arrow Creek, where the Monument begins to widen from 5 to 16 miles on either side of the Missouri River downstream to the Charles M. Russell National Wildlife Refuge. Table 1.1 lists the Monument surface acres by county.

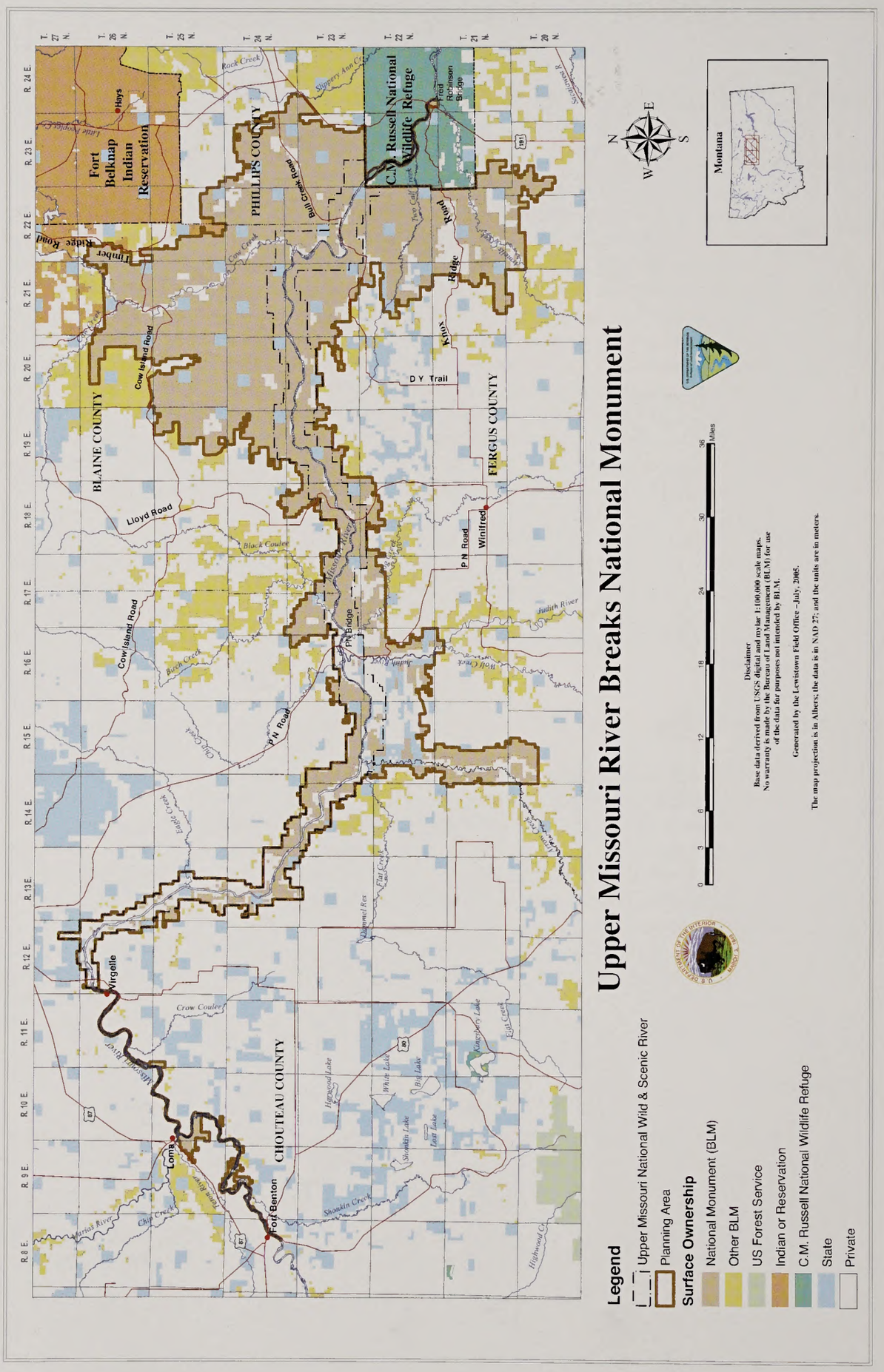
Approximately 80,000 acres of private land and 39,000 acres of state land are intermingled with the Monument. The BLM has no jurisdiction over private or state land and minerals, and these lands and minerals are not part of the Monument.

Scoping Issues

The scoping process identifies land use issues and conflicts. These issues stem from new information or changed circumstances, the need to address environmental concerns, or a need to reassess the appropriate mix of allowable uses based on new information.

Scoping was the first step in the planning process for the Monument RMP and closely involved the public with identifying issues, providing resource or other information, and developing planning criteria to guide preparation of the RMP.

Figure 1.1
Planning Area



On April 24, 2002, a Notice of Intent to prepare the RMP was published in the Federal Register. This notice marked the beginning of a scoping effort that would invite extensive public involvement as a means of helping define the issues to be addressed in the RMP/EIS.

The notice was followed by news releases in April and June 2002, updates to the public in May and June 2002, a newsletter in June 2002, and a newspaper-type handout in July 2002. All of these information tools conveyed information about the planning process, scoping open houses, potential issues and questions/answers about the Monument.

The scoping process invited public participation through written comments, emails and open houses. Eleven open houses were held between July 8 and August 6, 2002. Over 320 people attended the open houses, and the public provided 5,700 comment letters and emails (BLM 2002a). All of the scoping comments were read, and 1,766 specific comments were identified and coded (BLM 2002b).

Table 1.1
BLM Surface Ownership by County

County	*Monument Surface Acres*
Blaine	150,239
Chouteau	40,386
Fergus	131,355
Phillips	52,683
Total Acres	374,663

Source: (BLM 2003a)

Issues Addressed

The preliminary issues were identified in the Preparation Plan for the RMP (BLM 2002c). They were identified by the BLM and other agencies at meetings, and/or were suggested by individuals and groups by way of phone calls, emails, letters and past meetings concerning the proposed designation. They represented the BLM's expectations (prior to scoping) about what concerns or problems exist with current management. The preliminary issues were included in a June 2002 newsletter and displayed during the scoping open houses in July and August 2002. They were then modified based on the scoping comments and expanded to include a new issue: economic and social conditions (BLM 2002a).

From data collection and analysis perspectives, some of the following six issues overlap one another, and each contains a number of different sub-issues which address more specific uses and resources related to the topic. The Scoping Report for the Monument provides more detailed information about these issues (BLM 2002a).

How will human activities and uses be managed?

The Monument provides a variety of activities and uses. Recreational activities include motorized and non-motorized touring; upland game bird and big and small game hunting; backpacking; horseback riding; sightseeing; pleasure driving; river floating; motorized river boating; and the backcountry use of small fixed-wing aircraft on primitive landing strips. A subgroup of the Central Montana RAC addressed visitor use recommendations for the river portion of the Monument. The designation of the Bear Paw Battlefield National Park in 2005 may result in increased use along the Nez Perce National Historic Trail. The BLM Missouri Breaks Interpretive Center in Fort Benton, which opened in 2006, focuses on Monument values and uses both on the Missouri River and in the uplands.

Commercial guides and outfitters, operating under special recreation permits from the BLM, provide services related to some recreational activities such as hunting and river floating. Increased visitation has led to increased demands for visitor services, requests for outfitter permits, requests for aerial tours of the Monument, and a higher demand for emergency services such as search and rescue.

A number of non-recreational uses also occur in the Monument, including rights-of-way for roads, utility lines and communication sites, livestock grazing, etc. All of these activities have an effect on the area's environment and on local communities surrounding the Monument. Careful management of these activities is crucial to protecting the Monument resources.

In some instances, such as oil and gas leasing within the Monument, valid existing rights are in effect and must be recognized in the RMP. In March 2000, the Montana Wilderness Association filed suit challenging BLM's issuance of three of these leases, alleging the BLM did not fully comply with NEPA, the Endangered Species Act, and the National Historic Preservation Act. In March 2004, the Montana Federal District Court ruled in favor of the plaintiffs and ordered the BLM to prepare an EIS for the oil and gas leasing program that covers the three leases. In January 2006, the District Court enjoined activity on the three leases until BLM could demonstrate compliance with the directives set forth in the March 2004 order. The leases involved in the suit, as well as nine others in the Monument, were based on the BLM's 1988 West HiLine RMP. In light of the court's ruling, the BLM analyzed all 12 Monument leases issued pursuant to the West HiLine RMP should be analyzed in this Monument RMP. This RMP considered the current stipulations that apply to the 12 leases issued under the West HiLine RMP, and the conditions of approval or mitigating measures that should be applied to surface occupancy and surface-disturbing activities associated with all 43 oil and gas leases in the Monument, which cover about 42,000 acres. To fully comply with the January 2006 court order, this RMP also addressed a no lease alternative for the 12 West HiLine leases. The no lease alternative was addressed as a subalternative, Alternative E_{NL}, which would not allow surface disturbance or the processing of applications for permits to drill (APD).

What facilities and infrastructure are appropriate to provide visitor interpretation and administration of the Monument?

The planning area is characterized as a predominantly natural environment with few facilities for the comfort and convenience of visitors other than those along the Upper Missouri National Wild and Scenic River (UMNWSR). Currently, the BLM has an interpretive center and offices located in Fort Benton, and a variety of recreation sites along the UMNWSR. Additional facilities may be needed for visitor safety and information, and to address human sanitation, vehicle use and other resource uses and impacts.

How will the BLM manage resource uses and protect the biological, historical, cultural, and visual values of the Monument?

Various ways of protecting resources include enforcing existing laws and regulations, educating visitors, managing access, setting management and research priorities, suppressing wildfires and managing fuels, restoring degraded ecological conditions, or some combination of these approaches.

Some of the Monument's major resources that require BLM management decisions include cultural, recreation, riparian communities, vegetation and water resources, as well as biodiversity and wildlife habitat.

How will Monument management be integrated with other agency and community plans?

The BLM has a strong commitment to work with other agencies and communities in managing the Monument. Coordination with state agencies that have jurisdiction over resources within the Monument is essential for effective management. These agencies include Montana Fish, Wildlife and Parks, and the Montana Department of Natural Resources and Conservation.

Monument objectives call for a significant portion of visitor services related to the Monument to be located in the surrounding communities rather than within the Monument. In order to do this, a good

working relationship with local tourism and service providers must be developed and maintained. Agreements with the local counties and communities for coordinating activities and needs such as planning, transportation, emergency services (i.e., search and rescue), law enforcement, infrastructure and tourism need to be explored.

How will transportation and access be managed?

A network of local, collector and resource roads currently provides access to many areas of the Monument. County roads are routinely graded and maintained by Blaine, Chouteau, Fergus and Phillips Counties, while BLM-managed routes receive various levels of maintenance based on a BLM maintenance schedule. The current road system may not be adequate or may require modifying to increase protection for resources in the Monument, address conflicts of use, and/or provide improved travel opportunities.

How will Monument management affect economic and social conditions in the area?

The Monument can provide tourism, hunting, and other forms of recreation while bolstering the economy of Montana. Monument management must recognize the continuation of existing land ownership and the economic activities that are dependent on the land and its natural resources.

Issues Considered but Not Analyzed Further

Scoping also identified other issues, topics, or questions that can be addressed by current management, BLM policy, administrative action, or that were beyond the scope of the RMP/EIS. Some of these issues are summarized below, while the Scoping Report for the Monument (BLM 2002a) and Proposed RMP/Final EIS (BLM 2008) offer more detail about all of these issues, topics and questions.

Livestock are adversely impacting riparian and upland health.

The Proclamation affirms that "Laws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the Monument." The Monument designation in itself does not mandate a need for an adjustment of forage allocated to livestock. The Standards for Rangeland Health and Guidelines for Livestock Grazing Management were established in 1997 and apply to all BLM land in northcentral Montana, including the Monument. Standard No. 1 established the indicators for healthy upland areas that contribute to proper functioning conditions in the uplands. Standard No. 2 established the indictors for healthy riparian areas that contribute to proper functioning conditions in riparian and wetland areas. In addition, grazing management guidelines specifically emphasize management practices that would maintain and/or improve rangeland health.

The watershed planning and grazing permit/lease renewal process assessed the impact of livestock grazing on the Standards for Rangeland Health, as well as other resource management goals. Part of the assessment process included reviewing allotments for their suitability for grazing, stocking levels, seasons of use, duration of grazing and other grazing management practices and their impact on other resources. When livestock grazing was identified as a cause for not meeting standards or resource management goals, corrective actions were identified. The results of standards assessments and the corresponding corrective actions can be found in the watershed plans. Not all implementation actions occur immediately because of funding and resource availability. Through ongoing monitoring and management strategies, implementation is continuing.

Management of the Monument needs to recognize the need for adequate funding, including enforcement and interpretation activities. Does the BLM have the capability to implement a management plan for the Monument?

Decisions from an RMP are implemented over a period of years depending on budget and staff availability. Enforcement and education to protect the values of the Monument will be part of this implementation. Funding levels affect the timing and implementation of management actions and project proposals, but do not affect the decisions made in an RMP. In Fiscal Year 2007, the Monument

was managed with a staff of 19 that included six seasonal employees, along with support from six individuals in other BLM offices. (This does not include other support services such as procurement, engineering, information resources, fire, etc.) This issue is addressed by BLM policy and budgets during implementation.

How will the quality of the river experience be maintained or improved relative to supersonic flights and sonic booms?

The Monument is located beneath the Hays Military Operations Area (MOA), which overlies a large portion of northcentral Montana at altitudes ranging from 300 feet above ground level to 18,000 feet above sea level. The Federal Aviation Administration has the responsibility to plan, manage, and control the structure and use of all airspace over the United States, including the Hays MOA. This issue is beyond the scope of the RMP since the BLM has no jurisdiction or authority for this MOA.

How should the communities near the Monument prosper with management of the Monument?

The BLM has a strong commitment to work with communities in managing the Monument, including activities and needs such as planning, transportation, emergency services, law enforcement, infrastructure, and tourism. Throughout the RMP, opportunities to work with private landowners and surrounding communities have been identified, and we can assess effects to communities from our activities. However, preparation of specific community economic development plans is beyond the scope of this RMP.

Leave private land out of the Monument.

The Proclamation designating the Monument applies to "all lands and interests in lands owned or controlled by the United States within the boundaries of the area described on the map . . . ." The BLM has no jurisdiction over private land and minerals.

What is the BLM's authority to regulate recreational activities on the Upper Missouri National Wild and Scenic River, including recreation user fees and motorized watercraft restrictions?

FLPMA gives the BLM general authority to regulate and enforce the occupancy and use of the public lands through permits and fees (43 USC 1732(b), 1733 (1994)). Through 2004, the Land and Water Conservation Fund Act of 1964 empowered the BLM to issue Special Recreation Permits (SRPs) according to its own procedures and fee schedules (16 USC 460l-6a(c) (1994)). These SRPs help manage group activities, recreation events, motorized recreation vehicle activities, and other special recreation uses in accordance with procedures at fees established by the agency involved.

The Federal Lands Recreation Enhancement Act (FLREA) of 2004 gives the Secretary of the Interior authority to issue SRPs and charge fees connected to issuing those permits. This authority began in 2005, and applies to group activities, recreation events and motorized vehicle use activities on federal recreational lands and waters. This act replaces the BLM authority to charge fees under the Land and Water Conservation Fund Act.

Bureau regulations (43 CFR 2930) require SRPs for all commercial uses on the public lands and waters that the BLM manages, including permits for any uses in special areas such as wild and scenic rivers. The BLM can manage, require and enforce permits and fees within a wild and scenic river to protect the river values, even if the river users do not set foot upon BLM land (Rogue River Outfitters Association, et al., 63 IBLA 373, 381-82 (1982)). Management activities and enforcement are designed to protect public lands, property, users, occupants, resources, and activities on or having a clear potential to affect lands adjacent to BLM land or related waters.

Planning Criteria

The BLM planning regulations (43 CFR 1610.4-2) require planning criteria to guide preparation of the RMP. Planning criteria are the constraints or ground rules that guide and direct the preparation of the

plan. They ensure the plan is tailored to the identified issues and that unnecessary data collection and analyses are avoided.

The following criteria were developed based on applicable laws and regulations, agency guidance, and the result of public comment.

- The RMP/EIS will be completed in compliance with FLPMA and NEPA and all other applicable laws. It will meet the requirements of the establishing Proclamation to protect the Monument's cultural features and natural resources.

- The Upper Missouri River Breaks National Monument planning team will work cooperatively with the State of Montana, tribal governments, county and municipal governments, other federal agencies, and all other interested groups, agencies, and individuals. Public participation will be encouraged throughout the process.

- The RMP/EIS will not address boundary adjustments. Boundaries were established by the President and cannot be adjusted administratively by the BLM.

- The management plan will establish the guidance upon which the BLM will rely in managing the Monument.

- The RMP/EIS will emphasize the protection and enhancement of the Monument's natural resources and emphasize the BLM's mission to serve the diverse outdoor recreation demands of visitors while helping them maintain the sustainable conditions needed to conserve their lands and their recreation choices (BLM 2003b).

- The RMP/EIS will recognize valid existing rights and outline the process the BLM will use after completion of the management plan to address existing mining claims, or to address applications for other land use authorizations. The RMP will include a natural gas development plan.

- The lifestyles and concerns of area residents, including grazing and ranching, will be recognized in the plan.

- Any lands located within the Monument's administrative boundary, which are acquired by the BLM to accomplish purposes for which the Monument was designated, will be managed consistent with the RMP/EIS, subject to any constraints associated with the acquisition.

- The plan will recognize the state's responsibility and authority to manage wildlife. The BLM will consult with Montana Fish, Wildlife and Parks as necessary.

- The RMP/EIS will include a transportation plan that addresses transportation and access, and will identify where better access is warranted, where access should remain as is, and where less access is appropriate to protect Monument resources.

- Grazing management is regulated by laws and regulations other than the Monument Proclamation. The plan will incorporate the Standards for Rangeland Health and Guidelines for Livestock Grazing Management as established in the Montana/Dakotas Standards for Rangeland Health and Guidelines for Livestock Grazing Management EIS (BLM 1997). The BLM will continue to implement recently completed watershed and/or activity plans.

- The planning process will provide the opportunity to involve American Indian tribal governments and will provide for the protection of traditional values and traditional cultural properties.

- Decisions in the RMP/EIS will strive to be compatible with the existing plans and policies of adjacent local, state and federal agencies as long as the decisions are consistent with the purposes, policies, and programs of federal law and regulations applicable to public lands.

Related Plans

This section discusses other plans that are germane to the development of this RMP. The BLM planning regulations require that RMPs be ". . . consistent with officially approved or adopted resource-related plans, and the policies and programs contained therein, of other federal agencies, state and local governments and American Indian tribes, so long as the guidance and resource management plans are also consistent with the purposes, policies and programs of federal laws and regulations applicable to public lands. . . ." (43 CFR 1610.3-2(a)).

Management actions identified in the alternatives are not known to be inconsistent with other planning documents.

Chinook-Blaine County Comprehensive Plan (1979)

The comprehensive plan provides information on population, projected land needs for residential growth, land use, public facilities, natural resources, and land use problems. The plan also provides land use policy recommendations for land use, public investments, and local governmental administrative policy changes.

Lewis and Clark National Historic Trail Comprehensive Management Plan (1982)

This plan outlines management objectives, practices, and responsibilities, and emphasizes partnerships in trail administration.

Heartland Montana Economic Development Plan: 1987-1992 for Lewistown/Fergus County (1987)

The economic development plan provides information on the economy, including population and basic industries, resources, and constraints to realizing development potential. The plan also provides business objectives and a community vision.

Black-footed Ferret Recovery Plan (1988)

The plan outlines steps for recovery of the black-footed ferret throughout its historical range. A six-step process is outlined beginning with ensuring success of captive breeding, locating reintroduction habitat, finding other populations of ferrets, devising release strategies, managing reintroduced and other populations, and building programs for public support of the recovery effort.

Nez Perce (Nee-Me-Poo) National Historic Trail Comprehensive Plan (1990) and Interpretive Strategy (1990)

In addition to items concerning objectives and practices to be observed in trail management and trail marking requirements given in Section 5(e) of the National Trails System Act, the comprehensive plan addresses the following items:

- Identification of non-federal lands outside of the high potential route segments needed for access to the National Historic Trail, development of trailhead and trailside facilities, and protection, interpretation, and visitor use of historic sites.
- Designation by the Secretary of Agriculture of complementary state and local components found to qualify as parts of the National Historic Trail, provided they are administered without expense to the United States.
- Recognition of the need for habitat and visitor use management with respect to endangered species.
- Where segments of the Nez Perce route have been designated by Congress and such segments are within existing wilderness and other more restrictive forms of management, the trail shall be administered with the requirements of wilderness management and/or other such management.

- Direction on how the national identity of the trail shall be preserved and made known to trail users, consistent with the nationally recognized signing system.

- Identification of the relationship and alternatives for interconnecting portions of the Oregon and Lewis and Clark National Historic Trails, and the Continental Divide National Scenic Trail.

Fergus County Land Use Policy (1992)

The policy is the county land use plan developed by the Fergus County government to guide the use of lands and resources in Fergus County and to protect the rights of private landowners. The nature and intent of Fergus County's land use policy is to protect the customs and cultures of county citizens through protection of private property rights, the facilitation of a free market economy and the establishment of a process to ensure self-determination by Fergus County residents.

Recovery Plan for the Pallid Sturgeon (1993)

The recovery plan describes the distribution, status, life history, and habitat-association information that is known about the pallid sturgeon. The plan provides the short- and long-term recovery objectives and actions needed to achieve recovery of the pallid sturgeon.

Montana Bald Eagle Management Plan (1994)

The plan provides landowners and resource managers with information on the biology of bald eagles and management guidelines to allow informed decisions about land use to help conserve the species and its habitat.

Conservation Plan for Black-Tailed and White-Tailed Prairie Dogs in Montana (2002)

The goal of this conservation plan for the State of Montana is to provide for management of prairie dog populations and habitats to ensure long-term viability of prairie dogs and associated species.

Chouteau County Growth Policy Plan (2004)

The plan includes a framework of goals and policies, and an implementation program that outlines specific action steps that are derived from the goals and policies.

Management Plan and Conservation Strategies for Sage Grouse in Montana – Final (2005)

The plan is designed to provide biological information, identify information gaps, and facilitate data collection required for future resource management decisions. It establishes a process to achieve sage-grouse management objectives and provides a framework to guide local management efforts. Regional or local groups will adapt the statewide plan to develop and implement strategies in respective geographic areas that will improve or maintain the sagebrush steppe and reduce or mitigate factors that may further reduce habitats or populations.

Relationship to BLM Policies, Plans, and Programs

A number of BLM plans relate to or otherwise govern management in the Monument. These plans are considered by the BLM when specific management actions are implemented. However, specific management actions from these plans must be in conformance with the Monument RMP and Record of Decision when completed (43 CFR 1601.0-5(b)). These plans are listed below and provide a perspective of the many management considerations pertinent to the Monument.

Missouri Breaks Grazing Environmental Impact Statement (1979)

This plan addresses the grazing management program in the Missouri Breaks area of central Montana. This EIS involves nearly 2.2 million acres of BLM land, including most of the Monument.

Prairie Potholes Environmental Impact Statement (1982)

This plan addresses the grazing management program in the prairie potholes area of northern Montana. This EIS involves about 1.75 million acres of BLM land, including some BLM land on the north side of the Missouri River in the Monument.

Northwest Area Noxious Weed Control Program Final Environmental Impact Statement (1985)

This plan describes and analyzes the environmental impacts of implementing a program for controlling noxious weeds on BLM land in the states of Idaho, Montana, Oregon, Washington, and Wyoming. Control methods include chemical, manual, mechanical, and biological.

Missouri Breaks Wilderness Suitability Study Environmental Impact Statement (1987)

This plan addressed the environmental consequences of managing 12 wilderness study areas (WSAs) as wilderness or non-wilderness, including the six WSAs in the Monument.

Montana Statewide Wilderness Study Report (1991)

This plan provides the wilderness recommendations for 36 WSAs in Montana, including the six WSAs in the Monument.

Vegetation Treatment on BLM Lands in Thirteen Western States (1991)

This plan assesses the environmental consequences of implementing a vegetation treatment program to manage a variety of vegetation species on BLM land in the Western United States. The vegetation treatment program responds to many different control requirements, including suppressing plants that are toxic to humans and animals, enhancing visibility, maintaining passages for transportation, facilitating drainage, reducing fuel for wildland fires, and controlling the expansion of exotic species, which includes noxious weeds. The vegetation treatment methods include manual, mechanical, biological, prescribed burning, and chemical.

Nongame Migratory Bird Habitat Conservation Plan (1992)

This plan provides for managing nongame birds that migrate to the tropics or use neotropical habitats. The overall intent is to reverse the decline in some bird populations and to implement a proactive program for other migratory species.

Upper Missouri National Wild and Scenic River Management Plan Update (1993)

This plan provides management direction for the Upper Missouri National Wild and Scenic River. It identifies priority and site-specific locations for implementing management actions to address visitor use.

Standards for Rangeland Health and Guidelines for Livestock Grazing Management (1997)

This plan documents the effects of adopting regional Standards for Rangeland Health and Guidelines for Livestock Grazing Management on BLM land in Montana, North Dakota and South Dakota. Standards are physical or biological conditions or functions required for healthy, sustainable rangelands. Guidelines are management practices or methods which help ensure that standards can be met or significant progress can be made toward meeting standards.

Watershed and Landscape Plans (1998 – 2005)

Eight watershed or landscape plans were completed in the last 12 years that address implementation of Standards for Rangeland Health and Guidelines for Livestock Grazing Management. These plans include riparian-wetland objectives and methods for achieving those objectives on Monument lands.

Fire/Fuels Management Plan Environmental Assessment/Plan Amendment for Montana and the Dakotas (2003)

The Fire/Fuels Management Plan implements the National Fire Plan and 2001 Federal Fire Policy in Montana, North Dakota and South Dakota, and provides general guidance for fire management (including both fire suppression and fuels management) needed to protect other resource values.

Native American Graves Protection and Repatriation Act Reburial Policy on BLM Lands, BLM Handbook 8120-1, Ch. II, Paragraph C3 (2006)

This policy clarifies the position of the BLM that reburial of Native American Graves Protection and Repatriation Act (NAGPRA) items on public lands may be authorized on a case-by-case basis. Lands that may be considered for reburial activities include lands withdrawn from multiple uses and mineral entry.

National Scenic and Historic Trails Strategy and Work Plan (2006)

This plan provides a 10-year framework for the development of program guidance and direction for improved management of the BLM's National Scenic and Historic Trails (NSHT) Program.

Vegetation Treatments Using Herbicides on Bureau of Land Management Lands in 17 Western States (2007)

This plan analyzed and approved herbicide active ingredients for use on public lands administered by the BLM. The document outlines the use of a scientific assessment protocol for identifying, evaluating and using new herbicides. The document also describes standard operating procedures and mitigation measures to ensure that the natural and human environments are protected during implementation of herbicide treatments.

Vision and Management Goals

The BLM's vision is to manage the Monument in a manner that maintains and protects its biological, geological, visual and historic objects and preserves its remote and scenic character. The RMP will incorporate the Proclamation, multiple use and existing laws, while recognizing valid existing rights and authorizations, and providing diverse recreational opportunities.

A number of management goals guided the development of alternatives for this RMP. These goals are the result of information provided through public scoping, existing laws and regulations, the Proclamation, and the planning team. These goals include:

- Manage visitor use and services on these BLM lands in a manner that protects Monument values and resources.
- Manage these BLM lands in a multiple use manner consistent with the Proclamation and all current law and policy.
- Manage legal and physical access to and within the Monument to provide opportunities for diverse activities.
- Manage these BLM lands for a variety of sustainable visitor experiences in mostly primitive and natural landscapes.
- Manage these BLM lands in a manner that provides a healthy ecosystem supporting plant and animal species and achieves a sustainable variation of native vegetation communities.
- Manage these BLM lands in a manner that provides current and future generations with the social and economic benefits compatible with the Proclamation.
- Manage these BLM lands in a manner that involves the public and collaborating agencies (local, state, federal and tribal) at every opportunity.

Chapter 2 — Management Decisions

Chapter 2 describes the management decisions for the Upper Missouri River Breaks National Monument (Monument). The management decisions replace the relevant decisions in the West HiLine Resource Management Plan (RMP) and Judith-Valley-Phillips RMP. These management decisions are presented by program area and now combine the Decisions Common to All Alternatives and the Preferred Alternative (Alternative F) from the Proposed RMP and Final Environmental Impact Statement (EIS) (BLM 2008).

For a description of the physical, biological, cultural, economic and social conditions of the Monument please refer to Proposed RMP/Final EIS (BLM 2008).

Air Quality

The BLM's goal is to maintain the Monument as a Class II airshed.

Management will minimize or prevent air quality degradation. The BLM will comply with National Ambient Air Quality Standards and Montana Ambient Air Quality Standards (Appendix A). The BLM will also comply with Standard for Rangeland Health #4, which requires that air quality meets Montana state standards (Appendix B). Standard #4 means that air quality on BLM land helps meet the goals set out in the State of Montana Air Quality Implementation Plan. Efforts will be made to limit unnecessary emissions from existing and new point or non-point sources. Existing air quality will also be protected by the use of Best Management Practices (BMPs) (Appendix C).

The Monument is part of an area that is designated as a Prevention of Significant Deterioration (PSD) Class II area by the State of Montana under the 1977 Amendments to the Clean Air Act. Class II limits allow for moderate, well-controlled growth. Table 2.1 shows the allowable PSD increases for a Class II area.

Table 2.1
Federal Prevention of Significant Deterioration of Air Quality Allowable Increments for Class II

	Allowable Increments (micrograms per cubic meter)
Particulate Matter	
Annual Arithmetic Mean	17
Maximum 24-Hour	30
Sulfur Dioxide	
Annual Arithmetic Mean	20
Maximum 24-Hour	91
Maximum 3-Hour	512
Nitrogen Dioxide	
Annual Arithmetic Mean	25

Implementation

Federal and state regulations require air quality monitoring for activities that could degrade existing air quality. Detailed monitoring and mitigation plans will be developed when an environmental analysis is prepared for a proposed action that could degrade air quality.

All BLM actions and use authorizations will be designed with measures to protect the Class II designation in the Monument. These measures generally require actions during specific wind conditions to either disperse smoke or prevent chemical spray drift.

All prescribed burning operations conducted by the BLM are under a Montana Air Quality Open Burning permit issued from the Montana Department of Environmental Quality with support of the Montana/Idaho Airshed Group.

Cultural Resources

The BLM's goal is to preserve historic and cultural values and sites by enhancing public awareness or protection of the resources.

The Proclamation discusses the importance of the Monument's archaeological and historical resources. The Lewis and Clark and Nez Perce National Historic Trails, teepee rings and abandoned homesteads are also mentioned. The Proclamation states, "Remnants of this rich history are scattered throughout the Monument, and the river corridor retains many of the same qualities and much of the same appearance today as it did then." The Proclamation further states, "Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof."

Archaeological and historical sites, historic landscapes and legal traditional public uses will be preserved to the extent practical and consistent with other Monument goals.

The BLM will seek to preserve the objects of the Monument for the benefit of scientific and sociocultural use for present and future generations.

The primary objectives are to properly manage the cultural resources under BLM jurisdiction through a systematic program of identification and evaluation, and to reduce the level of conflict between cultural resources and other land and resource uses. All cultural resources within the area are segregated into management objectives. These objectives include managing for information potential, public values and conservation.

Cultural resources that contain significant information on the prehistory and history of the area will be managed for their information potential. These are cultural properties consisting of artifacts and features on the surface or buried that have the potential to yield important information.

Cultural resources that possess sociocultural, educational and recreational attributes will be managed for their public values. These include cultural resources associated with traditional American Indian cultural values, and prehistoric or historic cultural properties that exhibit interpretive and/or recreational potential. Managing cultural properties used by American Indians will focus on avoiding uses incompatible with traditional values.

Special or unique cultural resources will be managed for their public values and conservation. These include cultural properties that contain sensitive prehistoric religious features such as medicine wheels or burials; cultural properties of a nature that would not permit current archaeological technology to adequately investigate the property; and cultural properties that are rare in the area.

The BLM will authorize archaeological and historical investigations. Prehistoric sites will be evaluated and then monitored, protected or excavated based on their scientific value and what they can add to knowledge and interpretation of the Monument. Historic sites will be evaluated and then monitored or maintained based on their historic value, the attraction they have for visitors and their use as safety shelters.

Implementation

Some potential cultural sites for interpretation include Decision Point; Eagle Creek; the Murray/PN dugout; Hagadone, Middleton, Ervin, Gist, Cable, and Nelson homesteads, Gilmore cabin; Nez Perce Trail; and sites associated with the Lewis and Clark Expedition. Other possible interpretive sites and topics could include prehistoric sites and the steamboat era on the Missouri River.

The BLM will evaluate all proposed actions, initiated or authorized by the BLM, for federal and nonfederal cultural resources. The BLM will determine, based on inventory and evaluation data, whether the proposed action will impact important cultural resources and, if necessary, take steps to avoid or mitigate possible impacts.


Cable Place

The BLM will consult with American Indian tribes when its actions have the potential to affect areas of concern to the practitioners of traditional religions. The activities of concern are those that might degrade the visual or aesthetic nature of an area, or cause the loss of plant species or other resources important to American Indians. The BLM is required to consult with traditional religious practitioners on policies and procedures to ensure they are considered when implementing agency actions.

Those traditional cultural properties that are at least 50 years old require consideration under the National Historic Preservation Act (NHPA). The BLM will analyze each proposed action by determining the likelihood of the presence of not only significant cultural properties, but also the potential for or the presence of traditional cultural properties. Potential impacts to traditional cultural properties subject to the NHPA and determined eligible for the National Register of Historic Places will be avoided, if possible, or mitigated.

Use Categories

The BLM will allocate all cultural properties into defined "use categories" based on their nature and relative preservation value as discussed in BLM Manual 8110 – Identifying and Evaluating Cultural Resources. Six use categories are identified for prehistoric and historic resources. They include:

- *Scientific Use:* Sites are preserved until research potential is realized.
- *Conservation for Future Use:* Sites are preserved until conditions for use are met.
- *Traditional Use:* Long-term preservation of sites.
- *Public Use:* Long-term preservation, on-site interpretation.
- *Experimental Use:* Sites are protected until used.
- *Discharged from Management:* Sites are removed from protective measures.

Additional information on individual use categories is presented in Appendix D.

Prehistoric Resources

For prehistoric resources the use categories will be reflected as follows:

Scientific Use: Prehistoric sites that exhibit high diversity and large quantity of artifacts (more than 50), high complexity (spatial patterning of artifacts/activities, presence of features, stratified or buried deposits), and relatively larger size properties will be placed into the Scientific Use category.

Conservation Use: Sites that are rare or exceptional examples (functionally or temporally) will be considered for Conservation Use. In the Monument this could include sites such as the multi-component White Rocks Historic and Archaeological District, or sites with complex stratigraphic sequences (Holmes Terrace).

Traditional Use: In consultation with American Indian groups, certain types of prehistoric sites retain particular importance and significance (Deaver 1986). These site types most commonly include: burial locations, pictograph/petroglyph sites, and vision quest locations. Medicine wheels, dance grounds and intaglios (e.g., Napi Figures) also are in this category, but none are known to occur in the Monument.

In addition, certain tipi ring sites may also fit this use category but need to be evaluated on a case-by-case basis. Collectively these sites amount to less than 1% of recorded cultural resources in the Monument.

Public Use: Prehistoric sites could be considered for Public Use (interpretation) in those few instances where interpretive potential is high and site integrity could be insured through protective measures. Such uses should not be attempted without full consultation with interested American Indian groups. Consequently, such prehistoric sites still require evaluation on a case-by-case basis. Current opportunities include the Nez Perce Trail and the Cow Island Crossing.

Experimental Use or Discharge from Use: Sites with low diversity and limited quantity of artifacts (less than 50); low or limited complexity; and small size (redundant small surface lithic scatter, information potential is exhausted with initial site recordation). Sites will be individually evaluated prior to placement into Experimental Use or Discharge from Use categories.

Historic Resources

For historic resources the use categories will be reflected as follows:

Scientific Use: Historic sites with archaeological and historical values and generally poor structural integrity (collapsed or deteriorated) will be placed in this category.

Conservation Use: Historical sites that are rare or exceptional examples that retain integrity will be considered for Conservation Use. In the Monument this includes well-preserved remnants of homesteads (e.g., Hagadone).

Traditional Use: Historic sites in this category potentially include any sacred areas, traditional cultural properties, or plant gathering areas that have been historically utilized by American Indian groups that have occupied the area. These sites will be determined in consultation with representatives of tribes that have demonstrated historical use in the area. To date, American Indian traditional use areas have yet to be identified.

Public Use: Historic sites that will be considered for Public Use include those where the interpretive potential is high and site integrity could be insured through protective measures. In addition, consideration is given for those standing structures that could be preserved and maintained for administrative or recreational uses.

Experimental Use or Discharge from Use: Individual sites will be evaluated on a case-by-case basis before assignment to either the Experimental Use or Discharge from Use categories. In general, properties assigned to these categories contain little or no scientific or historical value. Sites in these categories would generally include isolated trash dumps and artifact scatters, isolated features such as prospect pits or claim markers, and collapsed structural remains that no longer retain integrity of design or workmanship. Only those sites that have been formally determined to be Not Eligible for the National Register of Historic Places will be placed into either of these categories.

Fish and Wildlife

The BLM's goal is to manage, enhance and protect the fish and wildlife habitat and habitat for special status species.

The Proclamation discusses the importance of the Monument's wildlife and wildlife habitat. Many of the biological species described in the Lewis and Clark Journals continue to make the Monument their home. The Proclamation states, ". . . The monument boasts the most viable elk herd in Montana and one of the premier big horn sheep herds in the continental United States. It contains essential winter range for sage-grouse as well as habitat for prairie dogs. . . . The cliff faces in the monument provide perching and nesting habitat for many raptors, including the sparrow hawk, ferruginous hawk,

peregrine falcon, prairie falcon, and golden eagle. Several pairs of bald eagles nest along the River in the monument and many others visit during the late fall and early winter. Shoreline areas provide habitat for great blue heron, pelican, and a wide variety of waterfowl. The River and its tributaries in the monument host forty-eight fish species, including goldeye, drum, sauger, walleye, northern pike, channel catfish, and small mouth buffalo. The monument has one of the six remaining paddlefish populations in the United States. The River also supports the blue sucker, shovel nose sturgeon, sicklefin, sturgeon chub, and the endangered pallid sturgeon. The Bullwacker area of the monument contains some of the wildest country on all the Great Plains, as well as important wildlife habitat. During the stress-inducing winter months, mule deer and elk move up to the area from the river, and antelope and sage grouse move down to the area from the benchlands. . . ."

Sagebrush Lizard in the Antelope Creek WSA

The BLM will maintain and enhance habitat for wildlife. The emphasis for habitat maintenance and development will be placed on present and potential habitat for sensitive, threatened and/or endangered species, nesting waterfowl, game birds, fisheries and mule deer and elk winter range. Montana Fish, Wildlife and Parks (MFWP) is responsible for fish and wildlife population management.

The stocking or reintroduction of any species will be coordinated with MFWP. Introduction of game species by MFWP will only occur after the appropriate environmental review and public involvement, and will only be allowed for native species or common naturalized species within Montana, such as wild turkey. Reintroduction of any threatened or endangered species will be coordinated with U.S. Fish and Wildlife Service (USFWS) and MFWP, and will only occur after the appropriate environmental review and public involvement.

The BLM will coordinate with other agencies consistent with the National Invasive Species Management Plan (NISC 2001) and the State of Montana's Aquatic Nuisance Species (ANS) Management Plan (Montana ANS Steering Committee 2002) to control non-native species that cause or may cause significant negative impacts and do not provide an equivalent benefit to society. Aquatic nuisance species include the New Zealand mud snail, Zebra mussel, and Quagga mussel.

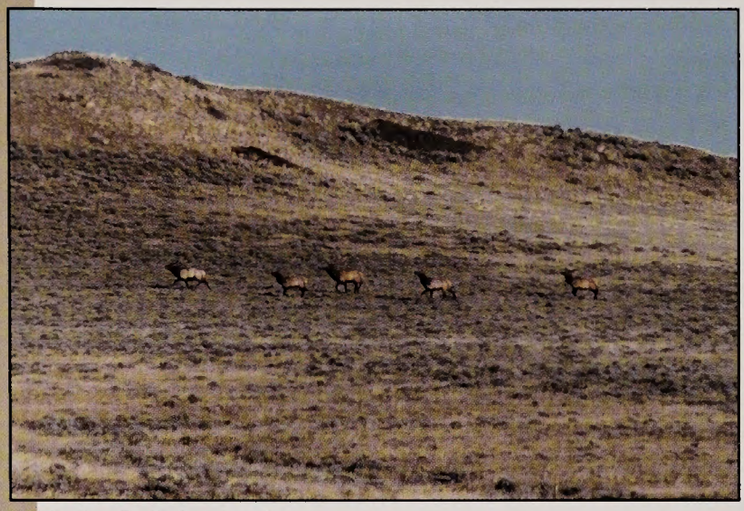
Implementation

The following sections address management actions that will be implemented to meet the goal and objectives described above, specific management for greater sage-grouse habitat and black-tailed prairie dogs; and mitigation measures for several wildlife species.

Big Game

Expansion of big game populations into existing, but previously unoccupied habitat may occur. The BLM will work with MFWP, landowners and grazing permittees to determine the most appropriate management practices if monitoring indicates a deterioration of rangeland health in big game herd expansion areas.

The BLM will use grazing methods, prescribed fire and mechanical removal of conifer encroachment to enhance bighorn sheep habitat and allow their expansion in the Missouri Breaks. Domestic sheep and goats will not be allowed on BLM land within 15 miles of areas occupied by bighorn sheep. In other areas, domestic sheep and goats may be allowed on a case-by-case basis.



Elk in the Bullwhacker Area

Mule Deer

The BLM could improve the quality and quantity of wildlife forage by using different grazing systems, changes in seasons of use, movement of livestock, and reductions in livestock numbers where needed to meet Standards for Rangeland Health. This would include improving the production and availability of palatable forbs for mule deer and antelope; maintaining and/or improving mule deer and antelope winter range (especially woody species) and fawning cover; and maintaining existing sagebrush stands at a canopy cover of 15-30% with an average height over 12 inches, or at the highest potential for existing ecological site present as determined by Natural Resources Conservation Service (NRCS) soil survey.

Waterfowl

Habitat enhancements (islands, nesting platforms) may be constructed on new or existing reservoirs, ponds, potholes or river systems where feasible. Pits and reservoirs will not be constructed within natural wetlands or riparian areas that provide habitat for waterfowl and amphibians. Rights-of-way on or across BLM land for the development of private water sources will carry stipulations to enhance waterfowl habitat.

The BLM may fence specific existing and new waterfowl and fishing reservoirs to establish or protect shoreline vegetation for a minimum of 10 acres. Periodic, short-term grazing of fenced enclosures may be allowed, if necessary, to maintain or improve wetland and upland habitat within the enclosure.

Upland Game Birds

The BLM will improve the quality and quantity of nesting, brood rearing and winter habitat for upland game birds. The BLM will provide residual grass and forb cover for upland bird and waterfowl nesting. Objectives for residual cover will be developed in watershed plans and measured in terms of utilization levels or visual obscurity rating. The BLM will manage for a healthy diverse vegetative community with a variety of forbs, and maintain big sagebrush and silver sage on sage-grouse wintering and nesting areas with a canopy cover of 15-30% and an average height of 12 inches. The BLM will improve or maintain woody vegetation for sharp-tailed grouse.

Construction of new water developments within 1/2 mile of a sharp-tailed grouse lek will only be allowed after careful consideration of potential impacts on woody vegetation due to possible increased livestock grazing. Land treatments will be designed to maintain sagebrush levels with the desired canopy cover range (15-30%) and to increase the amount of forbs. Controlled burning, seeding, and/or mechanical vegetation manipulation could be done on an individual basis to improve wildlife habitat.

Raptors


Ferruginous Hawk

Raptor nest sites will be protected. No designated camping or other recreational development will occur within 1,000 feet of raptor nest sites. In order to reduce risk of raptor mortality, Avian Power Line Interaction Committee (APLIC) guidelines will be followed for all power lines and will be incorporated into all power line rights-of-way.

Great Blue Heron and Cormorant

Identified great blue heron and cormorant rookeries on BLM land will be protected from roads, campsite developments, timber cutting and other intrusions. No disturbance will be allowed within 1,000 feet of rookeries from the start of nesting through the fledging of young birds.

Migratory Birds

The BLM will follow the Nongame Migratory Bird Habitat Conservation Plan (BLM 1992b) for managing nongame birds that migrate to the tropics or use neotropical habitats. The overall intent is to reverse the decline in some bird populations and to implement a proactive program for other migratory species. The BLM's management actions will focus on providing a variety of habitat characteristics that support successful breeding by migratory birds. This generally requires providing properly functioning habitats with the appropriate vegetation diversity, density and structure based on ecological site potential to support nesting, security and foraging. Methods used can include mechanical vegetation manipulation, prescribed fire to maintain short/mixed grass prairie, seeding or live planting to re-establish native grasslands or wetlands, and planting woody species to return sagebrush or riparian woodland species.


Sage-grouse

Greater Sage-Grouse

Sage-grouse management will utilize the 2005 Management Plan and Conservation Strategies for Sage-Grouse in Montana – Final for overall guidance and direction.

The BLM will consider mechanical treatment as the primary method and prescribed fire as a secondary method to remove conifers encroaching on sage-grouse habitat, except where forested habitat is limited.

Grazing permittees will avoid the placement of salt or mineral supplements near leks during the breeding season (March 1 to June 15). The placement of salt or mineral supplements by other entities will not be allowed. Supplemental winter feeding will not be allowed on sage-grouse winter habitat and around leks.

The BLM will promote sage planting, where appropriate, on project areas (such as sites where sagebrush has been removed for crested wheat grass conversions) occurring within sage-grouse habitats and will reclaim and/or reseed areas disturbed by treatments.

Concentrations of livestock near leks or winter habitat can disturb or displace sage-grouse. Therefore, concentrations of livestock on leks or other key sage-grouse habitats could be avoided by using conservative stocking levels, locating salt or other supplements away from leks or winter habitat, adjusting grazing seasons and locating water facilities where they would not jeopardize habitat.

Conservative Stocking Level

Conservative stocking level is a stocking rate that will result in a moderate utilization level (or less) by livestock at the end of the grazing period for the year. A conservative stocking level will be established based on resource management goals including maintaining healthy vegetation; acceptable livestock performance; expected normal weather; and annual plant production consistent with the Standards for Rangeland Health and Guidelines for Livestock Grazing Management.

Black-tailed Prairie Dogs

Prairie dog management will utilize the Conservation Plan for Black-Tailed and White-Tailed Prairie Dogs in Montana (Montana Prairie Dog Working Group 2002) for overall guidance and direction. Regional plans (based on Montana Fish, Wildlife and Parks administrative regions) will be utilized when they are completed.

Prairie dog towns will be allowed to expand as long as they are not adversely impacting adjacent private or state land, other resources, or affecting Standards for Rangeland Health (Appendix B). Prairie dog towns would be adversely impacting other resources, and controls could be considered, if the towns are:

- The source of or an exacerbation of invasive or noxious plants;
- Substantially limiting forage and/or important habitat for wildlife species in the immediate area;
- Substantially limiting forage for livestock in the immediate area;
- Overriding the effectiveness of other management measures; or
- Posing a substantial economic hardship or risk for other landowners, resulting from the need to control populations on private or state land because of prairie dogs on adjacent BLM land.

Controls will not occur where mountain plover or burrowing owls have been documented using established habitat. Prairie dogs could be reestablished on historic towns that have been eradicated or that have died out due to sylvatic plague. Specific actions to address adverse impacts to or from prairie dogs will be addressed through the watershed planning process and/or a site-specific environmental assessment.

Threatened and Endangered Species

The BLM will work with the USFWS to recover threatened and endangered species, including reintroduction efforts consistent with recovery plans and conservation strategies. This includes the Recovery Plan for the Pallid Sturgeon (USFWS 1993). In order to reduce risk to the pallid sturgeon, all rights-of-way applications for pipelines that cross the Missouri River will include a condition that the pipeline be drilled under the river bed, avoiding disturbance to the river channel.

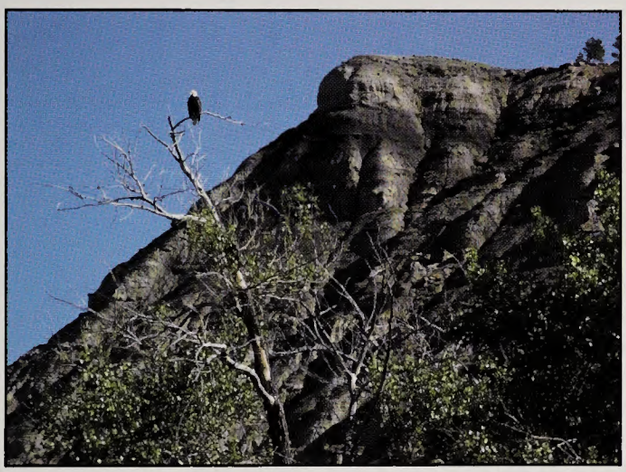
The bald eagle was removed from the list of threatened and endangered wildlife on August 8, 2007, and is considered a designated sensitive species by the BLM. In addition, protections provided to the bald eagle under the Bald and Golden Eagle Protection Act and the Migratory Bird Treaty Act will

remain in place. In order to reduce risk of bald eagle mortality, APLIC guidelines will be followed for all power lines and will be incorporated into all power line rights-of-way.

Determinations concerning endangered or threatened plants and animals will be based on one or a combination of the following factors:

- The present or threatened destruction, modification or curtailment of a species' habitat or range;
- Over-utilization of a species for commercial, sporting, scientific or educational purposes;
- Disease or predation of the species;
- The inadequacy of existing regulatory mechanisms; or
- Other natural or human-caused factors affecting a species' continued existence.

No action will be initiated on BLM land that will jeopardize any federally listed threatened and endangered plant or animal. Future actions will require site-specific environmental review and, if necessary, associated biological assessments. The BLM will comply with all decisions reached during consultation with the USFWS. Prior to the initiation of any action on BLM land, its effect on other sensitive species and state-designated species of special interest will be evaluated and applicable mitigation developed.


Bald Eagle at Grand Island

No black-footed ferrets have been sighted in the Monument, but the area has not been inventoried for ferrets. The USFWS Black-footed Ferret Survey Guidelines (USFWS 1989) will be followed for all prairie dog towns, and a survey is required before any control or surface-disturbing activities can take place on towns or complexes over 80 acres. Small prairie dog towns occur throughout the Monument, but they are not suitable ferret habitat. These towns will be managed for the other sensitive species associated with prairie dog towns.

BLM land within the area was historic habitat for grey wolf and grizzly bear. This land is not within the recovery area or important habitat for either species. There is a remote possibility, in the future, of either species relocating to habitat within the area. In the unlikely event of these species establishing within the area, management would follow the guidelines from the USFWS and MFWP. Under present circumstances, wolves north of the Missouri River would be considered endangered and south of the river would be considered experimental (59 FR 60252, Nov. 22, 1994). Grizzly bear occurrence would follow the guidelines in the MFWP management strategy for northwestern Montana.

Canada Lynx and piping plover (both threatened) have been determined to be present in areas near the Monument. Lynx have no suitable habitat within the Monument and are unlikely to occur in the future. Piping plover occur downstream on the Missouri River, but annual mountain runoff causes untimely flooding of sandbars on the river, making the habitat unsuitable most years. Extensive surveys have repeatedly failed to find any piping plovers or nesting sites. If active nests are identified in the future, USFWS guidelines would be followed to protect these sites.

Fish

Consistent with a cooperative plan between the BLM and MFWP, the MFWP will be requested to stock Butch, Sundance and Gazob reservoirs with fish. In the future, other reservoirs may be identified for fisheries management. Priority consideration will be given to reservoirs near communities with public access. Fisheries potential will be considered during the location and design phases of new reservoirs. New reservoirs will not be constructed within natural wetlands or riparian areas that provide habitat for waterfowl and amphibians.

New fisheries reservoirs will normally be fenced and a livestock watering tank provided below the reservoir. Existing fisheries reservoirs may be fenced for a minimum of 10 acres to exclude livestock, if necessary, to improve emergent vegetation, shade, protect shoreline vegetation, and/or improve the recreational experience. Periodic, short-term grazing of fenced enclosures may be allowed, if necessary, to maintain or improve wetland and upland habitat within the enclosure.

Animal Damage Control

Animal damage control will be conducted only with the Monument Manager's approval when the animal control measure targets the specific offending animal(s) and health and safety factors are not issues. Animal damage control activities will also adhere to off-road vehicle restrictions in that all vehicle travel is limited to designated roads, including roads available for administrative use. The Monument Manager will approve other site-specific restrictions as needed.

Fish and Wildlife – Mitigation

The following mitigating measures will be applied to new surface-disturbing or disruptive activities for identified/important wildlife habitat in the Monument. Mitigating measures will be applied on a case-by-case basis during activity level planning after an on-site evaluation of the project area indicates the presence of a species. Exceptions to these mitigation measures may be granted by the authorized officer if an environmental review demonstrates there would be no adverse impacts, habitat for the species is not present in the area, or portions of the area can be occupied without affecting a particular species. Exceptions will also be considered for interim and final reclamation.

Prairie Rattlesnake

Young Bighorn Rams

Surface-Disturbing or Disruptive Activities

Surface-Disturbing Activities: Those activities that alter the structure and composition of vegetation and topsoil/subsoil. This includes any action created through mechanized or mechanical means that would cause soil mixing or result in alteration or removal of soil or vegetation and expose the soil to erosive processes. Some examples of surface-disturbing activities include construction of roads, well pads, trenching for pipelines, construction or reconstruction of reservoirs and pits, and facility construction. Vegetation renovation treatments that involve soil penetration and/or substantial mechanical damage to plants (plowing, chiseling, chopping, etc.) are also surface-disturbing activities.

Disruptive Activities: Those activities that disrupt or alter wildlife actions at key times, during important activities, or in important areas (feeding, breeding, nesting, herd movement, winter habitat). Disruptive activities are those that can result in reductions of energy reserves, health, reproductive success, or population. Some examples of disruptive activities include geophysical (seismic), well plugging or work-over operations that last 24 to 48 hours or longer, and road reclamation.

Emergency activities, rangeland monitoring, recreational activities, livestock grazing and management, and other field activities are not considered surface-disturbing or disruptive activities.

Greater Sage-Grouse – The BLM will not authorize new surface-disturbing or disruptive activities within 1/4 mile of active leks, nor will it allow new surface-disturbing or disruptive activities within

nesting areas (a 2-mile radius of an active lek) from March 1 to June 15. The BLM will not authorize any new surface-disturbing or disruptive activities in active sage-grouse winter habitat from December 1 to March 31.

Black-tailed Prairie Dog – New surface-disturbing or disruptive activities will not be authorized within 1/4 mile of prairie dog towns if such activities would adversely impact prairie dogs and/or associated species.


Bighorn Sheep

Designated Sensitive Species – The BLM may control or exclude any new surface-disturbing or disruptive activities within 1/4 mile of the proposed site or delay such activities for 90 days within identified habitat and within 1/4 mile of active nests. Surface-disturbing or disruptive activities may also be controlled or excluded within 1/2 mile of active ferruginous hawk nests from March 1 to August 1. This determination would be made at the time of authorization and would be based on whether the sensitive species is present in the area of disturbance.

Bald Eagle – New surface-disturbing or disruptive activities will not be allowed within 1/2 mile of an eagle nest that has been active in the last seven years if such activities could cause nest abandonment or failure.

Big Game Winter Range – New surface-disturbing or disruptive activities will not be allowed on antelope, mule deer and elk winter range from December 1 to March 31. This timeframe could be shortened depending upon weather conditions, animal health and forage availability.

Bighorn Sheep – New surface-disturbing or disruptive activities will not be allowed within bighorn sheep distribution areas from December 1 to March 31 or within bighorn sheep lambing areas from April 1 to June 15 if such activities would adversely impact lamb survival.

Geology and Paleontology

The BLM's goal is to protect the surface features in the landscape that are identified in the Proclamation.

The Proclamation discusses the importance of the geology in the area. The Proclamation states, "The monument is covered with sedimentary rocks deposited in shallow seas that covered central and eastern Montana during the Cretaceous period. Glaciers, volcanic activity, and erosion have since folded, faulted, uplifted, and sculpted the landscape to the majestic form it takes today."

The Proclamation reserved and appropriated all federal lands and interests in lands within the Monument and withdrew them from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including the mineral leasing and mining laws. No new mining claims can be located, and no new prospecting or exploration activities can be undertaken to identify locatable minerals or to establish the discovery of valuable mineral deposits. Plans of Operations for mining will not be approved unless the Department of the Interior has determined that the mining claims covered by the Plan of Operations are valid under the Surface Management Regulations at 43 CFR 3809.100.

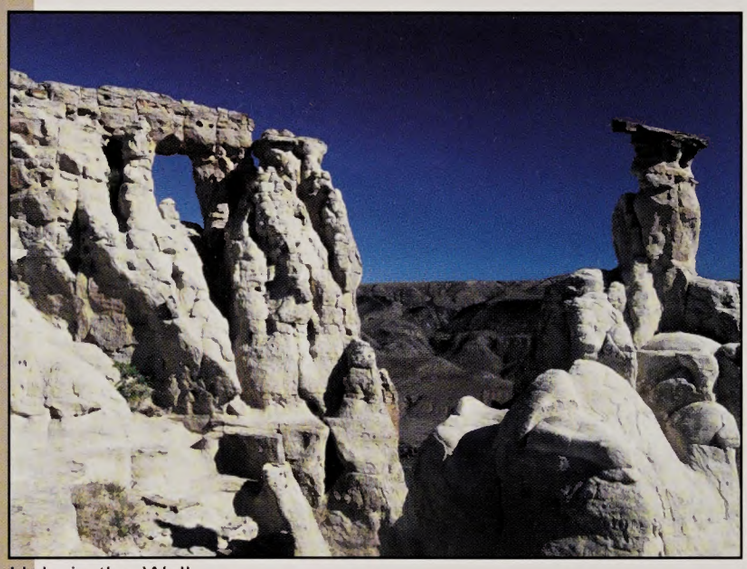
The BLM may allow and authorize paleontological research by permit. All BLM land is closed to commercial collecting of paleontological resources under existing policy and regulation (BLM Manual 8270). Permits are issued to accredited institutions to conduct activity on BLM land to ensure that

the resource is used for public display and education purposes only. Scientific use allows for survey/ reconnaissance or limited excavation work with a minimum amount of surface disturbance, as long as such work is conducted under a paleontological permit and maintains the values for which the Monument was established.

The personal collection of common invertebrate fossils and petrified wood is not allowed.

Implementation

Potential geological interpretive sites include the stratigraphic cross section of the Missouri River from Virgelle to the James Kipp Recreation Area showing the regional dip of beds starting in Colorado Shale and ending in Bearpaw Shale; the glacial geomorphology and paleo channel of the Missouri River at Little Sandy Creek; the igneous dike known as the Grand Natural Wall from the Lewis and Clark Journal entry; Hole-in-the-Wall; the Big Sag at Judith Landing; the Sugarloaf Rock fault plane versus bedding plane at McClelland/Stafford Ferry; the diatreme at Gist Bottom; and the invertebrate paleo site at Woodhawk.


Hole-in-the-Wall

There are no active mines in the Monument for saleable (sand and gravel) or locatable minerals (precious metals or gems). The area is closed to disposal of mineral materials by regulation (43 CFR 3601.12(a)). Currently, 32 mining claims for precious gems are located in the Monument. A Plan of Operations would have to be filed with the Lewistown Field Office before any surface disturbance exceeding casual use could be conducted on these claims (43 CFR 3809.11(7)). Casual use means activities ordinarily resulting in no or negligible disturbance of the public lands or resources. The first step in responding to the Plan of Operations is a validity determination on the mining claim(s) involved. Each claim must have a discovery of a valuable mineral prior to the date of the withdrawal to be considered a valid existing right. In the event that the claims were determined to be valid, the Plan of Operations would be processed under the Surface Management Regulations at 43 CFR 3809 or 3802 (for wilderness study areas). The Proclamation does not direct the BLM to initiate validity determinations on the claims. Under existing policy for withdrawn lands, the claimant can continue to hold the claim by payment of annual fees in lieu of assessment or relinquish the claims. Unless the claimant initiates the process by either filing a Plan of Operations or an application for patent, no action will be taken by the BLM on the claims unless it is in the public interest to do so (BLM Manual 3060.12A).

Soils

The BLM's goal is to maintain or improve soil health and productivity to provide an ecosystem supporting plant and animal species.

To maintain and/or improve soil productivity by increasing vegetation cover and reducing erosion, the BLM will comply with Standard for Rangeland Health #1, which requires that the uplands are in proper functioning condition, and with Standard #2, which requires that riparian and wetland areas are in proper functioning condition.

Implementation

Prior to authorizing any surface-disturbing activity (including, but not limited to, range improvements, natural gas development or right-of-way location) the BLM will evaluate the activity and, if necessary, apply mitigating measures, deny the authorization or relocate the activity to a more suitable soil type. All surface-disturbing activities are subject to an on-site evaluation to develop mitigation to protect streambank stability; control runoff; reduce erosion, sediment yields, and soil compaction; improve soil stability; and control salinity. Mitigation measures or BMPs (Appendix C) will also prescribe revegetation programs. Surface-disturbing activities may be prohibited during muddy and/or wet soil periods.

Surface-disturbing activities should be avoided on soils with severe erosion hazard, badlands, slopes susceptible to mass failure, and other areas subject to active erosion (e.g. rock outcrop, dune lands, or blowouts) to reduce excessive erosion and/or reclamation problems or failure. If a surface-disturbing activity must occur on these types of sites, certified engineering and reclamation plans must be developed and approved by the authorized officer. These plans must demonstrate how the following will be accomplished:

- Site productivity will be restored.
- Surface runoff will be adequately controlled.
- The site and adjacent areas will be protected from accelerated erosion, such as rilling, gullying, piping, slope failure, and mass wasting.
- Nearby watercourses will be protected from sedimentation. Water quality and quantity will be in conformance with state and federal water quality laws.

Vegetation – Native Plants

The BLM's goal is to manage for healthy vegetation communities that provide for a wide variety of long-term benefits such as aesthetics, wildlife, recreation, livestock grazing, etc.

Vegetation allocation to enhance plant health and protect watersheds, wildlife habitat, and wildlife and livestock forage was established according to policies, regulations and land use plan objectives (BLM 1979, 1982a). In general, about 60% of the annual vegetation production is allocated to watershed protection, plant health and/or wildlife forage and cover, and about 40% is allocated to livestock. However, as specific management goals are refined and changes in resource conditions become apparent through monitoring, the actual percentage of vegetation allocated may change. For example, if the area grazed is very steep and far from water the actual allocation to livestock could be substantially less than 40%.

The Standards for Rangeland Health for northcentral Montana were developed in cooperation with the Central Montana Resource Advisory Council (BLM 1997). Standards are physical or biological conditions or functions required for healthy, sustainable rangelands. All of these standards depend on healthy native vegetation. The purpose of standards is to establish minimum required conditions for BLM lands within broad geographic areas. They address watershed function; nutrient cycling and energy flow; water quality; air quality; habitat for threatened, endangered, proposed or special status species; and habitat quality for native plant and animal populations and communities.

The following five standards were established for northcentral Montana:

Standard #1 Uplands are in proper functioning condition.

Standard #2 Riparian and wetland areas are in proper functioning condition.

Standard #3 Water quality meets Montana state standards.

Standard #4 Air quality meets Montana state standards.

Standard #5 Habitats are provided to maintain healthy, productive and diverse populations of native plant and animal species, including special status species (federally threatened, endangered, candidate or Montana species of special concern as defined in BLM Manual 6840, Special Status Species Management).

For a complete description of the Standards for Rangeland Health, see Appendix B. Each of these standards has a set of indicators that provide clues to the health of the ecosystem. These indicators are compared with a set of criteria that have been recognized for a healthy and functional system. When measures of these indicators fall outside of the desired range, it may indicate that Standards for Rangeland Health are not being met.

The Monument will be managed to achieve a natural range of native plant associations, including measures to promote conservation of sensitive plant species. Management activities will not be allowed to substantially shift the makeup of native plant communities and associations or disrupt normal succession. However, there will be some circumstances where vegetation communities and associations will be shifted to meet specific management goals or objectives. These could include prescribed burns to reduce hazardous fuel circumstances, restoration of some habitat components in the interest of wildlife, treatments to control invasive species, etc.

The personal collection of plant material (e.g., vegetation, seeds and berries) is not allowed, except as provided for under the American Religious Freedom Act of 1978. Commercial collection of plant materials will not be allowed without a specific permit.

Implementation

Standards determinations were made on an allotment basis. Once the determinations were documented, implementation was carried out in groups of allotments through watershed plans. This included changes to grazing management and construction of range improvements when necessary. Table 2.2 lists the watershed and landscape plans. The watershed planning process is described in Appendix E.

Table 2.2
Watershed and Landscape Plans Completed

Name	*Year Completed*
Woodhawk Watershed Plan	1998
Two Calf Watershed Plan	1998
Armells Watershed Plan	2000
Beauchamp Watershed Plan	2001
Upper Missouri Watershed Plan	2002
Loma/Vimy Ridge Watershed Plan	2002
Arrow Creek/Upper River/Whiskey Ridge Landscape Plan	2004
Bears Paw to Breaks Implementation Plan	2004

When a grazing allotment is not meeting standards, the BLM is obligated to take action to correct the situation. Specifically, where grazing is responsible for not meeting standards, action is required in accordance with 43 CFR 4180.2(c).

The BLM will determine the priority for restoring non-native vegetation sites to a native species community. Priority sites will be areas where the natural plant community has been significantly disrupted by surface-disturbing activities and the natural resource values have been lost, or are in jeopardy of being lost, and the site could potentially be restored to a natural state. Priority ranking will be based on an emphasis to control highly invasive non-native species. The BLM will also apply reasonable discretion in establishing priority areas based on the extent and seriousness of the situation

and resources available (funding and staffing). To achieve the vegetation goals outlined during site-specific planning, livestock grazing strategies (adjusting grazing or rest seasons, adjusting stocking rates or stocking densities and the location of supplements), prescribed burning, use of herbicides, and mechanical treatments could be used to manage vegetation communities.

Surface-disturbed areas will be rehabilitated with native grasses, forbs and shrubs to minimize the potential for soil erosion and to provide forage and cover for wildlife and livestock. Non-native plants may be used under special circumstances, such as emergency soil stabilization or to establish vegetative cover as an interim step to native species.

Reclamation efforts will follow standard operating procedures and BMPs (Appendix C). In some areas, disturbed surfaces will be allowed to reclaim naturally. The intent of the reclamation standards will be to minimize erosion and establish native vegetation. If the reclamation effort would reduce the impacts created by previous developments that are non-functional and beyond repair, the BLM could remove and rehabilitate non-functioning reservoirs, pits and water developments in WSAs or in other areas where there is viewshed infringement.

The BLM fence specifications will be followed with allowances for certain classes or types of livestock (BLM Handbook H-1741-1). Four-wire fences could be authorized if the class or kind of livestock necessitate the need for a more substantial fence. For additional wildlife mitigation, the bottom wire on four wire fences will be 12 1/2 gauge barbless wire placed at least 16 inches above the ground or 18 inches from the ground if barbed. New fences will not have a top wire over 40 inches from the ground and wire stays will not be allowed. When suitable alternatives are available, fences will not be constructed along steep slopes or in dense vegetation, including timber.

The BLM could modify existing fences that are creating barriers to wildlife movement. In isolated cases, the BLM could relocate fences to better fit with topography and management needs.

Any new water developments will be considered on a site-specific basis and will consider the benefits/detriment to all resources. All tanks will have bird escape ramps installed to reduce the possibility of birds and small mammals drowning. Proposed winter water tanks will be located away from private lands to encourage elk to increase their use of BLM land which, in turn, could reduce depredation on croplands. Decisions about installing water developments will be based on grazing practices and wildlife habitat needs (big game, migratory birds, sage-grouse, amphibians, etc.) within a specific use area. A site should only be developed if the development would improve resource values. Site-specific planning will be used to make these determinations.

Vegetation – Riparian

The BLM's goal is to achieve, or make significant progress toward, proper functioning condition in riparian and wetland areas and to sustain a diverse age-class and composition of riparian-wetland vegetation for maintenance and recovery of riparian-wetland areas.

The BLM will maintain and/or improve the riparian-wetland areas based on proper functioning condition (PFC) and the desired plant community (Appendix B). The presence and condition of riparian vegetation will be managed to maintain riparian and wetland function. Riparian-wetland plant species, such as sedges, rushes, and cottonwood/willow on sites capable of supporting woody species, will be managed for age-class and composition diversity and high vigor considering physical site characteristics and natural disturbances history.

Implementation

Activity plan updates, such as watershed plans or allotment management plans, will emphasize riparian habitat restoration and protection. In areas that have potential to support riparian vegetation BLM may restore or establish native riparian vegetation.

Riparian Area at McGarry Bar

The BLM will initially accomplish riparian-wetland objectives through livestock grazing methods at current stocking levels. If grazing methods are not successful in meeting management objectives, the BLM will take the necessary actions to achieve those objectives. To accomplish the riparian-wetland objectives, the BLM will consider the importance of the intermingled private lands, including valuable riparian-wetland areas that could be adversely impacted as a result of management changes on BLM land.

Standards for Rangeland Health and Guidelines for Livestock Grazing have been implemented. The eight completed watershed plans (Table 2.2) contain management actions and livestock grazing guidelines for meeting Standards. As these actions are implemented, conditions are expected to improve. Management actions and associated changes in livestock management will continue through the watershed planning process.

Riparian-wetland objectives will continue to be developed and implemented through the watershed planning process or as a result of monitoring data. Exclosures, change in season of use, refined grazing prescriptions, riparian pastures, etc. could be used to achieve PFC and/or the desired plant community. Grazing systems could be changed to achieve other resource objectives or values such as forage or fish and wildlife habitat.

The BLM will control or eradicate, if possible, invasive, woody species such as Russian olive and salt cedar in riparian areas. The highest priority treatment for Russian olive and salt cedar will be preventing their spread into areas currently free of invasive, woody species and eradication in areas where the invasion is still within management capability.

Exclosure

The BLM will coordinate with the U.S. Army Corps of Engineers, U.S. Bureau of Reclamation, and county/city/private organizations to secure the release of water from dams upstream from the Monument. High water events would help to establish deciduous forest and woody riparian seedlings, create water flows favoring wildlife habitat and native fishes and promote endangered species recovery.

Proposed projects within riparian-wetland areas, including but not limited to pipelines, road construction, or water developments will have BMPs (Appendix E) and adequate mitigation measures applied to protect water quality, riparian-wetland vegetation, and riparian-wetland characteristics. The BLM will follow all state and federal permitting regulations for ephemeral, intermittent, and perennial streams, and riparian-wetland areas.

Vegetation – Noxious and Invasive Plants

The BLM's goal is to control, contain and, if possible, eradicate invasive plants.

The management of noxious and invasive plants will continue as prescribed in the Upper Missouri River Breaks National Monument: Guidelines for Integrated Weed Management (BLM 2001b) and subsequent updates. This weed management plan was developed to conform to the Montana Weed Management Plan (Montana Weed Management Plan 2001, 2005, 2008), and provides guidelines for the prevention, containment and eradication of invasive and noxious plants, and for the coordination of BLM, state, county and private weed management efforts. The Integrated Weed Management plan will be updated on a periodic basis as a result of monitoring data or when new national or state plans are developed.

The BLM will coordinate with other agencies consistent with the National Invasive Species Management Plan (NISC 2001), the State of Montana's Aquatic Nuisance Species (ANS) Management Plan (Montana ANS Steering Committee 2002), and the Montana Weed Management Plan to control non-native species that cause or may cause significant negative impacts and do not provide an equivalent benefit to society.

The use of certified noxious weed seed-free forage on public land administered by BLM in Montana is required under a supplementary rule (62 FR 54123, Oct. 17, 1997). This rule affects public land users who use hay or other forage products on BLM land such as recreationists using pack and saddle stock, ranchers with grazing permits, outfitters, and contractors who use straw or other mulch for reclamation purposes.

Implementation

The BLM will designate the Monument as a weed management area to facilitate cooperation among landowners and various federal, state, and county agencies, and to secure funding to implement integrated weed management control measures.

The BLM will identify weed prevention areas and emphasize activities to keep weed seed and regenerative plant parts from being introduced into weed free areas. Implementation of an early detection and rapid response program would ensure new infestations are identified early and aggressively managed to protect and maintain uninfested areas.

The BLM will increase public awareness of invasive plant and weed species and develop treatment and prevention strategies to control noxious weeds in and around developed and primitive recreation use areas.

The BLM will develop treatment strategies to contain and/or eradicate weed infestations throughout the Monument using integrated weed management methods.

The BLM will cooperate with other federal, state, and county agencies in developing awareness and prevention programs for aquatic nuisance species such as Hydrilla, Eurasian watermilfoil, and pondweed.

Visual Resources

The BLM's goal is to protect the cultural landscape (viewshed) and the visual features in the landscape that are identified in the Proclamation.

The visual resource management (VRM) classes are based on a process that considers scenic quality, sensitivity to changes in the landscape and distance zone. The four VRM classes are numbered I to IV; the lower the number, the more sensitive and scenic the area. Each class has a management objective that prescribes the level of acceptable change in the landscape. The objectives are guidelines that will be used with the visual resource contrast rating system during new project-level planning. The management objectives will not preclude the maintenance of existing structures and range improvements.

The WSAs, portions of the wild segments of the UMNWSR, and the Bodmer landscapes will be designated as VRM Class I. The remaining portions of the Monument will be designated as VRM Class II, III, or IV as shown on Map A and in Table 2.3. The WSAs will be classified as VRM Class I and managed according to VRM Class I management objectives until such time as Congress decides to designate the area as wilderness or release it for other uses (WO IM No. 2000-096). If the WSAs are determined by Congress as not eligible, they would be managed consistent with adjacent BLM land.

Table 2.3 Visual Resource Management Class Designations	
VRM Class	*Acres*
Class I	111,480
Class II	161,560
Class III	24,770
Class IV	77,190

The VRM class objectives are defined as follows:

Class I – The objective of this class is to preserve the existing character of the landscape. This class provides for natural ecological changes; however, it does not preclude limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention.

Class II – The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color and texture found in the predominant natural features of the characteristic landscape.

Class III – The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape could be moderate. Management activities may attract attention, but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.

Class IV – The objective of this class is to provide for management activities that require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance and repeating the basic elements.

Surface-disturbing activities and/or developments will be designed or mitigated to complement and harmonize with the natural features and the VRM class objectives. Any projects must have a visual contrast rating worksheet completed as a part of the environmental analysis.

Implementation

The visual resource contrast rating system will be used during project level planning to determine whether or not proposed activities will meet VRM objectives. The contrast rating system provides a systematic means to evaluate proposed projects and determine whether these projects conform with the approved VRM objectives. The degree to which a management activity affects the visual quality depends on the visual contrast created between the project and the existing landscape. The contrast is measured by comparing elements of form, line, color, and texture to describe the visual contrast created by a project. Mitigation measures will then be identified to reduce visual contrasts, including the use of BMPs (Appendix C).

In VRM Class I areas, the BLM may, if necessary, prohibit new surface-disturbing activities if such activities are not designed to meet the intent of the visual quality objectives. Maintenance of existing range improvements and other structures in VRM Class I areas will be allowed.

In the WSAs, the VRM Class I designation will not prevent the construction of structures or maintenance of existing structures that are allowed in the WSAs under the Interim Management Policy. The VRM objectives are designed to support the IMP guidelines to not impair the natural character of the existing landscape.

For new projects in VRM Class II, Class III and Class IV areas the BLM will reduce the visual contrast on BLM land in the existing landscape by utilizing proper site selection; reducing soil and vegetative disturbance; choice of color; and over time, returning the disturbed area to a seamless, natural landscape. Maintenance of existing range improvements and other structures will be allowed.

Livestock Grazing

The BLM's goal is to permit livestock grazing consistent with maintaining healthy vegetation communities.

Under the Proclamation, the "[l]aws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the monument." Livestock grazing will continue to be governed by a number of laws and regulations that apply to grazing on all public land administered by the BLM. In addition, the BLM developed Standards for Rangeland Health and Guidelines for Livestock Grazing Management for Montana, North Dakota, and South Dakota which was approved by the Secretary of the Interior in August 1997. To protect the objects for which the Monument was designated livestock grazing will continue to be managed under the Lewistown District (Lewistown and Malta Field Offices) Standards for Rangeland Health and Guidelines for Livestock Grazing Management (BLM 1997). Livestock grazing on allotments in the Monument will continue to be allocated about 38,000 animal unit months (AUMs) of forage on an annual basis (Appendix F). Grazing applications will continue to be processed consistent with existing regulations (43 CFR 4100).

The allocation of forage for livestock grazing was established following the Taylor Grazing Act of 1934. Since that time, several laws, regulations and changes have revised livestock grazing on BLM land. The most recent change concerning livestock grazing was the establishment of Standards for Rangeland Health in 1997. Continued livestock grazing is permitted pursuant to the terms and conditions of permits and leases. Livestock grazing will be managed through implementation of Standards for Rangeland Health and Guidelines for Livestock Grazing Management (Appendix B). Grazing guidelines were established in 43 CFR 4180(f)(2), and regionally refined guidelines were established in the Montana/Dakotas Standards for Rangeland Health and Guidelines for Livestock Grazing Management (BLM 1997). Through the watershed and/or activity plan process, assessments of standards were prepared. If existing grazing management is responsible for not meeting standards, modifications to the grazing authorization are implemented to ensure standards will be met. These can include changes to allocated use, seasons of use, grazing rotations or other grazing management practices. Continued monitoring as it relates to Standards for Rangeland Health will be the basis of making adjustments to livestock grazing.

Livestock

Terms and conditions, beyond basic guidelines for livestock grazing, may be developed in the watershed planning process or as monitoring indicates a need for change to meet specific goals and objectives in the watershed or allotment.

Guidelines for Livestock Grazing Management practices will be followed to protect the objects of the Monument and rangeland resources and, where necessary, to mitigate conflicts with other Monument uses and values. Administrative actions will be implemented under existing regulations to ensure compliance with existing permit/lease requirements. These actions include monitoring and supervision of grazing use and enforcement in response to unauthorized use. NEPA compliance will be completed before renewal of grazing permits. This documentation

will include a review of new monitoring and resource data, and may include a reassessment or evaluation. The normal term of a grazing permit is 10 years, but they may be issued for a shorter period if resource concerns or administrative reasons merit.

If the opportunity is available (through the cancellation or relinquishment of a grazing permit or acquisition of additional land) the BLM could establish reserve common grazing allotments. These allotments would be available to offset the impacts of drought or to implement a project such as a prescribed fire that could create a temporary loss of AUMs. The Hay Coulee allotment will be a reserve common allotment. The grazing regulations also allow for adjusting grazing allotments to incorporate the area in neighboring allotments, accepting of new grazing applications from qualified applicants, reallocation of forage to existing grazing permittees, or temporarily not allocating grazing. In each instance, alternatives would be developed and analyzed in an environmental assessment and followed with decisions in accordance the grazing regulations (43 CFR 4100).

Implementation

The BLM will continue to implement the completed watershed plans (Table 2.2) including the associated range improvement projects to meet Standards for Rangeland Health. The watershed planning process is described in Appendix E. These watershed plans or other grazing activity plans will be updated as necessary during the renewal of 10-year grazing permits.

Maintenance of existing range improvement projects (fences, reservoirs, and other water developments) will occur in the same general manner and degree as in the past. Maintenance of water facilities may include routine maintenance or involve reconstruction. Routine maintenance is normally carried out under an existing cooperative agreement or permit and does not result in a change in the design or capacity of the facility.

Reconstruction normally involves a new design with a change in capacity and new surface disturbance outside the original footprint of the facility. Table 2.4 provides a general description of maintenance and reconstruction activities.

Livestock grazing will continue to be managed through development and monitoring of grazing activity plans and supervision of grazing use. Plans and grazing prescriptions will be developed with multiple use objectives to enhance vegetation production and diversity; maintain and enhance wildlife habitat; protect watersheds; reduce bare ground; and minimize livestock/recreation conflicts. If improved grazing management alone does not meet management objectives, vegetation treatments will be considered.

All allotments have been assigned to a management category depending on the resources and problems contained in the allotment. The three categories of Improve (I), Maintain (M) and Custodial (C) reflect resource conditions, resource potential and economic considerations for each allotment. The terms improve, maintain and custodial relate to resource objectives for the allotment, i.e. whether conditions need to be improved or maintained, or if custodial management is appropriate because of relatively limited resources and resource problems. The BLM's allotment categorization system will continue to determine priorities for processing grazing authorizations, implementing grazing activity plans, spending range improvement funds and monitoring. Allotments will be subject to recategorization based on changes in resource conditions as determined through monitoring and land health evaluations consistent with BLM policy.

New range improvements (primarily reservoirs, other water facilities, fences and land treatments) could be built to support activity plans, enhance Monument resources, or meet overall management goals. Fences will be designed to allow easy passage of wildlife. Vegetative manipulations could be planned, developed and implemented to ensure that negative impacts to resources (primarily wildlife, soils, range, and watersheds) are identified and mitigated. Treatments may be applied if maintenance or improvement cannot be achieved with grazing management practices. Watershed parameters, topography, soil type, infiltration and soil loss potential will also be considered and mitigated, as necessary, in vegetation manipulation projects.

Table 2.4
Water Facility Maintenance and Reconstruction Activities

Maintenance	*Reconstruction*
Work is normally performed in accordance with a cooperative agreement or range improvement permit. The original design and capacity of the facility is maintained. No survey, design, or engineering are required. Surface disturbance occurs within the area of previous disturbance ("footprint"). This includes the route to access the site with equipment needed for maintenance. Maintenance work includes rip-rapping with native rock on active and localized erosion points.	Work is normally performed by BLM, a contractor, or someone who is authorized by the BLM. The original design and capacity of the facility is updated. Survey, design, and engineering are required. This may include: • Increase or decrease in capacity • Change in height or profile of structure • Change in height, location or capacity of spillways • Installation of a pit within the structure • Installation or removal of trickle tubes • Breaching or otherwise removing the existing structure Surface disturbance occurs outside the area of previous disturbance ("footprint"). This may sometimes include access to the worksite. Reconstruction involves rip-rapping with other than native rock and/or for more than just localized active points of erosion.

All vegetation increases will be allocated to watershed until soils and vegetation are stabilized to a satisfactory condition as determined by an interdisciplinary team prior to increasing livestock or wildlife allocations.

Some unallocated parcels will remain available for livestock grazing. These are generally isolated small tracts. An environmental assessment will be prepared for areas not previously grazed by livestock. When the opportunity becomes available to create reserve common allotments, these allotments would technically not be allocated in the sense of adjudication of grazing preference attached to base property; however, they would be available for grazing under guidelines established for use of the reserve common allotment.

Livestock forage allocations on newly acquired land will be based on management needs and objectives of the acquisition. The allocation may range from zero to full capacity and could be adjusted if monitoring indicates a need to make changes to meet management objectives.

Temporary decreases in livestock forage allocations will be implemented in the event of a temporary loss of forage such as in severe drought, fire, or insect or weed infestations. Temporary increases in livestock forage allocations will be made on a temporary nonrenewable basis, where such increases are within the available carrying capacity and are consistent with multiple use objectives as determined by an interdisciplinary review.

Grazing permittees (permit/lease) have an opportunity to apply each year for changes in grazing use within their permitted use level. These changes may include adjustments in season of use, livestock numbers or class of livestock. Applications for major changes in livestock use will be considered through environmental analyses.

Livestock forage allocation and rangeland health will be monitored on a continuing basis for actual use, utilization and trends, and to ensure compliance with the terms and conditions of grazing permits and leases. The monitoring data will be analyzed to determine if grazing management is achieving land use or activity plan objectives; to allow temporary increases or decreases in AUMs; and to revise

grazing activity plans. Monitoring intensity will be based on meeting Standards for Rangeland Health. Violations of permits will be pursued in accordance with the grazing regulations.

Developed recreation sites will be excluded from livestock grazing, except where grazing is needed to maintain the desired plant community. Goats and/or sheep could be used under strict prescriptions to control weeds in special circumstances. Grazing by horses and other livestock used by recreationists in developed recreation sites will be managed through specific activity plans.

The BLM will maintain or enhance bighorn sheep habitat. A change in class of livestock from cows to domestic sheep will not be allowed within 15 miles of areas occupied by bighorn sheep. In other areas, domestic sheep may be allowed on a case-by-case basis to control noxious weeds.

Existing grazing activity plans will be revised to incorporate grazing management practices to improve riparian community conditions. The management emphasis will discourage or prevent livestock congregation along the bottoms to maintain or enhance riparian vegetation.

The Ervin Ridge Wild Horse Herd Area, identified under the Wild Horse and Burro Act, will remain free of wild horses (BLM 1985b).

Water Quality

The BLM's goal is to maintain and/or improve the existing hydrologic systems in the Monument.

The BLM is committed to the objectives of the Federal Clean Water Act to restore and maintain the chemical, physical, and biological integrity of the nation's waters. Furthermore, BLM will manage federal lands with reasonable land, soil, and water conservation practices in order to protect water bodies that currently meet State Water Quality Standards and to improve water quality where designated beneficial uses are not fully supported. Riparian-wetland vegetation provides an important role in maintaining or restoring water quality in the Monument. The BLM will manage for adequate vegetative cover to protect banks and dissipate energy during high flows. Healthy riparian-wetland vegetation filters sediment, aids groundwater recharge, maintains channel characteristics, and decreases pollutants such as fecal coliform and nitrates entering the water body.

Surface and ground water quality will be maintained to meet or exceed federal and state water quality standards, including Standard for Rangeland Health #3, which requires that water quality meets Montana state standards.

The BLM will improve or maintain vegetative cover on uplands and riparian-wetland areas to reduce runoff and sedimentation.

Implementation

The Environmental Protection Agency, in administering the Clean Water Act, requires all states to identify rivers, streams, lakes, and wetlands where beneficial uses are impaired or threatened by human activity, and to schedule those waters for development of water quality restoration plans. This is known as the Total Maximum Daily Load (TMDL) process. The BLM will continue to comply with the TMDL process by addressing listed streams in the watershed planning process.

Through BLM's watershed planning process, BLM grazing allotments are assessed for rangeland health and compliance with Standards for Rangeland Health, including Standard #2: Riparian and wetland areas are in proper functioning condition; and Standard #3: Water quality meets Montana State standards. When an allotment is not meeting standards, and current livestock management is considered a factor, corrective adjustments are required. Through an existing memorandum of understanding with the Montana Department of Environmental Quality (DEQ), the BLM agrees that it will participate in the development, implementation, and monitoring of water quality restoration plans and TMDLs in watershed planning areas in which BLM is a significant land manager or water user.

All surface-disturbing activities are subject to an on-site evaluation to mitigate impacts to water quality and quantity. No activities should alter stream courses. BMPs will be implemented to protect watershed values and maintain or improve water quality (Appendix C). Most water quality impacts in the Monument are or would be the result of non-point source pollution. BMPs are the primary mechanism for controlling non-point source pollution. Site-specific BMPs will be implemented for all surface-disturbing activities to minimize, to the extent possible, impacts to water quality and quantity. The effectiveness of these measures would be dependent on local site characteristics such as landform, soils, climate, natural disturbances, and other physical processes.

Water Developments and Water Rights

The BLM's goal is to maintain and/or improve the existing hydrologic systems in the Monument.

Approximately 337 reservoirs or pit dams, 7 developed springs, 14 water savers, 15 wells, and 32 stock tanks exist in the Monument area for use by livestock and wildlife. The BLM will continue obtaining water rights, including joint ownership with private landowners, for all projects on BLM land and will comply with state and federal water laws.

Several shortfalls exist in the physical demand for surface water in the Monument. Suitable reservoir sites are scarce due to high siltation rates, erodibility of fill material, potential for saline seeps and lack of access for heavy equipment. Water savers are an alternative for reservoirs.

Ground water in much of the area is too deep for drilling to be cost effective, although wells with pipelines supplying many tanks may solve localized water shortages. Where ground water is available, lack of power precludes many well sites from being developed. Solar or gas-powered pumps may provide stock water in some locations.

Implementation

The BLM must consider downstream senior water rights claims before developing surface water sources. Specific management for water developments is addressed previously in this chapter under Vegetation – Native Plants.

Reserved Water Rights

The BLM's goal is to maintain and/or improve the existing hydrologic systems in the Monument.

The Proclamation reserves "subject to valid existing rights, a quantity of water in the Judith River and Arrow Creek sufficient to fulfill the purposes for which this monument is established. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or appropriated by the United States on or before the date of this proclamation."

Federal reserved water rights may be created when federal lands are withdrawn from the public domain (e.g., national parks, wildlife refuges, national forests). Federal reserved water rights are different from state appropriated water rights. They may apply to both instream and out-of-stream water uses; may be created without actual diversion or beneficial use (as defined by state law); are not lost by non-use; have priority dates established as of the date the land was withdrawn; and are for the minimum amount of water reasonably necessary to satisfy both existing and foreseeable future uses of water for the primary purposes for which the land is withdrawn (Alaska Department of Natural Resources 2000).

The BLM land needs to be managed in a manner that preserves and protects the integrity of these watershed systems. These protections must provide the opportunity for flows to support the health and regeneration of cottonwood galleries that provide a seed source for the downstream cottonwood galleries. The flows in Arrow Creek and the Judith River, including spring pulses, should provide adequate water, lateral channel movement, and sediment yield at the appropriate time to support the water-dependent biological resources and cottonwood gallery forests within the Monument.

The BLM is currently collecting hydrologic data from both the Judith River and Arrow Creek. The BLM needs to know the magnitude, timing, and frequency of flows necessary to support the outstanding water-dependent biological resources and cottonwood galleries that were the basis for the reserved water rights. Once this data collection is complete, the BLM will begin negotiations with the Reserved Water Right Compact Commission to quantify its claimed reserved right. After June 30, 2009, unless extended or reauthorized by the State Legislature, the Reserved Water Right Compact Commission no longer has authority to negotiate reserved water rights. The process of quantifying this reserved right then must be adjudicated through the state court system.

Implementation

The BLM will not pursue the acquisition of water rights from private landowners unless approached by a landowner or their representative. The acquisition of water rights from willing sellers will be considered to maintain and/or improve the hydrologic conditions and restore instream flows on tributaries to Arrow Creek and the Judith River.

The BLM will continue its efforts to determine the extent and importance of the water rights reserved by the Proclamation. This will include a study to quantify the base flow and flood flows for the Judith River and the flood flows for Arrow Creek.

These water rights, if asserted, would carry a priority date of January 17, 2001, and would be junior to all water rights that existed at that time. Because these water rights are very junior in this area (the majority of water rights in these basins stem from the 1880s through the mid-1900s), they may have a very limited ability to affect or protect the streamflows in the Judith River and Arrow Creek.

Montana law provides for the Montana Reserved Water Rights Compact Commission, a state-appointed body, to negotiate with the various federal agencies and tribal governments that claim reserved water rights. This process provides for public input throughout the negotiation process and requires that the Montana legislature, Governor of Montana and Secretary of the Interior approve any settlement proposal. The BLM has not requested a negotiation at this time and cannot reach a recommendation on the assertion of the federal reserved right without further information on base and flood flows along with public input.

Forest Products

The BLM's goal is to provide a healthy ecosystem that achieves a sustainable natural variation of vegetation communities.

Where forest/woodland health is in jeopardy, minimal impact harvesting techniques that are appropriate for soil and topographical conditions may be pursued.

The Monument Manager could designate personal use areas for cutting Christmas trees and firewood. Under a permit, individuals could be allowed to utilize incidental material. The permit would address the specific type of material and conditions under which removal would occur.

Lands and Realty

The BLM's goal is to provide reasonable access for the public and for private landowners, as well as for the administrative needs and authorized uses of industry and government agencies.

Under the Proclamation, all federal lands and interests in lands are "hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or leasing or other disposition under the public land laws . . . and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of the monument. The establishment of this monument is subject to valid existing rights. . . . Lands and interests in lands within the proposed monument not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States."

In addition to the seven utility and transportation corridors that cross the Missouri River, the Klabzuba pipeline on the south side of the river will also be a designated corridor (Table 2.5). The corridor for the Klabzuba pipeline will only be on the south side of the river. The pipeline follows the McClelland/ Stafford Ferry corridor on the north side of the river.

Table 2.5
Utility and Transportation Corridors in the Monument

River Mile	*Utility and Transportation Corridor*
River Mile 0 to 1	**Highway 80** - State Highway 80 from Fort Benton to Stanford crosses the UMNWSR at Fort Benton. The road is located entirely on private land. At this location the Monument extends only from bank to bank along the UMNWSR.
River Mile 20 to 21	**Loma** - A buried telephone line (M59069) parallels the county road (M78762) that connects Loma with Geraldine. The telephone and road cross a small portion of BLM land in Section 18, T25N R10E. At this location the Monument extends only from bank to bank along the UMNWSR.
River Mile 38.5 to 39.5	**Virgelle Ferry** - A power line is located where the Ferry crosses the UMNWSR at Virgelle and does not encumber BLM land. At this location the Monument extends only from bank to bank along the UMNWSR.
River Mile 88 to 89	**Secondary Highway 236** - Secondary Highway 236 extends southeast from Big Sandy and across the PN Bridge to Winifred. A power line (M59070) and an underground telephone line (M39347A) are located along this road and cross several miles of BLM land on the south side of the Missouri River. The defined corridor extends one-half mile either side of the road centerline on BLM land north of the River. On the south side of the River, the corridor encompasses both the original county road along the Judith River and the new county road on Claggett Hill for a width of about 2 miles where they cross BLM land. Where the two roads converge at the top of Reed Hill, the corridor width is reduced to one-half mile either side of the road centerline on BLM land.
River Mile 101 to 102	**McClelland/Stafford Ferry** - The McClelland (Lloyd)/Stafford Ferry road that connects Chinook with Winifred crosses BLM land both north and south of the Missouri River. A power line (M24219) that provides power to the Ferry runs parallel to the road on BLM land on the south side of the Monument. The corridor extends one-half mile either side of the road centerline on BLM land north and south of the River.
River Mile 103.5 to 104.5	**Klabzuba** - The Klabzuba natural gas pipeline M41268 follows the McClelland (Lloyd)/Stafford Ferry road north of the Missouri River. The corridor will include BLM land south of the Missouri River. The corridor extends one-half mile either side of the pipeline.
River Mile 131.5 to 132.5	**DY Trail/Power Plant** - The DY Trail crosses BLM land and accesses the south bank of the Missouri River in Fergus County across from the old Power Plant Ferry location. The Bull Creek/Power Plant Ferry road crosses BLM land in Phillips County and leads south to the abandoned ferry location on the north bank of the Missouri River. No utilities are located along these roads. The corridor extends one-half mile either side of the road centerline on BLM land north and south of the River.
River Mile 148.5 to 149.5	**Highway 191** - U.S. Highway 191 (M013368) extends from Malta to Grass Range crossing the Monument near its eastern boundary. A power line (M052239) and a buried telephone line (M049342) parallel the highway; both are located on about a mile of COE land that is leased by the BLM, east of the highway in this area.

Four of the utility and transportation corridors will have defined boundaries through the Monument. The corridors will be 1 mile wide and on BLM land will have defined boundaries within 1/2 mile of the centerline of the following roads and pipeline: the McClelland (Lloyd)/Stafford Ferry road; DY Trail/ Power Plant Ferry road; and the Klabzuba pipeline.

The corridor for State Secondary Highway 236 will be about 2 miles wide on the south side of the Missouri River, which includes the original road along the Judith River and the new route on Claggett Hill. However, the width of this corridor will be reduced to 1 mile when the two roads converge at the top of Reed Hill.

The corridors at Fort Benton, Loma, Virgelle and Highway 191 will retain their current status (1 mile wide). These four corridors extend from bank to bank where they cross the UMNWSR and do not involve any BLM land.

The eight corridors are shown on Map 1.

The corridors will be available to all uses (pipelines, transmission/power lines, roads, etc.) with the appropriate mitigation. If feasible, future utilities will be located adjacent to existing roads within the designated corridors or restricted to the least intrusive disturbance.

Within the DY Trail/Power Plant corridor, pipelines will be bored under the Missouri River to avoid river channel disturbance. Boring will not be allowed during the spawning season from March 30 to July 15. Overhead power and/or telephone lines will be allowed to cross the Missouri River to avoid disturbance to spawning sensitive species (sauger, paddlefish, and sturgeon).

Avoidance areas for ROWs include the scenic sections of the UMNWSR, the Bodmer Landscapes, the Cow Creek ACEC, cultural/historic sites, riparian and wetland areas, areas containing unique geologic formations, areas considered unsuitable due to erosion and slope, and sage-grouse seasonal habitat where impacts could not be mitigated or effectively controlled.

Exclusion areas include the wild sections of the UMNWSR and the six WSAs, pending determinations by Congress. If the WSAs are not designated by Congress as wilderness and are released from WSA status, they would be managed as avoidance areas.

Implementation

Rights-of-Way

Applications for rights-of-way will be considered pursuant to existing policies and practices, identified transportation and utility corridors, identified avoidance and exclusion areas, valid existing rights, and as necessary for adequate and reasonable access to state or private land as well as access for utility or transportation services.

Applications for rights-of-way will also be considered for necessary and adequate access across BLM land to private and state minerals for exploration, development, and production (e.g., access roads and pipelines).

Applications for rights-of-way must be in conformance with the Wild and Scenic Rivers Act and provide for mitigation necessary to protect Monument resources. The BLM has discretion to evaluate such things as construction methods, alternate routes or type of access (including only aerial access) and to establish reasonable terms and conditions necessary to protect the public interest. All power line rights-of-way must comply with APLIC guidelines to protect or reduce impacts to raptors and bald eagles. All pipeline rights-of-way that cross the Missouri River will require that pipelines be drilled under the river bed, avoiding disturbance to the river channel and potential impacts to the pallid sturgeon.

Applications for commercial wind energy systems, solar energy systems and communication sites will not be considered.

Leases and Permits

Except for the issuance of film permits, new land use authorizations for uses such as farming leases or permits under 43 CFR 2920 and Recreation and Public Purposes (R&PP) leases under 43 CFR 2912 will not be allowed. Applications for film permits using the uplands that may cause impacts requiring mitigation will require a Notice of Realty Action in the Federal Register, a 30-day public comment period, environmental analysis, and may require bonding and liability insurance. Film permits confined to the Missouri River and/or access roads in the Monument will be treated as minimum impact permits as defined at 43 CFR 2920.2-2. Permits are not required for casual use filming activities that normally involve non-commercial still photography or recreational videotaping.

Land Ownership Adjustment

The BLM will not pursue the acquisition of private land or interests in land unless approached by a landowner or their representative. Conservation easements or fee acquisition (i.e., campsite) opportunities that are brought forward by private landowners will be considered if they enhance the values of the Monument and are within the BLM's staff and budgetary constraints. Land and Water Conservation Funds may be used for land acquisitions (either fee or conservation easement).

BLM land will not be disposed of other than by exchange, and only when necessary to further the protective purposes of the Monument, block up BLM land within the Monument and enhance the values for which the Monument was designated.

Disposal of BLM land will be limited to parcels meeting these criteria:

- The parcel is located at the edge of the Monument and disposal would not create an inholding;
- The parcel contains minimal Breaks topography; and
- The parcel contains minimal objects for which the Monument was designated.

The BLM will explore the feasibility of a land exchange program with the Montana Department of Natural Resources and Conservation. Such exchanges would focus on state lands that would contribute to the objects for which the Monument was designated.

Lands acquired by the BLM will be managed consistent with adjacent BLM land. Upon acquisition of title, acquired lands will become part of the Monument and are withdrawn accordingly.

The following BLM land is identified for disposal by exchange and meets the criteria discussed above: T22N R16E, E2NE4 of Section 15 (80 acres). The parcel is on the edge of the Monument, contains minimal Breaks topography, and contains no objects for which the Monument was designated. The BLM land will be exchanged for private land identified as T22N R15E, Section 3, Lot 5 (24.60 acres) and Section 4, Lot 8 (46.52 acres). This land exchange proposal was initiated by the private landowner in March 2002.

Revised Statute 2477

Revised Statute 2477, which provided that "[t]he right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted," was repealed on October 21, 1976, by the Federal Land Policy and Management Act (FLPMA). The FLPMA did not terminate valid rights-of-way established under Revised Statute 2477 prior to its repeal. Since 1993, the BLM deferred any processing of Revised Statute 2477 assertions except in cases where there was a demonstrated, compelling, and immediate need to make such determinations.

Current guidance is contained in Washington Office Instruction Memorandum 2006-159: Non-Binding Determinations of R.S. 2477 Right-of-Way Claims. Briefly, this guidance states that the BLM does not have the authority to make binding determinations on the validity of R.S. 2477 right-of-way claims.

The BLM may, however, make informal, non-binding determinations for its own land use planning and management purposes. A non-binding determination that the right-of-way exists is required before completing consultation with states or counties on any proposed improvements to a claimed R.S. 2477 right-of-way, i.e., any work beyond routine maintenance. A non-binding determination may also be appropriate before taking action to close or otherwise restrict the use of a claimed R.S. 2477 right-of-way. Such determinations must be based on the particular laws of each state in which a claimed right-of-way is situated. No determinations will be made through this resource management plan since there are no R.S. 2477 right-of-way claims.

Fire Management

The BLM's goal is to manage wildland fire safely, efficiently and with minimal impact to resource values while minimizing the risk of catastrophic fire within the Monument and communities adjacent to the Monument. This includes maintaining or reestablishing the natural influence of fire on vegetation communities and associations.

Fire will be used to manage fuels and minimize the risk to those biological, geological and historical objects of interest for which the Monument was established. Fire could be a positive influence in much of this area, and restoration of natural fire regimes will be encouraged where practical. However, each occurrence will require special consideration. Obvious concerns focus around structures, croplands, livestock and livestock forage needs, the reduction of big game thermal and hiding cover, and reduced canopy coverage in sagebrush habitats. Social and political considerations will help determine how each fire occurrence will be managed.

Appropriate management response based on current fire danger, resource availability and predicted weather will be used to ensure safety of fire suppression personnel, reduce cost of fire suppression and to return fire to a more natural ecological role. An appropriate management response may also include limiting fires ignited by lightning to pre-planned barriers and natural fuel breaks. Appropriate management response criteria will be based on risks to firefighters, public health and safety; land and resource management objectives; weather; fuel conditions; threats, values to be protected; and cost efficiencies.

Armells Prescribed Fire

The Montana DEQ has the primary responsibility for attaining and maintaining air quality standards through coordination with the Environmental Protection Agency (EPA). The EPA through the document, Interim Air Quality on Wildland and Prescribed Fires, supports increasing the reintroduction of fire into federal land management programs to allow fire to play its natural role and provide resource benefits consistent with public health and environmental quality considerations. All prescribed burning planned in the Monument will comply with the certified Smoke Management Program. This program is administered by the Montana DEQ with support of the Montana/Idaho State Airshed Group.

The Monument includes four fire management units: Wild and Scenic River, Wilderness Study Areas, North Monument and South Monument (Map B). Fire management alternatives for these fire management units (FMU) will be based on the options listed in Table 2.6 for wildland fire suppression and prescribed fire.

Table 2.6 Options for Wildland Fire Suppression and Prescribed Fire	
Option	***Description of Fire Suppression Option***
Aggressive	All fires would be suppressed aggressively using all available methods based on firefighter and public safety. The focus of this strategy would be to limit acres burned. Cost would not be a consideration in most cases.
Appropriate	Appropriate management response would be based on firefighter and public safety considering the natural role of fire (fire regime and condition class (FRCC)). Fires could be managed using less than full suppression in most cases and allowed to burn to natural barriers or roads. Cost of the suppression activity would also be considered.
Wildland Fire Use	A wildland fire use plan would be developed. Areas could be identified where prescribed fire would be used based on firefighter and public safety along with FRCC and the goal to return fire to a natural role on the Monument landscape.
Option	***Description of Prescribed Fire Option***
None	No prescribed fire use would be allowed.
Safety and Habitat	Prescribed fire could be used based on public safety (fuel hazard reduction) and resource issues (range improvement, wildlife habitat).
Natural Role of Fire	Prescribed fire would be used based on FRCC and the goal to return fire to a natural role on the Monument landscape with very few constraints.

The BLM's response will be based on a wide range of fire management tools available and management flexibility to respond to changing conditions. The wildland fire suppression options and prescribed fire options for the FMUs are shown in Table 2.7.

Table 2.7 Wildland and Prescribed Fire Options		
Fire Management Unit	***Wildland Fire Suppression Strategy***	***Prescribed Fire Use Based On***
Wild and Scenic River	Appropriate	Safety and Habitat
Wilderness Study Areas	Appropriate	Natural Role of Fire
North Monument	Appropriate	Natural Role of Fire
South Monument	Appropriate	Natural Role of Fire

The appropriate management response to all wildland fires will be based on firefighter and public safety and resource values on BLM, state, and private land while considering the natural role of fire. Fires could be managed with less than full suppression efforts and, in most cases, allowed to burn to natural barriers or roads. The cost of suppression will also be considered. Resource values, such as sage-grouse habitat, will be protected during wildland fire suppression through the knowledge of resource advisors assigned to wildland fire incidents and/or information on the location of critical resource areas available to incident commanders; however, protection for resource values will be secondary to life safety and property values.

Prescribed fires could be used in three of the FMUs (Wilderness Study Areas, North Monument and South Monument) based on the flexibility to respond to changing conditions and the goal of returning fire to a more natural role on the Monument landscape. Prescribed fire in the Wild and Scenic River FMU will be based on public safety and resource issues.

Implementation

Wildland Fire Suppression and Rehabilitation

The BLM will suppress fires at minimum cost, based on fire fighter and public safety, and the benefits and values to be protected consistent with resource objectives. Where an identified risk to private croplands exists, all wildland fires will be suppressed during the hot or dry season. The BLM works in an interagency fashion with rural fire departments and other federal and state fire agencies. The closest available fire suppression resources respond to a fire for initial attack, irrespective of land ownership. The BLM Lewistown Fire Dispatch Center provides interagency wildland fire dispatching for much of central Montana.

The appropriate management response to wildland fire in the Monument, including wilderness study areas (WSAs), will involve traditional fire line tactics, including the use of natural barriers and hand-constructed fire lines. The use of heavy equipment will be allowed through authorization of the Field Manager, Monument Manager or the appropriate agency administrator. Careful consideration will be given to how and where heavy equipment would be used to minimize erosion. Staging areas will be placed outside the Monument whenever possible. The application of fire retardant is prohibited within the White Cliffs section of the Monument, and is also prohibited within 300 feet of any perennial water body.

Rehabilitation will be based on careful consideration of resource objectives, area concerns and constraints. Certified weed-free seed and seeding with appropriate native species is required.

Prescribed Fire and Other Fuels Management

Prescribed burns will be used in the Monument to protect infrastructure or wildlife habitat that would be permanently lost in the event of a catastrophic fire, to achieve desired plant communities, and to reduce hazardous fuel loads. Livestock grazing could be considered as a vegetation management tool to reduce hazardous fuel loads. The BLM will coordinate fuel management with private landowners, affected interests and other agencies. Land uses are to be monitored and adjusted as necessary after a fire to sustain soils and vegetation.

Wildland Fire – Wilderness Study Areas

The BLM will protect the wilderness characteristics of land within the National Wilderness Preservation System and in WSAs. Fire management-related activities should preserve the natural character of wilderness areas and avoid unnecessary impairment of a WSA's suitability for preservation as wilderness. The use of heavy equipment during wildland fire suppression and rehabilitation in WSAs should be avoided to protect wilderness characteristics. Fire camps should be located outside WSAs. Using motorized vehicles and mechanical equipment during mop-up should be minimized. A fire plan developed for any WSA should specify fire management objectives, historic fire occurrence, acceptable suppression techniques, buffer zones, smoke management concerns, and anticipated impacts on private or other agency inholdings and on adjacent landowners. Suppression methods may include use of power tools, aircraft, motorboats and motorized fire-fighting equipment while applying appropriate techniques. A wildland fire situation analysis will be completed by appropriate fire managers and resource staff for any fire that escapes initial attack or has the potential to remain in the extended attack mode for more than 48 hours.

Prescribed Fire – Wilderness Study Areas

The use of heavy equipment will be avoided to protect wilderness characteristics. Staging areas and fire camps will be located outside of WSAs unless safety or overriding logistical concerns dictate otherwise. A prescribed burn plan will specify fire management objectives, historic fire occurrence, the natural role of fire, expected fire behavior, smoke management, and impacts on private or other agency inholdings and on adjacent landowners. The use of power tools and motorized equipment will be limited.

Recreation

The BLM's goal is to manage for a variety of sustainable visitor opportunities in mostly primitive and natural landscapes.

The BLM will maintain and/or enhance the recreational quality of BLM land and resources to ensure enjoyable recreational experiences. Specific management for recreation is addressed below.

The BLM's Priorities for Recreation and Visitor Services Workplan 2003-2007 (as extended by the Unified Strategy, WO IM No. 2007-043), Recreation 2000 guidance and the Tri-State Recreation Plan incorporate the following provisions:

- Improve access to appropriate recreation opportunities on DOI managed or partnered lands and waters;
- Ensure a quality experience and enjoyment of natural and cultural resources on DOI managed or partnered lands and waters;
- Provide for and receive fair value in recreation;
- Manage visitor services including a permit system, interpretive programs, visitor contact and efforts to improve the BLM's image with public land users;
- Maintain all facilities where the public comes in contact with BLM roads, trails, signs, recreation sites and buildings;
- Develop partnerships among other agencies, organizations and private citizens; and
- Enhance budget/marketing techniques that showcase the BLM's land management.

The recreation emphasis will be to develop and maintain opportunities for dispersed recreational activities such as hunting, hiking, scenic and wildlife viewing and driving for pleasure, consistent with current policies and practices and the Proclamation. Methods to achieve these opportunities include emphasizing public access and the Watchable Wildlife and Back Country Byways programs. The BLM will provide dispersed recreation opportunities to support local, regional and national needs.

The BLM will increase coordination with the Montana tourism industry to market BLM recreational opportunities, particularly with the Charlie Russell and Missouri River Tourism Regions for the State of Montana.

The BLM will emphasize a pack in/pack out garbage policy.

The BLM will emphasize dispersed recreation opportunities including hiking and development of non-motorized hiking trails.

The BLM will provide law enforcement patrols of the Monument. The law enforcement program will stress public compliance through education and outreach to develop a sense of public ownership of

the Monument. The BLM will respond to resource violations consistent with current law enforcement responsibilities within the Lewistown Field Office. The Blaine, Chouteau, Fergus and Phillips County Sheriff Departments conduct emergency services in the Monument. The BLM assists as requested with available resources. Emergency services are guided by BLM policy and administrative action.

Geocaching is an appropriate, casual use of BLM land, and a Special Recreation Permit (SRP) is not required if the activity is casual use and inflicts no damage on the resources (no surface disturbance). However, if the activity becomes too large and begins to conflict with other authorized uses or affects the resources of the Monument, appropriate steps will be taken to manage the activity. This would include preparation of an environmental assessment or other appropriate NEPA document; issuance of letters of agreement or SRPs with special stipulations to mitigate concerns; and requirements for the registration of geocaching sites and removal of those geocaches if authorization is not given.

The BLM will continue to work with and support the Undaunted Stewardship program. The program is directed jointly by federal, state and private entities, with guidance from statewide historic, conservation and agricultural groups, funded by the public and private sectors. This is a cooperative and multi-faceted program that seeks to ensure the long-term maintenance of the environmental quality and economic productivity of privately-owned, agricultural landscapes – especially areas rich in history along the Lewis and Clark National Historic Trail in Montana.

Four Undaunted Stewardship interpretive projects are located on private property intermingled with the Monument along the UMNWSR. This is a collaborative partnership program that involves private landowners (ranchers), Montana Stockgrowers Association, Montana State University and the BLM. The objective is to preserve both Lewis and Clark and Montana frontier history. The four sites are the ABN Ranch east of Virgelle, the Lanning/Terry Ranch south of Big Sandy, the Crawford Farm & Ranch north of Geraldine, and the Wortman Ranch near the PN Bridge (Judith Landing) north of Winifred.

Recreation Management Areas – The Monument will be included in two special recreation management areas: Upper Missouri River SRMA and Uplands SRMA (Map C). The Upper Missouri River SRMA includes BLM land from Fort Benton downstream to Arrow Creek and the entire UMNWSR. The Uplands SRMA includes BLM land both north and south of the UMNWSR downstream from Arrow Creek to the James Kipp Recreation Area.

The following sections on fees; gateway communities; research, collection and special events; recreation in sensitive wildlife habitat; and interpretive sites applies to both SRMAs.

Fees – The BLM will implement an expanded amenity fee for overnight camping in Level 1 sites and an individual special recreation permit for boating the Missouri River. After the RMP is completed the BLM will develop a business plan to determine the actual fee amounts charged for new sites. Development of the business plan will involve the Central Montana RAC and include an opportunity for public involvement. Fees will not be charged until completion of the business plan, except for the fee system for the James Kipp Recreation Area.

Level 1 recreation sites that charge a fee will provide at least a majority of the following: tent or trailer spaces, picnic tables, drinking water, access roads, collection by an employee or agent, reasonable visitor protection, refuse containers, toilet facilities and simple devices for containing a fire. Such Level 1 sites currently include Wood Bottom, Coal Banks Landing, Judith Landing, Lower Woodhawk and the James Kipp Recreation Area. An expanded amenity fee will be charged at any additional Level 1 sites that may be constructed. In addition, the BLM may charge fees for use of some existing structures in the Monument, including cabins and corrals, consistent with FLREA.

A permit, referred to as a Special Area Permit, and associated fee will be required to boat on the UMNWSR. BLM regulations (43 CFR 2930) specify permits may be required for individual recreational use of special areas. Special areas include rivers in the National Wild and Scenic Rivers System. The cost of the permit will be established through a business plan based on the cost of

operating the permit system, special costs related to management of the area, comparability with other agencies and similar special areas, and fairness and equity among all users. Camping overnight at Level 1 expanded amenity fee sites will be included with the special area permit fee. This permit is a separate permit from a commercial activity permit.

Expanded amenity fees collected for camping will be returned to the Lewistown Field Office and used at Level 1 sites for expenditure on site maintenance and visitor services as established in FLREA.

Fees associated with the Special Area Permit to boat the Missouri River will be returned to the Lewistown Field Office and used to cover management costs associated with toilet pumping, trash collection, and site maintenance. In addition, fees could be used to support county emergency services and to purchase short-term campsite easements or leases from willing private landowners.

Gateway Communities – The BLM will encourage and sustain collaborative partnerships, volunteers and citizen-centered public service. The BLM will partner with gateway communities to provide visitor information.

The BLM will encourage private sector initiatives as a means of developing river visitor use opportunities. The Monument offers a wide range of visitor opportunities, only some of which can be provided by the BLM. To overcome these limitations, non-governmental entities, either individuals or institutions, could help accomplish initiatives compatible with the Monument. These initiatives will not result in permanent facilities in the Monument.

A wide variety of activities can be generated by private sector initiatives. Services for boats or horses, overnight or extended-stay lodging facilities, food/water and other provision sales and guiding are services traditionally offered in this way. Other opportunities may be created by using the Monument for touring and instructional purposes and for expanded regional promotional activities. A special recreation permit must be issued for all commercial and competitive activities that make a profit from recreational visitor activities on BLM land.

Currently, the BLM, City of Fort Benton, and The River and Plains Society are partners in the Missouri Breaks Interpretive Center. The City of Fort Benton will assist with maintenance of the grounds and The River and Plains Society will provide seasonal staffing and volunteers during the summer months as well as manage the center's gift store.

Research, Collection and Special Events – The use of metal detectors will be allowed by permit only. A permit for metal detector use may be authorized by the Monument Manager when determined to be in the interest of the public and consistent with the goals of the Monument. Metal detectors, magnetometers or other remote sensing equipment may also be allowed for administrative purposes or public health and safety uses as determined by the Monument Manager.

The personal collection of common invertebrate fossils and petrified wood is not allowed. The personal collection of plant material (e.g., vegetation, seeds and berries) is not allowed, except as provided for under the American Religious Freedom Act of 1978.

Special recreation permit applications for organized group activities or events may be granted, if the activity will not impact the resources or values for which the Monument was designated. Large group events will be authorized subject to restrictions to protect resources. These restrictions may include, but would not be limited to, the designation of specific roads or trails for a particular event, limitations on parking, use of campfires, sanitation requirements and the number of people involved in the event.

The BLM may also issue permits for commercial hiking, horseback riding and other commercial recreation activities that are not associated with big game hunting or river boating.

Recreation in Sensitive Wildlife Habitat – The BLM will allow the personal collection of shed antlers (horn hunting).

Camping will not be allowed on BLM islands from April 1 to July 31, to protect wildlife during sensitive periods (e.g., nesting, brooding periods).


Gilmore Cabin

Interpretive Sites – Historic, archaeological, and geological opportunities on BLM land will be enhanced by developing the interpretive potential at selected sites (Map 2). Small, low-key interpretive signs that blend in with the surroundings (and not visible from the Missouri River) will be established at specific sites. These low-key sites will be for dispersed recreation opportunities. Simple markers will be provided for some cultural sites. Portable interpretation (guidebooks and brochures) may also be available.

Topics for interpretation will be selected based on setting, visitor benefits and the potential to provide the area's history or prehistory via interpretation. Some potential cultural sites for interpretation include Decision Point; Eagle Creek; the Murray/PN dugout; Hagadone, Middleton, Ervin, Gist, Cable, and Nelson homesteads, Gilmore cabin; Nez Perce Trail; and sites associated with the Lewis and Clark Expedition. Other possible interpretive sites and topics could include prehistoric sites and the steamboat era on the Missouri River.

Some potential geological interpretive sites include the stratigraphic cross section of the Missouri River from Virgelle to the James Kipp Recreation Area showing the regional dip of beds starting in Colorado Shale and ending in Bearpaw Shale; the glacial geomorphology and paleo channel of the Missouri River at Little Sandy Creek; the igneous dike known as the Grand Natural Wall from the Lewis and Clark Journal entry; Hole-in-the-Wall; the Big Sag at Judith Landing; the Sugarloaf Rock fault plane versus bedding plane at McClelland/Stafford Ferry; the diatreme at Gist Bottom; and the invertebrate paleo site at Woodhawk.

Upper Missouri River Special Recreation Management Area (SRMA)

The BLM's goal is to manage these lands for a variety of sustainable visitor experiences in mostly primitive and natural landscapes. This goal would allow BLM to provide dispersed and developed recreation opportunities and ensure that visual quality characteristics reflect a predominantly primitive or natural landscape while providing a diversity of visitor experiences.

Upper Missouri National Wild and Scenic River

Management of the UMNWSR is guided by the 1993 River Plan Update (BLM 1993). The River Plan Update identified the specific actions necessary to implement guidance provided by the West HiLine RMP (BLM 1992a) and to revise some outdated management actions. In the future, the river plan will be updated based on the guidance from the Approved Plan.

The UMNWSR will be managed to protect and preserve the remarkable scenic, recreational, geological, fish and wildlife, historic, cultural, and other values as directed by Congress in the Wild and Scenic Rivers Act (PL 90-542, 1968) and the amendment for the Upper Missouri (PL 94-486, 1976). The BLM will manage the segment of the Lewis and Clark National Historic Trail within the planning area in a manner that is consistent with the purposes and provisions of the National Trails System Act (PL 90-543, 1968) as amended by PL 95-625 (1978).

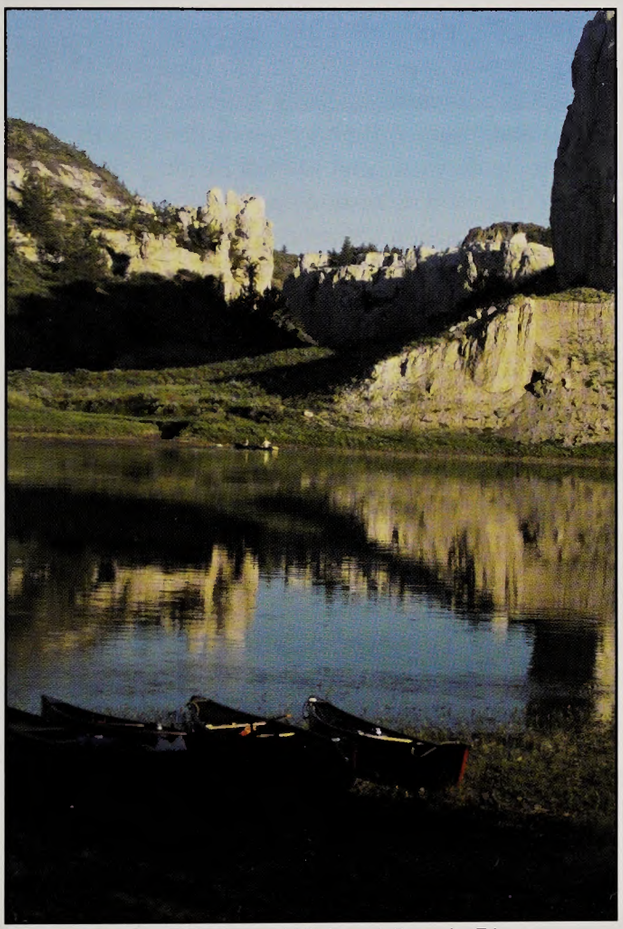
The BLM will provide recreational opportunities and visitor services consistent with the Wild and Scenic Rivers Act, as amended. Future developments will mitigate impacts to natural and cultural resources. Mitigation measures will be determined after site-specific evaluations.

The Fort Benton River Management Station/Missouri Breaks Interpretive Center will support visitor services for the UMNWSR and provide interpretive information on the cultural and natural history of the Monument. Access points at the Chouteau County Fairgrounds Campground and Canoe Launch, Fort Benton Power Boat Ramp, Wood Bottom, Coal Banks Landing, Judith Landing and James Kipp Recreation Area will serve as points of contact to provide health and safety information, register boaters, and collect visitor use information.

The BLM will continue, and may expand, visitor services operations to provide for public health, safety and law enforcement. Search and rescue operations and law enforcement will continue as a cooperative effort between the BLM and state and local agencies.

Boaters on overnight trips on the UMNWSR may not dispose of solid human waste by any means other than a portable toilet for containerization and carryout of solid human waste. This is necessary due to increasing levels of public use and the health, sanitation and aesthetic problems that improper disposal of human waste can create along the river.

The BLM will coordinate with the USFWS on bankside recreation use and management within the Charles M. Russell (CMR) National Wildlife Refuge boundaries, between river miles 139-149.



Upper Missouri National Wild and Scenic River

This section addresses specific management for the Upper Missouri River SRMA that primarily includes management for the UMNWSR.

Special Recreation Permits – There will be a limit of 23 SRPs for commercial recreational use on the Missouri River and related land in the UMNWSR. An SRP, with a fee, will be required (43 CFR 2930). Permits help the BLM manage river use to prevent damage to BLM land or water resource values and to prevent social conflicts. The 23 permits will include boating on the Missouri River for commercial hunting, fishing, and scenic and interpretive tours.

One-time permits, authorizing one trip per season, will be issued on a case-by-case basis primarily for institutions and organized groups that meet BLM's definition of commercial use (recreational use of the Missouri River and related land in the UMNWSR for business or financial gain). One-time permits may also be issued to river-based commercial hunting, fishing and scenic and interpretive tour operators not allowed under the 23 permits. One-time permits will authorize a specific use to take place on a specified range of dates within a given calendar year, and will not guarantee authorization for future occupancy and use of the Missouri River and related land in the UMNWSR.

Special events, such as competitive and organized group events, where the event takes place on the river, will be permitted only in the recreation classified segments of the UMNWSR.

Vending permits could be issued in association with special permitted events. Vending permits are temporary, nonexclusive, revocable authorizations. Any facilities associated with the permit will be temporary in nature and confined to Level 1 sites (developed public access sites). Vending permits for food services, souvenirs or clothing, other than those associated with a special event, will not be allowed.

Vending permits could also be issued for shuttle services, boat and equipment rental and other services that directly support or enhance BLM's goals for visitor use management.

Opportunities for Boaters – The BLM will not develop an allocation system for visitor use on the Missouri River. The BLM will monitor conditions and develop management actions, as necessary, to reduce impacts to resource and social conditions without limiting the number of people boating the Missouri River. Management actions may include, but will not be limited to, further restrictions on group size, limits on the number of nights allowed at one site, designated campsites, closure of campsites, construction of additional facilities, and development of additional dispersed campsites. Standards and Indicators (Appendix G) establish a broad framework for managing visitor use and impacts to resources and social conditions. As monitoring confirms change in visitor use patterns and impacts, or as populations shift or other major social events occur that may dramatically change use patterns, additional refinement within those standards and indicators may become necessary.


Floaters on the Upper Missouri River

From June 15 to August 1 at Coal Banks Landing and Judith Landing, groups larger than 20 people may only launch on Wednesday, Thursday or Friday. Groups larger than 30 people will require a special recreation permit, year round, for boating the Missouri River.

Camping Facilities – The existing camping facilities will remain at the current campsites along the Missouri River (Map 2). Additional Level 1 and 2 sites will only be considered from Fort Benton downstream to Judith Landing. To provide dispersed recreation opportunities and benefits, additional Level 1 sites will be constructed only in the recreation segments of the UMNWSR. Improvements to existing Level 1 and 2 sites could occur to improve infrastructure or address visitor use issues.

Additional Level 2 sites could be constructed between Fort Benton and Judith Landing as necessary to improve resource conditions, improve distribution of visitor use or resolve visitor use conflicts. Associated facilities and construction could not detract from the visual character and integrity of the UMNWSR. No additional Level 2 sites will be constructed below Judith Landing. Additional Level 3 campsites could be added as needed to accommodate increases in use, disperse visitor use along the Missouri River, and rest or rotate the use of individual sites. Dispersed camping (Level 4 opportunities) will be allowed on all BLM land.

The BLM will maintain all developed sites. New capital improvements will be allowed if impacts to cultural and natural resources can be mitigated to an acceptable level. All improvements will comply with the Wild and Scenic Rivers Act, as amended.

If the opportunity is available, the BLM will purchase short-term (1-5 year) campsite easements or leases from willing private landowners for alternative or additional campsites to provide dispersed camping opportunities and benefits.

The BLM will implement a 2-night limit at Level 2 campsites from June 15 to August 1. The BLM will maintain the 14-night limit at Level 1 and 3 sites and for dispersed camping (Level 4 opportunities).

The BLM will implement a Leave No Trace program and require the use of camp stoves, fire pans or fire mats for dispersed camping (Level 4 opportunities).

Signing in Level 1 sites could be used to safely direct traffic, provide information, or provide interpretive messages. Signing should be commensurate with visual surroundings and level of development. Signing located along the Missouri River will identify campsites and will be of minimum size and only used at Level 1, 2 and 3 campsites. Level 4 sites will not be signed. Signing

Campers at Eagle Creek

River Recreation Facilities

Level 1 – Developed public access sites are accessible by road and have a full range of developments that could include parking lots, boat ramps, vault toilets, campsites for tents and RVs, and picnic facilities. These sites are shown on Map 2 and include Wood Bottom, Decision Point Interpretive Trail, Coal Banks Landing, Judith Landing, Lower Woodhawk and the James Kipp Recreation Area.

Level 2 – Developed boat camps are accessible only by boat. The sites could include vault toilets, metal fire rings, and occasionally, open-air shelters. These sites are shown on Map 2 and include Little Sandy, Eagle Creek, Hole-in-the-Wall and Slaughter River. The BLM has administrative road access to these sites.

Level 3 – Primitive boat camps are accessible only by boat and could contain a metal fire ring but no other developments. These sites are shown on Map 2 and include Evans Bend, Senieurs Reach, Black Bluff Rapids, Dark Butte, Pablo Rapids, The Wall, McGarry Bar, Gist Bottom, Cow Island, Upper Woodhawk, Middle Woodhawk and Hideaway.

Level 4 – Dispersed camping opportunities. In addition to the developed sites described above, camping is permissible on any of the 90,000 acres of BLM land adjacent to the river. The absence of development allows opportunities for those seeking a completely primitive experience. In many areas private land is intermingled with BLM land and landowner permission is required to access or cross private land.

within campsites and elsewhere within the UMNWSR will be limited to existing infrastructure and of sufficiently low profile to not be visible from the Missouri River.

Motorized Watercraft – The BLM will revise the current seasonal boating restrictions on the Missouri River as shown in Table 2.8 and displayed on Map 2. The recreation segments of the UMNWSR will be open to motorized watercraft year round except personal watercraft and floatplanes will only be allowed on river miles 0 to 3 near Fort Benton.

The wild segment from Pilot Rock to Deadman Rapids will have a seasonal restriction from June 15 to September 15 with downstream travel only at a no-wake speed. Personal watercraft and floatplanes will not be allowed on this segment of the river yearlong.

The wild and scenic segments from Holmes Council Island to Fred Robinson Bridge will have a seasonal restriction from June 15 to September 15. Motorized watercraft traveling downstream at a no-wake speed will be allowed on Thursdays through Saturdays. On Sundays through Wednesdays motorized watercraft travel will not be allowed. Personal watercraft and floatplanes will not be allowed on this segment of the river yearlong.

Administrative use of motorized watercraft will occur during the seasonal restrictions. A cooperative effort among agencies operating on the river will be initiated. A Memorandum of Understanding will be developed with the goal of achieving uniform standard operating procedures designed to minimize impacts to boaters from administrative use of motorized watercraft.

Livestock grazing permittees will be allowed upstream travel to administer their grazing permit with prior notification to the BLM. Prior notification will be verbal for unplanned situations or by a letter from BLM to the permittee for activities known in advance. Verbal notification could be with the Lewistown Field Office (Monument Manager, Field Manager, or acting) or the Fort Benton River

Management Station (Park Ranger). Prior notification allows the BLM to inform boaters at launch points that administrative use may be occurring along specific sections of the river and to respond to boaters' questions concerning administrative use.

There will be no restrictions for any military, fire, search and rescue, or law enforcement watercraft used for emergency purposes. This includes the use of motorized watercraft by the public for emergency purposes and the landing and take-off of floatplanes for safety reasons, such as avoiding inclement weather.

Table 2.8
Use of Motorized Watercraft on the Upper Missouri River

River Segment	*Motorized Use*
River Mile 0 to 52 Fort Benton – Pilot Rock (Recreation Segment)	Motorized watercraft travel both upstream and downstream will be allowed yearlong. The operation of personal watercraft and landing of floatplanes will only be allowed on river miles 0 to 3 yearlong.
River Mile 52 to 84.5 Pilot Rock – Deadman Rapids (Wild Segment)	Motorized watercraft travel downstream at a no-wake speed will be allowed from June 15 to September 15. Motorized watercraft travel both upstream and downstream will be allowed the remainder of the year, from September 16 to June 14. The operation of personal watercraft and landing of floatplanes will not be allowed yearlong.
River Mile 84.5 to 92.5 Deadman Rapids to Holmes Council Island (Recreation Segment)	Motorized watercraft travel both upstream and downstream will be allowed yearlong. The operation of personal watercraft and landing of floatplanes will not be allowed yearlong.
River Mile 92.5 to 149 Holmes Council Island to Fred Robinson Bridge (Wild and Scenic Segments)	Motorized watercraft travel downstream at a no-wake speed will be allowed on Thursdays through Saturdays from June 15 to September 15. Motorized watercraft travel will not be allowed on Sundays through Wednesdays from June 15 to September 15. Motorized watercraft travel both upstream and downstream will be allowed the remainder of the year, from September 16 to June 14. The operation of personal watercraft and landing of floatplanes will not be allowed yearlong.

Uplands Special Recreation Management Area (SRMA)

The BLM's goal is to manage these lands for a variety of sustainable visitor experiences in mostly primitive and natural landscapes. This goal would allow BLM to provide dispersed and developed recreation opportunities and ensure that visual quality characteristics reflect a predominantly primitive or natural landscape while providing a diversity of visitor experiences.

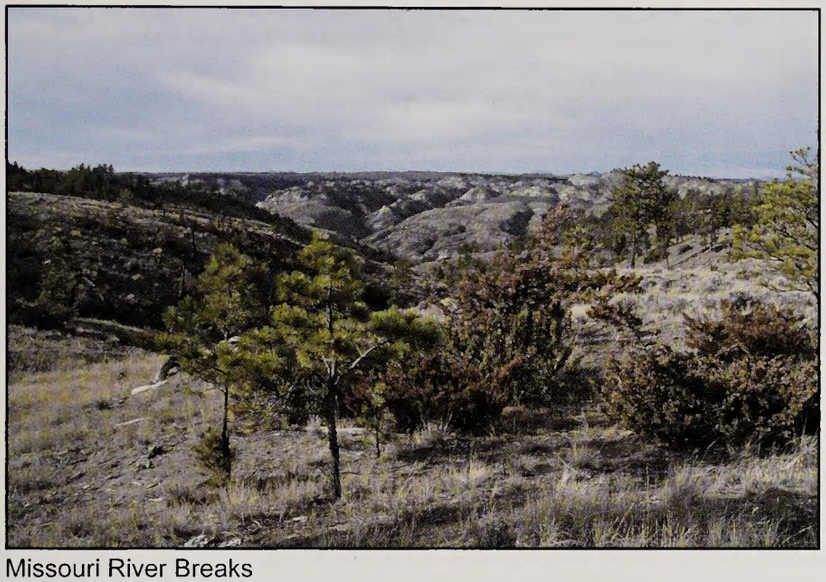
This section addresses specific management for the Uplands SRMA that primarily includes management for the BLM land outside of the UMNWSR.

Special Recreation Permits – The BLM will provide SRPs for commercial outfitting and guiding (hunting) in the Monument consistent with 43 CFR 2932.26 and the goal of managing these lands for a variety of sustainable visitor experiences in mostly primitive and natural landscapes. Outfitters and

other recreational users will be required to use weed-free feed on BLM land for their livestock as a part of the integrated weed management program.

It is the BLM's goal to provide quality recreational opportunities that serve the public interest via authorized commercial operators for visitors lacking the skill or equipment necessary to otherwise participate. To meet this goal, a management approach may be developed through activity level planning that is responsive to changing visitor use trends, use patterns, and resource conditions. While the current use levels for the upland SRPs appear to be adequate, visitor demand for commercial hunting and guiding services could increase in the future.

Visitor use data will be collected and analyzed with the results incorporated into future management decisions. Visitor use data includes hunter/client use days and areas of use. Social conflicts with the general public, as well as conflicts between or among outfitters will also be taken into consideration. In addition, should visitor use levels increase, patterns of use change, or if permitted areas are not used, it may be necessary to decrease the number of permits, adjust use areas, incorporate conditions limiting net hunter/client use days (visitor use days). Conversely, it may be necessary to increase the number of permits due to demand or other conditions.


Missouri River Breaks

Activity level planning will be developed through an environmental review process and public involvement. Activity level planning will be based on BLM's 2930 Recreation Permit Administrative Handbook, BLM's Montana Outfitter Management Guidelines, the 1997 Memorandum of Understanding with the Montana Board of Outfitters (BLM MOU MT932-9111), and the Lewistown Field Office/Upper Missouri River Breaks National Monument Commercial Outfitter and Guide Policy. This management approach will identify the necessary indicators to monitor outfitter conditions of approval that include the standards and stipulations that could require a change in operations. Such management actions are necessary to enhance visitor use opportunities and protect resource values.

The BLM could issue special recreation permits for commercial motorized tours. Motorized tours would be restricted to two vehicles or less per day for each commercial permit on local, collector and some identified resource roads.

The BLM may also issue permits for commercial hiking, horseback riding and other commercial recreation activities that are not associated with big game hunting or river boating.

Camping Facilities – The BLM will consider developing Level 1 campsites, but they would only be constructed at the beginning of public access roads into the Monument. These sites could include interpretive kiosks. The BLM will encourage private landowners outside the Monument to develop Level 1 sites and services. Level 2 campsites will be park and explore sites where people could walk from designated parking areas. Level 3 sites will be pullout sites immediately adjacent to a road. Fire rings will be the only allowable development at these sites. The BLM will implement a Leave No Trace program and encourage the use of camp stoves, fire pans or fire mats for dispersed camping (Level 4 opportunities).

Signing in the uplands will be limited to Level 1 sites commensurate with visual surroundings and level of development. Signing could be used as necessary at Level 2 sites, but only within new or existing infrastructure. No other signing will be used within the uplands except for required transportation system signs.

Lewis and Clark Journey Reenactment

Upland Recreation Facilities

Level 1 – Developed public access sites are recreation sites where a high level of development could include campsites, parking lots, vault toilets, interpretive signs, campground host facilities, tree plantings, picnic tables, waste facilities, and other infrastructure improvements that accommodate the transition from highway to collector roads. An example of a Level 1 site is the James Kipp Recreation Area located where U.S. Highway 191 crosses the Missouri River.

Level 2 – Developed upland sites are campsites, trailheads, scenic overlooks and reservoirs where moderate levels of development could include metal fire rings, vault toilets and improved gravel parking areas. Interpretive signs and information boards may be present but much less obtrusive than at Level 1 sites and would blend well with natural surroundings. These sites are shown on Map 2 and include FR Reservoir, Butch Reservoir, Spencer Road Overlook, Gazob Reservoir, Gilmore Cabin, Snake Point Overlook and Sunshine Ridge Overlook.

Level 3 – Primitive campsites are pull-out sites immediately adjacent to a road. They may contain a fire ring but no other development.

Level 4 – Dispersed camping opportunities. Public land in a natural state with no development present may be used for dispersed camping. These areas may be accessible by motorized or non-motorized travel.

Lewis and Clark National Historic Trail

The BLM will manage the portion of the Lewis and Clark National Historic Trail within the planning area in a manner that is consistent with the purposes and provisions of the National Trails System Act (PL 90-543, 1968) as amended by PL 95-625 (1978). The Lewis and Clark National Historic Trail Comprehensive Management Plan (1982) outlines management objectives, practices, and responsibilities, and emphasizes partnerships in trail administration. Scenic and cultural values will be protected on BLM land along this historic trail.

Nez Perce National Historic Trail

The Nez Perce National Historic Trail passes through the Monument. The BLM will manage the recreation activities and opportunities associated with this portion of the trail in a manner consistent with the purposes and the provisions of Public Law 90-543, as amended by Public Law 99-445, and the comprehensive plan prepared by the U.S. Forest Service (USFS 1990). This key segment of the trail begins near Winifred and enters the UMNWSR near Cow Island. It provides several opportunities for interpretation. It also parallels portions of the Missouri River Breaks Back Country Byway. Scenic and cultural values will be protected on BLM land along this historic trail.

An activity plan will be developed to detail the management activities along the trail.

Minerals – Oil and Gas

The BLM's goal is to provide reasonable oil and gas exploration and development on existing leased land without diminishing the objects of the Monument.

The Proclamation does not allow new oil and gas leases in the Monument. The 43 federal oil and gas leases in the Monument are considered to have valid existing rights based upon the Proclamation,

wherein it states "The establishment of this monument is subject to valid existing rights. The Secretary of Interior shall manage development on existing oil and gas leases within the monument, subject to valid existing rights, so as not to create any new impacts that would interfere with the proper care and management of the objects protected by this proclamation." The existing leases are also in compliance with their lease terms and conditions.

Leases issued for federal minerals include stipulations that apply to the exploration and development activity that might be proposed during the lease term. Existing resources should be taken into consideration before oil and gas lease activity is permitted. Over the last 36 years of issuing leases within what is now the Monument, eight stipulation forms were used. Many of the early leases (May 1967 through September 1971) contained no stipulations beyond the standard terms of the lease; the majority of the leases issued after July 1972 included stipulations with provisions for wildlife, cultural resources, rough terrain, and threatened and endangered species, should they be present on the lease. All oil and gas lease activities will be subject to existing laws (e.g., Clean Water Act, Endangered Species Act, and National Historic Preservation Act) regardless of the age of the lease or the stipulations attached to the lease.

The oil and gas leases in the Monument can be divided into two categories: leases issued under the West HiLine RMP, and non-West HiLine RMP leases (Table 2.9). Some of the leases are located both within and outside of the Monument. The Approved Plan focuses on the conditions of approval for the leases in the Monument (42,805 acres) that are necessary during the APD process to protect the objects. The current stipulations (Form 3109-1, and others for the older leases) will apply to portions of the leases located outside of the Monument (25,097 acres) along with other site-specific conditions determined during the permitting process. The leases are displayed on Map 3 – Side A.

Implementation

Notices of Intent and/or Sundry Notices will be required for all seismic operations. Any approvals by the BLM will include inventories and mitigation measures to avoid new impacts that interfere with the proper care and management of the objects protected by the Proclamation. Off-lease seismic operations or seismic operations on BLM land with unleased federal minerals may be permitted for the purpose of defining the limits of the federal lessee's interests or exploring state and private oil and gas minerals. Seismic operations planned off of existing roads must demonstrate that proposed transportation and exploration methods will minimize the potential for creating new roads or trails.

Existing well operations and maintenance will continue and could involve activities that do not require approval under existing oil and gas regulations. These activities could include routine well operations, well stimulation operations, down-hole well maintenance or tests for production capability.

Through the environmental review process, the BLM will determine the potential impacts of oil and gas operations and mitigation measures to avoid interference with the proper care and management of the objects protected by the Monument. If the analysis and documentation indicate that a proposal may have impacts that are not in conformance with the Proclamation, regulation, BMPs or existing resource management plans, the BLM will work with the applicant to find alternatives or modifications to the proposal that will minimize such impacts through special permit conditions, consistent with the applicant's rights under applicable laws, regulations and stipulations.

The current application for permit to drill (APD) review process will be utilized. That process includes a 30-day posting period for public review of the proposal. Following the 30-day posting period, the application can be approved in accordance with lease conditions of approval; Onshore Oil and Gas Orders; and Onshore Oil and Gas regulations (43 CFR 3160) if the application is administratively and technically complete.

A lease stipulation or condition of approval developed for an APD is subject to waiver, exception, or modification if the authorized officer determines that the factors leading to its inclusion have changed sufficiently to make the protection provided by the stipulation or condition no longer justified, or if the proposed operations will not cause unacceptable impacts. When the waiver, exception, or modification

(WEM) is substantial the proposed WEM is subject to public review for 30 days. This public review can be accomplished by posting the WEM request with the regulatory requirement to post the APD for 30 days; posted on the agency website; posted in a local paper as a legal notice or incorporated into a newspaper article; or, the notice may be included as part of the NEPA document's public review, if the NEPA document is offered for review.

Table 2.9
Oil and Gas Leases in the Monument

MTM Lease No.	*Lease Effective Date*	*Specific Resource Stipulations*	*Lease Acreage in the Monument*	*Lease Acreage outside the Monument*	*Total Lease Acreage*
West HiLine Leases					
084559	November 1, 1995	Yes[1]	1,880	0	1,880
084560	November 1, 1995	Yes[1]	134	1,119	1,253
087212	September 1, 1997	Yes[1]	122	528	650
087658	October 1, 1998	Yes[1]	485	0	485
089082	May 1, 1999	Yes[1]	1,131	167	1,298
089452	November 1, 1999	Yes[1]	800	0	800
089469	November 1, 1999	Yes[1]	640	0	640
089473	November 1, 1999	Yes[1]	1,240	0	1,240
089474	November 1, 1999	Yes[1]	80	480	560
089475	November 1, 1999	Yes[1]	1,280	0	1,280
089476	December 1, 1999	Yes[1]	1,120	160	1,280
089482	November 1, 1999	Yes[1]	1,416	0	1,416
Subtotal			**10,328**	**2,454**	**12,782**
Non-West HiLine Leases					
1565	May 1, 1967	None	2,560	0	2,560
1568	May 1, 1967	None	2,320	240	2,560
1578	May 1, 1967	None	575	1,988	2,563
1885	June 1, 1967	None	40	611	651
1886	June 1, 1967	None	1,920	640	2,560
1888	June 1, 1967	None	480	1,982	2,462
1903	June 1, 1967	None	1,360	200	1,560
1903-B	June 1, 1967	None	320	240	560
1914	June 1, 1967	None	200	440	640
2060	July 1, 1967	None	640	0	640
2061	July 1, 1967	None	640	0	640
13816	November 1, 1969	None	2,533	0	2,533
13818	November 1, 1969	None	2,532	0	2,532
13821-A	November 1, 1969	None	1,099	0	1,099
13827	November 1, 1969	None	1,156	0	1,156
16098	September 1, 1970	None	1,240	1,280	2,520
16102	September 1, 1970	None	1,506	163	1,669
16103	September 1, 1970	None	13	2,507	2,520
16327	October 1, 1970	None	80	2,358	2,438
16458	October 1, 1970	None	688	1,272	1,960
16461	October 1, 1970	None	2,547	0	2,547
16617	November 1, 1970	None	490	929	1,419
16618	November 1, 1970	None	320	2,240	2,560
16939	December 1, 1970	None	2,530	0	2,530
17376	February 1, 1971	None	40	80	120
18274	July 1, 1971	Some	1,367	1,160	2,527
18282	May 1, 1973	Some	851	1,680	2,531
18283	May 1, 1973	Some	1,240	1,320	2,560
19446	May 1, 1971	None	110	1,113	1,223
53751	June 1, 1982	Yes[1]	680	160	840
89460	November 1, 1999	Yes[1]	400	40	440
Subtotal			**32,477**	**22,643**	**55,120**
Total			**42,805**	**25,097**	**67,902**

[1] See Appendix H.

Surface construction for new well pads, roads, pipelines and associated facilities will involve the minimum acreage necessary for safe operation in order to mitigate impacts to Monument objects. Existing rights-of-way and roads will be used for new operations as much as possible to avoid impacts that interfere with proper care of Monument resources. Using existing disturbed areas for well locations will be emphasized. Production facilities will be located at individual well sites or co-located if grouping of production facilities would minimize visual contrasts with Monument objects. Gas pipelines will follow existing road corridors if available. All oil and gas operations within the Monument, including reclamation activities, will be a high priority for surface inspections.

The following will be considered standard measures within the Monument for controlling invasive weed species whether it is oil and gas related or for other surface-disturbing activities. Operators will be responsible for weed control on disturbed areas within the limits of an authorized area or disturbed areas. The operator is responsible for consultation with the authorized officer for acceptable weed control methods and materials. All equipment shall be pressure washed at an approved wash station (e.g., car wash with city sewer services, so weed seeds are properly disposed of) prior to entering the lease as a preventative weed control measure. Operators will also be required to control any noxious weeds which may become established within the project area including well pads, pipeline corridors or access roads; this requirement will be for the life of the access road, pipeline or well. For all surface-disturbing activities, including plugging, the operator is responsible for weed control on the well pad, road and pipeline for the life of the well plus five years post plugging. Operators will be responsible for consultation with the authorized officer for acceptable weed control methods and materials and will be subject to submittal and approval of a pesticide use proposal on BLM land. Standard operating procedures and mitigation measures from the Vegetation Treatments Using Herbicides on BLM Lands (BLM 2007) will be applied as appropriate.

Conditions of Approval

In addition to the oil and gas lease stipulations (Appendix H), reasonable conditions of approval, under BLM's authority to protect the objects in the Monument, will be applied to APDs. The conditions of approval will apply to all the oil and gas lease acreage (42,805 acres) in the Monument. The conditions of approval will be applied to the APD after an onsite evaluation indicates the presence of the specific resource and after considering the waivers, exceptions and modifications listed in Appendix H. The current APD review process will be utilized, which includes a 30-day posting period for public review of the proposal. The current stipulations (Form 3109-1) will apply to the portions of five of the 12 West HiLine leases that are outside the Monument (2,454 acres).

Seasonal or distance restrictions will be placed on oil and gas activities to protect sage-grouse nesting areas and winter habitat, active ferruginous hawk nests, big game winter range, and bighorn sheep distribution and bighorn sheep lambing areas.

Ervin Ridge Bighorn Sheep Habitat

Timing

Greater Sage-Grouse Nesting Zone – Surface-disturbing or disruptive activities will be prohibited from March 1 to June 15 in sage-grouse nesting habitat within 2 miles of a lek. Travel on identified designated roads may include these timing restrictions or limited site visits.

Greater Sage-Grouse Winter Habitat – Surface-disturbing or disruptive activities will be prohibited from December 1 to March 31 within winter habitat for sage-grouse. This condition will not apply to the operation and maintenance of production facilities. Travel on identified designated roads may include these timing restrictions or limited site visits.

Ferruginous Hawk – Surface-disturbing or disruptive activities will be prohibited from March 1 to August 1 within 1/2 mile of active ferruginous hawk nest sites.

Big Game Winter Range – Surface-disturbing or disruptive activities will be prohibited from December 1 to March 31 within winter range for elk, mule deer, and antelope. Travel on identified designated roads may include these timing restrictions or limited site visits.

Bighorn Sheep Distribution – Surface-disturbing or disruptive activities will be prohibited from December 1 to March 31 within bighorn sheep distribution areas. Travel on identified designated roads may include these timing restrictions or limited site visits.

Bighorn Sheep Lambing Areas – Surface-disturbing or disruptive activities will be prohibited from April 1 to June 15 within bighorn sheep lambing areas. Travel on identified designated roads may include these timing restrictions or limited site visits.

Controlled surface use conditions will be applied to protect black-tailed prairie dogs, designated sensitive species, most soils, visual resources in VRM Class II, III and IV areas and cultural resources.

Controlled Surface Use

Black-tailed Prairie Dogs – Surface-disturbing or disruptive activities may be controlled or excluded within 1/4 mile of prairie dog towns, if an activity would adversely impact prairie dogs and/or associated species.

Designated Sensitive Species – Surface-disturbing or disruptive activities may be controlled or excluded within 1/4 mile of the proposed site or the activity delayed 90 days within identified crucial habitat or active nests.

Soils/Steep Slopes – Prior to surface-disturbing activities on slopes 30% and greater or on slopes 20% and greater with severely erosive and/or slumping soils, a certified engineering and reclamation plan must be approved by the authorized officer. This plan must demonstrate how the following will be accomplished:

- Site productivity will be restored.
- Surface runoff will be adequately controlled.
- The site and adjacent areas will be protected from accelerated erosion, such as rilling, gullying, piping, slope failure, and mass wasting.
- Nearby watercourses will be protected from sedimentation. Water quality and quantity will be in conformance with state and federal water quality laws.
- Surface-disturbing activities will not be conducted during extended wet periods.
- Construction or reclamation will not be allowed when soils are frozen.

The operator must also provide an evaluation of past practices on similar terrain and be able to demonstrate success under similar conditions.

Visual Resource Management (VRM) Classes II, III and IV – All surface-disturbing activities, semi-permanent and permanent facilities in VRM Classes II, III and IV will utilize proper site selection; reduction of soil and vegetative disturbance; choice of color; and over time, return the disturbed area to a natural landscape.

Historic Properties and/or Cultural Resources – The affected area may be found to contain historic properties and/or resources protected under the National Historic Preservation Act (NHPA), American Indian Religious Freedom Act, Native American Graves Protection and Repatriation Act, E.O. 13007, or other statutes and executive orders. The BLM will not approve any ground-disturbing activities that may affect any such properties or resources until it completes its obligations under applicable requirements of the NHPA and other authorities. The BLM may require modification to exploration or development proposals to protect such properties, or disapprove any activity that is likely to result in adverse effects that cannot be successfully avoided, minimized or mitigated.

Surface-disturbing or disruptive activities will not be allowed in order to protect sage-grouse leks, bald eagle nest sites and nesting habitat, streams and riparian/wetland areas, soils on slopes 40% and greater, visual resources in VRM Class I areas and developed recreation areas.

Bullwhacker Area

No Surface-Disturbing or Disruptive Activities

Greater Sage-Grouse Leks – Surface-disturbing or disruptive activities will be prohibited within 1/4 mile of active sage-grouse leks.

Bald Eagle Nest Sites and Nesting Habitat – Surface-disturbing or disruptive activities will be prohibited within 1/2 mile of known bald eagle nest sites that have been active within the past 7 years, if disturbance could cause nest abandonment or failure.

Streams, Riparian/Wetland Areas, and 100-Year Floodplains – Surface-disturbing activities will be prohibited within 100-year floodplains or within 500 feet of the channels of ephemeral, intermittent, and perennial streams, or within 500 feet of the outer margins of riparian and wetland areas.

Soils/Steep Slopes – Surface-disturbing activities will be prohibited on slopes 40 percent and greater.

Visual Resource Management (VRM) Class I – Surface-disturbing activities will be prohibited in VRM Class I areas.

Recreation – Surface-disturbing activities will be prohibited within the line of sight/sound or 300 feet (whichever is closer) of developed recreation areas (Level 1, 2, and 3 sites) and undeveloped recreation areas receiving concentrated public use. Work-over types of operations will be limited to weekdays, except for emergency situations when operations will be allowed.

Natural Gas Operations

Seismic Operations – All seismic activities will be subject to the wildlife, soils, and visual resource mitigation measures discussed earlier in this chapter along with the BMPs discussed in Appendix C. Other BMPs could be considered and implemented if new techniques or new technology develop over time. Gravity-type surveys will be allowed on road and only by foot off-road.

Vibroseis-type vehicles will be required to stay on existing approved roads. If the existing road system is not adequate to conduct a survey, shallow drill holes (5 to 15 foot shot holes) will be allowed for the remaining part of the survey using helicopter and ground support (via foot).

Vehicle activity will be restricted to designated roads. Exceptions could be authorized on a case-by-case basis dependent upon the degree of data needed to identify the resource, the operator's ability to mitigate surface disturbance, and if the activity will not interfere with the proper care and management of the objects protected by the Monument Proclamation. Seismic operations will follow the current regulations, including 43 CFR 3150 and the 4th Edition, Revised 2007 Gold Book.

Drilling Operations – Spacing will remain consistent with state spacing requirements and current Board Orders for the Leroy and Sawtooth Mountain Gas Fields. Proposals for increased well densities will be allowed for up to one well site per quarter section, subject to siting criteria (i.e., visual resources, sensitive wildlife species and slope/soil concerns). Any more than one well per quarter section will be directionally drilled from an existing active well location in the quarter section.

Drilling operations will follow current regulations, including 43 CFR 3164.1 Onshore Oil and Gas Order No. 2 (Drilling operations), API recommended practices, BMPs (Appendix C) and standard operating procedures including surface operating standards for natural gas exploration and development (BLM and USFS, referred to as the 4th Edition, Revised 2007 Gold Book). Other BMPs could be considered and implemented if new techniques or new technology develop over time.

Only the minimal amount of surface disturbance will be permitted for drilling and production phases. The disturbed area will be confined to an acceptable (safe) area/space based on the type of operation. The objectives will be to achieve a desired effect on the land with minimum disturbance by using low impact drilling technology, developing multiple wells from one location or staying away from problem areas. This will include the access to a drilling site. The objectives will be to reduce impacts, avoiding areas that could be subject to high impacts, and locating the operation away from sensitive areas.

Travel on identified designated roads will be restricted to the minimal vehicle size and type needed for the job. Due to resource issues, timing restrictions may be applied to site visits.

Production Operations, Facilities and Equipment – Production facilities and equipment will be required to follow standard operating procedures; the 4th Edition, Revised 2007 Gold Book, 43 CFR 3164.1 Onshore Oil and Gas Order No. 3 (Site security), No. 5 (Measurement of gas), and No. 7 (Disposal of produced water); and BMPs (Appendix C). Other BMPs could be considered and implemented if new techniques or new technology develop over time.


Meter Shed

Prior approval will be required for pipeline installation; compressor installation; water disposal pits including any future increase in size; pumping unit installation; well workovers that include, but are not limited to, redrilling, deepening a well, and performing casing repairs or plugbacks; portable tanks for well testing; or other surface disturbance. Prior notification will be required for well cleanout, to replace or repair tubing, recomplete the well in the same interval, and/or routine well stimulation.

Portable tanks for well testing, as required by the BLM, will be temporary (60 to 90 days) and designed to meet VRM objectives in the area including painting and camouflage to blend with the natural surroundings.

Pipeline placement and construction will be restricted to existing disturbance or the least intrusive disturbance (existing roads).

The BLM will require operators to utilize BMPs and wildlife mitigation on all gas compressors for noise control (Appendix C and Appendix I). If feasible, large gas compressors or pumping units (long-term noise producers) will be located outside the Monument.

Gas compressors, pumping units and production infrastructure will be located where they minimize noise and visual impacts and comply with VRM objectives established for the area. The VRM objectives provide standards for the design and development of projects.

Water disposal pits will be sized according to water production with berms or dikes designed to completely contain produced water in the pit. All containment systems will require wildlife escape ramps and/or netting where necessary. For wells in the Monument, only two trips per month will be authorized to transport water off site. Exceptions will be considered on a case-by-case basis. The operator will have the option to dispose of the water via pipeline to an approved facility or to new disposal pits or tanks. If these options are not viable, disposal using an approved water disposal well would be an additional option.

Travel on identified designated roads will be restricted to the minimal vehicle size and type needed for the job. Due to resource issues, timing restrictions may be applied to site visits. For construction and

Shut-in Well on Ervin Ridge

heavy trucks related to production, equipment that exceeds 49dB will be restricted from being within 2 miles of sage-grouse leks between 4:00 a.m. and 8:00 a.m. and from 7:00 p.m. to 10:00 p.m. between March 1 and June 15.

Plugging and Reclamation Operations – When wells are determined to have no commercial value, they must be plugged according to regulations at 43 CFR 3162.3-4 and 3164.1, Onshore Oil and Gas Order No. 1 (effective May 7, 2007), and Onshore Oil and Gas Order No. 2 that cover minimum requirements for plugging operations for federal wells and the 4th Edition, Revised 2007 Gold Book. All federal wells are required to have an approved plugging plan prior to initiating the work to plug the well.

Reclamation efforts will follow BMPs and standard operating procedures (Appendix C). Other BMPs could be considered and implemented if new techniques or new technology develop over time. In some areas, disturbed surfaces (i.e., current wells with final abandonment notices with less than 100% reclamation) will be allowed to reclaim naturally. The intent of the reclamation standards will be to minimize erosion and establish native vegetation.

Access and Transportation

The BLM's goal is to provide access to state and federal land and reasonable access for private landowners while protecting the features of the Monument.

The BLM's goal is to manage legal and physical public access to and within the Monument to provide opportunities for diverse recreation activities (motorized and non-motorized) while considering the surrounding regional recreation opportunities in northcentral Montana.

The Proclamation states, "the Secretary shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes." In addition, the Secretary "shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects."

According to the Proclamation, these BLM lands are designated as "limited" consistent with 43 CFR 8340. A limited area means an area restricted at certain times, in certain areas, and/or to certain vehicular use, such as no off-road travel. A single-track trail system for motorized travel (ATVs, quads, motorcycles, etc.) is not authorized or permissible in the Monument. All motorized and mechanized vehicles must stay on roads.

Aircraft overflights in the airspace covering the Monument (commercial, recreational, or military) are allowed under the Federal Aviation Administration (FAA) regulations and the Hays Military Operations Area (MOA) policy.

Implementation

The Access and Transportation discussions address the transportation plan for the Monument in accordance with the Proclamation and designation criteria outlined under 43 CFR 8342.1.

The BLM regulations (43 CFR 8341.2 and 8364.1) allow for area or road closures where off-road vehicles are causing or will cause considerable adverse impacts on soil, vegetation, wildlife, wildlife habitat, cultural resources, threatened or endangered species, other authorized uses, or other resources. The authorized officer can immediately close the area or road affected until the impacts are eliminated and measures are implemented to prevent future recurrence.

Access

The BLM will coordinate with state agencies and county governments to improve public access to BLM land. Easements or fee acquisition opportunities will only be considered with willing landowners to enhance the values of the Monument and provide public access to or within the Monument, or additional public access to meet management objectives, including dispersed recreation use (Map D).

The BLM will consider building or rerouting roads as necessary for additional public access to large blocks of BLM land. The BLM will cooperate with Montana Fish, Wildlife and Parks and private landowners to improve recreation access. This may involve participation in block management programs or developing access agreements with willing private landowners.

The BLM will coordinate with the CMR National Wildlife Refuge to improve recreation access to the east side of the Monument from the James Kipp Recreation Area. The BLM will also coordinate with Blaine County and the Fort Belknap Community Council to improve recreation access across the Cow Island and Timber Ridge roads in the northeast area of the Monument.

New resource roads to natural gas operations will be closed for public access, unless shown to meet management objectives through a site-specific environmental assessment.

Individuals with disabilities could request a permit to travel on closed roads consistent with the Rehabilitation Act of 1973. Such access will be considered on a case-by-case basis by the Monument Manager. If the need arises, the BLM could identify specific designated closed roads as access for individuals with disabilities.

BLM Road System

Public use of private roads that provide access to BLM land in the Monument must be negotiated with the individual landowners.

The State of Montana provides access to BLM land with seven road segments that cross state land and are currently designated open for public travel. All other State of Montana road segments that provide access to BLM land are currently closed to motorized travel unless covered by a public access easement.

A road is a linear route segment that can be created by the passage of vehicles (two-track); constructed; improved; or maintained for motorized travel. The following specifications were used to determine which routes would be inventoried for the Monument transportation plan:

Motorized travel is not considered cross-country (off road) on BLM land when:

- The motorized vehicle travels on constructed roads that are maintained by the BLM. Constructed roads are often characterized with cut and fill slopes.

- Motorized vehicle use is defined as clearly evident, two-track routes with regular travel and continuous passage of motorized vehicles over a period of years. A two-track is where perennial vegetation is devoid or scarce, or where wheel tracks are continuous depressions in the soil yet evident to the casual observer and are vegetated.

BLM roads are classified into three categories (collector, local and resource roads) and are assigned to one of five maintenance levels (Tables 2.10 and 2.11). The BLM will comply with Washington Office IM No. 2006-173 that established Bureau policy for the use of terms and definitions associated with the management of transportation related linear features, including standard terms used for defining roads, primitive roads, and trails based on the Roads and Trails Terminology Report (Technical Note 422) and a recommendation to change maintenance levels to maintenance intensities along with new levels (Level 0 to Level 5). The Lewistown Field Office will comply with this IM through implementation of the Approved Plan as discussed in the Record of Decision.

BLM roads providing motorized access to the boundary of private land will remain open for public, private landowner and administrative travel with the exception of two roads. One of the closed roads is impassable and is no longer used and the other road is currently limited to administrative access. There are 65 miles of BLM roads providing access to private land that will be designated open yearlong and 2 miles (two roads) that will be designated closed.

BLM roads to the boundary of state land will remain open for administrative travel including state leaseholders. These roads will also be open for public travel, if shown to meet Monument objectives. The BLM will coordinate with state agencies on roads open to the public that lead to or from state land. There are 80 miles of BLM roads providing access to state land.

The BLM's objectives will be to retain roads to access areas commonly used for dispersed recreation (hunting, geological areas, and trailheads), recreation sites (fishing reservoirs, scenic overlooks and historic homesteads), gas well sites, major range improvement projects, and backcountry airstrips.

The BLM will reduce the number of parallel and spur roads and some roads in areas with important wildlife habitat, in areas considered unsuitable due to erosion and slope, and where unique geologic formations, cultural sites or riparian areas are being degraded.

The BLM reserves the option to build new roads if necessary to access blocks of BLM land.

Roads that are designated open or limited (404 miles) will be open to all forms of motorized and mechanized use consistent with management objectives with the exception of 2 miles of roads identified as backcountry airstrips. The 2 miles of roads identified as backcountry airstrips will be limited to the landing of aircraft; however, the landing of aircraft will not be allowed on the other 402 miles of BLM roads. Some roads designated as closed could be designated as limited to mechanized (e.g., mountain bike) use through site-specific planning and environmental review.

Table 2.10
BLM Road Classifications

Collector Roads	These Bureau roads normally provide primary access to large blocks of land, and connect with or are extensions of a public road system. Collector roads accommodate mixed traffic and serve many uses. They generally receive the highest volume of traffic of all the roads in the Bureau road system. User cost, safety, comfort, and travel time are primary road management considerations. Collector roads usually require application of the highest standards used by the Bureau. As a result, they have the potential for creating substantial environmental impacts and often require complex mitigation procedures.
Local Roads	These Bureau roads normally serve a smaller area than collectors, and connect to collectors or a public road system. Local roads receive lower volumes, carry fewer traffic types, and generally serve fewer uses. User cost, comfort, and travel time are secondary to construction and maintenance cost considerations. Low volume local roads in mountainous terrain, where operating speed is reduced by effect of terrain, may be single-lane roads with turnouts. Environmental impacts are reduced as steeper grades, sharper curves, and lower design speeds than would be permissible on collector roads are allowable.
Resource Roads	These Bureau roads normally are spur roads that provide point access and connect to local or collector roads. They carry very low volume and accommodate only one or two types of use. Use restrictions are applied to prevent conflicts between users needing the road and users attracted to the road. The location and design of these roads are governed by environmental compatibility and minimizing Bureau costs, with minimal consideration for user cost, comfort, or travel time. This includes two-track roads.

Table 2.11 BLM Road Maintenance Levels	
Maintenance Level 1	This level is assigned to roads where minimum maintenance is required to protect adjacent lands and resource values. These roads are no longer needed and are closed to traffic. The objective is to remove these roads from the transportation system. Minimum Maintenance Standard – Emphasis is given to maintaining drainage and runoff patterns as needed to protect adjacent lands. Grading, brushing/tree removal, or slide removal is not performed unless roadbed drainage is being adversely affected, causing erosion. Closure and traffic restrictive devices are maintained.
Maintenance Level 2	This level is assigned to roads where the management objectives require the road to be opened for limited traffic. Typically, these roads are passable by high-clearance vehicles and include two-track roads. Minimum Maintenance Standard – Drainage structures and/or suitable material (e.g., rock or gravel) are to be installed and/or maintained as needed to control runoff, erosion, sedimentation, and rutting. Grading is conducted only in specific locations as necessary to correct drainage problems and erosion. Brushing/tree removal is conducted as needed to allow administrative access. Slides may be left in place provided they do not adversely affect drainage. Known sinkholes would be repaired where they present a safety hazard.
Maintenance Level 3	This level is assigned to roads where management objectives require the road to be open seasonally or year-round for commercial, recreation, or high volume administrative access. Typically, these roads are natural or aggregate surfaced, but may include low use bituminous surfaced roads. These roads have defined cross sections with drainage structures (e.g., rolling dips, culverts, or ditches). These roads may be negotiated by passenger cars traveling at prudent speeds. User comfort and convenience are not considered a high priority. Minimum Maintenance Standard – Drainage structures and/or suitable material (e.g., rock or gravel) are to be installed and/or maintained as needed to control runoff, erosion, sedimentation, and rutting. Grading is conducted only in specific locations as necessary to correct drainage problems and erosion or when ruts in excess of 3 inches are present within the roadbed. Brushing/tree removal is conducted as needed to improve sight distance. Slides adversely affecting drainage would receive high priority for removal; otherwise they will be removed on a scheduled basis. Known sinkholes would be repaired where they present a safety hazard.
Maintenance Level 4	This level is assigned to roads where management objectives require the road to be open all year (except may be closed or have limited access due to snow conditions) and to connect major administrative features (recreation sites, local road systems, administrative sites, etc.) to county, state, or federal roads. Typically, these roads are single or double lane, aggregate or bituminous surface, with a higher volume of commercial and recreational traffic than administrative traffic. Minimum Maintenance Standard – The entire roadway is maintained at least annually, although a preventative maintenance program may be established. Problems are repaired as discovered. These roads may be closed or have limited access due to snow conditions.
Maintenance Level 5	This level is assigned to roads where management objectives require the road to be open all year and are the highest traffic volume roads of the transportation system. None of the BLM roads in the Monument are assigned to this category. Minimum Maintenance Standard – The entire roadway is maintained at least annually, although a preventative maintenance program may be established. Problems are repaired as discovered. These roads may be closed or have limited access due to snow conditions.

Road System Criteria – Along with the objectives discussed above, the factors used to identify the overall road system are listed in Table 2.12. The objectives and factors were used to determine which roads in the Monument will be open yearlong (293 miles), open seasonally (111 miles), or closed (201 miles) (Map 4 and Table 2.13).

Table 2.12
Factors Applied to Existing Roads to Determine if Open Yearlong or Seasonally

Road System Criteria	*Factor*
Spur Roads	Some resource roads (usually < 1 mile) that do not provide access to specific sites will be closed.
Parallel/Redundant Roads	Some resource roads that provide access to the same area will be closed.
Erosion	Some resource roads that are unsuitable due to erosion problems will be closed.
Vehicle Ways in WSAs	Vehicle ways that have reclaimed naturally will be closed.
Greater Sage-Grouse	Open.
Bighorn Sheep Lambing Areas	Open.
Mule Deer and Elk Winter Range	For some resource roads that are located within mule deer and elk winter range, a seasonal closure will be implemented from December 1 to March 31 on a case-by-case basis.
Wildlife Habitat Security and Game Retrieval	Some resource roads could be closed from September 1 to November 30 to provide wildlife habitat security during the fall hunting season. Game retrieval would be allowed from 10 a.m. to 2 p.m.
Designated Sensitive Species	A seasonal closure will be implemented on some resource roads that are 1/4 mile from raptor nests that have been active for the last 5 nesting seasons. The season will be determined based on the species of raptor.
Bald Eagle	A seasonal closure will be implemented from February 1 to May 31 on some resource roads that are 1/2 mile from active bald eagle nests.
Invasive Weeds	Temporary resource road closures will be implemented in highly infested areas.

Table 2.13
BLM Roads Open Yearlong, Seasonally, or Closed

Designation	*Road Miles*
Open Yearlong	293
Open Seasonally (Limited)	111
Winter Range	*21*
Wildlife Habitat Security	*69*
Winter Range/Habitat Security	*12*
Erosion	*7*
Other – Airstrips	*2*
Closed	201
Erosion	*13*
Other	*3*
Parallel Road	*37*
Recreation	*2*
Redundant	*10*
Spur Road	*135*
Wildlife	*1*
Total	605

Map 4 – Limited BLM Road Designations

The BLM roads with a limited designation are shown on Map 4 with the letters A, B, C or D inside a triangle, and are described as follows:

A – Open April 1 to November 30; closed December 1 to March 31 for big game winter range.

B – Open December 1 to August 31; closed September 1 to November 30 for wildlife habitat security (with game retrieval allowed from 10:00 a.m. to 2:00 p.m).

C – Open April 1 to August 31; closed September 1 to November 30 for wildlife habitat security (with game retrieval allowed from 10:00 a.m. to 2:00 p.m.); and closed December 1 to March 31 for big game winter range.

D – Open September 1 to November 30 to provide access for hunting opportunities; closed December 1 to August 31 for erosion concerns.

The road system could be modified if vehicle use traffic patterns or resource conditions change. Modifications to the road system will be based on this management guidance, including the factors listed in Table 2.12, and changes will be addressed through a travel plan update with public participation and environmental review.

Road Classification and Maintenance – Each road segment will be assigned to one of three classifications and a maintenance level that reflects the appropriate management objectives (Table 2.14). The classification or maintenance level could be changed if vehicle use patterns change or if resource damage occurs. The BLM may perform maintenance or upgrades to control erosion, or if not possible, either reroute or close the road for erosion control.

Resource Roads

The Cow Island, Timber Ridge, Knox Ridge, and James Kipp Recreation Area roads will be classified as collector roads (21 miles). The Wood Bottom, Bullwhacker, Middle Two Calf, Lower Two Calf, Woodhawk Bottom, and Woodhawk Trail roads will be classified as local roads (41 miles). All other roads will be classified as resource roads (543 miles).

The Cow Island and James Kipp Recreation Area roads will be assigned to a Level 4 maintenance category (8 miles). The Wood Bottom, Knox Ridge, Timber Ridge, Bullwhacker, Middle Two Calf, Lower Two Calf, Spencer Cow Camp, and Butch Camp roads will be assigned to a Level 3 maintenance category (56 miles). The remaining open roads will fall under the Level 2 maintenance category (340 miles). A Level 1 maintenance category will be assigned to the 201 miles of closed roads.

The BLM could install cattleguards as needed or where appropriate on roads that are designated open yearlong.

In the future, the BLM section of the PN road (5 miles) will be classified as a local road and assigned to a Level 3 maintenance category.

Table 2.14
Road Classification and Maintenance Level

Road Classification	*Miles*	*Maintenance Level (miles)*				
		1	*2*	*3*	*4*	*5*
Collector	21	0	0	13	8	0
Local	41	0	5	36	0	0
Resource	543	201	335	7	0	0
Total	605	201	340	56	8	0

The BLM roads designated closed will either be allowed to reclaim naturally or selected segments may require ripping, scarifying and seeding with a native seed mix to control surface runoff. The Monument Manager could approve a different seed mixture to meet reclamation standards.

Exceptions for Travel Off Road and on Closed Roads – Travel off road and on closed roads will be allowed for any military, fire, search and rescue, or law enforcement vehicle used for emergency purposes.

For administrative purposes travel will be authorized off road and on closed roads for BLM, other federal agencies, state and county agencies, lessees and permittees. Administrative purposes will be limited to those activities necessary to administer the permit or lease. Some examples of administrative purposes include:

- Gas or electric utilities monitoring a utility corridor for safety conditions or normal maintenance.

- Livestock permittees building or maintaining fences and water facilities, delivering salt or supplements, moving livestock, checking wells and pipelines, or other activities directly associated with the implementation of a grazing permit or lease.

- Agency personnel involved in prescribed fire, noxious weed control, surveying and monitoring. Where possible, agency personnel performing administrative functions will post a sign or notice in the area they are working. This is necessary to identify for the public the function the employees are authorized to perform.

- Natural gas activities associated with exploration, development, production, and reclamation.

If a segment of a closed road provides access to a facility and becomes impassable, maintenance could be authorized on a case-by-case basis. There could be some new surface disturbance from road maintenance activities.

Big game retrieval by motorized vehicles will be allowed from 10 a.m. to 2 p.m. on 81 miles of seasonally closed roads (69 miles closed from September 1 through November 30, and 12 miles closed from September 1 through March 31).

Non-motorized/non-mechanized game carts will be allowed off road, except in the WSAs, to retrieve a tagged big game animal. Game carts will not be allowed off road in the WSAs.

Outside of the WSAs, motorized or mechanized vehicles may park adjacent to a road to provide a reasonable safe distance for the public to pass. However, parking must be within 50 feet of a road. Parking will be encouraged at previously used sites.

In the WSAs, motorized or mechanized vehicles may only park immediately adjacent to a vehicle way or cherry stem road.

Signing – Existing traffic control and directional signs will be maintained. New signs will be added where monitoring indicates a need to enhance safety or prevent resource damage or visitor confusion. Roads open to motorized and mechanized travel will be signed (small road number signs). Closed roads will not be signed unless necessary to prevent resource damage.

Aviation

Six airstrips (selected to avoid clusters) will remain open for private aircraft (planes, helicopters, hot air balloons, or ultralights) to provide opportunities for recreational backcountry activities such as camping, hiking, and sightseeing (Map 4). The landing of aircraft will only be allowed on these airstrips. The six airstrips are Black Butte North, Bullwhacker, Cow Creek, Knox Ridge, Left Coulee,

and Woodhawk. Five of the airstrips will be open yearlong while the Woodhawk airstrip will be restricted seasonally to provide wildlife habitat security during the fall hunting season (September 1 to November 30).


Black Butte North Airstrip

The BLM will allow minimal hand maintenance of airstrips without prior approval, but maintenance will be limited to the area previously disturbed. The emphasis will be to keep the airstrips as backcountry airstrips, only suitable for landing aircraft equipped to use primitive airstrips. Mechanized maintenance, improvements, facilities or infrastructure (tie downs, wind socks, airstrip delineators, etc.) will require prior approval by the authorized officer.

All commercial aircraft landing in the Monument (planes, helicopters, hot air balloons, or ultralights) will be required to utilize specific authorized backcountry airstrips. Seasonal restrictions may apply to the commercial use of these airstrips. Commercial use will require prior authorization.

Wilderness Study Areas

The BLM's goal is to preserve or enhance the primitive characteristics of the wilderness study areas.

The wilderness program is in the transitional stage between wilderness study and Congressional action. Six WSAs in the Monument were identified in the Montana Wilderness Inventory (BLM 1980). A final suitability study and environmental impact statement completed by the BLM (BLM 1987) recommended wilderness designation for a portion of the Antelope Creek and Cow Creek WSAs. Table 2.15 shows the recommendations for the six WSAs. All WSAs will be managed according to the Interim Management Policy (IMP) and Guidelines for Lands Under Wilderness Review – July 1995 (BLM Manual H-8550-1) until such time as Congress acts upon the recommendations. Only Congress can designate or release these lands.

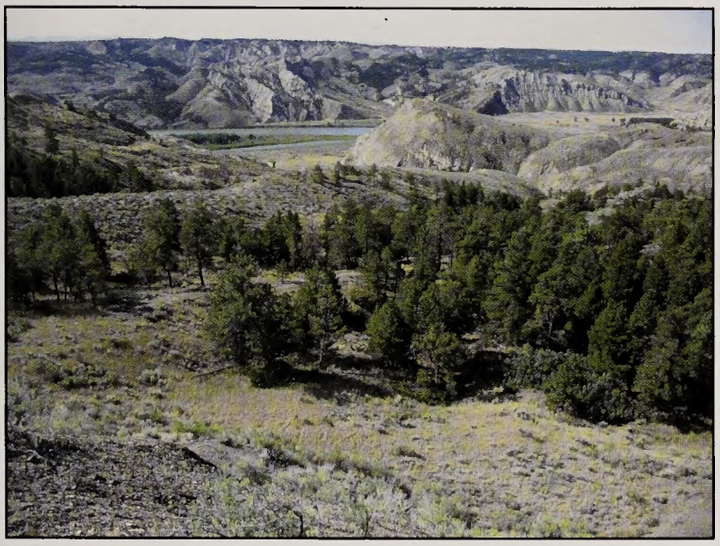
Implementation

The WSAs will continue to be managed under the BLM's Interim Management Policy. The BLM will prepare a wilderness management plan for any areas designated as wilderness by Congress. The WSAs not designated as wilderness by Congress will subsequently be managed in accordance with guidance for adjacent BLM land unless otherwise specified in this RMP.

The Interim Management Policy, BLM Handbook H-8550-1), describes the policies under which the BLM will manage the six WSAs under wilderness review until Congress either designates these lands as wilderness or releases them for other purposes. Section 603(c) of FLPMA tells the BLM how to manage lands under wilderness review, in these words: "During the period of review of such areas and until Congress has determined otherwise, the Secretary shall continue to manage such lands according to his authority under this Act and other applicable law in a manner so as not to impair the suitability of such areas for preservation as wilderness . . ."

This language is referred to as the "nonimpairment" mandate. The BLM will review all proposals for uses and/or facilities within the WSAs to determine whether the proposal meets the nonimpairment standard. Uses and/or facilities found to be nonimpairing may be permitted on lands under wilderness

review. Uses and/or facilities found to be impairing will be denied. The following criteria are referred to as the nonimpairment criteria.



Antelope Creek WSA

Nonimpairment Criteria

The use, facility, or activity must be temporary. This means a temporary use that does not create surface disturbance or involve permanent placement of facilities may be allowed if such use can easily and immediately be terminated upon wilderness designation. "Temporary" means the use or facility may continue until the date of wilderness designation, at which time the use must cease and/or the facility must be removed. In the WSAs, "surface disturbance" is any new disruption of the soil or vegetation that would necessitate reclamation.

Decisions to allow or deny proposed actions based on the nonimpairment criteria will be included in appropriate decision documents.

When the use, activity, or facility is terminated, the wilderness values must not have been degraded so far as to significantly constrain the Congress's prerogative regarding the area's suitability for preservation as wilderness.

Table 2.15
Recommendations for WSAs in the Monument

WSA Name	*WSA Number*	*Acres Recommended for Wilderness*	*Acres Recommended for Non-Wilderness*
Antelope Creek	MT-065-266	9,600	2,750
Cow Creek	MT-066-256	21,590	12,460
Dog Creek South	MT-068-244	0	5,150
Ervin Ridge	MT-068-253	0	10,200
Stafford	MT-066-250	0	4,800
Woodhawk	MT-068-246	0	8,100

The only permitted exceptions to the above rules are:

- Emergencies such as suppression activities associated with wildfire or search and rescue operations;
- Reclamation activities designed to minimize impacts to wilderness values created by IMP violations and emergencies;
- Uses and facilities that are considered grandfathered or valid existing rights under the IMP;
- Uses and facilities that clearly protect or enhance the land's wilderness values or that are the minimum necessary for public health and safety in the use and enjoyment of the wilderness values; and
- Reclamation of pre-FLPMA impacts.

Some lands under wilderness review may contain minor facilities that were found in the wilderness inventory process to be substantially unnoticeable. For example, these may include primitive vehicle routes ("ways") and livestock developments. The IMP does not require such facilities to be removed or discontinued. They may be used and maintained as before, as long as this does not cause new impacts that will impair the area's wilderness suitability.

Cow Creek Area of Critical Environmental Concern

The BLM's goal is to preserve or enhance the resources of the Cow Creek ACEC.

As discussed in the Proclamation, "The monument also encompasses segments of the ....Nez Perce National Historic Trail, and the Cow Creek Island Area of Critical Environmental Concern." This area (14,270 acres) contains a portion of the Nez Perce National Historic Trail; high scenic quality; and important paleontological resources. The BLM will provide protection for the significant resources in the Cow Creek area, which was designated an area of critical environmental concern (ACEC) in the 1988 West HiLine RMP. This area will continue to be designated an ACEC and managed for the following resources:

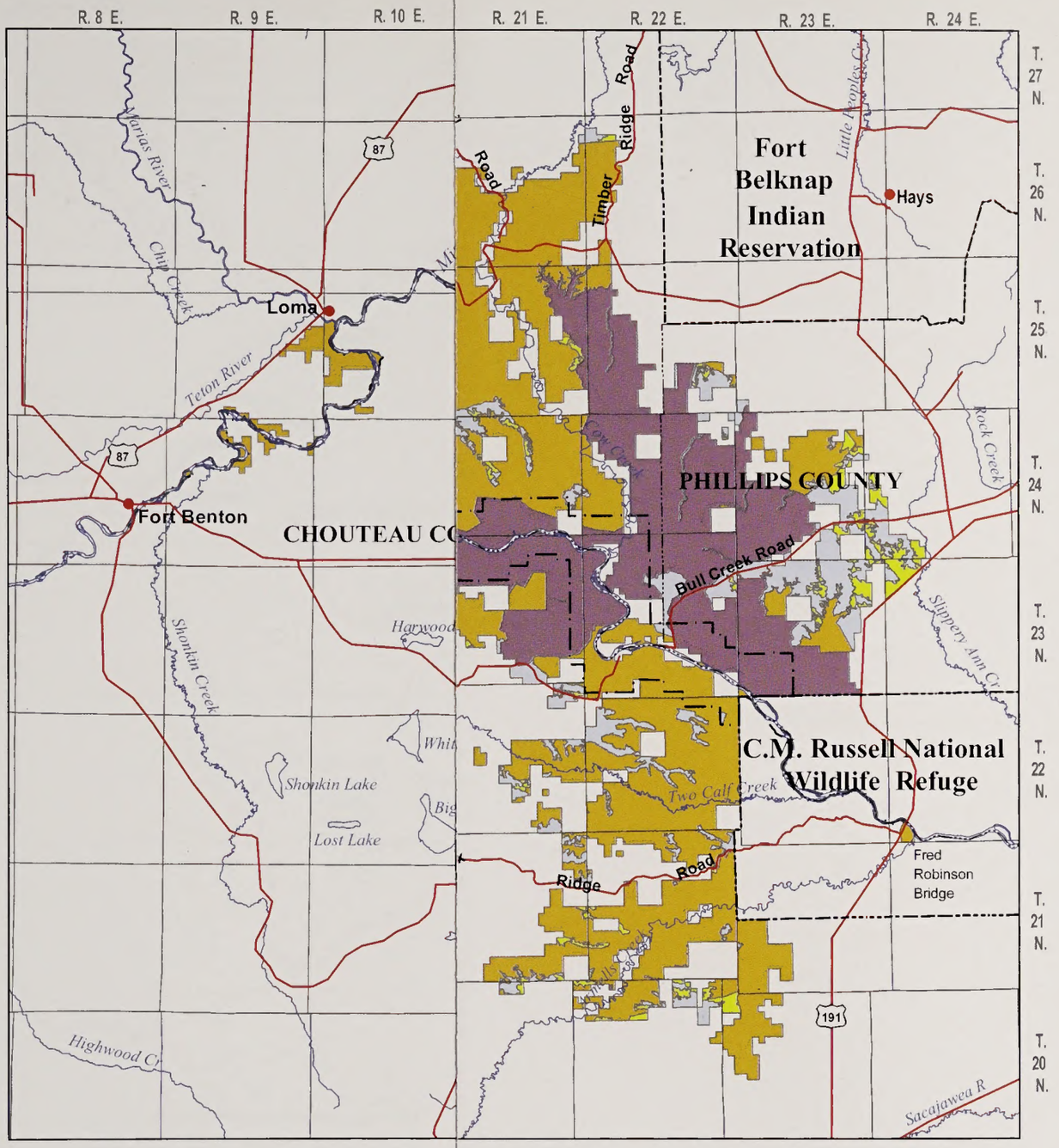
- Preserve the scenic, interpretive, recreation, and paleontological values in the Cow Creek area associated with the Nez Perce National Historic Trail;
- Protect paleontological sites within the ACEC from surface disturbance by other management activities; and
- Scientific use of the resource will be allowed.

The Cow Creek ACEC overlaps a portion of the Cow Creek WSA (4,300 acres). If the WSA is not designated as wilderness by Congress, the portion within the ACEC will be managed in accordance with the guidance for the Cow Creek area.

Implementation

The Cow Creek ACEC will be managed in the following manner:

- The Nez Perce National Historic Trail will be managed consistent with the purposes and provisions of Public Law 90-543, as amended by Public Law 99-445, and the comprehensive plan prepared by the U.S. Forest Service (USFS 1990);
- The area will be an avoidance area for rights-of-way;
- The area will be classified as VRM Class I and Class II;
- The one oil and gas lease in the area (183 acres) will include reasonable conditions of approval, in addition to the oil and gas lease stipulations, to control the visual impacts; and
- Three miles of BLM roads will be designated as open and 6 miles will be designated as closed.

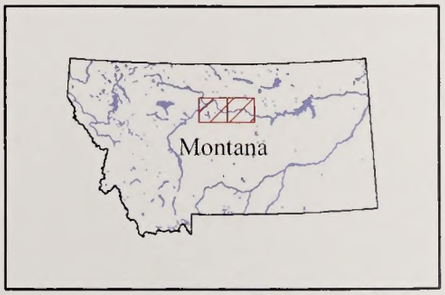


Legend

Wild & Scenic River

VRM Classification

- Class I
- Class II
- Class III
- Class IV



Map A

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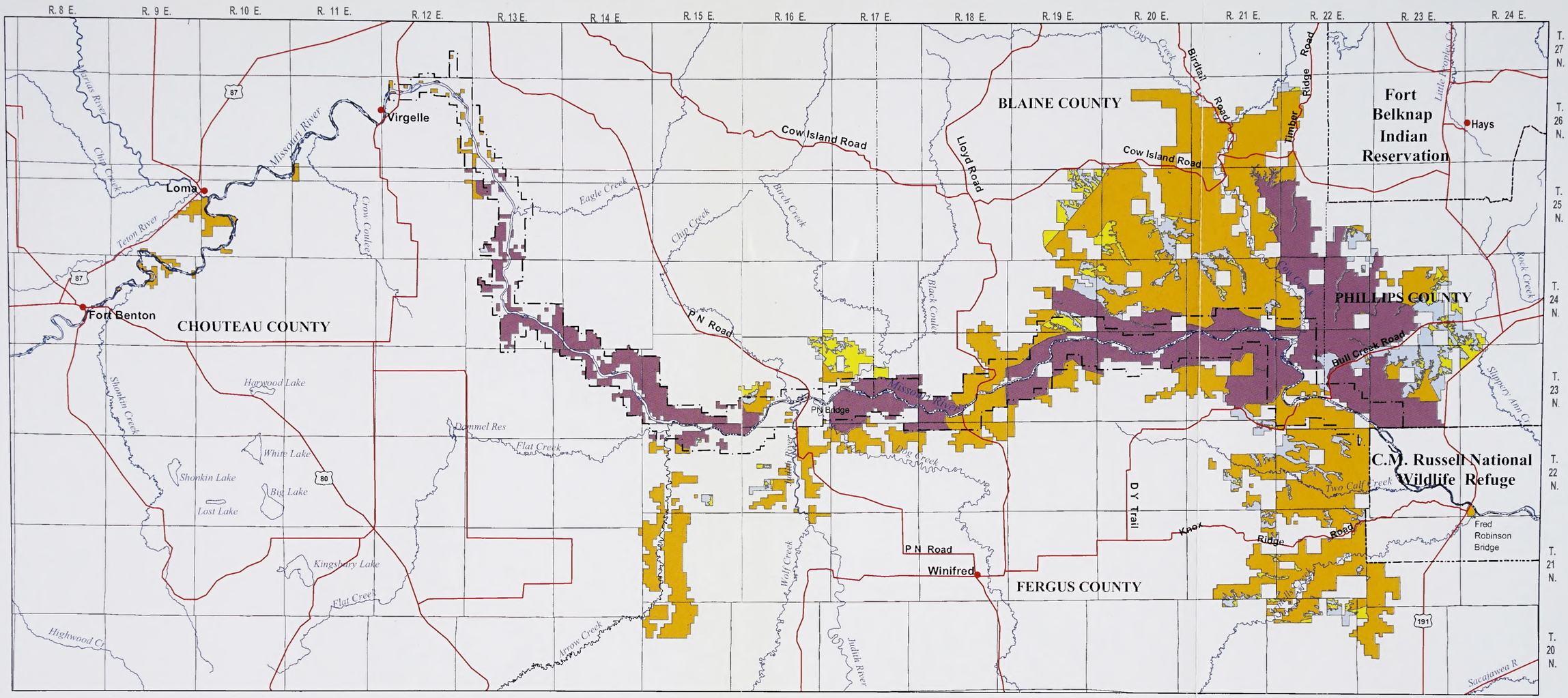

Legend

Wild & Scenic River Boundary

VRM Classification

- Class I
- Class II
- Class III
- Class IV

Upper Missouri River Breaks National Monument
Approved Resource Management Plan

Visual Resource Management (VRM)

Disclaimer
Base data derived from USGS digital and mylar 1:100,000 scale maps.
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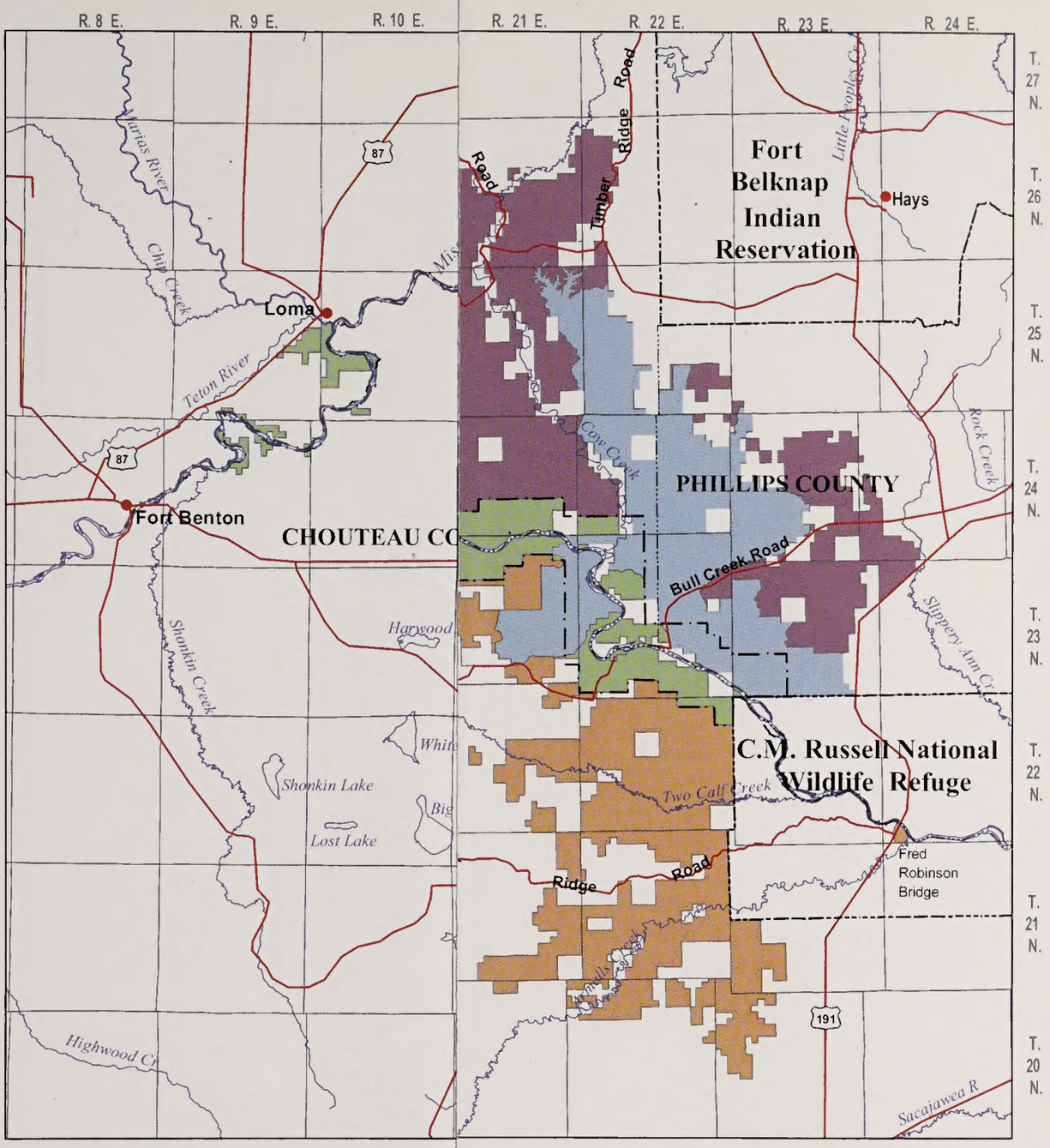
Generated by the Lewistown Field Office - November 2008.

The map projection is in Albers; the data is in NAD 27; and the units are in meters.

0 3 6 12 18 24 30 36 Miles

Map A



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Wild & Scenic Rive

Fire Management Uni

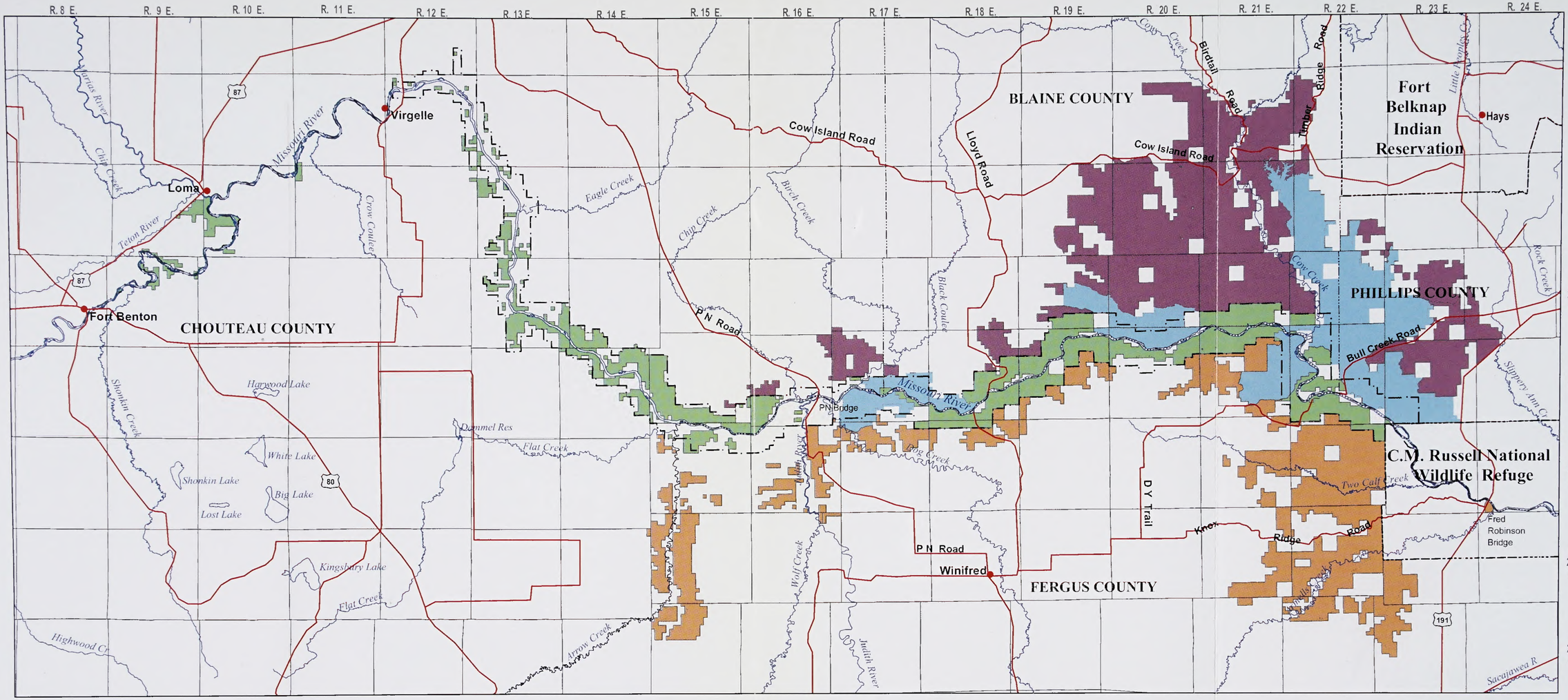
NORTH MONUME

SOUTH MONUME

WILD & SCENIC R

WILDERNESS STU

Map B



Legend

Wild & Scenic River Boundary

Fire Management Units

- NORTH MONUMENT
- SOUTH MONUMENT
- WILD & SCENIC RIVER
- WILDERNESS STUDY AREAS

Upper Missouri River Breaks National Monument
Approved Resource Management Plan

Fire Management Units

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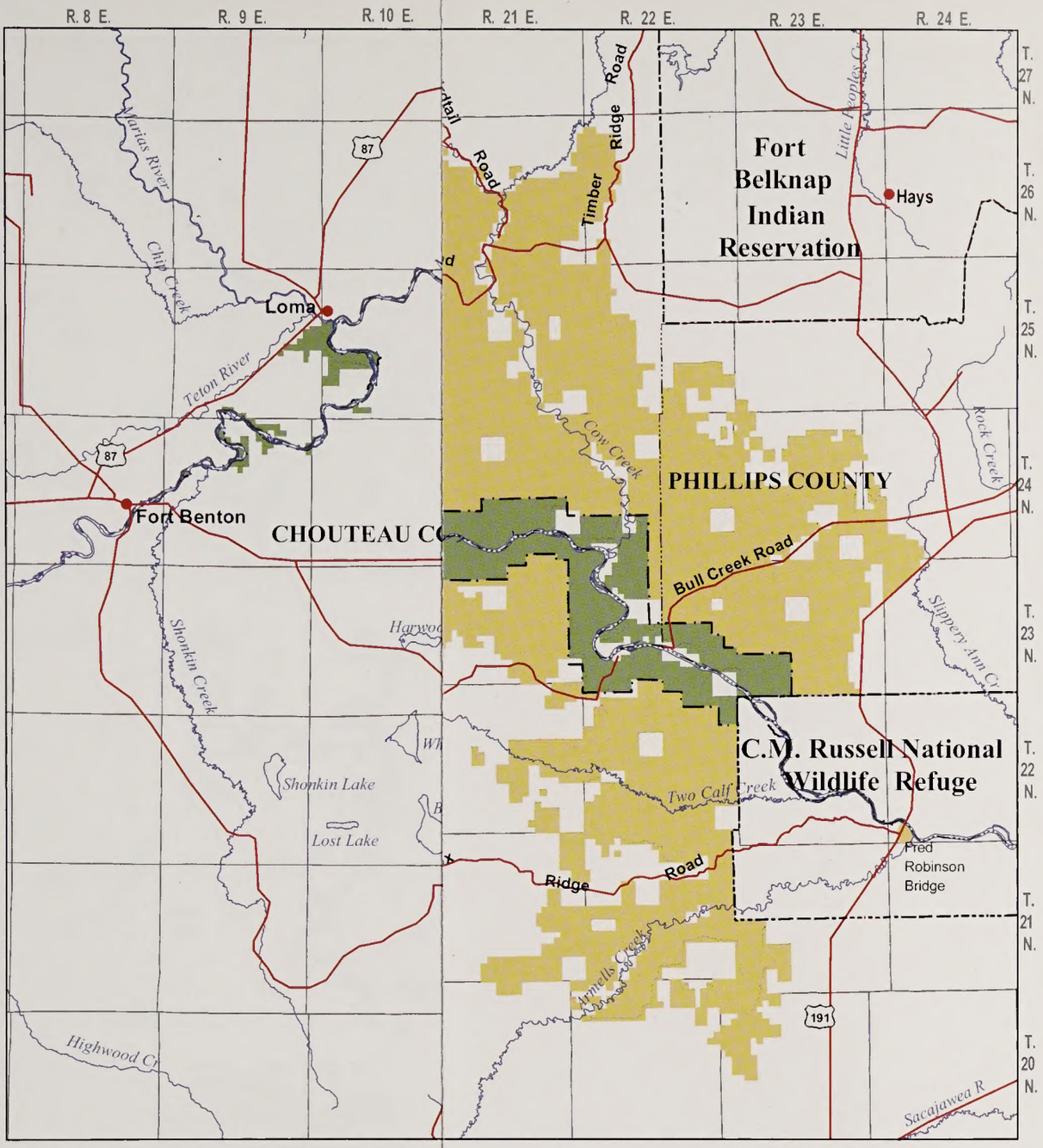
0 3 6 12 18 24 30 36 Miles

N W E S

Map B



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Wild & Scenic River Bour

Recreation Managemen

UPLANDS SRMA

UPPER MISSOURI RIVE

Map C

Upper Missouri River Breaks National Monument
Approved Resource Management Plan

Special Recreation Management Areas (SRMA)

Legend

Wild & Scenic River Boundary

Recreation Management Areas

UPLANDS SRMA

UPPER MISSOURI RIVER SRMA

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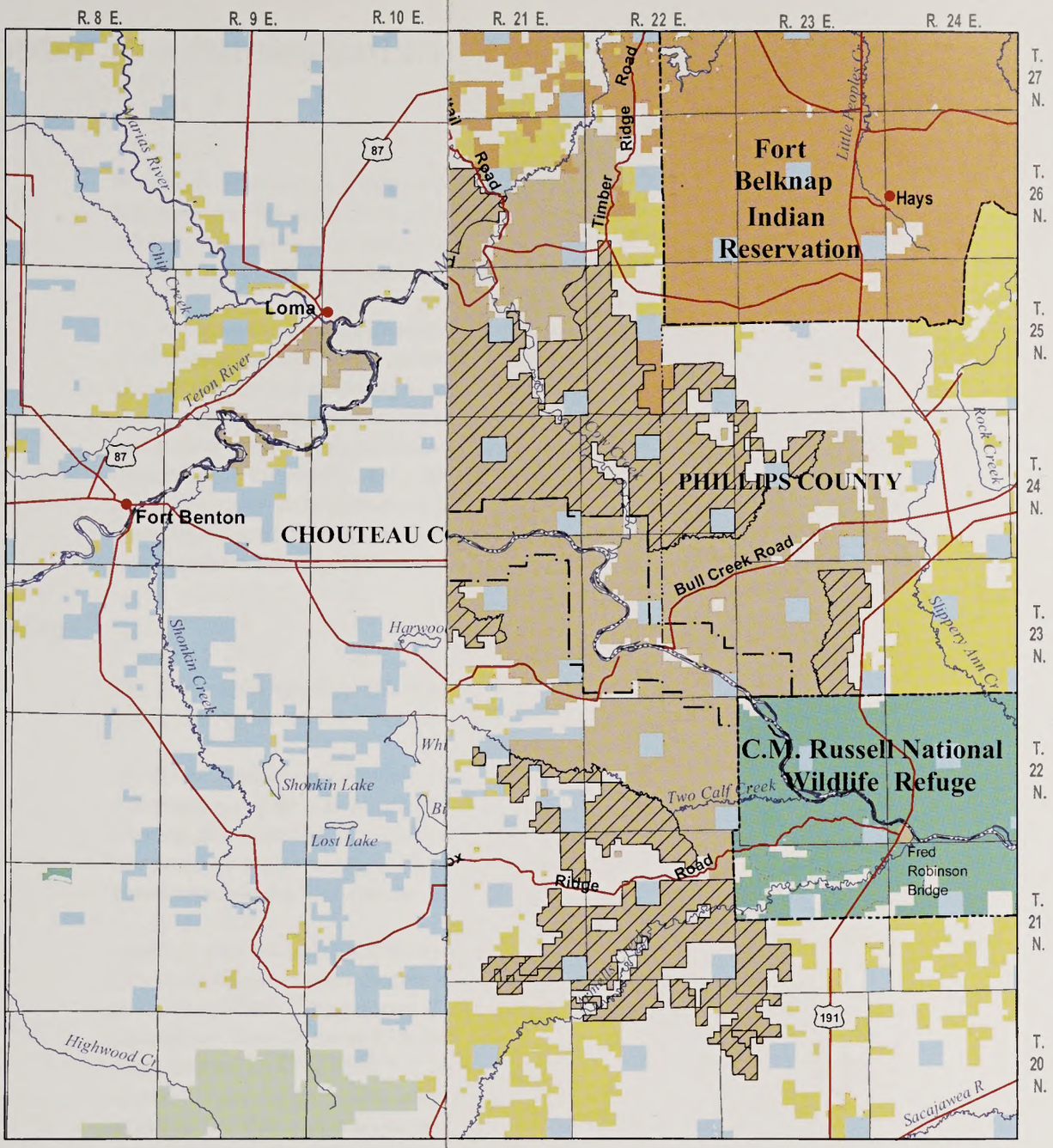
0 3 6 12 18 24 30 36 Miles

N W E S

Montana

Map C



Legend

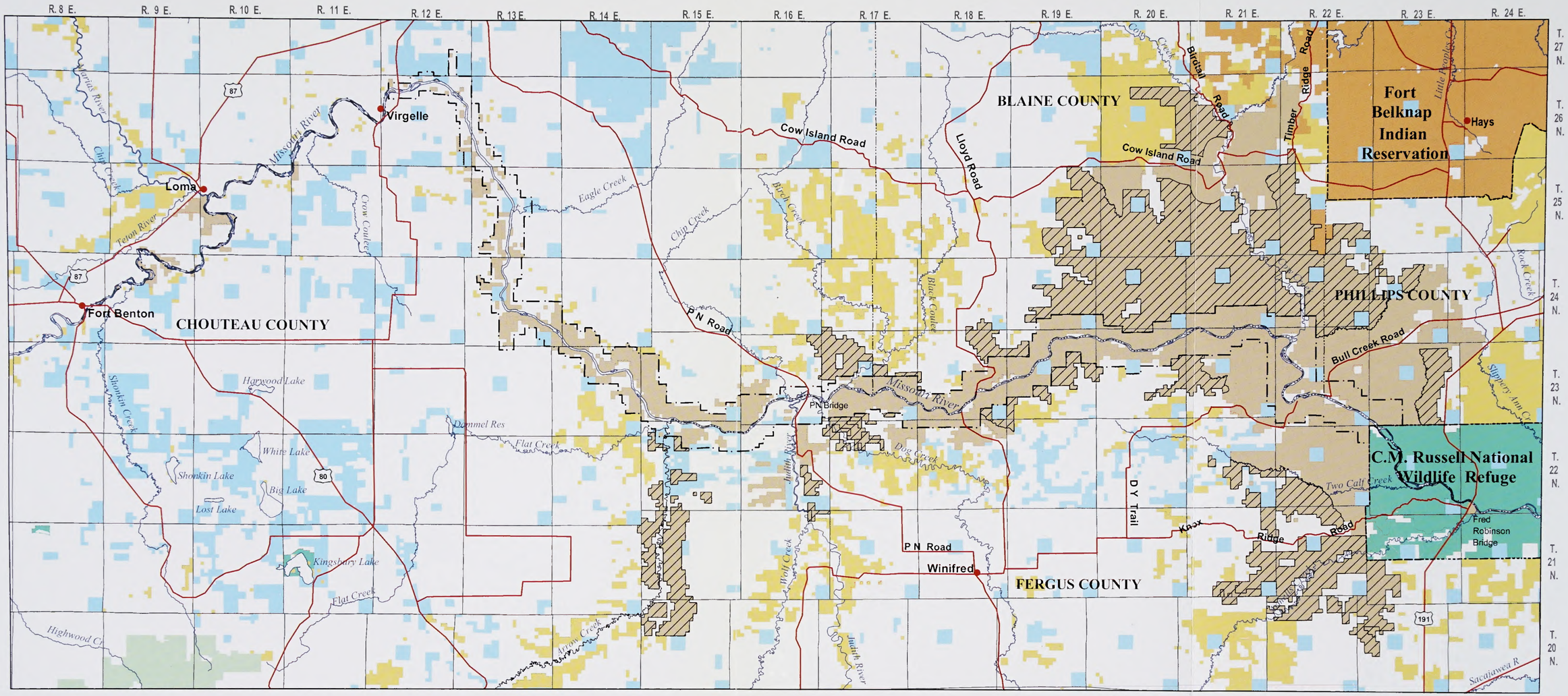
- Wild & Scenic River Boundary
- Public Access Needs

Surface Ownership

- National Monument (BLM)
- Other BLM
- US Forest Service
- Indian Lands or Reservation
- C.M. Russell National Wildlife Refuge
- State
- Private

The BLM has no jurisdiction over
and these lands and minerals are n
Landowner permission is required

Map D



Legend

- Wild & Scenic River Boundary
- Public Access Needs

Surface Ownership

- National Monument (BLM)
- Other BLM
- US Forest Service
- Indian Lands or Reservation
- C.M. Russell National Wildlife Refuge
- State
- Private

The BLM has no jurisdiction over private or state land and minerals, and these lands and minerals are not part of the Monument. Landowner permission is required for access to private property.

Upper Missouri River Breaks National Monument
Approved Resource Management Plan

Public Access Needs

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Base data derived from USGS digital and mylar 1:100,000 scale maps.
No warranty is made by the Bureau of Land Management (BLM) for use of the data for purposes not intended by BLM.

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The map projection is in Albers; the data is in NAD 27; and the units are in meters.

0 3 6 12 18 24 30 36 Miles

Map D

Chapter 3 — Implementation

Introduction

Plan implementation is a continuous process occurring over the life of the Approved Resource Management Plan (Approved Plan) that will consider changing circumstances and new information through monitoring. The goal is to maintain a dynamic Approved Plan that is evaluated and amended if necessary on an issue-by-issue basis.

The implementation and monitoring process for the Monument involves four major steps: planning, implementation, monitoring, evaluation, and adjustments, as necessary. Planning involves a great amount of time and resources to identify issues and management opportunities to address those issues. During the planning process, the scope of the issue is identified and management goals, objectives and actions are defined to address the issues. Once the planning process is completed, decisions are implemented, monitored, and evaluated over a period of time to determine if goals are being met and if management actions are achieving the desired objective or standard. Results of monitoring are documented and communicated to appropriate parties, and management objectives and actions are modified based on results, if necessary.

Planning

The Proposed RMP/Final EIS was approved when the Record of Decision was signed in December 2008. The Approved Plan includes all the approved decisions from the RMP.

The BLM regulation in 43 CFR 1610.5-4 provides that land use plan decisions and supporting components can be maintained to reflect minor changes in data. Maintenance is limited to further refining, documenting, or clarifying a previously approved decision incorporated in the plan. Maintenance must not expand the scope of resource uses or restrictions or change the terms, conditions, and decisions of the Approved Plan.

Land use plan decisions are changed through either a plan amendment or a plan revision. The process for conducting plan amendments is basically the same as the land use planning process used in developing RMPs. The primary difference is that circumstances may allow for completing a plan amendment through the environmental assessment (EA) process, rather than through an EIS. Plan amendments (43 CFR 1610.5-5) change one or more of the terms, conditions, or decisions of an approved land use plan. Plan amendments are most often prompted by the need to consider a proposal or action that does not conform to the plan; implement new or revised policy that changes land use plan decisions; respond to new, intensified, or changed uses on BLM land; and consider significant new information from resource assessments, monitoring, or scientific studies that change land use plan decisions.

Implementation

Decisions made through the RMP planning process are implemented over a period of time. Some of the decisions were immediate and went into effect with the Record of Decision. These include decisions such as the road designations and lands available for disposal through exchange. Some decisions would be implemented after a site-specific environmental review is completed. Examples include range improvements, recreation sites, or approval of an application for permit to drill a natural gas well. Other decisions include guidance that would be applied during site-specific analysis or activity planning.

Any future proposals or management actions will be reviewed against the Approved Plan to determine if the proposal would be in conformance with the RMP. While the Final EIS for the Monument RMP provides the compliance with NEPA for the broad-scale decisions to be made in the Record of Decision, it does not replace the requirement to comply with NEPA for implementation actions.

Proposed actions fall into one of five categories: (1) actions that are exempt from NEPA; (2) actions that are categorically excluded; (3) actions that are covered by an existing NEPA environmental document; (4) actions that require preparation of an environmental assessment (EA) to determine if an environmental impact statement (EIS) is needed; or (5) actions that require preparation of an EIS. The NEPA procedural, documentation, and public involvement requirements are different for each category.

Activity level planning will address any proposed new activities and long-term permitted activities that need to be brought into compliance with plan decisions, subject to valid existing rights. Monitoring of these activities will then determine the effectiveness of applying the land use plan direction. Where land use plan actions or best management practices are not effective, modifications could occur without amendment or revision of the plan as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed. This approach uses on-the-ground monitoring, review of scientific information, and consideration of practical experience and common sense to adjust management and modify implementation of the plan to reach the desired outcome.

As part of this process, the BLM will review management actions and the plan periodically to determine whether the objectives set forth in this document are being met. Where they are not being met, the BLM will consider adjustments of appropriate scope. Where the BLM considers taking or approving actions which will alter or not conform to overall direction of the plan, the BLM will prepare a plan amendment and environmental analysis of appropriate scope.

In addition, during the life of the Approved Plan, the BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data or support new management techniques, best management practices, and scientific principles. To the extent that such new information or actions address issues covered in the plan, the BLM will integrate the data through plan maintenance.

Monitoring

Monitoring is the repeated measurement of activities and conditions over time. Monitoring data gathered over time is examined and used to draw conclusions on whether management actions are meeting stated objectives, and if not, why. Conclusions are then used to make recommendations on whether to continue current management or what changes need to be made in management practices to meet objectives.

Monitoring determines whether planned activities have been implemented in the manner prescribed by the plan. This monitoring documents BLM's progress toward full implementation of the land use plan decision. No specific thresholds or indicators are required for this type of monitoring.

Monitoring also is used to determine if the implementation of activities has achieved the desired goals and objectives. This requires knowledge of the objectives established in the RMP as well as indicators that can be measured. Indicators are established by technical specialists in order to address specific questions and thus avoid collection of unnecessary data. Success is measured against the benchmark of achieving desired future conditions established by the plan.

Monitoring is also used to ascertain whether a cause-and-effect relationship exists among management activities or resources being managed. It confirms whether the predicted results occurred and if assumptions and models used to develop the plan are correct. This type of monitoring is often done by contract with another agency, academic institution, or other entity, and is usually expensive and time consuming since results are not known for many years.

Regulations at 43 CFR 1610.4-9 require that the proposed plan establish intervals and standards, as appropriate, for monitoring and evaluation of the plan, based on the sensitivity of the resource decisions involved. Progress in meeting the plan objectives and adherence to the management framework established by the plan is reviewed periodically. CEQ regulations implementing NEPA state that agencies may provide for monitoring to assure that their decisions are carried out and should do

so in important cases (40 CFR 1505.2(c)). To meet these requirements, the BLM will prepare periodic reports on the implementation of the RMP.

Evaluation

Evaluation is a process in which the plan and monitoring data are reviewed to see if management goals and objectives are being met and if management direction is sound.

Land use plan evaluations will be used by the BLM to determine if the decisions in the Approved Plan, supported by the accompanying NEPA analysis, are still valid. Evaluation of the Approved Plan will generally be conducted every five years, unless unexpected actions, new information, or significant changes in other plans, legislation, or litigation trigger an evaluation. Land use plan evaluations determine if decisions are being implemented, whether mitigation measures are satisfactory, whether the related plans of other entities have significant changes, whether new data is of significance to the plan, and if decisions should be changed through amendment or revision.

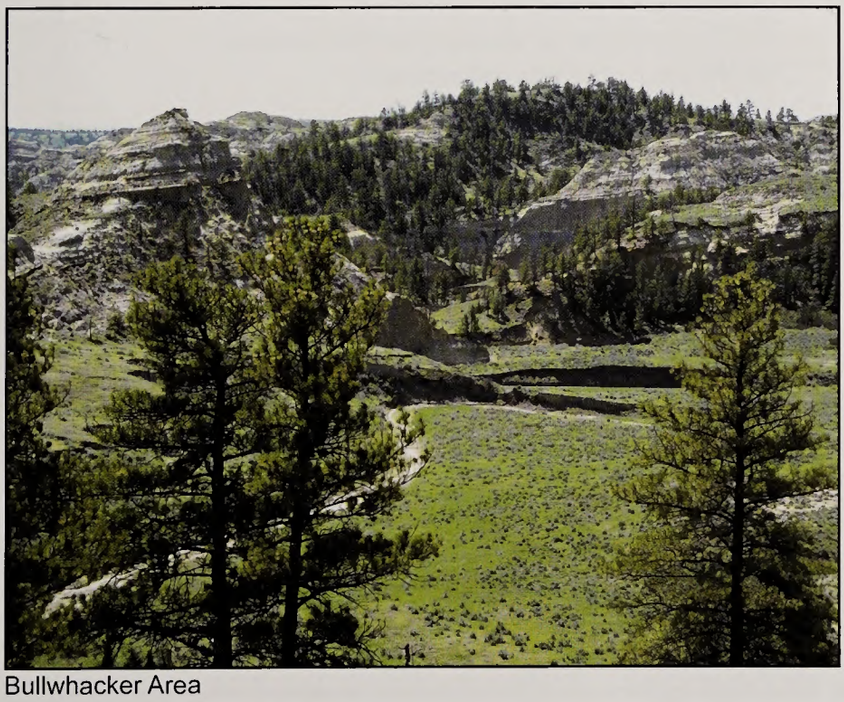
The following evaluation schedule will be followed for the Approved Plan:

- October 2013
- October 2018
- October 2023
- October 2028

Evaluations will follow the protocols established by the BLM Land Use Planning Handbook H-1601-1 in effect at the time the evaluation is initiated.

Implementation Strategy

An implementation strategy will be developed for the Monument. A well-documented, well-organized process is essential to the successful implementation of land use plans. An implementation strategy lists prioritized decisions that (1) will help achieve the desired outcomes and (2) can be implemented given existing or anticipated resources. Developing implementation strategies enables the BLM to prioritize the preparation of implementation decisions. As appropriate, this strategy will also further identify monitoring to determine if the implementation of activities has achieved the desired goals and objectives (Table 3.1).



Bullwhacker Area

Table 3.1 Monitoring Strategy	
Resource/Goal	*Monitoring Strategy*
Air Quality Maintain the Monument as a Class II airshed.	No air quality monitoring sites currently exist. A detailed monitoring plan will be developed when an environmental analysis is prepared for a proposed action that could degrade air quality.
Cultural Resources Preserve historic and cultural values and sites by enhancing public awareness or protection of the resources.	Historic and prehistoric sites will be monitored regardless of their use category (Appendix D). Monitoring efforts will focus on updating site condition assessments, updating geographic data, tracking changes in condition, and confirming earlier National Register eligibility determinations. Mitigation, maintenance, preservation, and stabilization needs, as well as interpretive opportunities are identified at this time.
Fish and Wildlife Manage, enhance and protect the fish and wildlife habitat and habitat for special status species.	Monitoring of Standards for Rangeland Health (Appendix B), other resource conditions and compliance is a continuous process to ensure management goals and objectives are being met. Monitoring results are documented in periodic evaluation reports. Standard #5: Habitats are provided to maintain healthy, productive and diverse populations of native plant and animal species, including special status species (federally threatened, endangered, candidate or Montana species of special concern as defined in BLM Manual 6840, Special Status Species Management). As indicated by: • plants and animals are diverse, vigorous and reproducing satisfactorily; noxious weeds are absent or insignificant in the overall plant community • spatial distribution of species is suitable to ensure reproductive capability and recovery • a variety of age classes are present • connectivity of habitat or presence of corridors prevents habitat fragmentation • species richness (including plants, animals, insects and microbes) are represented The BLM will work with MFWP, landowners and grazing permittees to determine the most appropriate management practices if monitoring indicates a deterioration of rangeland health in big game herd expansion areas.
Soils Maintain or improve soil health and productivity to provide an ecosystem supporting plant and animal species.	Monitoring of Standards for Rangeland Health (Appendix B), other resource conditions and compliance is a continuous process to ensure management goals and objectives are being met. Monitoring results are documented in periodic evaluation reports.

	Standard #1: Uplands are in proper functioning condition. As indicated by: Physical Environment • erosional flow patterns • surface litter • soil movement by water and wind • soil crusting and surface sealing • compaction layer • rills • gullies • cover amount • cover distribution Biotic Environment • community richness • community structure • exotic plants • plant status • seed production • recruitment • nutrient cycle Standard #2: Riparian and wetland areas are in proper functioning condition. As indicated by: Hydrologic • floodplain inundated in relatively frequent events (1-3 years) • amount of altered streambanks • sinuosity, width/depth ratio, and gradient are in balance with the landscape setting (i.e., landform, geology, and bioclimatic region) • upland watershed not contributing to riparian degradation Erosion/Deposition • floodplain and channel characteristics; i.e., rocks, coarse and/or woody debris adequate to dissipate energy • point bars are being created and older point bars are being vegetated • lateral stream movement is associated with natural sinuosity • system is vertically stable • stream is in balance with water and sediment being supplied by the watershed (i.e., no excessive erosion or deposition) Vegetation • reproduction and diverse age class of vegetation • diverse composition of vegetation • species present indicate maintenance of riparian soil moisture characteristics

	• streambank vegetation is comprised of those plants or plant communities that have deep binding root masses capable of withstanding high streamflow events • utilization of trees and shrubs • riparian plants exhibit high vigor • adequate vegetative cover present to protect banks and dissipate energy during high flows • where appropriate, plant communities in the riparian area are an adequate source of woody debris
Vegetation – Native Plants Manage for healthy vegetation communities that provide for a wide variety of long-term benefits such as aesthetics, wildlife, recreation, livestock grazing, etc.	Monitoring of Standards for Rangeland Health (Appendix B), other resource conditions and compliance is a continuous process to ensure management goals and objectives are being met. Monitoring results are documented in periodic evaluation reports. Standard #1: Uplands are in proper functioning condition. As indicated by: Physical Environment • erosional flow patterns • surface litter • soil movement by water and wind • soil crusting and surface sealing • compaction layer • rills • gullies • cover amount • cover distribution Biotic Environment • community richness • community structure • exotic plants • plant status • seed production • recruitment • nutrient cycle Standard #5: Habitats are provided to maintain healthy, productive and diverse populations of native plant and animal species, including special status species (federally threatened, endangered, candidate or Montana species of special concern as defined in BLM Manual 6840, Special Status Species Management). As indicated by: • plants and animals are diverse, vigorous and reproducing satisfactorily; noxious weeds are absent or insignificant in the overall plant community • spatial distribution of species is suitable to ensure reproductive capability and recovery • a variety of age classes are present

	• connectivity of habitat or presence of corridors prevents habitat fragmentation • species richness (including plants, animals, insects and microbes) are represented
Vegetation – Riparian Achieve, or make significant progress toward, proper functioning condition in riparian and wetland areas and sustain a diverse age-class and composition of riparian-wetland vegetation for areas.	Monitoring of Standards for Rangeland Health (Appendix B), other resource conditions and compliance is a continuous process to ensure management goals and objectives are being met. Monitoring results are documented in periodic evaluation reports. Standard #2: Riparian and wetland areas are in proper maintenance and recovery of riparian-wetland functioning condition. As indicated by: Hydrologic • floodplain inundated in relatively frequent events (1-3 years) • amount of altered streambanks • sinuosity, width/depth ratio, and gradient are in balance with the landscape setting (i.e., landform, geology, and bioclimatic region) • upland watershed not contributing to riparian degradation Erosion/Deposition • floodplain and channel characteristics; i.e., rocks, coarse and/or woody debris adequate to dissipate energy • point bars are being created and older point bars are being vegetated • lateral stream movement is associated with natural sinuosity • system is vertically stable • stream is in balance with water and sediment being supplied by the watershed (i.e., no excessive erosion or deposition) Vegetation • reproduction and diverse age class of vegetation • diverse composition of vegetation • species present indicate maintenance of riparian soil moisture characteristics • streambank vegetation is comprised of those plants or plant communities that have deep binding root masses capable of withstanding high streamflow events • utilization of trees and shrubs • riparian plants exhibit high vigor • adequate vegetative cover present to protect banks and dissipate energy during high flows • where appropriate, plant communities in the riparian area are an adequate source of woody debris Riparian-wetland objectives will continue to be developed and implemented through the watershed planning process or as a result of monitoring data.

Vegetation – Noxious and Invasive Plants Control, contain and, if possible, eradicate invasive plants.	The Integrated Weed Management plan will be updated on a periodic basis as a result of monitoring data or when new national or state plans are developed. Disturbed areas will be monitored for noxious plant infestation and control measures will be implemented as needed. Implementation monitoring is usually done through the annual work plan accomplishment reporting. Effectiveness monitoring is usually done at the local project implementation level. For non-herbicide treatments, implementation monitoring is accomplished through site revisits performed during the growing season of the target species to determine if treatments were implemented correctly and the best time for follow-up treatments. For herbicide use, implementation monitoring is accomplished through the use of Pesticide Use Proposals (PUPs) and Pesticide Application Records (PARs). Both documents are required by the BLM in order to track pesticide use annually. The PUP requires reporting of the pesticide proposed for use and the maximum application rate. It also requires reporting of the number and timing of applications. Targeted species and non-targeted species at the treatment site are described, as well as the other site characteristics. A description of sensitive resources and mitigation measures to protect these resources is also required. Most importantly, the integrated weed management approach to be taken is required. Monitoring of invasive plant treatment effectiveness can range from site visits to compare the targeted population size against pre-treatment inventory data, to comparing pre-treatment and post-treatment photo points, to more elaborate transect work, depending on the species and site-specific variables.
Visual Resources Protect the cultural landscape (viewshed) and the visual features in the landscape.	The visual resource contrast rating system will be used during project level planning to determine whether or not proposed activities will meet VRM objectives.
Water Quality Maintain and/or improve the existing hydrologic systems in the Monument.	Through an existing memorandum of understanding with the Montana Department of Environmental Quality (DEQ), the BLM will participate in the development, implementation, and monitoring of water quality restoration plans and TMDLs in watershed planning areas in which the BLM is a significant land manager or water user.
Livestock Grazing Permit livestock grazing consistent with maintaining healthy vegetation communities.	Continued monitoring as it relates to Standards for Rangeland Health will be the basis of making adjustments to livestock grazing. Monitoring intensity will be based on meeting Standards for Rangeland Health. Livestock grazing will continue to be managed through development and monitoring of grazing activity plans and supervision of grazing use. Livestock forage allocation and rangeland health will be monitored on a continuing basis for actual use, utilization and trends, and to ensure compliance with the terms and conditions of grazing permits and leases.

Minerals – Oil and Gas Provide reasonable oil and gas exploration and development on existing leased land without diminishing the objects of the Monument.	At periodic intervals BLM personnel, usually petroleum engineering technicians, will conduct inspections of drilling rigs and operations to ensure compliance with approved plans and regulations. During the production phase, the BLM monitors field activities. The BLM also monitors the effectiveness of BMPs and reclamation success. The BLM plans to monitor all oil and gas activity within the Monument in compliance with the guidance established by the Washington Office. Because of the sensitivity of the area, all activities (drilling, abandonment, and production inspections) shall be rated High priority. Guidance is contained in Instruction Memorandum No. 2008-196, which states: "All producing Indian and Federal cases rated High according to the Federal Oil and Federal Oil and Gas Royalty Management Act (FOGRMA) criteria must be inspected annually." Ensuring that drilling and plugging operations are in compliance will minimize potential problems in the long term, particularly with regard to contamination of subsurface resources, including fresh water aquifers and surface-related environmental concerns. The IM continues with instructions to: "Conduct environmental inspections annually on all cases rated High due to environmental concerns. A well that has completed drilling operations and is in a producing well status is considered a High Priority Environmental Interim Inspection for reclamation concerns. High priority environmental inspections are determined if the case meets at least one of the following: The operations on a case are located in or adjacent to an area of special environmental sensitivity such as: a. designated wilderness areas, b. National Park Service and National Landscape Conservation System units, c. wilderness study areas, d. areas of critical environmental concern, e. sensitive watersheds, f. VRM Class I and II viewsheds, g. riparian areas, h. floodplains, i. wetlands, j. threatened and endangered species habitat, k. historic landmarks, etc." The Monument is contained in criteria b. The BLM will document the protection of the surface after drilling operations as required by the Office of the Inspector General. After drilling operations have been completed, a majority of the pad location is normally reclaimed (reseeded, recontoured, and so on). It is important to document BLM inspection of the reclaimed area to ensure the environment is protected and the area is being properly revegetated.

	The BLM ensures compliance by enforcing the following laws and regulations: 43 CFR 3100s, Onshore Orders #1, #2, #3, #5 and #7, the Gold Book, American Petroleum Institute (API) Recommended Practices, American Gas Association (AGA) and officially designated ANSI/API 2530 and AGA Committee Report No. 3, Second Edition 1985. In addition, each Application for Permit to Drill has Conditions of Approval, the mitigation in this document and the Surface Use Plan of Operations (SUPO) which all contain measures the Operators must perform.
Fire Management Manage wildland fire safely, efficiently and with minimal impact to resource values while minimizing the risk of catastrophic fire within the Monument and communities adjacent to the Monument. This includes maintaining or reestablishing the natural influence of fire on vegetation communities and associations.	Land uses will be monitored and adjusted as necessary after a fire to sustain soils and vegetation.
Recreation Manage for a variety of sustainable visitor opportunities in mostly primitive and natural landscapes.	Visitor use standards and indicators (Appendix G) establish a broad framework for managing visitor use and impacts to resources and social conditions. As monitoring confirms change in visitor use patterns and impacts, or as populations shift or other major social events occur that may dramatically change use patterns, additional refinement within those standards and indicators may become necessary. Recreation permits are monitored for compliance with stipulations, terms, and conditions. The amount of such monitoring is commensurate with the resource values at risk, the permittee's past record of compliance, and the ability to obtain monitoring services through other means, and other factors (BLM Handbook H-2930-1).
Transportation Provide access to state and federal land and reasonable access for private landowners while protecting the features of the Monument. Manage legal and physical public access to and within the Monument to provide opportunities for diverse recreation activities (motorized and non-motorized) while considering the surrounding regional recreation opportunities in northcentral Montana.	New signs will be added where monitoring indicates a need to enhance safety or prevent resource damage or visitor confusion. The BLM will monitor the effectiveness of Minimum Maintenance Standards.
Wilderness Study Areas Preserve or enhance the primitive characteristics of the wilderness study areas.	All wilderness study areas are monitored on a minimum standard of surveillance that will insure compliance with the Interim Management Policy and Guidelines for Lands Under Wilderness Review (IMP). A basic monitoring level of at least once per month during the months the area is accessible by the public should be adhered to, or more frequently if necessary because of potential use activities or resource conflicts.

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Glossary

Air Quality: .Refers to standards for various classes of land as designated by the Clean Air Act, PL 88-206: January 1978.

Allotment: An area of land where one or more livestock operators graze their livestock. Allotments generally consist of BLM lands but may also include other federally managed, state owned, and private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

Allotment Categorization: Grazing allotments and rangeland areas used for livestock grazing are assigned to an allotment category during resource management planning. Allotment categorization is used to establish priorities for distributing available funds and personnel during plan implementation to achieve cost-effective improvement of rangeland resources. Categorization is also used to organize allotments into similar groups for purposes of developing multiple use prescriptions, analyzing site-specific and cumulative impacts, and determining tradeoffs.

Alternative: A mix of management prescriptions applied to specific land areas to achieve a set of goals and objectives. Each alternative represents a different way of achieving a set of similar management objectives.

Animal Unit Months (AUMs): The amount of forage necessary for the sustenance of one cow or its equivalent for a period of one month.

Appropriate Management Response (AMR): Any specific action suitable to meet Fire Management Unit (FMU) objectives. Typically, the AMR ranges across a spectrum of tactical options (from monitoring to intensive management actions). The AMR is developed by using Fire Management Unit strategies and objectives identified in the Fire Management Plan.

Area of Critical Environmental Concern (ACEC): An area that needs special management attention to preserve historic, cultural, or scenic values; to protect fish and wildlife resources or other natural systems or processes; or to protect life and provide safety from natural hazards.

Authorized Use: Use of BLM land for which permission has been received from the BLM through a lease, permit, or right-of-way (including, but not limited to, grazing, oil and gas, and administrative activities.

Best Management Practices (BMPs): Methods, measures or practices to prevent or reduce water pollution including, but not limited to, structural and non-structural controls, operation and maintenance procedures, other requirements, scheduling and distribution of activities. Usually, BMPs are selected on the basis of site-specific conditions that reflect natural background conditions and political, economic and technical feasibility.

Casual Use: Activities that involve practices which do not ordinarily cause any appreciable disturbance or damage to the public lands, resources, or improvements and, therefore, do not require a right-of-way grant or temporary use permit. Examples include (but are not limited to) the use of roads for hunting and sightseeing, and ingress/egress on existing roads and trails.

Code of Federal Regulations (CFR): The official, legal tabulation of regulations directing federal government activities.

Compaction: The process of packing firmly and closely together; for example, mechanical compaction by vehicular, human or livestock activity. Soil compaction results from particles being pressed together so that the volume of the soil is reduced. It is influenced by the physical properties of the soil, moisture content, and the type and amount of compactive effort.

Concentrations of Livestock: The result of high numbers of animals per unit area, such as high density grazing or placement of supplements or salt on a small area. Concentrations of livestock can compact soils and could displace nesting birds. Though only a guideline, an average of two pair of cattle per acre or higher may be considered concentrating of livestock.

Controlled Surface Use (CSU): Use and occupancy is allowed (unless restricted by another stipulation), but identified resource values require special operational constraints that may modify the lease rights. CSU is used for operating guidance, not as a substitute for the no surface occupancy or timing stipulations.

Cooperating Agency: A governmental entity (federal, state, local, or tribal) that works with the BLM to develop a land use plan and NEPA analysis, as defined by the lead and cooperating agency provisions of the CEQ's NEPA regulations (40 CFR 1501.5 and 1501.6). Normally the BLM serves as the lead agency, though in some cases other governmental entities serve with the BLM as joint leads.

Crucial Habitat: Habitat which is basic to maintaining viable populations of fish or wildlife during certain seasons of the year or specific reproduction periods. It can describe any particular range or habitat component, but describes that component which is the determining or limiting factor in a wildlife population's ability to maintain and reproduce itself at a certain level and in good health over the long term.

Cultural Resource or Cultural Property: A definite location of human activity, occupation, or use identifiable through field inventory (survey), historical documentation, or oral evidence. The term includes archaeological, historic, or architectural sites, structures, or places with important public and scientific uses, and may include definite locations (sites or places) of traditional cultural or religious importance to specified social and/or cultural groups. See Traditional Lifeway Value and Traditional Cultural Property. Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and utilizing for public benefit. They may be, but are not necessarily eligible for the National Register. See Historic Property or Historic Resource.

Disruptive Activities: Those activities that disrupt or alter wildlife actions at key times, during important activities, or in important areas (feeding, breeding, nesting, herd movement, winter habitat). Disruptive activities are those which can result in reductions of energy reserves, health, reproductive success, or population. Some examples of disruptive activities include geophysical (seismic), well plugging or work-over operations that last 24 to 48 hours or longer, and road reclamation. Emergency activities, rangeland monitoring, recreational activities, livestock grazing and management, and other field activities are not considered disruptive activities.

Ecological Site: A kind of land with a specific potential natural community and specific physical site characteristics, differing from other kinds of land in its ability to produce vegetation and response to management.

Endangered Species: Any plant or animal species which is in danger of extinction throughout all or a significant portion of its range (Endangered Species Act of 1973).

Erosion: Detachment or movement of soil or rock fragments by water, wind, ice or gravity. Accelerated erosion is much more rapid than normal, natural or geologic erosion, primarily as a result of the influence of surface-disturbing activities of people, animals or natural catastrophes.

Exception: Case-by-case exemption from a lease stipulation. The stipulation continues to apply to all other sites within the leasehold to which the restrictive criteria apply.

Exclusion Area. An area unavailable for corridor designation or facility siting. A geographical area designated for its environmental values and having defined boundaries wherein facility construction or operation is prohibited.

Federal Minerals: Mineral interests owned by the United States Government regardless of surface ownership. All federal oil and gas mineral interests are administered by the Bureau of Land Management.

Floodplains: (1) A strip of relatively flat land bordering a stream, built of sediment carried by the stream and dropped in the slack water beyond the influence of the swiftest current. A water floodplain is overflowed during times of high water; a fossil floodplain is beyond the reach of the highest flood. (2) That land outside a stream channel described by the perimeter of the maximum probable flood. (3) The relatively flat area or lowlands adjoining an ocean, lake, or other body of standing water which has been or might be covered by floodwater.

Fossil: a. Originally, a rock, mineral, or other substance dug out of the earth. Now, any remains, impression, or trace of an animal or plant of past geologic ages that have been preserve din the earth's crust. b. The remains or traces of animals or plants which have been preserved by natural causes in the earth's crust, and excluding organisms which have been buried since the beginning of historic time.

Geocaching: A type of scavenger hunt for waterproof containers bearing treasure using the containers' exact geographic coordinates and Global Positioning System devices.

Grazing Lease: A document authorizing use of the public lands outside an established grazing district. Grazing leases specify all authorized use including livestock grazing, suspended use, and conservation use. Leases specify the total number of AUMs apportioned, the area authorized for grazing use, or both.

Grazing Permit: A document authorizing use of thc public lands within an established grazing district. Grazing permits specify all authorized use including livestock grazing, suspended use, and conservation use. Permits specify the total number of AUMs apportioned, the area authorized for grazing use, or both. Permit/permittee as used in this document, unless otherwise stated, refers to both grazing permits and leases/permittee/lessee.

Habitat: The sum total of environmental conditions of a specific place occupied by a wildlife species or a population of such species.

HiLine: The Milk River Basin/U.S. Highway 2 corridor across northern Montana.

Historic Property or Historic Resource: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register. The term includes, for purposes of these regulations, artifacts, records, and remains that are related to and located within such properties. The term "eligible for inclusion in the National Register" includes both properties formally determined as such by the Secretary of the Interior and all other properties that meet National Register listing criteria. (36 CFR 800.2(e); compare National Historic Preservation Act, Section 301, Appendix 5.) (See also Cultural Resource or Cultural Property. "Cultural property" is an analogous BLM term not limited by National Register status.

Infiltration: The downward flow of water through pores or small openings into soil or porous rock.

Leave No Trace: A nationwide (and international) program designed to assist visitors with their decisions when they travel and camp on America's public lands. The program strives to educate visitors about the nature of their recreational impacts as well as techniques to prevent and minimize such impacts. The Leave No Trace principles of outdoor ethics form the framework of Leave No Trace's message: 1) plan ahead and prepare; 2) travel and camp on durable surfaces; 3) dispose of waste properly; 4) leave what you find; 5) minimize campfire impacts; 6) respect wildlife; 7) be considerate of others.

Lek: An area used by sage- and sharp-tailed grouse for mating displays (strutting ground).

Migratory Birds: Any bird listed in 50 CFR 10.13 and protected by the Migratory Bird Treaty Act (16 USC 703-711).

Mitigation: Actions to avoid, minimize, reduce, eliminate, replace, or rectify the impact of a management practice.

Modification: Fundamental change to the provisions of a lease stipulation, either temporarily or for the term of the lease. A modification may, therefore, include an exemption from or alteration to a stipulated requirement. Depending on the specific modification, the stipulation may or may not apply to all other sites within the leasehold to which the restrictive criteria applied.

Multiple Use: The harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment. (43 USC 1702). Multiple use involves managing an area for various benefits, recognizing that the establishment of land use priorities and exclusive uses in certain areas is necessary to ensure that multiple uses can occur harmoniously across a landscape.

Neotropical Birds: Birds that breed in North America and winter in tropical and subtropical America.

No-Wake Speed: A speed where white water occurs in the path of the vessel or in waves created by the vessel.

Oil and Gas Conditions of Approval (COA): Conditions or provisions (requirements) under which an application for a permit to drill or a sundry notice is approved.

Perennial Streams: Streams that flow continuously throughout the year.

Personal Watercraft: A motorized recreational watercraft or vessel designed to be operated by a person sitting, standing, straddling or kneeling on the vessel, rather than in the conventional manner of operation by sitting, standing or kneeling inside the watercraft or vessel. Models normally have an outboard or inboard engine driving a jet pump as the primary source of power. Examples include, but are not limited to, jet skis, wheeled amphibious watercraft, etc.

Planning Criteria: The factors used to guide development of a resource management plan, or revision, to ensure that it is tailored to the issue previously identified, and to ensure that unnecessary data collection and analysis are avoided. Planning criteria are developed to guide the collection and use of inventory data and information, analysis of the management situation, design and formulation of alternatives, estimation of the effects of alternatives, evaluation of alternatives, and selection of the preferred alternative.

Plant Association: A kind of climax plant community consisting of stands with essentially the same dominant species in corresponding layers.

Plant Community: An assemblage of plants occurring together at any point in time, thus denoting no particular successional status. A unit of vegetation.
Prescribed Fire: Any fire ignited by management actions to meet specific objectives.

Primitive Airstrips: Unpaved, grassy landing strips with no mechanized maintenance, improvements, facilities or infrastructure (tie downs, wind socks, airstrip delineators, etc.).

Proper Functioning Condition (PFC): Riparian-wetland areas are functioning properly when they dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment and aid floodplain development; improve floodwater retention and ground water recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl, breeding, and other uses; and support greater biodiversity.

Public Land or BLM Land: Any land and interest in land owned by the United States and administered by the Secretary of the Interior through the Bureau of Land Management, without regard to how the United States acquired ownership, except (1) lands located on the Outer Continental Shelf; and (2) lands held for the benefit of Indians, Aleuts, and Eskimos.

Rangeland Health: The degree to which the integrity of the soil and the ecological processes of rangeland ecosystems are sustained.

Reclamation: Rehabilitation of a disturbed area to make it acceptable for designated use. This normally involves regrading, replacement of topsoil, revegetation and other work necessary to restore it for use.

Record of Decision: A concise public document disclosing the decision made following preparation of an EIS and the rationale used to reach that decision.

Reserve Common Allotment: A unit of public land that will not have term grazing permits issued. Such an allotment would only be grazed on a temporary, non-renewable basis to provide temporary grazing to rest other areas following wildfire, habitat treatments, or to allow for more rapid attainment of rangeland health. The allotment must be of sufficient size to be managed as a discrete unit. Reserve common allotments should be distributed throughout the planning area.

Riparian Areas: Riparian areas may be associated with lakes, reservoirs, potholes, springs, bogs, wet meadows, and intermittent or perennial streams. The riparian zone occurs between the upland (terrestrial) zone and the aquatic (deep water) zone. Riparian areas are characterized by water tables at or near the soil surface, and by vegetation requiring high water tables.

Significant: An effect that is analyzed in the context of the proposed action to determine the degree or magnitude of importance of the effect, either beneficial or adverse. The degree of significance can be related to other actions with individually insignificant but cumulatively significant impacts.

Soil: The unconsolidated mineral material on the immediate surface of the earth that serves as a natural medium for the growth of vegetation.

Soil Survey: The systematic examination, description, classification and mapping of soils in a survey area. Soil surveys are classified according to the level of detail of field examination based on use and management. Order I is the most detailed, then Order II, on to Order V, the least detailed. As used in this EIS, most of the area was mapped at an Order III survey.

Special Recreation Management Area (SRMA): An area where a commitment of BLM staffing and funding has been made, within the parameters of multiple use, to provide opportunities for specific recreation activities and experiences on a sustained yield basis.

Standards for Rangeland Health: The physical or biological conditions or functions required for healthy, sustainable rangelands.

State Minerals: Mineral interests owned by the state in which they reside.

Steep Slopes: Slopes with a gradient between 20 and 60 percent.

Stipulation: A provision that modifies standard lease rights and is attached to and made a part of the lease.

Succession (Plant Succession): The progressive replacement of plant communities on a site which leads to the potential stability of a natural plant community.

Surface-Disturbing Activities: Those activities that alter the structure and composition of vegetation and topsoil/subsoil. This includes any action created through mechanized or mechanical means that

would cause soil mixing or result in alteration or removal of soil or vegetation and expose the soil to erosive processes. Some examples of surface-disturbing activities include construction of roads, well pads, trenching for pipelines, construction or reconstruction of reservoirs and pits, and facility construction. Vegetation renovation treatments that involve soil penetration and/or substantial mechanical damage to plants (plowing, chiseling, chopping, etc.) are also surface-disturbing activities. Emergency activities, rangeland monitoring, recreational activities, livestock grazing and management, and other field activities are not considered surface-disturbing activities.

Seasonal Restriction (Timing Limitation): Prohibits surface use during specified time periods to protect identified resource values. This stipulation does not apply to the operation and maintenance of production facilities unless the findings of analysis demonstrate the continued need for such mitigation and that less stringent, project-specific mitigation measures would be insufficient.

Total Maximum Daily Load (TMDL): The total amount of a pollutant that a water body may receive from all sources without exceeding water quality standards. A TMDL can also be defined as a reduction in pollutant loading that results in meeting water quality standards. The TMDL process was established under Section 303(d) of the Clean Water Act. A TMDL includes both a waste load allocation, which focuses on point sources, and a load allocation, which addresses nonpoint sources.

Traditional Cultural Property: A property that derives significance from traditional values associated with it by a social and/or cultural group such as an Indian tribe or local community. See Cultural Resource or Cultural Property. A traditional cultural property may qualify for the National Register if it meets the criteria and criteria exceptions at 36 CFR 60.4. See National Register Bulletin 38.

Traditional Lifeway Value: A social and/or cultural group's traditional systems of religious belief, cultural practice, or social interaction, not closely identified with definite locations. Another group's shared values are abstract, nonmaterial, ascribed ideas that one cannot know about without being told. Traditional values are taken into account through public participation during planning and environmental analysis or through tribal consultation, as applicable. Traditional values may imbue a place with historic significance (see Traditional Cultural Property).

Upland: The portion of the landscape above the valley floor or stream.

Vibroseis: Vibroseis could be defined as one of many techniques used to acquire geophysical information about the subsurface geology. Vibroseis is essentially another method of producing the energy (dynamite is also used as an energy source) needed to create a wave into the earth and it is reflected back off of various rock formations and recorded at the surface by a sensor called a geophone. Vibroseis is done by carrying the vibrator to the field on a large vehicle and a vibrator pad is lowered to the earth's surface where weight is placed on the pad and through hydraulics the pad is vibrated for up to 20 seconds per location. An analogy of a vibrator would be tossing a pebble into a pond and the release of energy into the pond would cause waves to form.

Visual Resource Management (VRM) Classes: Based on a process that considers scenic quality, sensitivity to changes in the landscape and distance zone. The four VRM classes are numbered I to IV; the lower the number, the more sensitive and scenic the area. Each class has a management objective that prescribes the level of acceptable change in the landscape. The objectives are guidelines that will be used with the visual resource contrast rating system during new project-level planning. The management objectives will not preclude the maintenance of existing structures and range improvements.

Waiver: Permanent exemption from a lease stipulation. The stipulation no longer applies anywhere within the leasehold.

Water Quality: The chemical, physical, and biological characteristics of water in respect to its suitability for a particular purpose.

Watershed: All lands which are enclosed by a continuous hydrologic drainage divide and lie upslope from a specified point on a stream.

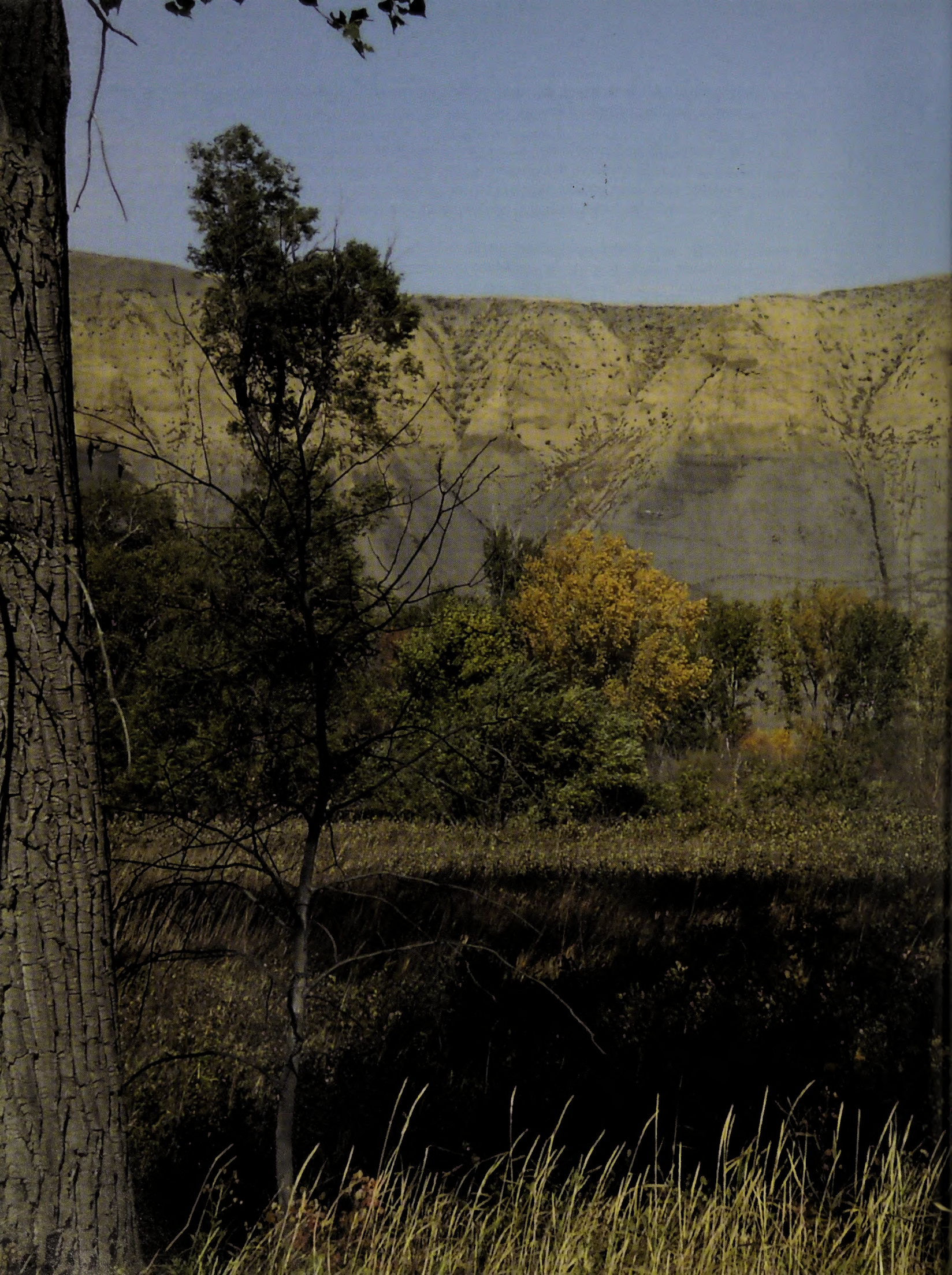
Wetlands: Wetland ecosystems share a number of characteristics including relatively long periods of inundation and/or saturation, hydrophytic vegetation, and hydric soils. Despite these common features, wetlands exist under a wide range of climatic, geologic, and physiographic situations and exhibit a wide variety of physical, chemical, and biological characteristics.

Wilderness: A wilderness, in contrast with those areas where man and his own works dominate the landscape, is recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain.

Wilderness Study Area (WSA): An area determined to have wilderness characteristics. Study areas will be subject to interdisciplinary analysis and public comment to determine wilderness suitability. Suitable areas will be recommended to the President and Congress for wilderness designation. These areas are an interim designation, valid until either designated as wilderness or released to multiple use management.

Wildland Fire Use: The application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in pre-defined designated areas outlined in Fire Management Plans. Operational management is described in the Wildland Fire Implementation Plan (WFIP). (From the NWCG Glossary of Wildland Fire Terminology)

Winter Range: A range, usually at lower elevation, used by migratory deer and elk during the winter months; usually better defined and smaller than summer ranges.



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Appendix A
Federal and Montana
Current Ambient Air Quality Standards

Pollutant	*Time Period*	*Federal (NAAQS)*	*Montana (MAAQS)*	*Standard Type*
Carbon Monoxide	Hourly Average	35 ppm	23 ppm	Primary
	8-Hour Average	9 ppm	9 ppm	Primary
Fluoride in Forage	Monthly Average	- -	50 μg/g	- -
	Grazing Season	- -	35 μg/g	- -
Hydrogen Sulfide	Hourly Average	- -	0.05 ppm	- -
Lead	Rolling 3-Month Average	0.15 μg/m^3		Primary and Secondary
	90-Day Average	- -	1.5 μg/m^3	- -
	Quarterly Average	1.5 μg/m^3	- -	Primary and Secondary
Nitrogen Dioxide	Hourly Average	- -	0.30 ppm	- -
	Annual Average	0.053 ppm	0.05 ppm	Primary and Secondary
Ozone	Hourly Average	0.12 ppm	0.10 ppm	Primary and Secondary
	8-Hour Average	0.075 ppm	- -	Primary and Secondary
Particulate Matter (PM_{10})	24-Hour Average	150 μg/m^3	150 μg/m^3	Primary and Secondary
	Annual Average	- -	50 μg/m^3	Primary and Secondary
Particulate Matter ($PM_{2.5}$)	24-Hour Average	35 μg/m^3	- -	Primary and Secondary
	Annual Average	15 μg/m^3	- -	Primary and Secondary
Settleable Particulate	30-Day Average	- -	10 g/m	- -
Sulfur Dioxide	Hourly Average	- -	0.50 ppm	- -
	3-Hour Average	0.50 ppm	- -	Secondary
	24-Hour Average	0.14 ppm	0.10 ppm	Primary
	Annual Average	0.03 ppm	0.02 ppm	Primary
Visibility	Annual Average	- -	3 x 10^{-5} /m	- -

Appendix B
Standards for Rangeland Health and Guidelines for Livestock Grazing Management

Standards for Rangeland Health

Standards are statements of physical and biological condition or degree of function required for healthy sustainable rangelands. Achieving or making significant and measurable progress towards these functions and conditions is required of all uses of public rangelands. Historical data, when available, should be used when assessing progress towards these standards.

Standard #1: Uplands are in proper functioning condition.

This means that soils are stable and provide for capture, storage and safe release of water appropriate to soil type, climate and landform. The amount and distribution of ground cover (i.e., litter, live and standing dead vegetation, microbiotic crusts, and rock/gravel) for identified ecological site(s) or soil-plant associations are appropriate for soil stability.

Evidence of accelerated erosion in the form of rills and/or gullies, erosional pedestals, flow patterns, physical soil crusts/surface scaling and compaction layers below the soil surface is minimal. Ecological processes including hydrologic cycle, nutrient cycle and energy flow are maintained and support healthy biotic populations. Plants are vigorous, biomass production is near potential and there is a diversity of species characteristic of and appropriate to the site. Assessing proper functioning conditions will consider use of historical data.

As indicated by:

Physical Environment

- erosional flow patterns
- surface litter
- soil movement by water and wind
- soil crusting and surface sealing
- compaction layer
- rills
- gullies
- cover amount
- cover distribution

Biotic Environment

- community richness
- community structure
- exotic plants
- plant status
- seed production
- recruitment
- nutrient cycle

Standard #2: Riparian and wetland areas are in proper functioning condition.

This means that the functioning condition of riparian-wetland areas is a result of the interaction among geology, soil, water and vegetation. Riparian-wetland areas are functioning properly when adequate

vegetation, landform or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; improve flood water retention and groundwater recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for native fish production, waterfowl breeding, and other uses appropriate for the area that will support greater species richness.

The riparian-wetland vegetation is a mosaic of species richness and community structure serving to control erosion, shade water, provide thermal protection, filter sediment, aid floodplain development, dissipate energy, delay flood water, and increase recharge of groundwater where appropriate to landform. The stream channels and flood plain dissipate energy of high water flows and transport sediment appropriate for the geomorphology (e.g., gradient, size, shape, roughness, confinement, and sinuosity), climate, and landform. Soils support appropriate riparian-wetland vegetation, allowing water movement, filtering sediment, and slowing ground water movement for later release. Stream channels are not entrenching beyond natural climatic variations and water levels maintain appropriate riparian-wetland species.

Riparian areas are defined as land directly influenced by permanent water. It has visible vegetation or physical characteristics reflective of permanent water influence. Lake shores and streambanks are typical riparian areas. Excluded are such sites as ephemeral streams or washes that do not exhibit the presence of vegetation dependent upon free water in the soil. Assessing proper functioning conditions will consider use of historical data.
As indicated by:

Hydrologic

- floodplain inundated in relatively frequent events (1-3 years)
- amount of altered streambanks
- sinuosity, width/depth ratio, and gradient are in balance with the landscape setting (i.e., landform, geology, and bioclimatic region)
- upland watershed not contributing to riparian degradation

Erosion/Deposition

- floodplain and channel characteristics; i.e., rocks, coarse and/or woody debris adequate to dissipate energy
- point bars are being created and older point bars are being vegetated
- lateral stream movement is associated with natural sinuosity
- system is vertically stable
- stream is in balance with water and sediment being supplied by the watershed (i.e., no excessive erosion or deposition)

Vegetation

- reproduction and diverse age class of vegetation
- diverse composition of vegetation
- species present indicate maintenance of riparian soil moisture characteristics
- streambank vegetation is comprised of those plants or plant communities that have deep binding root masses capable of withstanding high streamflow events
- utilization of trees and shrubs
- riparian plants exhibit high vigor
- adequate vegetative cover present to protect banks and dissipate energy during high flows
- where appropriate, plant communities in the riparian area are an adequate source of woody debris

Standard #3: Water quality meets Montana State standards.

This means that surface and ground water on public lands fully support designated beneficial uses described in the Montana Water Quality Standards. Assessing proper functioning conditions will consider use of historical data.

As indicated by:

- dissolved oxygen concentration
- pH
- turbidity
- temperature
- fecal coliform
- sediment
- color
- toxins
- others: ammonia, barium, boron, chlorides, chromium, cyanide, endosulfan, lindane, nitrates, phenols, phosphorus, sodium, sulfates, etc.

Standard #4: Air quality meets Montana State standards.

This means that air quality on public lands helps meet the goals set out in the State of Montana Air Quality Implementation Plan. Efforts will be made to limit unnecessary emissions from existing and new point or non-point sources.

The BLM management actions or use authorizations do not contribute to air pollution that violates the quantitative or narrative Montana Air Quality Standards or contributes to deterioration of air quality in selected class area.

As indicated by:

Section 176(c) Clean Air Act which states that activities of all federal agencies must conform to the intent of the appropriate State Air Quality Implementation Plan and not:

- cause or contribute to any violations of ambient air quality standards
- increase the frequency of any existing violations
- impede the State's progress in meeting their air quality goals

Standard #5: Habitats are provided to maintain healthy, productive and diverse populations of native plant and animal species, including special status species (federally threatened, endangered, candidate or Montana species of special concern as defined in BLM Manual 6840, Special Status Species Management).

This means that native plant and animal communities will be maintained or improved to ensure the proper functioning of ecological processes and continued productivity and diversity of native plant lifeforms. Where native communities exist, the conversion to exotic communities after disturbance will be minimized. Management for indigenous vegetation and animals is a priority. Ecological processes including hydrologic cycle, and energy flow, and plant succession are maintained and support healthy biotic populations. Plants are vigorous, biomass production is near potential, and there is a diversity of plant and animal species characteristic of and appropriate to the site. The environment contains components necessary to support viable populations of a sensitive/threatened and endangered species in a given area relative to site potential. Viable populations are wildlife or plant populations that contain an adequate number of reproductive individuals distributed on the landscape to ensure the long-term existence of the species. Assessing proper functioning conditions will consider use of historical data.

As indicated by:

- plants and animals are diverse, vigorous and reproducing satisfactorily; noxious weeds are absent or insignificant in the overall plant community
- spatial distribution of species is suitable to ensure reproductive capability and recovery
- a variety of age classes are present
- connectivity of habitat or presence of corridors prevents habitat fragmentation
- species richness (including plants, animals, insects and microbes) are represented
- plant communities in a variety of successional stages are represented across the landscape

Guidelines for Livestock Grazing Management

Guidelines for management of herbivory (including domestic animals and wildlife) are preferred or advisable approaches to ensure that standards can be met or that significant progress can be made toward meeting the standard(s). Responsible state and federal wildlife agencies must be involved in this management if standards are to be achieved.

Guidelines are provided to maintain or improve resource conditions in upland and riparian habitats. In both riparian and upland habitats, these guidelines focus on establishing and maintaining proper functioning conditions. The application of these guidelines is dependent on individual management objectives. Desired future conditions in plant communities and streambank characteristics will be determined on a case-by-case basis.

Guideline #1: Grazing will be managed in a manner that will maintain the proper balance between soils, water, and vegetation over time. This balance varies with location and management objectives, historic use, and natural fluctuations, but acceptable levels of use can be developed that are compatible with resource objectives.

Guideline #2: Manage grazing to maintain watershed vegetation, species richness, and floodplain function. Maintain riparian vegetative cover and structure to trap and hold sediments during run-off events to build streambanks, recharge aquifers, and dissipate flood energy. Grazing management should promote deep-rooted herbaceous vegetation to enhance streambank stability. Where non-native species are contributing to proper functioning conditions, they are acceptable. Where potential for palatable woody shrub species (willows, dogwood, etc.) exists, promote their growth and expansion within riparian zones.

Guideline #3: Pastures and allotments will be managed based on their sensitivity and suitability for livestock grazing. Where determinations have not been previously documented, suitability for grazing will be determined by: topography, slope, distance from water, vegetation habitat types, and soil types must be considered when determining grazing suitability. Unsuitable areas should be excluded from grazing.

Guideline #4: Management strategies for livestock grazing will ensure that long-term resource capabilities can be sustained. End of season stubble heights, streambank moisture content, and utilization of herbaceous and woody vegetation are critical factors which must be evaluated in any grazing strategy. These considerations are essential to achieving long-term vegetation or stream channel objectives and should be identified on a site-specific basis and used as terms and conditions.

Guideline #5: Grazing will be managed to promote desired plants and plant communities of various age classes, based on the rate and physiological conditions of plant growth. Management approaches will be identified on a site-specific basis and implemented through terms and conditions. Caution should be used to avoid early spring grazing use when soils and streambanks are wet and susceptible to compaction and physical damage that occurs with animal trampling. Likewise, late summer and fall treatments in woody shrub communities should be monitored closely to avoid excessive utilization.

Guideline #6: The development of springs and seeps or other projects affecting water and associated resources shall be designed to protect the ecological functions and processes of those sites.

Guideline #7: Locate facilities (e.g., corrals, water developments) away from riparian-wetland areas.

Guideline #8: When provided, supplemental salt and minerals should not be placed adjacent to watering locations or in riparian-wetland areas so not to adversely impact streambank stability, riparian vegetation, water quality, or other sensitive areas (i.e., key wildlife wintering areas). Salt and minerals should be placed in upland sites to draw livestock away from watering areas or other sensitive areas and to contribute to more uniform grazing distribution.

Guideline #9: Noxious weed control is essential and should include: cooperative agreements, public education, and integrated pest management (mechanical, biological, chemical).

Guideline #10: Livestock management should utilize practices such as those referenced by the NRCS published prescribed grazing technical guide to maintain, restore or enhance water quality.

Guideline #11: Grazing management should maintain or improve habitat for federally listed threatened, endangered, and sensitive plants and animals.

Guideline #12: Grazing management should maintain or promote the physical and biological conditions to sustain native populations and communities.

Guideline #13: Grazing management should give priority to native species. Non-native plant species should only be used in those situations where native seed is not readily available in sufficient quantities, where native plant species cannot maintain or achieve standards, or where non-native plant species provide an alternative for the management and protection of native rangelands.

Guideline #14: Allotment monitoring determines how ongoing management practices are affecting rangeland. To do so, the evaluations should be based on: 1. measurable management objectives; 2. permanent and/or repeatable monitoring locations; and; 3. short-term and long-term data.

Appendix C
Best Management Practices

The following Best Management Practices (BMPs) provide for the protection of wildlife, soils, vegetation, water quality and visual resources. While the BMPs below are listed under specific categories, the applicable BMPs would vary with the location of a project and the resource issues in that area. The best practices would be applied on a case-by-case basis to meet site-specific needs.

Range Improvements

1. Potential reservoirs and pit sites should be core drilled to determine if gravel lenses are below the structure.

2. All proposed range improvements will be designed to limit erosion, saline seeps, salt accumulations and rapid sedimentation.

3. Topsoil and suitable subsoil will be identified and stockpiled during all soil excavation activities and will be used to rehabilitate the area when the project is completed. Exceptions to this may be granted, based on a site-specific evaluation. Disturbed areas will be monitored for noxious plant infestation and control measures will be implemented as needed.

Forest Products

1. Harvest Design

   a. The following should be considered during the development of timber harvest systems:

      1) Soil characteristics and erosion hazard identification.

      2) Rainfall characteristics.

      3) Topography.

      4) Plant cover (forest type understory, silvics).

      5) Critical components (aspect, water courses, landform, etc.).

      6) Silvicultural objectives.

      7) Existing watershed condition.

      8) Potential effects of multiple resource management activity on beneficial water uses.

      9) Compliance with the Montana Water Quality Act, Public Water Supply Act, and state water quality standards. Manage community and non-community public water supply watersheds to comply with state water quality standards. The Public Water Supply Act (75-6-101-MCA) requires approval of plans and specifications for roads and other disturbances from the Montana Water Quality Bureau for activities planned for public water supply watersheds.

   b. Leave streamside management zones on both sides of perennial streams and intermittent streams with a well-defined channel. This zone provides shading, soil stabilization, and sediment and water filtering effects.

c. Use the logging system that best fits the topography, soil type, and season, while minimizing soil disturbance and economically accomplishing silvicultural objectives. Avoid tractor skidding on slopes greater than 35%.

d. Skid trail locations require special considerations for slopes steeper than 15% or greater.

e. Design and locate skid trails and skidding operations to minimize soil disturbance. The use of designated skid trails is one means of limiting site disturbance and soil compaction.

f. Locate skid trails to avoid concentrating runoff and provide breaks in grade.

g. Locate skid trails and landings away from natural drainage systems and divert runoff to stable areas.

h. Use the economically feasible yarding system which will minimize road densities.

i. Roads and trails will be built or upgraded with due regard for environmental considerations. Cut-and-fill slopes should be no steeper than 3:1 where feasible. This will promote quick revegetation and soil stabilization and discourage invasion by weeds. The type of terrain (flat to steep) will be a major factor in applying the 3:1 guideline. The intent is to provide a stable seedbed where practical. After access roads are no longer needed, they will be contoured to a natural appearance and sceded. This could apply to any road within the Monument.

2. Harvesting Activities

a. Mechanical thinning/harvesting should be conducted when the ground is dry, frozen, or snow covered to minimize soil compaction.

b. Avoid falling trees or leaving slash in streams or water bodies.

c. Limb or top trees where debris cannot fall or be dragged into the stream.

d. A 124 or 310 permit (Natural Streambed and Land Preservation Act of 1975) is required for ground skidding through any perennial stream.

e. Minimize operation of wheeled or tracked equipment within the streamside management zones of stream courses designated for protection. Do not operate equipment on stream banks.

f. End-line logs out of streamside areas when ground skidding systems are employed.

g. Fully suspend logs when line skidding across a stream and immediately above streambanks.

h. Remove debris entering any stream concurrently with the yarding operation and before removal of equipment from the project site. Accomplish debris removal so the natural streambed conditions are not disturbed. Leave naturally occurring downfall material which provides fish habitat.

i. Avoid equipment operation in wetlands, bogs, and wet meadows except on designated roads. Use end-lining and directional falling for harvest operations in these areas.

j. Repair damage to a stream course caused by logging operations, including damage to banks and channel, to as reasonable a condition as possible without causing additional damage to the stream channel.

k. Tractor skid when compaction, displacement, and erosion will be minimized.

l. Install necessary water bars on tractor skid trails prior to expected periods of heavy runoff.

Appropriate spacing between bars is determined by the soil type and slope of the skid trail. Timely implementation is important.

m. Construct drainage structures on skid trails to prevent water and sediment from being channeled directly into stream courses.

n. Construct water bars and/or seed skid trails and landings, where natural revegetation is inadequate to prevent accelerated erosion, before the next growing season. A light ground cover of slash or straw will help retard erosion.

o. For south and southwest aspects, light slash should be left on the site as much as possible to minimize water erosion.

p. Avoid skidding with the blade lowered.

q. Suspend the head end of the log whenever possible.

r. Minimize the size and number of landings to that necessary for safe, economical operation.

s. Avoid decking logs within the high water mark of any stream.

t. Provide suitable delivery, storage, and disposal for all fuels, shop debris, waste oil, etc.

3. Slash Treatment and Site Preparation

a. Rapid reforestation of harvested areas is encouraged to reestablish protective vegetation.

b. Use brush blades on cats when piling slash. Avoid use of dozers with angle blades. Site preparation equipment producing irregular surfaces is preferred. Care should be taken to avoid severe disruption of the surface soil horizon.

c. Minimize or eliminate elongated exposure of soils up and down the slope during mechanical scarification.

d. Scarify the soil to the extent necessary to meet the reforestation objective of the site. Low slash and small brush should be left to slow surface runoff, return soil nutrients and provide shade for seedlings.

e. Carry out brush piling and scarification when soils are dry enough to minimize compaction and displacement.

f. Carry out scarification on steep slopes in a manner that minimizes erosion. Broadcast burning and/or herbicide application is a preferred means for site preparation on slopes greater than 40%.

g. Maintain streamside management zones between site preparation or slash disposal areas and streams.

h. Scarify landings and temporary roads on completion of use.

i. Do not apply chemical vegetation control treatment to water bodies. Provide suitable buffer strips between chemical mixing and application areas and all water bodies.

j. Apply pesticide and dispose of containers according to label and Environmental Protection Agency registration directions. Make contingency plans to follow in case of accidental spills. Mixing and disposal of chemicals should be supervised by a licensed applicator.

k. Limit water quality impacts of prescribed fire: construct water bars in firelines; reduce fuel loadings in drainage channels; maintain the streamside management zone; avoid intense fires unless needed to meet silvicultural goals.

l. Slash burning should be done with a cooler controlled fire.

Fire

1. Fire Suppression

   a. Minimize watershed damage from fire suppression by avoiding heavy equipment operation on soils susceptible to severe erosion and steep slopes.

   b. Stabilize suppression damage where erosion potential has increased. Treatments include installing water bars, seeding, planting, fertilizing, spreading slash or mulch on bare soil, repairing road drainage facilities, and clearing stream channels of debris.

   c. Conduct burn area surveys where necessary to assess the need for rehabilitation of watershed damage. Rehabilitation measures may include: seeding, fertilizing, fencing, clearing debris from stream channels, constructing trash racks, channel stabilization structures and debris retention structures.

   d. Consider the impacts of sewage disposal when establishing locations for fire camps, logging camps, or other similar facilities.

2. Prescribed Fire

   a. Avoid burning on soils with a shallow surface layer and steep slopes to minimize damage to soils.

Natural Gas Operations

1. Location

   a. Work with the operator to choose the best site access and facility location to mitigate for visual impacts.

   b. Where practical, avoid construction in highly scenic areas.

   c. Ridgetop facilities are highly visible from great distances because they are skylined. Roads, on the other hand, may be less visible if located along ridgetops, but if they are located on the ridge face they can be highly visible because of increased cut, fill and sidecast material.

   d. Move facilities further from key observation points to reduce their apparent size. This may necessitate moving facilities from the shoulder of roads and trails, and placing them in the background of the view.

   e. Avoid locating facilities near "prominent" features.

   f. Use natural or artificial features such as topography, vegetation, or an artificial berm to help screen facilities. Locate facilities in a swale, around the bend, behind a ridge, or create a natural looking, vegetated berm.

   g. Locate and construct roads and other linear facilities to follow the contour of the landform or mimic lines in the vegetation. Avoid a straight road that will draw the viewer's eye and attention straight toward the production facilities at the end of the road.

h. Where practical, use existing roads. When a suitable existing road is not available, construct a suitable road, but eliminate the redundant or obsolete roads.

i. Do not reuse existing roads just because they are preexisting and you are hesitant to disturb new areas. Choose the best location for the road and its anticipated uses. Consider safety, anticipated traffic load, and maintenance requirements as well as visual and habitat needs.

j. Avoid locating roads and pipelines on steep slopes. Follow the contours of the land to reduce earthwork/disturbance. If you must locate on a steep slope, a certified engineering and reclamation plan must be submitted and approved by the authorized officer.

k. Avoid locating well pads on steep slopes. Well pads on steep slopes can create large cut and fill slopes which are more expensive to reclaim and are highly visible from long distances. If you must locate on a steep slope, a certified engineering and reclamation plan must be submitted and approved by the authorized officer.

l. Construct the minimum road necessary. Consider using two-track roads for exploration wells that could become dry holes or production wells with very low vehicle use during production. The BLM 9113 Roads Manual states, "Bureau roads must be designed to an appropriate standard no higher than necessary to accommodate their intended functions..." Consider average daily traffic load, vehicle size, soils, topography, weather, season of use, safety, etc.

2. Operations

a. Consider drilling multiple wells from a single well pad to reduce the footprint of oil and gas activity on wildlife habitat.

b. Remote electronic monitoring of wells and related production equipment can reduce the number of maintenance and inspection truck trips made during critical time periods for wildlife and result in less wildlife disturbance.

c. Bury power lines in or adjacent to the road to eliminate cross-country vegetation clearing and resulting habitat fragmentation.

d. Noise can deter wildlife from using an area. Use noise reduction mufflers to comply with noise standards. Also, consider using earthen berms, walls, sheds, and/or distance to reduce sound levels in important habitats.

e. Reduce vehicle traffic in important wildlife areas and during critical wildlife use periods. Consider:

1) Seasonal restriction of public vehicular access in new development areas such as dead-ends, well access roads or designated portions of the field.

2) Operator-enforced speed limits during critical seasons.

3) Use of shuttle vans and buses to transport drilling rig workers and field service personnel.

f. Cover all production-related pits and tanks to exclude wildlife, regardless of pit or tank size. Migratory birds can drown in small volumes of water and other fluids. Violations of the Migratory Bird Treaty Act can result in substantial penalties.

g. Minimize the footprint of energy development. To reduce wildlife habitat fragmentation, loss, and degradation, consider lower class roads, smaller pads, and interim reclamation.

3. Reclamation

   a. Interim reclamation is short-term reclamation that occurs as the well is beginning initial production of oil and/or gas. It includes partially reshaping and revegetating roads and well pads to reduce the amount of bare ground created during construction and drilling activity.

   b. To minimize habitat loss and fragmentation, re-establish as much habitat as possible by maximizing the area reclaimed during well production operations. In many cases, this "interim" reclamation can cover nearly the entire site.

   c. Limit activities to only the area that is necessary.

   d. Interim reclamation should begin shortly after construction or establishing oil or gas production on the site. Steps include: (1) Fully recontour unneeded areas to the original contour or a contour that blends with the surrounding topography; (2) Respread topsoil over the entire pad; and (3) Revegetate to re-establish habitat.

   e. Seed with the proper species, varieties, and amounts of seed. The use of native species is preferred. Consider adding shrubs and forbs to the seed mixture, where appropriate, to re-establish habitat.

   f. Borrow ditches should be covered with topsoil and seeded. Consider seeding the road surface for low use roads. Forage and habitat is partially restored.

   g. When well production ends, begin final reclamation. Ensure the site is recontoured, stable, and fully revegetated.

Roads

1. Location

   a. Minimize the number of roads constructed in a watershed through comprehensive road planning, recognizing intermingled ownership and foreseeable future uses. Use existing roads where practical.

   b. Fit the road to the topography. Locate roads on natural benches and stable soil types to minimize the area of road disturbance.

   c. Locate roads on well-drained soils and rock formations that tend to dip into the slope. Avoid slide-prone areas characterized by seeps, steep slopes, highly weathered bedrock, clay beds, concave slopes, hummocky topography, and rock layers that dip parallel to the slope.

   d. Avoid high erosion hazard sites, such as steep, narrow canyons, slide areas, slumps, swamps, wet meadows, or natural drainage channels. Where there is potential for material to enter a stream, obtain approval of the Conservation District and/or the Water Quality Bureau under applicable laws (i.e., 124 or 310 permit).

   e. Locate roads a safe distance from streams when roads are running parallel to stream channels. Provide an adequate streamside management zone in order to catch sediment and prevent its entry in to the stream.

   f. Minimize the number of stream crossings.

   g. Cross streams at right angles to the main channel if practical.

   h. Choose a stable stream crossing site and adjust the road grade to reach the site if possible.

i. Avoid unimproved stream crossings. Where a culvert or bridge is not feasible, locate drive-throughs on a stable, rocky portion of the stream channel.

j. A 124 or 310 permit (Natural Streambed and Land Preservation Act of 1975) is required before disturbance is allowed within the area between the normal high water marks of perennial streams.

k. Avoid long, sustained, steep road grades. Where unavoidable, a certified engineering and reclamation plan must be submitted that demonstrates how erosion will be controlled and site productivity will be returned.

l. Vary road grades to reduce concentrated flow in road drainage ditches and culverts to reduce erosion on cut and fill slopes and road surface.

m. When locating roads, provide access to suitable log landing areas (flatter, well-drained) in order to reduce soil disturbance.

2. Design

a. Incorporate preventive action into transportation plans. Minimize disturbance. Use available information to help identify erodable soils, unstable areas, and road surface materials.

b. Plan roads to the minimum standard necessary to accommodate anticipated use and equipment. When using existing roads, avoid reconstruction unless absolutely necessary. The need for higher standard roads can be alleviated through better road use management.

c. Construct cut and fill slopes at stable angles.

d. Use plans that balance cuts and fills or use full bench construction (no fill slope) where stable fill construction is not possible. Haul excess material to a safe disposal site and include these waste areas in soil stabilization planning for the road.

e. Contour and roll road grades for minimal disruption of drainage patterns.

3. Drainage

a. Design water crossing structures at points where it is necessary to cross stream courses. Provide for adequate fish passage, minimum impact on water quality, and at a minimum the 25-year frequency runoff. A 124 or 310 permit is required for perennial stream crossings.

b. Install culverts to conform to the natural stream bed and slope. Place culverts slightly below normal stream grade to avoid culvert outfall barriers.

c. Design culvert installations to prevent erosion of fill. Compact the fill material to prevent seepage and failure. Armor the inlet and/or outlet with rock or other suitable material where needed.

d. Provide adequate drainage for the road surface. Use outsloped roads, insloped roads with ditches and cross drains or drain dips. Dips should be constructed deep enough into the subgrade that traffic will not obliterate them.

e. Plan ditch gradients steep enough, generally greater than 2%, but less than 8%, to prevent sediment deposition and ditch erosion. Gradient depends on parent material.

f. Design the spacing of road drainage facilities based on geologic type, soil erosion class, and road grade.

g. Where possible, install ditch relief culverts at the gradient of the original ground slope, otherwise anchor downspouts to carry water safely across the fill slope.

h. Skew relief culverts 20 to 30 degrees toward the inflow from the ditch to provide better inlet efficiency.

i. Provide energy dissipaters where necessary at the downstream end of ditch relief culverts to reduce the erosion energy of the emerging water.

j. Protect the upstream end of cross drain culverts from plugging with sediment and debris. Prevent downslope movement of sediment by using sediment catch basins, drop inlets, changes in road grade, headwalls, and recessed cut slopes.

k. Install culverts to assure protection from crushing due to traffic. Use 1-foot minimum cover for corrugated metal pipes 15 to 36 inches in diameter, and a cover of one-third diameter for larger corrugated metal pipes.

l. Use corrugated metal pipes with a minimum diameter of 15 inches to avoid plugging.

m. Install road drainage facilities above stream crossings so water may be routed through a streamside management zone before entering a stream.

4. Construction

a. Place debris, overburden, and other waste materials associated with construction activities in a location to avoid entry into streams.

b. Minimize stream channel disturbances and related sediment problems during construction of roads and installation of stream crossing structures. Do not place easily eroded material into live streams. Remove material stockpiled on a floodplain before rising water reaches the stockpile. Locate bypass roads to have minimal disturbance on the stream course. Limit construction activity to specific times to protect beneficial water uses.

c. Minimize earth moving activities when soils appear excessively wet. Do not disturb roadside vegetation more than necessary to maintain slope stability and to serve traffic needs.

d. Clear all vegetative material before constructing the fill portion of the road prism.

e. On potentially erodable fill slopes, windrow slash at the toe of the fill slopes to trap sediment, particularly near stream crossings and on erodable fill slopes. Leave breaks for wildlife passage.

f. Stabilize erodable, exposed soils by seeding, compacting, riprapping, benching, mulching, or other suitable means prior to spring or fall runoff.

g. Keep slope stabilization, erosion and sediment control work as current as possible with road construction.

h. Install drainage structures concurrent with construction of new roads and always prior to spring or fall runoff.

i. Complete or stabilize road sections within the same operating season as construction is started, rather than leaving major road sections in a pioneer condition over a winter season.

j. Minimize sediment production from borrow pits and gravel sources through proper location, development, and reclamation.

5. Maintenance

   a. Avoid cutting the toe of stable cut slopes when grading roads or pulling ditches.

   b. When plowing snow for winter timber harvest, provide breaks in the snow berm to allow road drainage.

   c. Keep erosion control measures functional through periodic inspection and maintenance.

   d. Haul all excess material removed by maintenance operations to safe disposal sites. Apply stabilization measures to these sites to prevent erosion. Avoid sidecasting material where it will enter a stream or be available to erode directly into a stream.

   e. Leave closed roads in a condition that provides adequate drainage without further maintenance.

   f. Restrict the use of roads during wet periods and the spring breakup period if damage to road drainage features resulting in increased sedimentation is likely to occur.

6. Reclamation

   a. Includes recontouring the road back to the original contour, seeding, controlling noxious weeds, and may also include other techniques to improve reclamation success, such as ripping, scarifying, replacing topsoil, placing waterbars, pitting, mulching, redistributing woody debris, and barricading.

   b. Seeds of native, perennial species or other plan materials specified by the Monument Manager must be used. If waterbars were used, they should be removed and seeded following successful revegetation.

Appendix D
Cultural Resource Use Categories

Upper Missouri River Breaks National Monument

In order to allocate the numerous known sites and sites "projected to occur" (those yet to be found or recorded) into the identified use categories as found in BLM Manual 8110, criteria must be established which employ a combination of easily recognizable site type and site attribute information that can, for example, differentiate between small, short duration, limited activity sites and large, complex multiple-activity sites. For prehistoric resources the criteria are weighted to emphasize the "information potential," since the determination of significance for such sites is generally related to their scientific value. For historic resources, the criteria are more reflective of site "condition and integrity" characteristics, which play a greater role in the evaluation of historic properties.

It is also important to recognize that it is possible for sites to be placed into more than one use category. As an example, a prehistoric site with little or no scientific value could be placed in a Discharge from Management category, but also be useful in the Experimental Use category. Similarly, an historic site could be placed in the Public Use category, but require stabilization and preservation efforts and therefore warrant placement into the Conserve for Future Use category as well.

Prehistoric Resources

Since over 90% of prehistoric sites in the planning area are defined as lithic scatters, it is important to be able to identify potential discriminating elements that can be used to segregate such a large category of prehistoric resources into different use categories. A qualitative assessment of certain aspects of material culture (relative diversity and quantity of artifactual materials) and complexity (spatial patterning of artifacts, presence/absence of features, presence/absence of buried deposits, etc.), coupled with a quantitative measure of site size (in acres) can be utilized to meet the purposes identified. These values will serve as indirect indicators of relative site function, relative duration of occupation, research value, and importance.

The important aspects of material culture include:

Artifact diversity – variety of cultural materials present such as raw material types, variety of materials present bone, stone, ethno botanical qualitatively measured from low to high.

Artifact quantity – relative quantity of material culture present (less than 50 items, hundreds, thousands, etc.) a qualitative measure intended to capture "magnitudes of difference."

Site complexity – as indicated by any spatial patterning in distribution of cultural material, the presence or absence of associated features, the presence of buried deposits and stratigraphy. Site complexity is qualitatively measured from low to high.

Site size – a quantitative measure, looking for modal patterns in overall site size that may reflect a number of things, site function, duration of occupation, etc. These variables will serve as a model to distinguish between the small, more redundant and transient, or temporary, limited use lithic scatters, and larger, longer occupied, camps/habitation sites, and/or extractive use locations.

Based on the model presented above, it is expected that use categories to be reflected as follows:

Scientific Use

Prehistoric sites that exhibit high diversity and large quantity (>50 artifacts) of material culture, high complexity (spatial patterning of artifacts/activities, presence of features, stratified or buried deposits), and relatively larger size properties would be placed into the Scientific Use category.

Conservation Use

Sites that are representative of rare, or exceptional examples (functionally or temporally) would be considered for Conservation Use.

Traditional Use

In consultation with Native American groups, certain types of prehistoric sites retain particular importance and significance (Deaver 1986). These site types most commonly include: burial locations, pictograph/ petroglyph sites, and vision quest locations. Medicine wheels, dance grounds and intaglios (e.g., Napi Figures) also are in this category, but none are known to occur on public lands in the planning area. In addition, certain tipi ring sites may also fit this use category but need to be evaluated on a case-by-case basis. Collectively these sites amount to less than 1% of recorded cultural resources in the planning area.

Public Use

Prehistoric sites could be considered for Public Use (interpretation) in those few instances where interpretive potential is high and site integrity could be insured through protective measures. Such uses should not be attempted without full consultation with interested Native American groups. Consequently, such prehistoric sites still require evaluation on a case-by-case basis. Current opportunities include the Nez Perce Trail and the Cow Island Crossing.

Experimental Use or Discharge from Use

Sites with low diversity and limited quantity (<50) of artifacts; low or limited complexity; and small size (redundant small surface lithic scatter, information potential is exhausted with initial site recordation). Sites will be individually evaluated prior to placement into Experimental Use or Discharge from Use categories.

Historic Resources

Unlike prehistoric resources, historic properties are more commonly determined to be significant for reasons other than their "scientific value." Similarly, condition and integrity also tend to play more obvious roles in the evaluation of historic properties, which contain architectural or structural remains. Historic resources in the planning area also vary greatly in size, function, and complexity; ranging from small trash dumps, homesteads and other agricultural developments, early exploration and river transportation, wood hawker activity, military establishments, and abandoned wagon roads.

Scientific Use

Historic sites with archaeological and historical values and generally poor, structural integrity (collapsed or deteriorated), would be placed in this category.

Conservation Use

Historical sites that are rare or exceptional examples that retain integrity would be considered for Conservation Use. In the planning area this would include well-preserved remnants of homesteads (Hagadone). It should be noted that the defined use categories are not necessarily mutually exclusive, and that many sites can be placed in both the Conservation Use category (need to stabilize and preserve the architectural features) and the Public Use Category and possibly Scientific Use for example.

Traditional Use

Historic sites in this category would potentially include any sacred areas, traditional cultural properties, or plant gathering areas that have been historically utilized by Native American groups that have historically occupied the area. These sites would be determined in consultation with tribal representatives that have demonstrated historical use in the planning area. To date, Native American traditional use areas have been yet to be identified.

Public Use

Historic sites that would be considered for Public Use include those where the interpretive potential is high and site integrity could be insured through protective measures. In addition, consideration is given for those standing structures that could be preserved and maintained for adaptive re-use for administrative or recreational uses. Historical themes that would lend themselves to interpretation include:

Early Exploration
Lewis and Clark Corps of Discovery
Fur Trade Era

Historic Transportation Routes
Steamboat Era/Woodhawkers
Cow Island Crossing
Judith Landing
Stafford Ferry
Ervin Ridge Road

Historic Homesteading/Ranching
Hagadone
Gist Bottom
Middleton
Nelson

There are also numerous standing cabin structures and homesteads on public lands across the planning area that may potentially be sufficiently preserved, to be considered for a program of adaptive reuse and utilized as BLM administrative structures and/or in a recreational cabin rental program.

Experimental Use or Discharge from Use

Like prehistoric sites, individual sites would be evaluated on a case-by-case basis before assignment to either the Experimental Use or Discharge from Use categories. In general, properties assigned to these categories would have been determined to contain little or no scientific or historical value. Sites in these categories would generally include isolated trash dumps and artifact scatters, isolated features such as prospect pits or claim markers, and collapsed structural remains that no longer retain integrity of design or workmanship. Only those sites that have been formally determined to be Not Eligible for the National Register of Historic Places would be placed into either of these categories.

Cultural properties are evaluated with reference to National Register criteria for the purposes of assessing their historical values and their public significance. Such evaluations are carefully considered when cultural properties are allocated to use categories. Although preservation and nomination priorities must be weighted on a case-by-case basis, Table D.1 serves as a general guide illustrating the relationship between National Register evaluation and allocation to use categories.

Table D.1
Relationship Among Cultural Resource Use Categories, National Register Eligibility, and Preservation/National Register Nomination

Cultural Resource Use Category	*National Register Eligibility*	*Preservation/National Register Nomination*	*Site Types Generally Included*
Scientific Use	Usually Eligible	Long-term preservation not critical; medium National Register nomination priority.	**Prehistoric**: Sites with high artifact count and diversity, high complexity, and larger size; **Historic**: Sites with archaeological and historic values, and generally poor structural integrity.
Conservation for Future Use	Always Eligible	Long-term preservation is required; highest nomination priority.	**Prehistoric**: Sites inherently complex, or rare, or fragile and exhibit exceptional scientific values (e.g. deeply stratified deposits, or large quarries); **Historic**: Sites inherently complex, or rare, or fragile, generally significant standing structures (stabilization and preservation required).
Traditional Use	May Be Eligible	Long-term preservation is desirable; nomination priority is determined in consultation with the appropriate cultural group(s).	Sites and locations determined in consultation with Tribal Groups. **Prehistoric** may include: Burial locations, vision quest locations, pictographs and petroglyphs, certain tipi ring sites; **Historic/Modern**: Plant gathering locations, areas considered sacred for religious purposes, etc.
Public Use	Usually Eligible	Long-term preservation is desirable; high nomination priority.	**Prehistoric**: High interpretive potential and can insure protection; **Historic**: High interpretive potential and can insure stabilization and protection, and/or adaptive reuse.
Experimental Use	May Be Eligible	Long-term preservation is not anticipated; low nomination priority.	**Prehistoric**: Lithic scatters of limited artifact density and complexity; **Historic**: Trash scatters, collapsed structures with no integrity or context
Discharge from Management	Not Eligible	Long-term preservation and management are not considerations; nomination is inappropriate.	**Prehistoric**: Isolated finds, surface lithic scatters <50 items; **Historic**: Isolated prospect pits; trash scatters <50 items, sites <50 years old

Appendix E
Watershed Planning Process

The watershed planning process was developed as a practical means to implement decisions made in approved Resource Management Plans, assess and determine the health of the public land, review and update grazing permits/leases and incorporate Guidelines for Livestock Grazing Management to meet Standards for Rangeland Health.

Watershed plan areas are identified by grouping public land grazing allotments which have similar resource values, are in a common geographic area, and have common or similar resource concerns. Once the watersheds are identified, each is prioritized on the basis of resource management needs, amount of public land, relative amount of public land and resource values in relationship to private, state and other landowners, current and anticipated uses, and practical management opportunities for the public land.

Once prioritized, issues are identified for the priority watershed, applicable RMP decisions are assembled, and existing resource information and authorizations for the public land are reviewed. Issue identification includes participation by the public and affected interests. Through media notices, letters to interested or affected parties, discussions with current users of the public land, public meetings and coordination consultation meetings with groups, other agencies and governmental entities, issues and concerns for the watershed are refined and a desired future condition is outlined.

Under Standards for Rangeland Health (August 1997) (43 CFR 4180), it is necessary to assess and make determinations whether Standards are being met. These assessments and determinations are prepared for each allotment in a watershed. If a finding of not meeting Standards is made, then a determination of cause is identified and a recommended course of action or alternatives are developed to meet Standards. Concurrent with this process is a review of the grazing authorizations for allotments to verify that they include appropriate guidelines for livestock grazing management to meet Standards for Rangeland Health.

Alternatives for management to meet the desired future conditions are developed in consultation with affected and interested publics. Alternatives include a no action alternative and one or more additional alternatives.

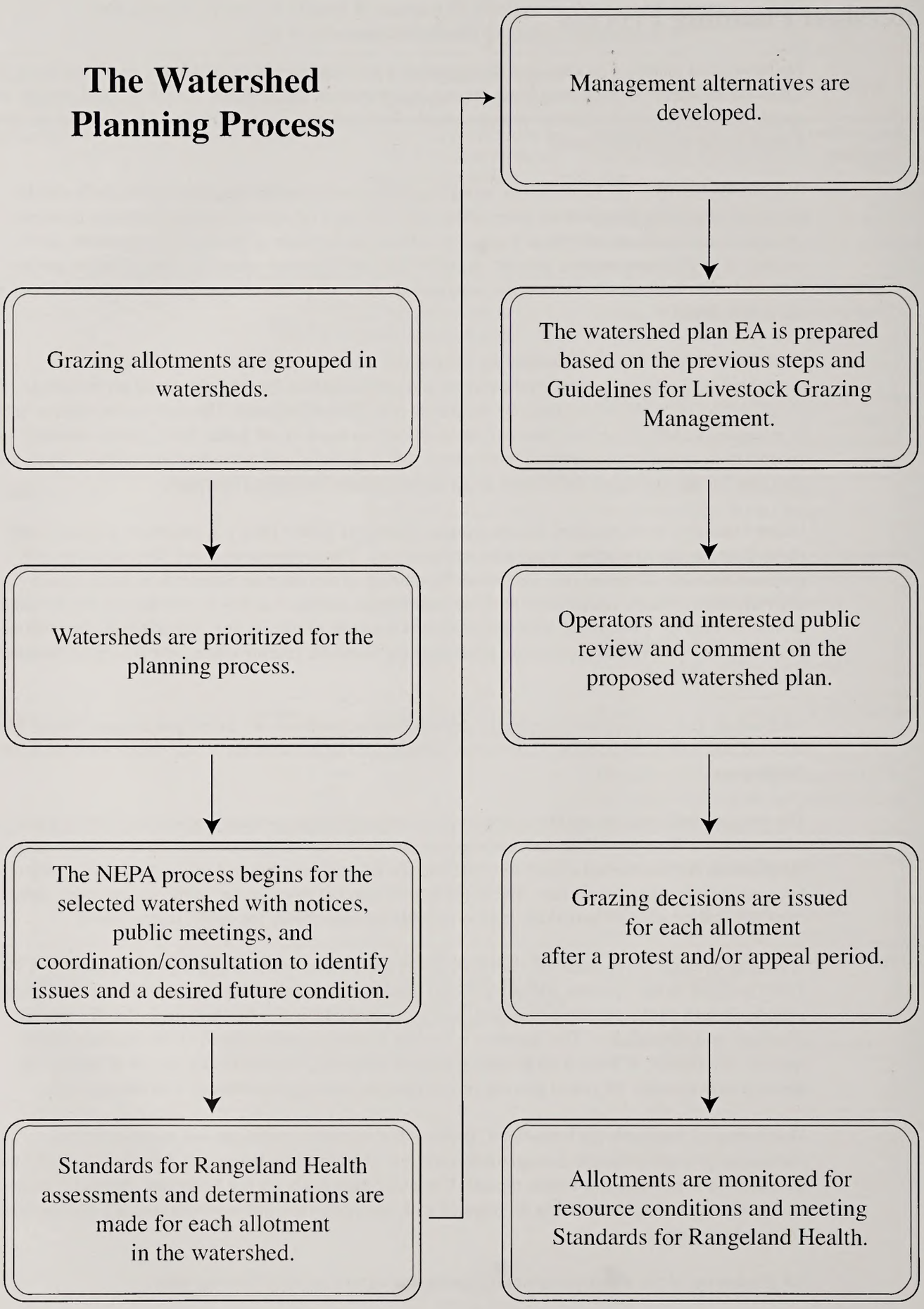
The resource information and the alternatives for proposed management/projects and their impacts are addressed in a Watershed Plan and Environmental Assessment (EA) document. In accordance with the National Environmental Policy Act (NEPA), the EA involves public participation and is subject to comment and appeal processes. The EA is sent to affected interests for public review, and public meetings and a comment period are held to provide an opportunity for public participation.

A grazing decision is prepared for each operator in accordance with the grazing regulations (43 CFR 4160) and sent to the operator and any affected interests for the allotment or permit/lease. The decision includes details of the grazing privilege(s) and terms and conditions that will apply for the specific allotment and permit/lease. This decision is subject to protest and/or appeal of the decision within specific timeframes. If there is no protest/appeal, or following resolution of a protest or appeal, an updated term (usually 10 years) grazing permit/lease is issued in accordance with the decision.

Monitoring of Standards for Rangeland Health, other resource conditions and compliance is a continuous process to ensure management goals and objectives are being met. Monitoring results are documented in periodic evaluation reports. If management goals are not being met, needed changes are identified and implemented in accordance with an appropriate management strategy and applicable laws and regulations.

An illustration of the watershed planning process is shown on the following page.

The Watershed Planning Process



Appendix F
Grazing Allotments

Allotment Number	Allotment Name	Allotment Totals				Percent Allotment in Monument	Grazing Season	Watershed Planning Area
		Acres	AUMs	Acres BLM Land	AUMs BLM Land			
	North Side Allotments							
944	Lutge Place	3259	368	2265	90	100	4/15 - 5/31, 10/1 - 11/15	Bears Paw to Breaks
5607	North Cabin Creek	1262	277	1111	243	100	5/16 - 9/15	Beauchamp
5609	Cabin Creek	13786	1660	6734	762	100	5/1 - 10/31, 12/1 - 3/31	Beauchamp
5610	Antelope Creek	51492	5496	45010	4701	100	5/1 - 12/31	Beauchamp
6164	3 mile ridge	10961	1509	10321	1440	10	4/1 - 5/31	Bears Paw to Breaks
6168	Al's Creek	4577	592	3385	369	75	5/1 - 9/22	Bears Paw to Breaks
6169	Chimney Butte	7773	778	7112	720	30	7/15 - 10/10	Bears Paw to Breaks
6171	Little Suction	1651	163	1405	131	10	6/1 - 6/30	Bears Paw to Breaks
6172	Timber ridge	17604	2485	11599	1662	50	3/1 - 10/22	Bears Paw to Breaks
6181	Bullwhacker	45890	5072	40535	4400	90	4/1 - 2/28	Bears Paw to Breaks
6182	Hay Coulee	12956	1267	12956	1267	100	variable – reserve common	Bears Paw to Breaks
6192	N. Fk Lion Coulee	9362	1641	3930	592	60	5/15 - 10/01	Bears Paw to Breaks
6193	Lion Coulee	3560	438	3351	410	60	5/15 - 11/15	Bears Paw to Breaks
6194	Spencer Ridge	10198	1022	7250	588	100	5/1 - 10/31	Bears Paw to Breaks
6198	Chase Hill	2665	303	1218	98	60	3/1 - 2/28	Bears Paw to Breaks
6201	Halley	7710	749	3806	441	100	5/15 - 10/19	Bears Paw to Breaks
6203	Golf Bench	6730	1187	3319	230	10	6/1 - 8/31	Bears Paw to Breaks
6207	Ragland Ridge	1228	52	1085	25	70	6/15 - 10/15	Bears Paw to Breaks
6208	Lost Ridge	10452	1080	6253	487	95	5/15 - 11/15	Bears Paw to Breaks
6209	Barnard Ridge	3837	322	3197	279	100	6/1 - 8/30	Bears Paw to Breaks
6211	Black Butte	8305	852	8305	730	100	5/1 - 11/14	Bears Paw to Breaks
6212	Ervin Rigetop	11251	769	9973	650	100	6/15 - 10/10	Bears Paw to Breaks
6214	Little Bullwhacker	24257	1556	22278	1368	100	5/15 - 10/15	Bears Paw to Breaks
6215	Dark Butte	6976	656	4404	329	90	6/1 - 10/05	Bears Paw to Breaks
6216	Pablo Rapids	3419	168	2644	105	90	6/1 - 9/22	Bears Paw to Breaks
6218	Sneath Common	6700	485	5800	344	100	6/10 - 10/21	Bears Paw to Breaks
6221	Deadman Rapids	1646	110	1646	110	100	7/1 - 9/30	Bears Paw to Breaks
6222	Gallatin Rapids	6443	318	5404	277	100	5/1 - 11/01	Bears Paw to Breaks
6224	Upper Dauphine Rapids	**	**	1663	75	100	5/1 - 11/30	Bears Paw to Breaks
6225	Dauphine Rapids	**	**	214	25	100	6/1 - 8/5	Bears Paw to Breaks
6269	North Timber Ridge	4450	774	1125	145	10	5/15 - 5/31	Bears Paw to Breaks
6282	Greasewood Bottom	673	124	517	100	100	7/1 - 9/30 varies	Bears Paw to Breaks
6283	Williamson Bottom	479	32	479	32	100	7/1 - 9/30 varies	Bears Paw to Breaks

Allotment Number	Allotment Name	Allotment Totals				Percent Allotment in Monument	Grazing Season	Watershed Planning Area
		Acres	AUMs	Acres BLM Land	AUMs BLM Land			
6284	Sturgeon Island	558	70	558	70	100	7/1 - 9/30 varies	Bears Paw to Breaks
6285	West Gist	312	56	312	56	100	7/1 - 9/30 varies	Bears Paw to Breaks
6434	Cabin			1825	429	20	6/1 - 12/07	Vimy
	North Side Allotments (Custodial Authorizations*)							
820	Sanford Pasture	701	72	701	72	100	3/1 - 2/28 (extended nonuse)	Bears Paw to Breaks
855	T26N R12E sc1	40	0	40	0	100	not allocated	Bears Paw to Breaks
864	T26N R12E Sec 4	29	0	29	0	100	not allocated	Bears Paw to Breaks
866	T27N R12E Sec 26	40	0	40	0	100	not allocated	Bears Paw to Breaks
867	T26N R12E Sec 5	40	0	40	0	100	not allocated	Bears Paw to Breaks
868	T26N R12E Sec 3	15	0	15	0	100	not allocated	Bears Paw to Breaks
905	Wood Property	2169	0	2169	0	100	not allocated for grazing	Vimy
5611	Upper Cyprian Ck	3779	646	3779	646	65	custodial 3/1 - 2/28	Beauchamp
5629	Coal Mine Coulee	423	53	423	53	100	custodial 3/1 - 2/28	Beauchamp
6210	Maxwell	100	10	100	10	100	custodial 4/15 - 10/31	Bears Paw to Breaks
6220	Eight Mile Bench	818	89	818	89	80	custodial 5/1 - 11/30	Bears Paw to Breaks
6223	Husar Home Place	83	13	83	13	50	custodial 8/15 - 10/31	Bears Paw to Breaks
6254	Lost Bird	40	6	40	6	100	custodial 3/1 - 2/28	Bears Paw to Breaks
6273	Bear Point	279	24	279	24	100	custodial 5/1 - 11/30	Bears Paw to Breaks
6420	Clinard Coulee	628	76	628	76	60	custodial 3/1 - 2/28	Bears Paw to Breaks
6422	N Hanging 5	444	52	444	52	90	custodial 3/1 - 2/28	Vimy
6424	Balzek	336	90	336	90	50	custodial 5/15 - 11/14	Bears Paw to Breaks
6425	Piedras	1002	54	1002	54	90	custodial 8/1 - 11/1	Bears Paw to Breaks
6426	White Rocks	186	42	186	42	100	custodial 6/1 - 10/31	Bears Paw to Breaks
6428	Osterman	200	42	200	42	50	custodial 5/1 - 12/31	Bears Paw to Breaks
6429	Puma	156	53	156	53	50	custodial 6/1 - 12/15	Bears Paw to Breaks
6481	Jurenka	130	7	130	7	100	custodial 7/1 - 9/30	Bears Paw to Breaks
16350	South Vimy	920	95	920	95	30	custodial 5/1 - 9/1	Vimy
	South Side Allotments							
2000	Fink Exchange of Use	**	**	233	41	100	6/1 - 7/15	Armells
2013	W. Indian Butte	16542	1889	11490	1132	95	5/1 - 11/15	Armells

Allotment Number	Allotment Name	Allotment Totals				Percent Allotment in Monument	Grazing Season	Watershed Planning Area
		Acres	AUMs	Acres BLM Land	AUMs BLM Land			
2018	Mayberry	7018	820	2933	393	50	5/1 - 11/1	Armells
2021	Lower Armells	3073	397	2631	327	100	6/1 - 12/1	Armells
2024	Sawmill Coulee	5436	856	3881	567	85	6/1 - 10/31	Armells
2038	Barnes Ridge	2403	283	1763	214	100	6/1 - 7/1, 10/1 - 10/31	Two Calf
2039	Two Calf	**	**	9223	1269	100	6/1 - 11/30	Two Calf
2040	Lower Fargo Coulee	**	**	1046	169	80	5/1 - 6/30, 11/15 - 2/28	Armells
2517	Woodcock Coulee	3545	514	918	112	25	5/1 - 10/30	AC/UR/WR***
9649	ABN	**	**	237	66	80	4/1 - 1/1	AC/UR/WR
9687	Dammel	**	**	920	66	100	5/1 - 6/16, 3/1 - 2/28	Upper Missouri
9703	Melton Coulee	**	**	1503	157	100	3/1 - 2/28	AC/UR/WR
9707	Arrow Ck West	**	**	575	111	100	10/2 - 1/28	AC/UR/WR
9729	Kipps Rapids	**	**	820	104	100	6/15 - 10/8	Upper Missouri
9797	Evans Bend	**	**	1148	131	40	3/1 - 4/1, 8/1 - 2/28	AC/UR/WR
9799	Hole in the Wall	**	**	625	94	100	5/1 - 11/15	Upper Missouri
9808	Starve Out Flat	**	**	958	291	30	5/15 - 11/15	Upper Missouri
9826	Flat Ck	**	**	735	80	50	8/1 - 10/15	Upper Missouri
9838	White Rocks	6855	**	2365	329	60	5/1 - 12/1	Upper Missouri
9847	Slide Coulee	5167	860	3435	494	100	5/1 - 12/31	AC/UR/WR
9864	Grace Bench	**	**	246	31	100	10/1 - 11/30	AC/UR/WR
9866	Wilson Coulee	**	**	1207	210	60	4/1 - 12/30	AC/UR/WR
10041	Reservation Bench	**	**	2760	169	100	5/1 - 11/30	AC/UR/WR
15123	PN Sag	12151	2137	3637	563	100	6/1 - 10/15	Upper Missouri
15124	Dog Ck 20	8624	1145	7390	894	100	10/15 - 2/28	Upper Missouri
15125	Judith River	12068	1896	3099	424	95	3/1 - 2/28	Upper Missouri
15132	Whiskey Ridge	2941	453	2694	399	20	5/15 - 9/15	AC/UR/WR
19807	Churchill Butte	**	**	229	29	60	6/1 - 9/30, 4/1 - 12/30	AC/UR/WR
19837	Sheep Shed Coulee	6255	895	5901	697	45	7/10 - 11/29	Upper Missouri
20010	Blind Canyon AMP	6220	2574	2300	288	80	5/1 - 10/31	AC/UR/WR
20026	Demars	5474	456	5019	401	100	6/1 - 10/31, 3/1 - 2/28	Two Calf
20031	Woodhawk	**	**	25606	3120	70	5/1 - 10/31, 3/1 - 2/28	Woodhawk
20037	Armells	2854	620	1752	378	15	5/15 - 10/15	Armells
20039	Mutton Coulee	1600	327	880	179	100	6/6 - 10/1	AC/UR/WR
20040	Arrow Ck East	4212	**	1693	287	100	10/2 - 1/28	AC/UR/WR
20045	Mattuschek	**	**	7762	892	85	5/6 - 10/31, 3/1 - 2/28	Upper Missouri
20046	River	5424	629	4192	347	100	5/10 - 9/15	Upper Missouri
20066	Iron City Island	**	255	1088	193	100	6/1 - 9/30	Upper Missouri

Allotment Number	Allotment Name	Allotment Totals				Percent Allotment in Monument	Grazing Season	Watershed Planning Area
		Acres	AUMs	Acres BLM Land	AUMs BLM Land			
20070	Upper Two Calf	**	2763	11324	1866	95	6/16 - 10/30, 3/1 - 2/28	Two Calf
20071	Reed Coulee	**	704	3614	577	70	5/1 - 10/31, 3/1 - 2/28	Two Calf
20075	Spring Coulee	2400	522	1639	358	100	6/10 - 10/20	AC/UR/WR
20078	Knox Ridge	**	**	11270	1629	95	5/16 - 12/15	Two Calf
20081	Stulc AMP	**	1010	4174	664	80	5/1 - 11/30, 3/1 - 2/28	AC/UR/WR
	South Side Allotments (Custodial Authorizations*)							
2003	Cimrhakl	1642	270	1642	270	100	custodial 3/1 - 2/28	Armells
2015	Komarek Ranch	125	19	125	19	35	custodial 3/1 - 2/28	Armells
2016	Komarek Place	519	102	519	102	15	custodial 3/1 - 2/28	Armells
9662	Mud Springs Coulee	800	97	800	97	100	custodial 3/1 - 2/28	Upper Missouri
9664	Big View	124	11	124	11	35	custodial 3/1 - 2/28	AC/UR/WR
9681	Sherry Coulee	160	23	160	23	100	custodial 3/1 - 2/28	Upper Missouri
9683	Coffee Creek	2471	261	2471	261	75	custodial 3/1 - 2/28	AC/UR/WR
9693	Dostal	1630	190	1630	190	70	custodial 3/1 - 2/28	AC/UR/WR
9714	Rattlesnake Coulee	1174	172	1174	172	60	custodal 3/1 - 2/28	Upper Missouri
9761	Arrow Ck Bench	2079	153	2079	153	50	custodial 3/1 - 2/28	AC/UR/WR
9767	Rowe Coulee	450	108	450	108	10	custodal 3/1 - 2/28	AC/UR/WR
9778	Deadman Coulee	2942	263	2942	263	10	custodial 3/1 - 2/28	AC/UR/WR
9802	Ritland	40	7	40	7	5	custodal 3/1 - 2/28	AC/UR/WR
9825	B Lazy M	252	41	252	41	5	custodal 3/1 - 2/28	AC/UR/WR
20002	Evers Bench	60	12	60	12	100	custodial 3/1 - 2/28	AC/UR/WR
20012	79 Coulee	40	10	40	10	100	custodial 3/1 - 2/28	AC/UR/WR
20079	Seventy-Nine Coulee	792	180	792	180	50	custodial 3/1 - 2/28	AC/UR/WR

* Custodial authorizations are for the recognized capacity of the BLM land regardless of the private or other lands fenced in the same pasture.

** These allotments have multiple pastures, some of which are authorized on a custodial basis and some are for a combination of lands.

*** AC/UR/WR = Arrow Creek / Upper River / Whiskey Ridge.

Appendix G
Visitor Use Standards and Indicators

Opportunities for Boaters

Indicators, Desired Future Conditions, Standards and Actions to manage visitor use opportunities within Limits of Acceptable Change without invoking a permit system or allocation of use.

Indicator 1. Sight and sound levels that create opportunities for privacy, solitude, and a primitive boating and camping experience.

Desired Future Condition

Maintain use opportunities without constraint of a permit system (other than a self-registration permit) and allocation of visitor use. Visitors will have the opportunity to periodically experience moments of solitude on some portion of their trip. Visitors will have the opportunity to camp in primitive sites that reflect natural qualities of the river environment.

Standard

Two occurrences of 170 people launching per day (based on a running 3-day average) from a total of all sites located between the Chouteau County Fairgrounds Campground and Canoe Launch, and Coal Banks Landing.

Three occurrences of 100 people launching per day (based on a running 3-day average) from a total of all sites located between Judith Landing and the James Kipp Recreation Area.

Monitoring

Analysis of boater registration data.

Management Actions

The following is a list of actions managers could select from as needed to maintain the sight and sound standard. Other actions may be developed as needed to adapt to changes in visitor use patterns.

- Create a web-based mandatory registration system that would provide information to potential boaters regarding high use launch days. This would allow boaters the option of selecting dates outside of busy timeframes.
- Encourage boaters to stagger launches at the put-in (don't launch until the group in front of you is out of sight and sound) and when leaving camp on subsequent days.
- Encourage groups of boaters to stay in a compact flotilla. Discourage boaters from spreading out with wide distances between boats in the same party.
- From June 15 to August 1, require groups larger than 20 people camping between Coal Banks Landing and Judith Landing to camp only in Level 2 sites, and begin to identify Level 4 camping opportunities on the floater maps.
- From June 15 to August 1 limit all groups to a one-night stay at any Level 2, 3 or 4 site between Coal Banks Landing and the James Kipp Recreation Area.

- Pursue purchase or lease of sites to develop additional Level 2 or 3 camping opportunities.
- Develop additional Level 3 primitive boat camps on existing public land.
- Construct additional Level 2 sites in areas where visual integrity could be maintained.
- Require groups of 20 people or larger to acquire an SRP with stipulations on date they can launch and where they can camp.
- Develop and implement a group size limit of 20 people. If this group size limit does not effectively reduce impacts then smaller group size limits may be considered.

River Recreation Facilities

Level 1 – Developed public access sites are accessible by road and have a full range of developments that could include parking lots, boat ramps, vault toilets, campsites for tents and RVs, and picnic facilities. These sites are shown on Map 2 and include Wood Bottom, Decision Point Interpretive Trail, Coal Banks Landing, Judith Landing, Lower Woodhawk and the James Kipp Recreation Area.

Level 2 – Developed boat camps are accessible only by boat. The sites could include vault toilets, metal fire rings, and occasionally, open-air shelters. These sites are shown on Map 2 and include Little Sandy, Eagle Creek, Hole-in-the-Wall and Slaughter River. The BLM has administrative road access to these sites.

Level 3 – Primitive boat camps are accessible only by boat and could contain a metal fire ring but no other developments. These sites are shown on Map 2 and include Evans Bend, Senieurs Reach, Black Bluff Rapids, Dark Butte, Pablo Rapids, The Wall, McGarry Bar, Gist Bottom, Cow Island, Upper Woodhawk, Middle Woodhawk and Hideaway.

Level 4 – Dispersed camping opportunities. In addition to the developed sites described above, camping is permissible on any of the 90,000 acres of BLM land adjacent to the river. The absence of development allows opportunities for those seeking a completely primitive experience. In many areas private land is intermingled with BLM land and landowner permission is required to access or cross private land.

Indicator 2. The condition class of Level 2, 3 and 4 sites (excellent, good, fair, poor).

Desired Future Condition

The Upper Missouri River will have a diverse set of camping and visitor opportunities and there will be fair access to campsites among all types of users. Campsites along the river will reflect natural qualities and have minimal congestion. A range of camping opportunities will be present throughout the river corridor.

Standard

All Level 2, 3, and 4 sites will be in fair or better condition.

Monitoring

Measure the disturbance to individual campsites. Campsite monitoring will take place in August and September. Level 3 and 4 sites in designated wild and scenic sections will be monitored each year. Level 3 and 4 sites in designated recreation sections will be monitored every 2 years. Level 2 sites in any designated section will be monitored every 2 years.

Management Actions

As needed to maintain class standard:

- Aggressively promote Leave No Trace standards and use of existing sites.
- Promote use of Level 2 sites (concentrate use).
- Modify current Level 2 sites to provide for screening and privacy and provide surface hardening in areas of high use (fire rings, restrooms, social trails).
- Rest and rotate individual sites.
- Close and rehabilitate individual sites.
- Purchase short-term leases from private landowners to create additional Level 3 and 4 opportunities.
- Develop additional Level 3 and 4 sites on existing public land.

Indicator 3. River corridor riparian health assessment score.

Desired Future Condition

Sites for potential riparian habitat will be in proper functioning condition and following natural succession. Native vegetation will be present throughout the river corridor without competition from exotic, invasive species. Soil erosion and compaction from human use is minimized and areas around campsites support natural vegetation. Return of natural flows and less impact from man-made controls.

Standard

A score of 80%, or health in an upward trend.

Monitoring

Riparian health assessment.

Management Actions

Actions would occur when visitor use is determined to be the major impacting factor.

- Rest/rotate Level 3 and 4 sites.
- Close Level 3 and 4 sites as necessary.

Indicator 4. The condition class or rating of homestead historical interpretive sites (rating to be developed).

Desired Future Condition

Condition of homesteads will be adequate to maintain eligibility to the National Register of Historic Places.

Standard

A quantitative rating or score that preserves the historic and interpretive value of the time period in which the homestead was established.

Monitoring

Establish a baseline rating or score with parameters indicative of condition of building interior, exterior, contents and surrounding grounds. Monitoring will be completed at the end of each season of use.

Management Actions

As needed to maintain historic and interpretive value. Actions would occur when visitor use is determined to be the major impacting factor:

- Develop a sign-in log book.
- Develop and post a list of visitor use restrictions.
- Close doors to interior building access.
- Develop exclosures to keep visitors away from buildings.
- Close sites to visitor use.

Indicator 5. Increase of weed infestations adjacent to or within recreation sites and trails.

Desired Future Condition

Major trails and other high use areas will be free of weed infestations.

Standard

No increase of weed infestations beyond baseline.

Monitoring

Annual assessment and inventory.

Management Actions

As needed to maintain weed infestation standards:

- Aggressive visitor education program.
- Chemical and biological treatment.
- Closure of campsites and trails in highly infested areas.

Appendix H
Oil and Gas Lease Stipulations and Conditions of Approval

This Appendix provides the stipulations and conditions of approval that apply to the oil and gas leases in the Monument.

Oil and Gas Lease Stipulations

West HiLine Oil and Gas Leases (12 Leases)

Twelve oil and gas leases were issued under the West HiLine Resource Management Plan (RMP). These oil and gas leases include stipulations for a variety of resources should they be present on the lease during the permitting process (see Attachment H-1). The stipulations include: seasonal or distance restrictions to protect sage-grouse nesting areas, sage-grouse winter habitat, and big game winter range; controlled surface use to protect soils and visual resources; no surface occupancy to protect sage-grouse leks, designated sensitive species and streams and riparian/wetland areas. A notice is used to inform lessees and operators of the requirements for cultural resource historic preservation compliance.

Non-West HiLine Oil and Gas Leases (31 Leases)

Two oil and gas leases were issued with stipulations for a variety of resources, which are the same as those attached to the West HiLine leases (see Attachment H-1).

Three oil and gas leases were issued with reasonable requirements/conditions for soil erosion, air and water pollution, and unnecessary damage to the surface vegetation. The stipulations also included no occupancy of the surface within specific distances from improved roads, highways, trails, and water sources (lakes, ponds, reservoirs, and springs) (see Attachments H-2 and H-3).

Twenty-six oil and gas leases were issued without stipulations.

Oil and Gas Conditions of Approval

In addition to the oil and gas lease stipulations, the following conditions of approval would be applied to applications for permits to drill (APDs) on lease acreage in the Monument. (See Tables H.1 and H.2 at the end of this section.)

No Surface-Disturbing or Disruptive Activities

Resource: Wildlife – Greater Sage-Grouse Leks

Condition of Approval: Surface-disturbing and disruptive activities are prohibited within 1/4 mile of sage-grouse leks.

Objective: To protect sage-grouse lek sites necessary for the long-term maintenance of grouse populations in the area.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified (decreased or increased) if the authorized officer determines that portions of the area can be occupied without adversely affecting sage-grouse lek sites or if the authorized officer determines a greater distance is needed to protect the lek based on new research and studies.

Waiver: This condition may be waived if the authorized officer determines that the affected area can be occupied without adversely affecting sage-grouse lek sites, or if all lek sites within 1/4 mile of the area have not been used for 5 consecutive years.

Timing

Resource: Wildlife – Greater Sage-Grouse Nesting Zone

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from March 1 to June 15 in sage-grouse nesting habitat within 2 miles of a lek. Travel on identified designated roads may include these timing restrictions or limited site visits.

Objective: To protect sage-grouse nesting habitat from disturbance during spring and early summer in order to maximize annual production of young, and to protect nesting activities adjacent to nesting sites for the long-term maintenance of sage-grouse populations in the area.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area no longer contain sage-grouse nesting habitat within 2 miles of a lek. The dates for the timing restriction may be modified if new information indicates that the March 1 to June 15 dates are not valid for the area.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains sage-grouse nesting habitat within 2 miles of a lek.

Timing

Resource: Wildlife – Greater Sage-Grouse Winter Habitat

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from December 1 to March 31 within winter habitat for sage-grouse. This condition does not apply to the operation and maintenance of production facilities. Travel on identified designated roads may include these timing restrictions or limited site visits.

Objective: To protect sage-grouse winter habitat from disturbance during the winter use season, and to facilitate long-term maintenance of wildlife populations.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area no longer contain winter habitat for sage-grouse. The dates for the timing restriction may be modified if new wildlife use information indicates that the December 1 to March 31 dates are not valid for the area.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains winter habitat for sage-grouse.

Controlled Surface Use

Resource: Wildlife – Black-tailed Prairie Dogs

Condition of Approval: Surface-disturbing and disruptive activities may be controlled or excluded within 1/4 mile of prairie dog towns, if an activity would adversely impact prairie dogs and/or associated species.

Objective: To protect prairie dog colonies and habitat for associated species.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that the impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area can be occupied without adversely affecting black-tailed prairie dogs.

Waiver: This condition may be waived if the authorized officer determines that the affected area can be occupied without adversely affecting black-tailed prairie dogs.

Controlled Surface Use

Resource: Wildlife – Designated Sensitive Species

Condition of Approval: Surface-disturbing and disruptive activities may be controlled or excluded within 1/4 mile of the activity or the activity delayed 90 days within identified habitat or active nests.

Objective: To maintain habitat for designated sensitive species.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that the impacts from the proposed action are acceptable or can be adequately mitigated. Seasonal exceptions may be allowed from August 1 through March 1 (the nonbreeding season for birds) if the authorized officer determines that the proposed activity will not disturb the production potential of designated sensitive species.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area can be occupied without adversely affecting designated sensitive species.

Waiver: This condition may be waived if the authorized officer determines that the affected area can be occupied without adversely affecting designated sensitive species.

Timing

Resource: Wildlife – Ferruginous Hawk

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from March 1 to August 1 within 1/2 mile of active ferruginous hawk nest sites.

Objective: To maintain the production potential of ferruginous hawk nest sites.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that the impacts from the proposed action are acceptable or can be adequately mitigated. Seasonal exceptions may be allowed from August 1 through March 1 (the nonbreeding season) if the authorized officer determines that the proposed activity will not disturb the production potential of ferruginous hawk nest sites.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area can be occupied without adversely affecting the production potential of ferruginous hawk nest sites.

Waiver: This condition may be waived if the authorized officer determines that the affected area can be occupied without adversely affecting the production potential of ferruginous hawk nest sites.

No Surface-Disturbing or Disruptive Activities

Resource: Wildlife – Bald Eagle Nest Sites and Nesting Habitat

Condition of Approval: Surface-disturbing and disruptive activities are prohibited within 1/2 mile of known bald eagle nest sites that have been active within the past 7 years, if disturbance could cause nest abandonment or failure.

Objective: To protect bald eagle nesting sites and/or nesting habitat.

Exception: An exception may be granted by the authorized officer if the operator submits a plan which demonstrates that the proposed action will not affect the bald eagle or its habitat. If the authorized officer determines that the action may or will have an adverse effect, the operator may submit a plan demonstrating that the impacts can be adequately mitigated. This plan must be approved by the authorized officer.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area can be occupied without adversely affecting bald eagle nest sites or nesting habitat.

Waiver: This condition may be waived if the authorized officer determines that the affected area can be occupied without adversely affecting bald eagle nest sites or nesting habitat.

Timing

Resource: Wildlife – Big Game Winter Range

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from December 1 to March 31 within winter range for mule deer, elk and antelope. Travel on identified designated roads may include these timing restrictions or limited site visits.

Objective: To protect mule deer, elk, and antelope winter range from disturbance during the winter use season, and to facilitate long-term maintenance of wildlife populations.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area no longer contain winter range for wildlife. The dates for the timing restriction may be modified if new wildlife use information indicates that the December 1 to March 31 dates are not valid for the area.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains winter range for wildlife.

Timing

Resource: Wildlife – Bighorn Sheep Distribution

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from December 1 to March 31 within bighorn sheep distribution areas. Travel on identified designated roads may include these timing restrictions or limited site visits.

Objective: To protect bighorn sheep during the winter use season, and to facilitate long-term maintenance of wildlife populations.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area no longer contain bighorn sheep. The dates for the timing restriction may be modified if new wildlife use information indicates that the December 1 to March 31 dates are not valid for the area.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains bighorn sheep distribution.

Timing

Resource: Wildlife – Bighorn Sheep Lambing Areas

Condition of Approval: Surface-disturbing and disruptive activities are prohibited from April 1 to June 15 within bighorn sheep lambing areas. Travel on identified designated roads may include these timing restrictions or limited site visits.

Objective: To protect bighorn sheep during the lambing season, and to facilitate long-term maintenance of wildlife populations.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified if the authorized officer determines that portions of the area no longer contain bighorn sheep lambing areas. The dates for the timing restriction may be modified if new wildlife use information indicates that the April 1 to June 15 dates are not valid for the area.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains bighorn sheep lambing areas.

No Surface-Disturbing Activities

Resource: Streams, Riparian/Wetland Areas, and 100-Year Floodplains

Condition of Approval: Surface-disturbing activities are prohibited within 100-year floodplains or within 500 feet of the channels of ephemeral, intermittent, and perennial streams, or within 500 feet of the outer margins of riparian and wetland areas.

Objective: To protect the unique biological and hydrological features associated with steams, riparian/wetland areas, and 100-year floodplains. Given the landform and topography in the lease locations within the Monument, the 100-year floodplain is easily encompassed by the 500 foot distance from the channels of ephemeral, intermittent, and perennial streams or the outer margins of riparian and wetland areas.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan which demonstrates that impacts from the proposed action are acceptable or can be adequately mitigated. Mitigation may include a bunker or dual-walled drum to prevent/contain any potential spill. An exception may also be allowed when the surface of the site is 20 feet higher than the channel (out of the floodplain).

Modification: The area affected by this condition may be modified by the authorized officer if it is determined that portions of the area do not include riparian/wetland areas.

Waiver: This condition may be waived by the authorized officer if it is determined that the affected area does not include streams or riparian/wetland areas.

Controlled Surface Use

Resource: Soils/Steep Slopes

Condition of Approval: Prior to surface-disturbing activities on slopes 30% and greater or on slopes 20% and greater with severely erosive and/or slumping soils, a certified engineering and reclamation plan must be approved by the authorized officer. This plan must demonstrate how the following will be accomplished:

- Site productivity will be restored.
- Surface runoff will be adequately controlled.
- The site and adjacent areas will be protected from accelerated erosion, such as rilling, gullying, piping, slope failure, and mass wasting.
- Nearby watercourses will be protected from sedimentation. Water quality and quantity will be in conformance with state and federal water quality laws.
- Surface-disturbing activities will not be conducted during extended wet periods.
- Construction or reclamation will not be allowed when soils are frozen.

The operator must also provide an evaluation of past practices on similar terrain and be able to demonstrate success under similar conditions.

Objective: To maintain soil productivity, provide necessary protection to prevent excessive soil erosion on steep slopes, and to avoid areas subject to slope failure, mass wasting, piping, and/or having excessive reclamation problems.

Exception: None.

Modification: The area affected by this condition may be modified by the authorized officer if it is determined that portions of the area do not include slopes 30% and greater or severely erosive and/or slumping soils on 20% and greater slopes.

Waiver: This condition may be waived by the authorized officer if it is determined that the affected area does not include slopes 30% and greater or severely erosive and/or slumping soils on 20% and greater slopes.

No Surface-Disturbing Activities

Resource: Soils/Steep Slopes

Condition of Approval: Surface-disturbing activities are prohibited on slopes 40% and greater.

Objective: To maintain soil productivity, provide necessary protection to prevent excessive soil erosion on steep slopes, and to avoid areas subject to slope failure, mass wasting, piping, and/or having excessive reclamation problems/failure.

Exception: The authorizing officer may grant an exception to this condition for short distances (less than 300 feet) for pipelines if the operator submits a certified engineering and reclamation plan that clearly demonstrates impacts from the proposed actions are acceptable or can be adequately mitigated. This plan must include and demonstrate how the following will be accomplished:

- Site productivity will be restored.
- Surface runoff will be adequately controlled.
- The site and adjacent areas will be protected from accelerated erosion, such as rilling, gullying, piping, and slope failure and mass wasting.
- Nearby water sources will be protected from sedimentation. Water quality and quantity will be in conformance with state and federal water quality laws.
- Site-specific analysis of soil physical, chemical and mechanical (engineering) properties and behavior will be conducted.
- Surface-disturbing activities will not be conducted during extended wet periods.
- Reclamation will not be allowed when soils are frozen.

The operator must also provide an evaluation of past practices on similar terrain and be able to demonstrate success under similar conditions.

Modification: The area affected by this condition may be modified by the authorized officer if it is determined that portions of the area do not include slopes 40% and greater.

Waiver: This condition may be waived by the authorized officer if it is determined that the affected area does not include slopes 40% and greater.

No Surface-Disturbing Activities

Resource: VRM Class I

Condition of Approval: Surface-disturbing activities are prohibited in VRM Class I areas.

Objective: To reduce the visual contrast on BLM land in the existing landscape.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan demonstrating that impacts from the proposed action are acceptable or can be adequately mitigated through special design including location, painting and camouflage to blend with the natural surroundings.

Modification: None.

Waiver: None.

Controlled Surface Use

Resource: VRM Classes II, III and IV

Condition of Approval: All surface-disturbing activities, semi-permanent and permanent facilities in VRM Classes II, III and IV will utilize 1) proper site selection; 2) reduction of soil and vegetative disturbance; 3) choice of color; and 4) over time, return the disturbed area to a seamless, natural landscape.

Objective: To control the visual impacts of activities and facilities within acceptable levels.

Exception: None.

Modification: None.

Waiver: None.

No Surface Disturbance

Resource: Recreation

Condition of Approval: Surface-disturbing activities are prohibited within the line of sight/sound or 300 feet (whichever is closer) of developed recreation areas (Level 1, 2, and 3 sites) and undeveloped recreation areas receiving concentrated public use. Work-over types of operations would be limited to weekdays, except for emergency situations when operations would be allowed.

Objective: To protect developed recreation areas and undeveloped recreation areas receiving concentrated public use.

Exception: An exception to this condition may be granted by the authorized officer if the operator submits a plan demonstrating that impacts from the proposed action are acceptable or can be adequately mitigated.

Modification: The boundaries of the affected area may be modified by the authorized officer if the recreation area boundaries are changed.

Waiver: This condition may be waived if the authorized officer determines that the affected area no longer contains developed recreation areas or undeveloped recreation areas receiving concentrated public use.

Controlled Surface Use

Resource: Historic Properties and/or Cultural Resources

Condition of Approval: The affected area may be found to contain historic properties and/or resources protected under the National Historic Preservation Act (NHPA), American Indian Religious Freedom Act, Native American Graves Protection and Repatriation Act, E.O. 13007, or other statutes and executive orders. The BLM will not approve any ground-disturbing activities that may affect any such properties or resources until it completes its obligations under applicable requirements of the NHPA and other authorities. The BLM may require modification to exploration or development proposals to protect such properties, or disapprove any activity that is likely to result in adverse effects that cannot be successfully avoided, minimized or mitigated.

Objective: To protect historic properties and/or other cultural resources.

Exception: None.

Modification: None.

Waiver: None.

Table H.1
Oil and Gas Leases in the Monument and Affected Resources (Wildlife and Water)
(acres)

MTM Lease No.	Lease Acreage in the Monument	Greater Sage-Grouse			Black-tailed Prairie Dogs	Sensitive Species 1/4 Mile	Mule Deer Winter Range	Elk Winter Range	Antelope Winter Range	Bighorn Sheep Dist.	Bighorn Sheep Lambing Area	Streams 500'
		1/4 Mile Lek	2 Miles Nesting Area	Winter Habitat								
West HiLine Leases												
084559	1,880		105	26			1,880	1,880	494			464
084560	134		114	78			134	134	134			29
087212	122		24	128			122	122	122			44
087658	485						485			485	485	82
089082	1,131		503	723			1,131	1,131	1,131			223
089452	800				72		800			575	408	239
089469	640		545				640	640	539			237
089473	1,240						1,240	392		606	5	400
089474	80						80	80	8			
089475	1,280						1,280	1,280	473			371
089476	1,120						1,120	1,120	226			
089482	1,416					3	1,416		677	1,414	161	214
Subtotal	10,328		1,291	955	72	3	10,328	6,779	3,804	3,080	1,059	2,303
Non-West HiLine Leases												
1565	2,560	31	2,530	30			2,560	2,560	1,756			536
1568	2,320		956	567			2,320	2,320	1,539			569
1578	575		448				575	575	575			271
1885	40			14			40	40				
1886	1,920			10			1,920	1,920	56			628
1888	480			125			480	480				121
1903	1,360						1,360	1,360	500			125
1903-B	320		2				320	320	130			117
1914	200						200	200				
2060	640						640	33		471	321	66

Table H.1
Oil and Gas Leases in the Monument and Affected Resources (Wildlife and Water)
(acres)

MTM Lease No.	Lease Acreage in the Monument	Greater Sage-Grouse			Black-tailed Prairie Dogs	Sensitive Species 1/4 Mile	Mule Deer Winter Range	Elk Winter Range	Antelope Winter Range	Bighorn Sheep Dist.	Bighorn Sheep Lambing Area	Streams 500'
		1/4 Mile Lek	2 Miles Nesting Area	Winter Habitat								
2061	640						640			528	210	113
13816	2,533						2,533	2,520	1,861	1,545		32
13818	2,532					1	2,532				1,036	401
13821-A	1,099					122	1,099			1,099	1,099	
13827	1,156						1,156	206		1,099	531	400
16098	1,240						1,240	1,240		1,154		379
16102	1,506		52	33			1,506	1,506	284			423
16103	13		7	13			13	13	13			
16327	80						80					
16458	688		88	27			688	688	126			80
16461	2,547					125	2,547	2,547	125			634
16617	490					4	490			441	110	129
16618	320						320					156
16939	2,530					125	2,530	2,530	37	318		590
17376	40						40					2
18274	1,367					155	1,367			1,367	1,037	120
18282	851						851	215		851	741	210
18283	1,240						1,240	1,240	2	1,223	100	374
19446	110						110					
53751	680						680	680	35	672	225	21
89460	400						400	130		396	94	121
Subtotal	32,477	31	4,083	819		532	32,477	23,323	7,039	11,164	5,504	6,618
Total	42,805	31	5,374	1,774	72	535	42,805	30,102	10,843	14,244	6,563	8,921

Table H.2
Oil and Gas Leases in the Monument and Affected Resources (Soils/Slope and VRM)
(acres)

MTM Lease No.	Lease Acreage in the Monument	Soils/Slope				VRM Class			
		20% and >	K- .32 and >	30% and >	40% and >	I	II	III	IV
West HiLine Leases									
084559	1,880	170	170	20	1		1,784	39	57
084560	134						38		96
087212	122							94	28
087658	485	323	238	164	61	16	469		
089082	1,131	19	19				19	529	583
089452	800	454	449	315	223			638	162
089469	640	197	197	35	1		640		
089473	1,240	788	384	468	210		1,180		60
089474	80	6	6	1			80		
089475	1,280	323	270	109	26		1280		
089476	1,120	124	124	25	4		624	220	276
089482	1,416	995	516	546	227	92	1324		
Subtotal	10,328	3,399	2,373	1,683	753	108	7,438	1,520	1,262
Non-West HiLine Leases									
1565	2,560	275	275	69	12		2,264	296	
1568	2,320	126	123	13			1,319	576	425
1578	575	220	220	82	19		147	428	
1885	40	14	14	7			40		
1886	1,920	439	439	92	14		1,920		
1888	480	69	69	6			480		
1903	1,360	166	166	14			1360		
1903-B	320	117	117	32	11		320		
1914	200	1	1				200		
2060	640	298	298	155	82	39	439		162
2061	640	401	401	232	120	150	437		53
13816	2,533	746	734	271	63		1,965	68	500
13818	2,532	1,191	1,191	655	344	860	926	109	637
13821-A	1,099	767	767	473	235	71	1028		
13827	1,156	757	757	475	251	13	1143		
16098	1,240	342	342	131	35	392	710	1	137
16102	1,506	419	417	147	41		967	539	
16103	13						13		
16327	80	46	46	22	7		80		
16458	688	135	135	32	3		688		
16461	2,547	1,073	1,073	354	66		2,119	393	35
16617	490	262	131	154	89		490		
16618	320	220	220	137	70		320		
16939	2,530	916	916	277	28		2,487		43
17376	40	22	22	9	3		40		
18274	1,367	859	408	585	406	309	1058		
18282	851	537	248	354	241	463	388		
18283	1,240	655	655	324	147	374	866		
19446	110	26	16	10	4			110	
53751	680	323	323	137	45	157	523		
89460	400	194	163	103	63		400		
Subtotal	32,477	11,616	10,687	5,352	2,399	2,828	25,137	2,520	1,992
Total	42,805	15,015	13,060	7,035	3,152	2,936	32,575	4,040	3,254

Attachment H-1

Oil and Gas Lease Stipulations (Form 3109-1 and Standard Stipulations)

Esthetics – To maintain esthetic values, all surface-disturbing activities, semi-permanent and permanent facilities may require special design including location, painting and camouflage to blend with the natural surroundings and meet the intent of the visual quality objectives of the surface management agency.

Erosion Control – Surface-disturbing activities may be prohibited during muddy and/or wet soil periods. This limitation does not apply to operation and maintenance of producing wells using authorized roads.

Controlled or Limited Surface Use Stipulation – This stipulation may be modified by special stipulations which are hereto attached or when specifically approved in writing by the Bureau of Land Management with concurrence of the surface management agency. Distances and/or time periods may be made less restrictive depending on the actual onground conditions. The prospective lessee should contact the surface management agency for more specific locations and information regarding the restrictive nature of this stipulation.

The lessee/operator is given notice that the lands within this lease may include special areas and that such areas may contain special values, may be needed for special purposes, or may require special attention to prevent damage to surface and/or other resources. Possible special areas are identified below. Any surface use or occupancy within such special areas will be strictly controlled, or if absolutely necessary, excluded. Use or occupancy will be restricted only when the Bureau of Land Management and/or the surface management agency demonstrates the restriction necessary for the protection of such special areas and existing or planned uses. Appropriate modifications to imposed restrictions will be made for the maintenance and operations of producing oil and gas wells.

After the surface management agency has been advised of specific proposed surface use or occupancy on the leased lands, and on request of the lessee/operator, the Agency will furnish further data on any special areas which may include:

100 feet from the edge of the rights-of-way from highways, designated county roads and appropriate federally-owned or controlled roads and recreation trails.

500 feet, or when necessary, within the 25-year flood plain from reservoirs, lakes, and ponds and intermittent, ephemeral or small perennial streams; 1,000 feet, or when necessary, within the 100-year flood plain from larger perennial streams, rivers, and domestic water supplies.

500 feet from grouse strutting grounds. Special care to avoid nesting areas associated with strutting grounds will be necessary during the period from March 1 to June 30. One-fourth mile from identified essential habitat of state and federal sensitive species. Wildlife winter ranges during the period from December 1 to May 15, and in elk calving areas, during the period from May 1 to June 30.

300 feet from occupied buildings, developed recreational areas, undeveloped recreational areas receiving concentrated public use and sites eligible for or designated as National Register sites.

Seasonal road closures, roads for special uses, specified roads during heavy traffic periods and on areas having restrictive off-road vehicle designations.

On slopes over 30%, or 20% on extremely erodable or slumping soils.

Notice for Cultural and Paleontological Resources – The federal surface management agency is responsible for assuring that the leased lands are examined to determine if cultural resources are present and to specify mitigation measures. Prior to undertaking any surface-disturbing activities on the lands covered by this lease, the lessee or operator, unless notified to the contrary by the surface management agency, shall:

1. Contact the appropriate surface management agency to determine if a site-specific cultural resource inventory is required. If an inventory is required, then;

2. Engage the services of a cultural resource specialist acceptable to the surface management agency to conduct a cultural resource inventory of the area of proposed surface disturbance. The operator may elect to inventory an area larger than the area of proposed disturbance to cover possible site relocation which may result from environmental or other considerations. An acceptable inventory report is to be submitted to the surface management agency for review and approval no later than that time when an otherwise complete application for approval of drilling or subsequent surface-disturbing operation is submitted.

3. Implement mitigation measures required by the surface management agency. Mitigation may include the relocation of proposed lease-related activities or other protective measures such as testing salvage and recordation. Where impacts to cultural resources cannot be mitigated to the satisfaction of the surface management agency, surface occupancy on that area must be prohibited.

The lessee or operator shall immediately bring to the attention of the surface management agency any cultural or paleontological resources discovered as a result of approved operations under this lease, and not disturb such discoveries until directed to proceed by the surface management agency.

Notice for Endangered or Threatened Species – The surface management agency is responsible for assuring that the leased land is examined prior to undertaking any surface-disturbing activities to determine effects upon any plant or animal species, listed or proposed for listing as endangered or threatened, or their habitats. The findings of this examination may result in some restrictions to the operator's plans or even disallow use and occupancy that would be in violation of the Endangered Species Act of 1983 by detrimentally affecting endangered or threatened species or their habitats.

The lessee/operator may, unless notified by the authorized officer of the surface management agency that the examination is not necessary, conduct the examination on the leased lands at his discretion and cost. This examination must be done by or under the supervision of a qualified resources specialist approved by the surface management agency. An acceptable report must be provided to the surface management agency identifying the anticipated effects of a proposed action on endangered or threatened species or their habitats.

Attachment H-2

Oil and Gas Lease Stipulations (Forms 3100-11 and 3100-28)

The lessee hereby agrees the following stipulations are part of the lease terms:

A. At least two weeks prior to entry on the land for purposes of field operations, including seismic work, the lessee must advise the District Manager, Bureau of Land Management and after consultation prepare a "Surface Management Plan." The final plan shall be prepared in duplicate, including maps, for approval by the District Manager. Such approval will be conditioned on reasonable requirements needed to prevent soil erosion, air and water pollution, unnecessary damages to the surface vegetation and other resources of the United States and to provide for the restoration of the land surface and vegetation. The plan shall contain all such provisions as the Bureau of Land Management may deem necessary to maintain proper management of the lands and resources within the operating area.

   The plan will contain the following items:

   1. The location, construction specifications, maintenance program, and estimated use by the lessee, his employees and agents, of all access and work roads.

   2. The methods to be used in the operations, including disposal of waste material.

   3. The size and location of all structures and facilities to be constructed.

   4. The location and size of areas upon which vegetation will be destroyed and/or soil laid bare and the steps which will be taken to prevent and control soil erosion thereon, including but not limited to the proposed program for rehabilitation and revegetation of these disturbed lands both during and upon cessation of operations.

   5. The steps which will be taken to prevent water and air pollution.

   6. The character, amount, and time of use of explosives or fire, including safety precautions which will be taken during their use.

   7. Provisions for protecting permitted livestock and wildlife.

B. Prior to seismic field operations, if the lessee does not have appropriate bonding coverage, it will be necessary for him to furnish an Oil and Gas Exploration Bond (43 CFR sec. 3104.9).

   If later operations require departure from or additions to the approved plan, these revisions or amendments, together with justification statement for proposed revisions, will be submitted to the District Manager for approval.

   Any and all operations conducted in advance of approval of an original, revised or amended operating plan, or which are not in accord with an approved plan, constitute a violation of the terms of this lease and the Bureau of Land management reserves the right to close down the operation until such corrective action, as is deemed necessary, is taken by the lessee.

C. No occupancy of the surface of the areas described in items 1 through 4 below is authorized by this lease. The lessee is, however, authorized to employ directional drilling to develop the mineral resources under these areas provided that such drilling or other works will not disturb the surface area or otherwise interfere with their use by the Bureau of Land Management. It is

understood and agreed that the use of these areas for public purposes is superior to any other use. Areas to be excluded from direct drilling occupancy are:

1. Within 660 feet on either side of the right-of-way boundary of any and all improved roads and/or highways within the lease areas.

2. Within 100 feet on either side of the centerline of any and all trails within the lease area.

3. Within 300 feet of the normal high water line of any and all lakes, ponds, and reservoirs located within the lease area.

4. Within 300 feet of any and all springs or water wells within the lease area.

The distances in subparagraphs 1, 2, 3, and 4, immediately above, may be reduced when specifically agreed to in the "Surface Management Plan."

No access or work trail, earth cut or fill, structure development, facility or any other improvement of a permanent nature will be permitted if it can be viewed from the high water surface of the Missouri River.

Attachment H-3

Oil and Gas Lease Stipulations (Form 3100-24)

1. Notwithstanding any provision of this lease to the contrary, any drilling, construction or other operation on the leased lands that will disturb the surface thereof or otherwise affect the environment (hereinafter called "surface disturbing operations"), conducted by lessee, shall be subject, as set forth in this stipulation, to the prior approval of such operation by the Area Oil and Gas Supervisor, in consultation with the appropriate surface management agency and to such reasonable conditions not inconsistent with the purposes for which this lease is issued, as the Supervisor may require to protect the surface of the leased lands and the environment.

2. Prior to entry upon the land or the disturbance of the surface thereof for drilling or other purposes, the lessee shall submit for approval two copies of a map and explanation of the nature of the anticipated activity and surface disturbance.

   An environmental analysis will be made by the Geological Survey, in consultation with the appropriate surface management agency, for the purpose of insuring proper protection of the surface, the natural resources, the environment, existing improvements and for assuring timely reclamation of disturbed lands.

3. Upon completion of said environmental analysis, the Area Oil and Gas Supervisor shall notify lessee of the conditions, if any, to which the proposed surface disturbing operations will be subject. Said conditions may relate to any of the following:

   (a) The location of drilling or other exploratory or developmental operations or the manner in which they are conducted;

   (b) The type of vehicles that may be used and the areas in which they may be used; and

   (c) The manner or location in which the improvements, such as roads, buildings, pipelines or other improvements are to be constructed.

Appendix I
Wildlife Mitigation Noise Levels

The following wildlife mitigation measures will be considered for production facilities and heavy equipment.

1. For all areas in the Monument, no more than 49 decibels (dB) at 300 feet from all production equipment (BLM 2003c).

2. Restrict noise levels from production facilities to 49 dB (10 dB above background noise at the lek). (Management Plan and Conservation Strategies for Sage Grouse in Montana – Final 2005)

3. Restrict use of heavy equipment that exceeds 49 dB within 2 miles of a lek from 4 a.m. – 8 a.m. and
7 p.m. – 10 p.m. during March 1 – June 15 (Management Plan and Conservation Strategies for Sage Grouse in Montana – Final 2005).

4. Noise restriction during drilling/construction would only be limited as per guidelines for sage grouse in the Management Plan and Conservation Strategies for Sage Grouse in Montana – Final 2005.

For comparison, Table I.1 provides the noise level and human response for various sources.

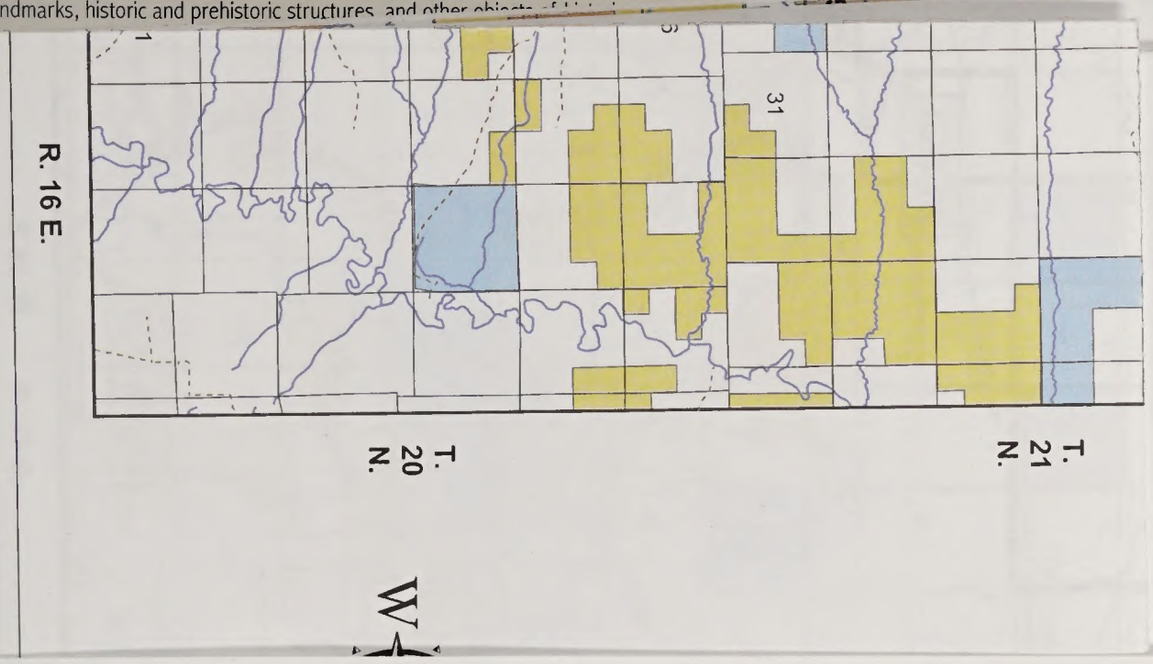
Table I.1
Noise Levels and Human Response

Common Sounds	*Noise Levels (dB)*	*Effect*
Jet engine (near)	140	
Shotgun firing Jet takeoff (100-200 ft.)	130	Threshold of pain
Thunderclap (near) Discotheque	120	Threshold of sensation
Power saw Pneumatic drill Rock music band	110	Regular exposure of more than 1 min. risks permanent hearing loss
Garbage truck	100	No more than 15 min. unprotected exposure recommended
Subway Motorcycle Lawnmower	90	Very annoying
Electric razor Many industrial workplaces	85	Level at which hearing damage begins (8 hours)
Average city traffic noise Garbage disposal	80	Annoying. Interferes with conversation
Vacuum cleaner Hair dryer Inside a car	70	Intrusive. Interferes with telephone conversation
Normal conversation	60	
Quiet office Air conditioner	50	Comfortable
Whisper	30	Very quiet
Normal breathing	10	Just audible
	0	Threshold of normal hearing (1000-4000 Hertz)

Source: The Canadian Hearing Society, http://www.chs.ca/info/noise/levels.html.

and Clark in the 1830s establishing Fort Piegan, Fort McKenzie, and Fort Benton. Remnants of this rich history are scattered throughout the monument, and the River corridor retains many of the same qualities and much of the same appearance today as it did then.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic



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UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 1 - Side A
West Half Right-of-Way Corridor Map

R. 8 E. R. 9 E. R. 10 E. R. 11 E. R. 12 E. R. 13 E. R. 14 E. R. 15 E. R. 16 E.

T. 27 N. T. 26 N. T. 25 N. T. 24 N. T. 23 N. T. 22 N. T. 21 N. T. 20 N.

To Big Sandy

To Big Sandy

Coal Banks Landing Recreation Site

Missouri River

Virgelle Ferry

Virgelle Ferry

Virgelle Ferry Road

Sheep Coulee Road

White Rocks Road

Butte View Road

Cow Island Road

Eagleton Road

Loma

Loma

Loma Bridge Road

Rowe Bench Road

Bootlegger Trail Road

Hopp Road

Judith Landing Road

Eight Mile Gulch Road

Fort Benton

To Great Falls

Highway 80

Clear Lake Road

Twin Lakes Road

Hole in the Wall Road

Missouri River

Graceville Road

Flat Creek Road

CHOUTEAU COUNTY

FERGUS COUNTY

Arrow Creek

Everson Bench Road

Geraldine

Panton Road

Square Butte

HIGHWOOD MOUNTAINS

SQUARE BUTTE WSA

To Stanford/Lewistown

Legend

- Wild & Scenic River Boundary
- Area of Critical Environmental Concern
- Wilderness Study Area
- County Boundary
- Right-of-Way Corridors River
- Right-of-Way Corridors BLM Land

Surface Ownership

- National Monument (BLM)
- Other BLM
- Indian Land or Reservation
- U.S. Fish and Wildlife Service
- State
- Private

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- County Roads, Highways, and CMR National Wildlife Refuge Roads or Other Main Public Roads

MONTANA

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Generated by the Lewistown Field Office - November 2008.

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N W E S

0 0.5 1 2 3 4 Miles

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 1 - Side B
East Half Right-of-Way Corridor Map

R. 16 E. R. 17 E. R. 18 E. R. 19 E. R. 20 E. R. 21 E. R. 22 E. R. 23 E. R. 24 E.

T. 27 N. T. 26 N. T. 25 N. T. 24 N. T. 23 N. T. 22 N. T. 21 N. T. 20 N.

To Havre
To Chinook
To Ft. Belknap Agency/Harlem
FORT BELKNAP INDIAN RESERVATION
Hays
Landusky
To Malta
Lloyd Road
Cow Island Road
Bullhacker Road
Birdtail Road
Timber Ridge Road
Spencer Cow Camp Road
Ervin Ridge Road
COW CREEK ACEC
COW CREEK WSA
ERVIN RIDGE WSA
DY Trail/Power Plant
Bull Creek Road
Antelope Ridge Road
CHOUTEAU COUNTY
BLAINE COUNTY
PHILLIPS COUNTY
Judith Landing Recreation Site
Secondary Highway 236
McClelland/Stafford Ferry
Radnor Bench Road
Sunshine Ridge Road
DeWeese Road
Woodhawk Trail
WOODHAWK WSA
Woodhawk Bottom Road
Power Plant Road
ANTELOPE CREEK WSA
Missouri River
Klabuzuba
McClelland/ Stafford Ferry
STAFFORD WSA
FERGUS COUNTY
DOG CREEK SOUTH WSA
Whiskey Ridge Road
Judith River
Stafford Ferry Road
DY Trail
Heller Bottom Road
Lower Two Calf Road
Middle Two Calf Road
CHARLES M. RUSSELL NATIONAL WILDLIFE REFUGE
Knox Ridge Road
Highway 191
James Kipp Recreation Area
PN Road
Winifred
To Lewistown
To Grass Range
McBee Road
Birdwell Road

Legend

- Wild & Scenic River Boundary
- Area of Critical Environmental Concern
- Wilderness Study Area
- County Boundary
- Right-of-Way Corridors River
- Right-of-Way Corridors BLM Land

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N W E S

0 0.5 1 2 3 4 Miles

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 2 - Side A
West Half Recreation Map

R. 8 E. R. 9 E. R. 10 E. R. 11 E. R. 12 E. R. 13 E. R. 14 E. R. 15 E. R. 16 E.

T. 27 N. T. 26 N. T. 25 N. T. 24 N. T. 23 N. T. 22 N. T. 21 N. T. 20 N.

To Big Sandy

To Big Sandy

Coal Banks Landing

RIVER MILE 52 - PILOT ROCK
From here to river mile 84.5, downstream travel by motorized watercraft will be allowed from June 15 to September 15 at a no-wake speed. From September 16 to June 14 both upstream and downstream travel will be allowed. Personal watercraft and floatplanes will not be allowed yearlong.

Missouri River

Little Sandy

Virgelle Ferry

Cow Island Road

White Rocks Road

Butte View Road

Eagleton Road

Loma

Decision Point Interpretive Trail

Wood Bottom

Black Bluff Rapids

Senieurs Reach

Eagle Creek

Hoop Road

Judith Landing Road

RIVER MILE 3

Evans Bend

Fort Benton

Fort Benton Motorboat Launch

Twin Lakes Road

To Great Falls

Chouteau County Fairgrounds Campground and Canoe Launch

Hole-in-the-Wall

Dark Butte

Pablo Rapids

RIVER MILE 0 - FORT BENTON
From here to river mile 52, motorized watercraft travel both upstream and downstream will be allowed all year, except personal watercraft and floatplanes will only be allowed on river miles 0 to 3 near Fort Benton.

Missouri River

Slaughter River

Graceville Road

CHOUTEAU COUNTY
FERGUS COUNTY

Flat Creek Road

The Wall

RIVER MILE 84.5 - DEADMAN RAPIDS
From here to river mile 92.5, motorized watercraft travel both upstream and downstream will be allowed all year, except personal watercraft and floatplanes will not be allowed

Arrow Creek

Geraldine

Panton Road

Square Butte

CHOUTEAU COUNTY
FERGUS COUNTY

Arrow Creek

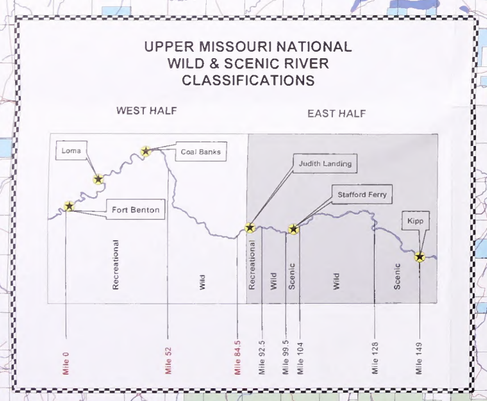
Eskridge Bench Road

To Stanford/Lewistown

HIGHWOOD MOUNTAINS

SQUARE BUTTE WSA

UPPER MISSOURI NATIONAL WILD & SCENIC RIVER CLASSIFICATIONS



Legend

- Wild & Scenic River Boundary
- Wilderness Study Area
- County Boundary

SURFACE OWNERSHIP:

- National Monument (BLM)
- Other BLM
- U.S. Forest Service
- U.S. Fish and Wildlife Service
- State
- Private

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- Potential Geological Interpretive Sites
- Level 1 - Developed Public Access Sites
- Level 2 - Developed Upland Sites or Boat Camps
- Level 3 - Primitive Campsites or Boat Camps

River Recreation Facilities

Level 1 - Developed public access sites are accessible by road and have a full range of developments that could include parking lots, boat ramps, vault toilets, campsites for tents and RVs, and picnic facilities.

Level 2 - Developed boat camps are accessible only by boat. The sites could include vault toilets, metal fire rings, and occasionally, open-air shelters.

Level 3 - Primitive boat camps are accessible only by boat and could contain a metal fire ring but no other developments.

Level 4 - Dispersed camping opportunities. In addition to the developed sites described above, camping is permissible on any of the 90,000 acres of BLM land adjacent to the river. The absence of development allows opportunities for those seeking a completely primitive experience. In many areas private land is intermingled with BLM land and landowner permission is required to access or cross private land.

Upland Recreation Facilities

Level 1 - Developed public access sites are recreation sites where a high level of development could include campsites, parking lots, vault toilets, interpretive signs, campground host facilities, tree plantings, picnic tables, waste facilities and other infrastructure improvements that accommodate the transition from highway to collector roads.

Level 2 - Developed upland sites are campsites, trailheads, scenic overlooks and reservoirs where moderate levels of development could include metal fire rings, vault toilets, and improved gravel parking areas. Interpretive signs and information boards may be present but much less obtrusive than at Level 1 sites and would blend well with natural surroundings.

Level 3 - Primitive campsites are pull-out sites immediately adjacent to a road. They may contain a fire ring but no other development.

Level 4 - Dispersed camping opportunities. Public land in a natural state with no development present may be used for dispersed camping. These areas may be accessible by motorized or non-motorized travel.

N W E S

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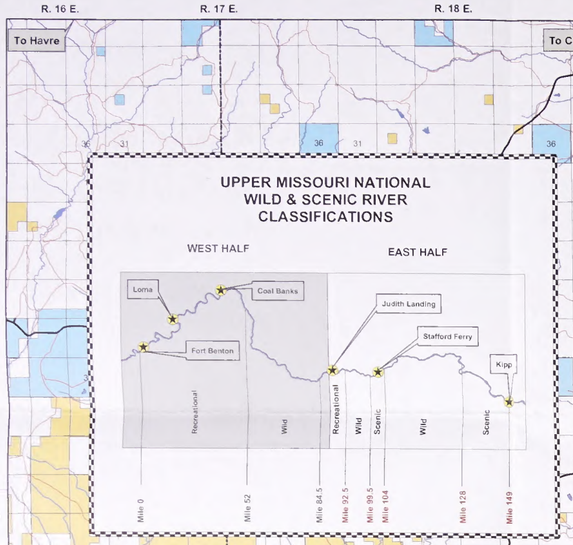
Miles
0 0.5 1 2 3 4

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 2 - Side B
East Half Recreation Map



R. 16 E. R. 17 E. R. 18 E. R. 19 E. R. 20 E. R. 21 E. R. 22 E. R. 23 E. R. 24 E.

T. 27 N. T. 26 N. T. 25 N. T. 24 N. T. 23 N. T. 22 N. T. 21 N. T. 20 N.

To Havre
To Chinook
66 To Ft. Belknap Agency/Harlem
FORT BELKNAP INDIAN RESERVATION
Hays
Landusky
To Malta
191
Bretal Road
Gazob Reservoir
Spencer Road Overlook
Butch Reservoir
FR Reservoir
Cow Wand Road
Gilmore Cabin
COW CREEK ACEC
COW CREEK WSA
Snake Point Overlook
Cow Island
Gist Bottom
ERVIN RIDGE WSA
CHOUTEAU COUNTY
BLAINE COUNTY
PHILLIPS COUNTY
Judith Landing
McGarry Bar
Sunshine Ridge Overlook
WOODHAWK WSA
Upper Woodhawk
Middle Woodhawk
Lower Woodhawk
ANTELOPE CREEK WSA
STAFFORD WSA
McClelland/
Stafford Ferry
Missouri River
FERGUS COUNTY
DOG CREEK SOUTH WSA
Hideaway
DY Trail
Whiskey Ridge Road
CHARLES M. RUSSELL
NATIONAL WILDLIFE REFUGE
Judith River
PN Road
Stafford Ferry Road
Knox Ridge Road
OY Trail
James Kipp Recreation Area
Winifred
236
To Lewistown
Madlee Road
Birdwell Road
To Grass Range

RIVER MILE 92.5 - HOLMES COUNCIL ISLAND
From here to river mile 149 (James Kipp Recreation Area). Motorized watercraft travel downstream at a no-wake speed will be allowed on Thursdays through Saturdays from June 15 to September 15. Motorized watercraft travel will not be allowed on Sundays through Wednesdays from June 15 to September 15. Motorized watercraft travel both upstream and downstream will be allowed the remainder of the year, from September 16 to June 14. The operation of personal watercraft and landing of floatplanes will not be allowed yearlong.

RIVER MILE 149 - JAMES KIPP RECREATION AREA
Motorized watercraft restrictions end at river mile 149.

Legend

- Wild & Scenic River Boundary
- Area of Critical Environmental Concern
- Wilderness Study Area
- County Boundary

SURFACE OWNERSHIP:

- National Monument (BLM)
- Other BLM
- Indian Land or Reservation
- U.S. Fish and Wildlife Service
- State
- Private

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- Missouri Breaks Back Country Byway
- Nez Perce National Historic Trail
- Potential Cultural Interpretive Sites
- Potential Geological Interpretive Sites

- Level 1 - Developed Public Access Sites
- Level 2 - Developed Upland Sites or Boat Camps
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N W E S

0 0.5 1 2 3 4 Miles

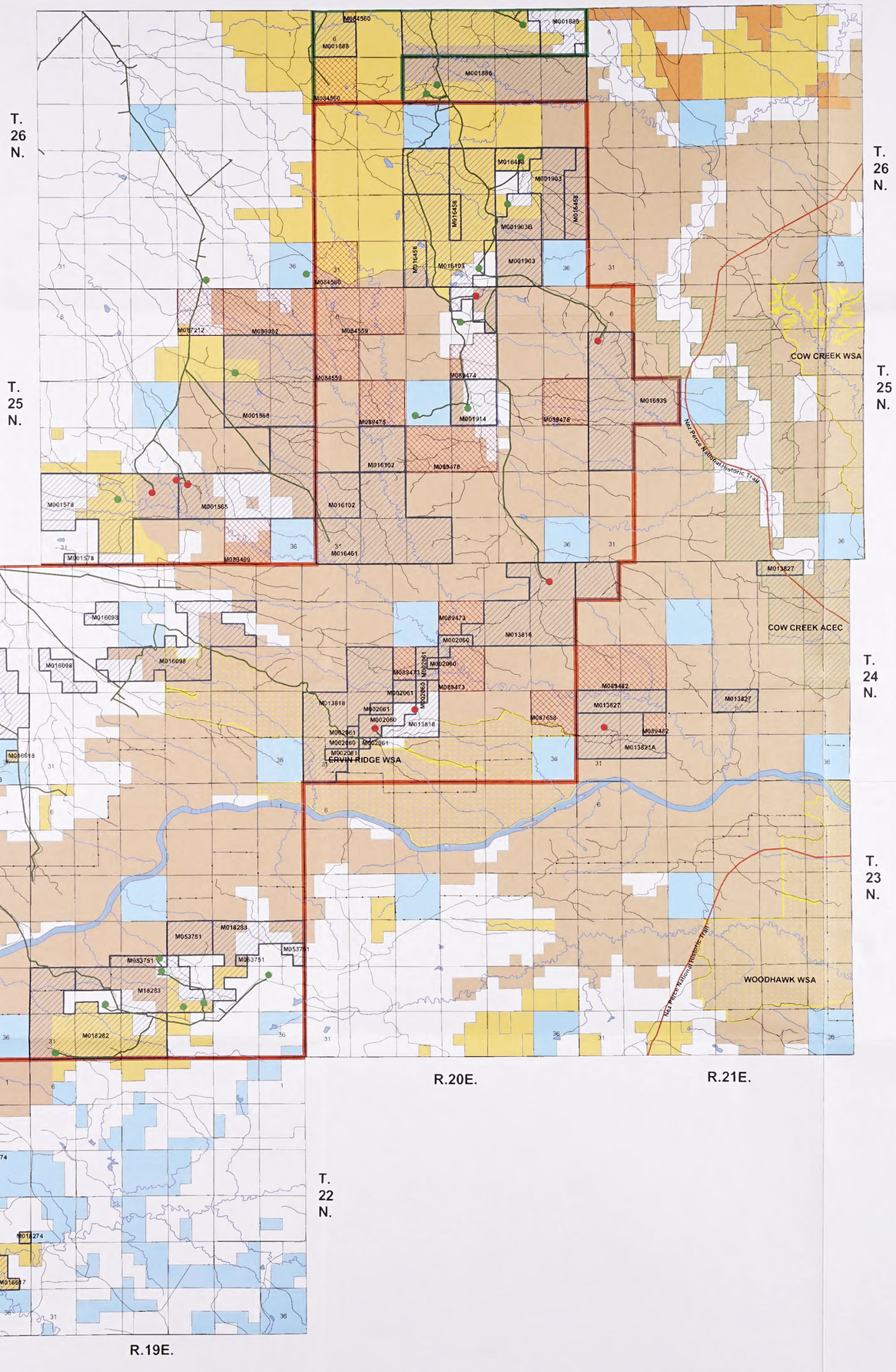
UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 3 - Side A
Oil and Gas Map

Oil and Gas Leases in the Monument

MTM Lease No.	Lease Effective Date	Specific Resource Stipulations	Legal Description: Township and Range	Legal Description: Section(s)	Lease Status - Actual, Allocated or No Production	Lease Acreage in the Monument	Lease Acreage outside the Monument	Total Lease Acreage
West HiLine Leases								
0845559	November 1, 1995	Yes	T25N R20E	5, 6, 7	No Production	1,880	0	1,880
0845560	November 1, 1995	Yes	T26N R20E	6, 7, 31	No Production	134	1,119	1,253
0872212	September 1, 1997	Yes	T25N R19E	3	No Production	122	528	650
0876558	February 1, 1998	Yes	T24N R20E	25	No Production	485	0	485
0890082	May 1, 1999	Yes	T25N R19E	1, 2	No Production	1,131	167	1,298
0890452	November 1, 1999	Yes	T23N R17E	4, 5, 9	No Production	800	0	800
0890469	November 1, 1999	Yes	T25N R19E	35	No Production	640	0	640
0890473	November 1, 1999	Yes	T24N R20E	15, 21, 22	No Production	1,240	0	1,240
0890474	November 1, 1999	Yes	T25N R20E	10	No Production	80	480	560
0890475	November 1, 1999	Yes	T25N R20E	13, 17	No Production	1,280	0	1,280
0890476	December 1, 1999	Yes	T25N R20E	21, 22	No Production	1,120	160	1,280
0890482	November 1, 1999	Yes	T24N R21E	19, 20, 29	No Production	1,416	0	1,416
				West HiLine Leases Subtotal		**10,328**	**2,454**	**12,782**
Non-West HiLine Leases								
1565	May 1, 1967	None	T25N R19E	24, 25, 26, 27	Actual/Allocated	2,560	0	2,560
1568	May 1, 1967	None	T25N R19E	11, 12, 13, 14	Actual	2,320	240	2,560
1578	May 1, 1967	None	T25N R19E	28, 29, 30, 31, 32	Actual/Allocated	575	1,988	2,563
1585	June 1, 1967	None	T26N R20E	1, 2	Allocated	40	611	651
1886	June 1, 1967	None	T26N R20E	9, 10, 11, 12	Actual	1,920	640	2,560
1888	June 1, 1967	None	T26N R20E	2, 3, 4, 6	Actual	480	1,982	2,462
1903	June 1, 1967	None	T26N R20E	23, 24, 25, 35	Allocated	1,360	200	1,560
1903-B	June 1, 1967	None	T26N R20E	26	Actual	320	240	560
1914	June 1, 1967	None	T25N R20E	15	Actual	200	440	640
2060	July 1, 1967	None	T24N R20E	15, 21, 22, 28, 29, 32	Actual	640	0	640
2061	July 1, 1967	None	T24N R20E	21, 28, 29, 31, 32	Allocated	640	0	640
13816	November 1, 1969	None	T24N R20E T24N R21E	11, 12, 13, 14, 15 7	Actual	2,533	0	2,533
13818	November 1, 1969	None	T24N R20E	20, 21, 28, 29, 30, 31	Allocated	2,532	0	2,532
13821-A	November 1, 1969	None	T24N R21E	29, 30, 31, 32	Actual	1,099	0	1,099
13827	November 1, 1969	None	T24N R21E	11, 27, 29, 30	Allocated	1,156	0	1,156
16098	September 1, 1970	None	T24N R19E	14, 15, 17, 19, 20, 21, 22	Allocated	1,240	1,280	2,520
16102	September 1, 1970	None	T25N R20E	5, 20, 30	Actual/Allocated	1,506	163	1,669
16103	September 1, 1970	None	T26N R20E	22, 27, 28, 33, 34	Actual	13	2,507	2,520
16327	October 1, 1970	None	T24N R18E	9, 10, 11, 14, 15, 22, 23, 27, 34	Actual/Allocated	80	2,358	2,438
16458	October 1, 1970	None	T26N R20E	21, 23, 24, 25, 27, 33	Actual	688	1,272	1,960
16461	October 1, 1970	None	T25N R20E	29, 31, 32, 33	Actual	2,547	0	2,547
16617	November 1, 1970	None	T22N R18E	7, 8, 10, 17, 18, 19, 22, 25	Allocated	490	929	1,419
16618	November 1, 1970	None	T24N R18E	23, 24, 25, 26, 35, 36	Actual/Allocated	320	2,240	2,560
16619	December 1, 1970	None	T25N R18E	2, 15, 18, 19	Actual	2,530	0	2,530
17376	February 1, 1971	None	T24N R18E	7, 33, 35	Allocated	40	80	120
18274	July 1, 1971	None	T22N R18E	4, 5, 9, 10, 13, 14, 15, 17, 22, 23, 24	Allocated	1,367	1,160	2,527
18282	May 1, 1973	None	T23N R19E	29, 30, 31, 32, 33	Actual	853	1,680	2,533
18283	May 1, 1973	None	T23N R19E	22, 23, 24, 26, 27, 28, 29	Actual/Allocated	1,240	1,320	2,560
19446	September 1, 1971	None	T24N R17E	30, 31	Actual/Allocated	110	1,113	1,223
53751	June 1, 1982	Yes	T23N R19E	20, 21, 22, 23, 24	Actual	680	160	840
89460	November 1, 1999	Yes	T22N R18E	7, 11	No Production	400	0	400
				Non-West HiLine Leases Subtotal		**32,477**	**22,643**	**55,120**
				Total		**42,805**	**25,097**	**67,902**



Legend

- Wild & Scenic River Boundary
- Area of Critical Environmental Concern
- Wilderness Study Area
- Nez Perce National Historic Trail

Surface Ownership:

- National Monument (BLM)
- Other BLM
- Indian Land or Reservation
- State
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Natural Gas Fields/Leases

- Sawtooth Mountain Gas Field
- Leroy Gas Field
- Natural Gas Pipeline
- Active Wells in the Monument
- Active Wells 1/2 mile outside the Monument
- West HiLine Leases
- Non-West HiLine Leases

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N W E S

0 0.3 0.6 1.2 1.8 2.4 Miles

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

Approved Resource Management Plan

Map 3 - Side B
Reasonable Foreseeable Development

Reasonable Foreseeable Development (RFD) Wells by Exploration/Development Area

Exploration/Development Area	*Monument RFD Wells*	*Other RFD Wells*[1]	*Total Other*
Central Leroy	4	0	4
Central Leroy East	1	0	1
Chase Hill South	2	0	2
Leroy Bullwhacker	6	0	6
North Leroy	1	3	4
Sherard Northwest Leroy	7	5	12
Sherard Unit	5	1	6
Sherard Unit Area East	7	0	7
Sawtooth	0	11	11
Southeast Leroy	1	0	1
West Leroy	0	1	1
Total Wells in the 11 Areas	**34**	**21**	**55**

[1]RFD wells within 1/2 mile of the Monument

T. 26 N.
T. 25 N.
T. 24 N.
T. 23 N.
T. 22 N.
R.17E.
R.18E.
R.19E.
R.20E.
R.21E.

SAWTOOTH
NORTH LEROY
SHERARD NORTHWEST LEROY
LEROY THREE
COW CREEK
COW CREEK WSA
LEROY TWO
LEROY-BULLWACKER
SHERARD UNIT AREA EAST
SHERARD UNIT
Nez Perce National Historic Trail
JOHNSONS
COW CREEK ACEC
CENTRAL LEROY
WEST LEROY
WEST CENTRAL LEROY
CENTRAL LEROY EAST
CRYIN RIDGE WSA
CHASE HILL SOUTH
LEROY ONE
STAFFORD WSA
DOG CREEK SOUTH WSA
SOUTHEAST LEROY
WOODHAWK WSA
WHISKEY RIDGE

Legend

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Natural Gas Exploration and Development

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- Leroy Gas Field
- Natural Gas Pipeline
- Active Wells in the Monument
- Active Wells 1/2 mile outside the Monument
- West HiLine Leases
- Non-West HiLine Leases
- Exploration/Development Areas

MONTANA

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N W E S

0 0.4 0.8 1.6 2.4 3.2 Miles

UPPER MISSOURI RIVER BREAKS NATIONAL MONUMENT

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Map 4 - Side A
West Half Transportation Map

R. 8 E. R. 9 E. R. 10 E. R. 11 E. R. 12 E. R. 13 E. R. 14 E. R. 15 E. R. 16 E.

T. 27 N. T. 26 N. T. 25 N. T. 24 N. T. 23 N. T. 22 N. T. 21 N. T. 20 N.

To Big Sandy
To Big Sandy
Coal Banks Landing Recreation Site
Missouri River
Virgelle Ferry
Virgelle Ferry Road
Loma
Loma Bridge Road
Rowe Bench Road
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SQUARE BUTTE WSA
To Stanford/Lewistown
Sheep Coulee Road
White Rocks Road
Butte View Road
Hopp Road
Cow Island Road
Eagleton Road
Eight Mile Ranch Road
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CHOUTEAU COUNTY
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- County Roads, Highways, and CMR National Wildlife Refuge Roads or Other Main Public Roads
- Open State Land Roads
- Closed State Land Roads
- Backcountry Airstrips

BLM Road System

- Open BLM Roads
- Closed BLM Roads
- Limited BLM Roads
- "Landowner Permission may be Required for Access to BLM Roads"

Limited BLM Road Designations

Open April 1 to November 30
(Closed December 1 to March 31 - Big Game Winter Range)

MONTANA

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N W E S

0 0.5 1 2 3 4 Miles

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Map 4 - Side B
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To Chinook
To Ft. Belknap Agency/Harlem
FORT BELKNAP INDIAN RESERVATION
Hays
Landusky
To Malta
Lloyd Road
Cow Island Road
Bradley Road
Turner Ridge Road
Spencer Cow Creek Road
Bullwhacker Road
Ervin Ridge Road
Left Coulee
COW CREEK ACEC
COW CREEK WSA
Black Butte North
Bullwhacker
Ervin Ridge Road
ERVIN RIDGE WSA
Sunshine Ridge Road
DeWerse Road
Woodhawk Trail
WOODHAWK WSA
Woodhawk Bypass Road
Power Plant
Bull Creek Road
Antelope Ridge Road
ANTELOPE CREEK WSA
Judith Landing Recreation Site
CHOUTEAU COUNTY
BLAINE COUNTY
BLAINE COUNTY
PHILLIPS COUNTY
Judith River
Missouri River
Rapbout Bench
McClelland/ Stafford Ferry
STAFFORD WSA
FERGUS COUNTY
DOG CREEK SOUTH WSA
Charlett Hill
Whiskey Ridge Road
PN Road
Stafford Ferry Road
DY Trail
Winifred
Knox Ridge Road
Middle Two Calf Road
Lower Two Calf Road
Helfert Road
FERGUS COUNTY
CHARLES M. RUSSELL NATIONAL WILDLIFE REFUGE
James Kipp Recreation Area
McBee Road
Birdwell Road
To Lewistown
To Grass Range
236
191
66

Legend

- Wild & Scenic River Boundary
- Area of Critical Environmental Concern
- Wilderness Study Area
- County Boundary

Surface Ownership

- National Monument (BLM)
- Other BLM
- Indian Land or Reservation
- U.S. Fish and Wildlife Service
- State
- Private

The BLM has no jurisdiction over private or state land and minerals, and these lands and minerals are not part of the Monument. Landowner permission is required for access to private property.

- County Roads, Highways, and CMR National Wildlife Refuge Roads or Other Main Public Roads
- Open State Land Roads
- Closed State Land Roads
- Backcountry Airstrips

BLM Road System

- Open BLM Roads
- Closed BLM Roads
- Limited BLM Roads
- "Landowner Permission may be Required for Access to BLM Roads"

Limited BLM Road Designations

- Open April 1 to November 30 (Closed December 1 to March 31 - Big Game Winter Range)
- Open December 1 to August 31 (Closed September 1 to November 30 - Wildlife Habitat Security: Game Retrieval Allowed from 10:00 a.m. to 2:00 p.m.)
- Open April 1 to August 31 (Closed September 1 to November 30 - Wildlife Habitat Security: Game Retrieval Allowed from 10:00 a.m. to 2:00 p.m. and Closed December 1 to March 31 - Big Game Winter Range)
- Open September 1 to November 30 - Access for Hunting Opportunities; (Closed December 1 to August 31)

MONTANA

N W E S

Disclaimer

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Generated by the Lewistown Field Office - November 2008.

The map projection is in Albers; the data is in NAD 27; and the units are in meters.

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4

and Clark in the 1830s establishing Fort Piegan, Fort McKenzie, and Fort Benton. Remnants of this rich history are scattered throughout the monument, and the River corridor retains many of the same qualities and much of the same appearance today as it did then.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument to be known as the Upper Missouri River Breaks National Monument:

NOW, THEREFORE, I, WILLIAM J. CLINTON, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Upper Missouri River Breaks National Monument, for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries of the area described on the map entitled "Upper Missouri River Breaks National Monument" attached to and forming a part of this proclamation. The Federal land and interests in land reserved consist of approximately 377,346 acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or leasing or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of the monument. The establishment of this monument is subject to valid existing rights. The Secretary of the Interior shall manage development on existing oil and gas leases within the monument, subject to valid existing rights, so as not to create any new impacts that would interfere with the proper care and management of the objects protected by this proclamation.

The Secretary of the Interior shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects identified in this proclamation.

For the purpose of protecting the objects identified above, the Secretary shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes.

Lands and interests in lands within the proposed monument not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States.

The Secretary of the Interior shall manage the monument through the Bureau of Land Management, pursuant to applicable legal authorities, including the National Wild and Scenic Rivers Act, to implement the purposes of this proclamation.

Because waters of the Upper Missouri River through the monument area have already been reserved through the Congress's designation of the area as a component of the National Wild and Scenic River System in 1976, this proclamation makes no additional reservation of water, except in two small tributaries, the Judith River and Arrow Creek. These tributaries contain outstanding objects of biological interest that are dependent on water, such as a fully functioning cottonwood gallery forest ecosystem that is rare in the Northern Plains. Therefore, there is hereby reserved, as of the date of this proclamation and subject to valid existing rights, a quantity of water in the Judith River and Arrow Creek sufficient to fulfill the purposes for which this monument is established. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or appropriated by the United States on or before the date of this proclamation.

Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of Montana with respect to fish and wildlife management.

Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian tribe.

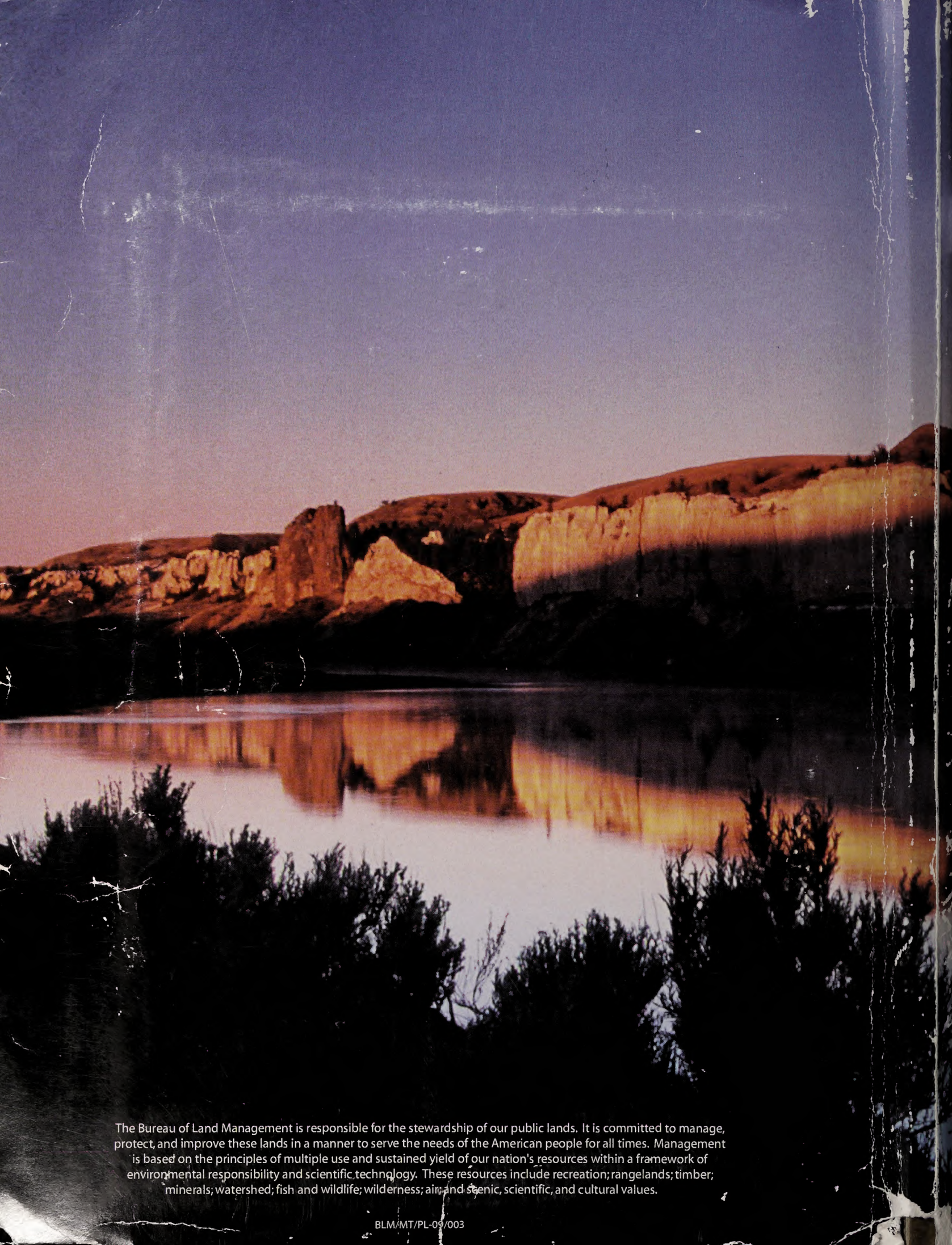
Laws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the monument.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this seventeenth day of January, in the year of our Lord two thousand one, and of the Independence of the United States of America the two hundred and twenty-fifth.

WILLIAM J. CLINTON



The Bureau of Land Management is responsible for the stewardship of our public lands. It is committed to manage, protect, and improve these lands in a manner to serve the needs of the American people for all times. Management is based on the principles of multiple use and sustained yield of our nation's resources within a framework of environmental responsibility and scientific technology. These resources include recreation; rangelands; timber; minerals; watershed; fish and wildlife; wilderness; air; and scenic, scientific, and cultural values.

BLM/MT/PL-09/003