

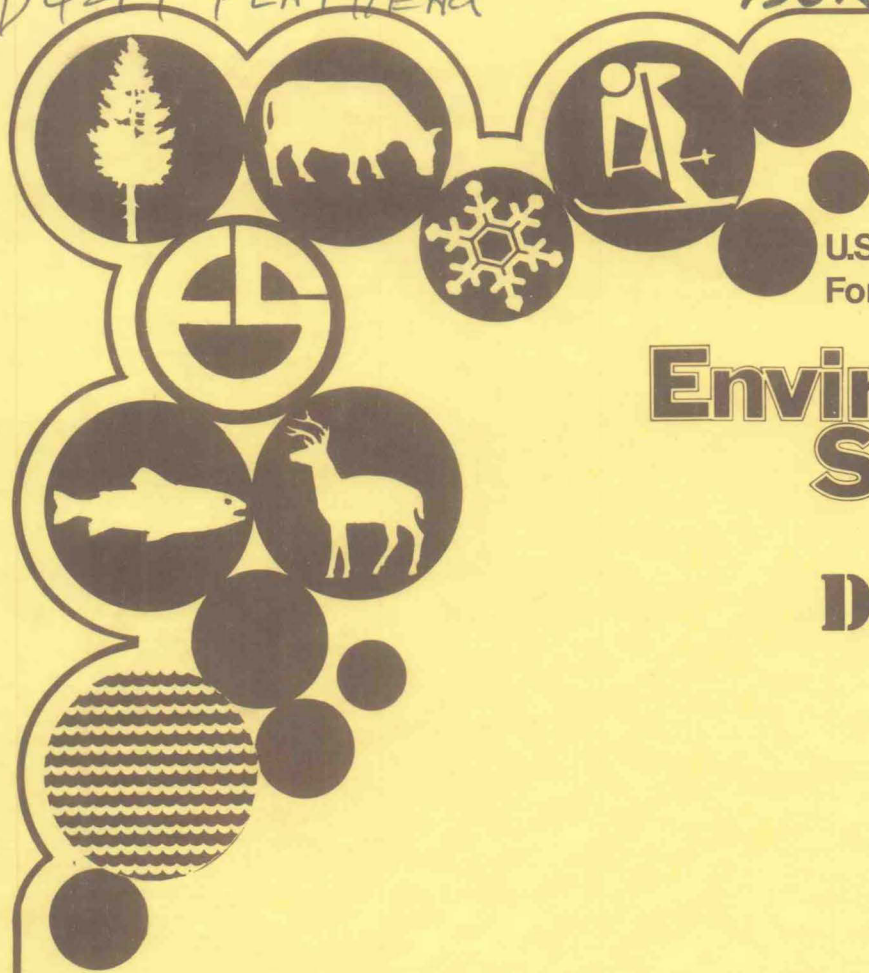
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FOR



U.S. Department of Agriculture
Forest Service

Environmental Statement

DRAFT

FLATHEAD
Wild & Scenic River
PROPOSAL



117/D-540

U.S.D.A. FOREST SERVICE ENVIRONMENTAL STATEMENT
Flathead Wild and Scenic River Proposal

Prepared in Accordance with
Section 102(2)(C) of P.L. 91-190

Summary Sheet

- I. Draft (X) Final ()
- II. U.S.D.A. Forest Service
- III. Administrative () Legislative (X)
- IV. Description of Action
Sections totaling 219.0 miles of the Flathead River are proposed for inclusion in the National Wild and Scenic Rivers System. The river flows through Flathead and Powell Counties, Montana.
- V. Summary of Environmental Impacts and Environmental Effects
The proposal provides the means to preserve and enhance the river in its free-flowing status and to minimize adverse environmental effects to the river and adjacent lands. The impacts of development and increased recreation use will be controlled on the basis of the capability of the river and its environment to support these uses and activities rather than on projected trends and demands.
- VI. List of Alternatives Considered
 - Include in Wild and Scenic Rivers System; portions wild, portions scenic, portions recreational.
 - Include in Wild and Scenic Rivers System; portions wild, portions recreational, no scenic.
 - Include in Wild and Scenic Rivers System; Lower Middle Fork excluded.
 - Entire River System not included under Wild and Scenic River Act (status quo, but assumes water resource development for power, irrigation, and flood control as a possibility).
- VII. List of Federal, State and Local Agencies From Which Comments Have Been Requested

State

- Department of Health
- Fish and Game Department
- Forestry Department
- Governor's Council on Natural Resources
- Highway Commission
- Montana College of Mineral Science and Technology
- Water Resources' Board
- State Board of Aeronautics

Federal

- Department of Agriculture
 - Economic Research Service
 - Soil Conservation Service
- Department of Army
 - Corps of Engineers
- Department of Transportation
- Department of Interior
 - Bonneville Power Administration
 - Bureau of Indian Affairs
 - Bureau of Mines
 - Bureau of Outdoor Recreation
 - Bureau of Reclamation
 - Bureau of Sport Fisheries and Wildlife
 - U.S. Geologic Survey
 - National Park Service
- Environmental Protection Agency, R-8
- Federal Power Commission
- Pacific Northwest River Basin's Commission

Canada

- Department of Energy, Mines and Resources

Elected Officials

- The Governor of Montana
- Montana Federal Congressional Delegation
- Montana State Congressional Delegation
- Flathead County Commissioners
- Lake County Commissioners
- Powell County Commissioners
- Mayors of Kalispell, Columbia Falls, and Whitefish, Montana

Public

When the Forest Service announced the start of the Flathead Wild and Scenic River Study in July 1970, public meetings were held to explain the law and to determine how the public would like to participate in the study. The public meetings were held during the study in addition to numerous meetings with organizations.

A ten-member Public Advisory Committee was established early in the study to advise the Forest Supervisor on matters of public interest and concern. This group held ten meetings and conducted two public meetings.

The public response generated from these meetings along with that obtained from response to a booklet "Choices for Management" and a public hearing, resulted in numerous public comments for consideration in the study.

VIII. Draft Statement Made Available to CEQ and Public.

USDA - FOREST SERVICE ENVIRONMENTAL STATEMENT
Flathead Wild and Scenic River Proposal

Prepared in Accordance With
Section 102(2)(C) of P.L. 91-190

Type of Statement:	Draft
Date of Transmission to CEQ:	
Type of Action:	Legislative
Responsible Official:	Edsel L. Corpe Forest Supervisor Flathead National Forest 290 North Main Street Kalispell, Montana 59901

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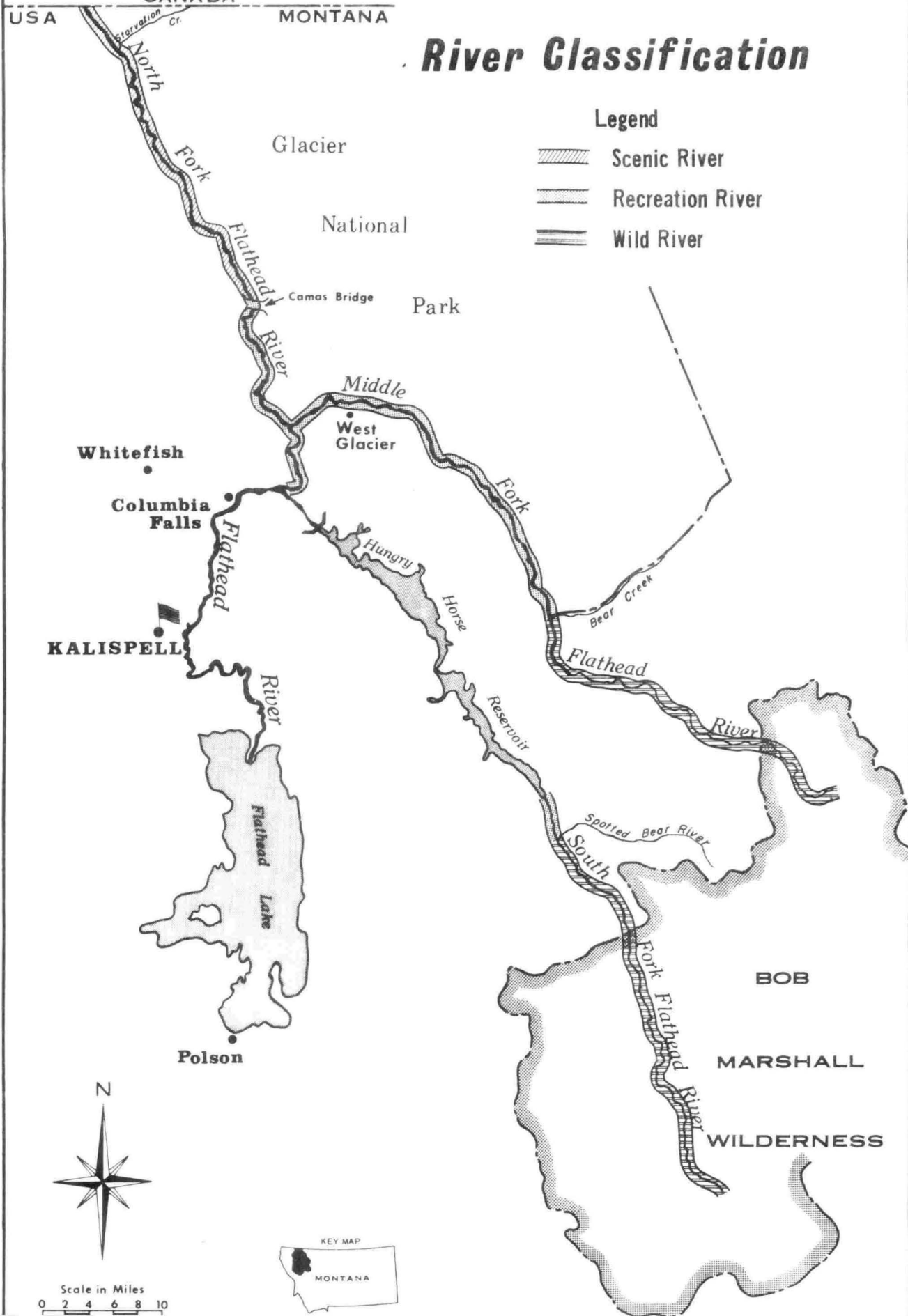
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CANADA
USA MONTANA

River Classification

Legend

-  Scenic River
-  Recreation River
-  Wild River



I. Description

The Flathead River is one of 27 rivers designated for study under Section 5(a) of the Wild and Scenic Rivers Act (P.L. 90-542) for possible inclusion in the National Wild and Scenic Rivers System. The study began in July 1970, and was completed June 1973. On the basis of study findings, it has been concluded that the 219.0 miles of river designated for study meets the criteria established by the Act and, therefore, qualifies for inclusion in the National Wild and Scenic Rivers System. An analysis of alternatives indicates that the best use of the river is to maintain its free-flowing character and protect and enhance its esthetic and recreational values. It is proposed that the 219.0 miles of the Flathead River (consisting of portions of the North Fork, Middle Fork, and South Fork) be designated a component of the System.

The purpose of this designation is to preserve and protect the river and adjacent environment for public use and enjoyment by present and future generations.

There is a wide variation among different sections of the river regarding existing development, access, resource potential, and the resulting management criteria established for the various segments. For this reason the proposal includes sections classified in each of the three categories established in the Wild and Scenic Rivers Act:

	<u>Wild</u>	<u>Scenic</u> (miles of river)	<u>Recreational</u>	<u>Total</u>
North Fork	0	40.7	17.6	58.3
Middle Fork	46.6	0	54.0	100.6
South Fork	<u>51.3</u>	<u>0</u>	<u>8.8</u>	<u>60.1</u>
TOTAL	97.9	40.7	80.4	219.0

The portion of the Flathead River in this proposal has a drainage area of about 3,200 square miles. This is exclusive of 600 square miles of drainage area on the North Fork in Canada, but does include all of the drainage area in Glacier National Park and the Bob Marshall Wilderness west of the Continental Divide.

The Study river is located in Flathead and Powell Counties, State of Montana. The portion in Powell County is within the Bob Marshall Wilderness and is entirely National Forest land.

Most land along the study river is in Federal ownership. Private land is confined to lands originally settled under the Homestead Act along the valley bottoms of the North Fork and lower portions of the Middle Fork.

The table below is a summary of the miles of river frontage in various ownerships. (Mileage figures are based on bank miles, that is, the total mileage given is double the river mileage).

<u>River Segment</u>	<u>National Forest</u>	<u>National Park</u>	<u>State of Montana</u>	<u>Private</u>	<u>Miles of River Segment in Total System</u>	<u>% of River Segment in Total System</u>
North Fork	19	58	7	32	116	27%
South Fork						
Inside Wilderness	81	--	--	--	81	18%
Outside Wilderness	39	--	--	--	39	9%
Middle Fork						
Inside Wilderness	28	--	--	--	28	6%
Outside Wilderness	<u>101</u>	<u>45</u>	<u>1</u>	<u>27</u>	<u>174</u>	<u>40%</u>
TOTAL MILES	268	103	8	59	438	
	61%	24%	2%	13%		100%

As shown in the table nearly half of the shoreline is in either the Bob Marshall Wilderness or Glacier National Park (24% in each). Add to this the National Forest outside of the wilderness, and it can be seen that 85% of the shoreline is within Federal ownership. Another 2% is in State ownership.

This is somewhat misleading because all of the National Park land is confined to one side of the North Fork and the Middle Fork with scattered National Forest, State, and private lands on the opposite bank. While only 13% of the shoreline is within private ownership, the land is situated so it would affect classification of about half the river system.

The total acreage within the proposed river boundary would be 57,400 acres, (9,700 acres of which is private land). The average number of acres within the boundary, per mile of river, would be 262.

Scenic easement acquisition would be considered for all private land within the River Management Zone. Guidelines for scenic easements can be found in the appendix of this report.

Needed access to the river can be provided across Federal or State lands in most instances. There are four locations where a right-of-way easement may be needed across private land. These are located on the North Fork in the vicinity of (1) the U.S. - Canadian Border and (2) Polebridge; and on the Middle Fork in the vicinity of (3) Blankenship Bridge and (4) the confluence of the South Fork.

Right-of-way easements would not be needed to traverse the river. Eighty-seven percent of the shoreline is within Federal or State ownership and Montana State Law provides the right of the public to traverse the edge of private land to fish. This access would be adequate.

It is anticipated that all needed easements would be acquired within five years, dependent on Congressional appropriation of funds. This would include a consideration of 9,700 acres of private land at an estimated total cost of \$6,719,000.

Lands included in the River Management Zone within Glacier National Park (11,800 acres) would be managed by the National Park Service. Likewise, lands in State ownership within the River Management Zone (900 acres) would best be managed by the State of Montana. It is recommended that the management of these lands be guided by cooperative written agreements to give direction for uniform management of all lands within the River Management Zone.

Due to the limitations of the land capability and conflicts with esthetic values of the river area, most development would occur outside the River Management Zone. Those developments planned by the Forest Service would include boat launching sites, fisherman access, camping and picnicking areas, boating rest stops, and rehabilitation of roads. These developments would cost an estimated \$193,000.

It is estimated that it would cost the Forest Service \$100,000 for administration, policing, and maintenance for the first five years after inclusion in the system.

Road (and railroad) construction and subdivision of private land are the two activities having the greatest impact on river values within the study area. While they have not precluded Wild and Scenic River consideration, they have materially reduced the alternatives for possible classification (i.e., wild, scenic, or recreation). In the case of the lower Middle Fork roads have substantially altered the character of the shoreline.

Subdivision of private land has been minor in the past, but is steadily increasing. Little regard has been given to the need to protect river values. Small lots adjacent to the river have been sold with no provisions for vegetative screening, minimum setback distance from water's edge, minimum lot size, or building codes. This trend in use is resulting in losses of scenic quality of the river environment and is contributing to water degradation.

The greatest use of the river area has been for recreation-related activities. Fishing is a prime attraction since the Flathead is one of the principal areas supporting the endangered west-slope cutthroat trout. Large Dolly Varden trout are also part of the fishery of the river system.

The potential for river floating exceeds present use. Use has, however, noticeably increased in recent years. A variety of water conditions exists. The river ranges from fast-moving white water in deep canyons to more placid stretches of water in broad, timber-covered valley bottoms. Remote areas of the Bob Marshall Wilderness and the back country of the Middle Fork provide opportunities for long trips in solitude. Other stretches of river offer opportunities for day-type use in a near-natural environment.

With the exceptions noted, land uses along the study river are generally compatible with the standards established in the Act. Commercial timber harvesting has not been a principal activity. Timber cutting has resulted primarily from clearing for development of private land. Many original homestead dwellings still remain. Most of these are log structures.

Portions of the private land are used for agriculture and grazing. These are compatible uses in the areas in which they occur.

Mining has been of little importance due to the general absence of minerals. A patented claim for coal along the North Fork is the only existing claim and it is not economically feasible to operate. The total coal resource in this area is estimated to be relatively small and not of national or regional significance.

Hunting is an important use in the river drainage. The big game winter range, used mostly by deer, elk, and moose, is a significant resource of the river area. Other big game animals include mountain goat, mountain sheep, black bear, and grizzly bear.

Inclusion of the Flathead River in the Wild and Scenic Rivers System would be the best available means to assure the perpetuation of the natural beauty and protection of the ecosystems and water quality of this free-flowing mountain stream for the benefit and enjoyment of present and future generations.

II. Environmental Impacts

The Wild and Scenic River Act states that in the administration of rivers included in the System..."primary emphasis shall be given to protecting its esthetic, scenic, historic, archeologic, and scientific features." The proposal recognized these needs and provides for their protection. Fish and wildlife habitat are also important values and would receive preferential consideration in management. Since the River Management Zone would include only a portion of the total habitat area, both fish and wildlife would be dependent on the habitat outside the zone for sustenance. The proposal recognizes this value and gives direction to additional needs in multiple-use area planning outside the River Management Zone to protect fish and wildlife habitat.

There would be an impact on private landowners along the river. The right to impose restraints on land use needed to insure compatibility with Wild and Scenic River purposes would be purchased through scenic easement acquisition on private lands within the River Management Zone. Land speculation and intensive subdivision of land for private river-front development would be reduced. The land base of private land on which the county assesses taxes would not be substantially changed. The effect on the taxable value of private land is not known. Change in land value, or possible economic effects from increased tourism as a result of national recognition of the river in the System are not known. There would probably be a tendency toward intensive development of private land adjacent to the River Management Zone. The effect could alter the esthetic quality of areas near portions of the North Fork and lower Middle Fork.

Certain recreational developments and activities would be restricted in some portions of the system. The greatest impact would be prohibition of motorized vehicle use on the portion of the Middle Fork outside of Wilderness which is proposed for Wild classification. This is one of the few extensive roadless tracts in this area where motorized vehicles are now permitted.

The recognition brought to the river by inclusion in the system would bring increased use. The impact of increased use would be most difficult to cope with between the time Wild and Scenic River status would be conferred and the time the management plan could be fully implemented.

Precluding dam construction could result in a future need to consider alternative sources of power which have historically added to air and water pollution.

The opportunity for dams on the upper Flathead River helping to reduce the flood hazard in the lower reaches of the Columbia River Basin would also be precluded. It is not known to what degree the downstream environment in other areas would be affected as a result.

Even though mineral potential appears low, future outlooks could change. Development for mining would be restricted or prohibited depending on classification (i.e., Wild, Scenic, or Recreational).

Water could be removed from the river for irrigation or other purposes, but only in quantities surplus to Wild and Scenic River needs. Most of the future irrigation needs are on land below the study river. The Montana Fish and Game Department has indicated that the quantity of water needed for irrigating these lands would not conflict with minimum river flow requirements for the fishery. Along the lower Middle Fork it is predicted that 2,000 to 3,000 acres (within the study area) will need irrigation by the year 2020. Studies by the Forest Service indicate that water flows are sufficient in this area to allow extraction of water during the summer without adversely affecting the recreational use of the river. However, during August and September, conflict could arise since the State of Montana has appropriated the average minimum flows to protect the fishery.

The economic effects of foregoing conventional timber harvest activities would be minor. Trees on private land have been primarily removed for clearing for homes or agricultural use and not for the economic gain of tree harvest. Forty-eight percent of the shoreline of the entire system is within the Bob Marshall Wilderness or Glacier National Park and commercial tree harvest is precluded. Trees could be harvested outside the Wilderness and Park, but primarily as a need to protect and enhance recreation and other river values. Some manipulation of vegetative cover might be necessary to perpetuate wildlife habitat.

Implementation of the proposal would result in emphasis on protection of natural and scenic features within the River Management Zone. Utilization of resources which would conflict with preserving these values would be modified or curtailed as necessary to sustain a high quality environment. To achieve this objective, a detailed management plan would be developed with emphasis on the protection and enhancement of natural values for public use and enjoyment. 1/

1/ See Appendix for general explanation of management for segments of the river classified as Wild, Scenic or Recreational.

III. Favorable Environmental Effects

Preservation of Fishery - Each year westslope cutthroat trout (an endangered species) and Dolly Varden trout leave Flathead Lake and migrate to the upper reaches of the North Fork and Middle Fork to spawn. Spawning takes place mainly in the smaller tributaries, with limited activity occurring in the Flathead River itself. Prior to the construction of Hungry Horse Dam in 1952, the South Fork provided half of the total spawning habitat for the fishery above Flathead Lake. Methods for successfully passing upstream migrants over dams as high as Hungry Horse or the potential Spruce Park and Smoky Range Dams are unknown, and systems which would insure successful passage of the downstream migrants have not been devised. ^{1/} It is doubtful that the loss of spawning habitat could be compensated. The proposal would perpetuate the free-flowing character of the river and provide protection of fish habitat.

Dispersed Use - Inclusion in the Wild and Scenic Rivers' System would provide the opportunity to effect patterns of use. Recreation developments and facilities would be provided where appropriate to meet sanitation needs. Recreation facilities, such as rest stops along the river for floaters, access points to the river, and camping spots would be located according to the land's capability to sustain use. Should future use result in unacceptable trends in the condition of the river environment, a visitor-use system could be used to prevent damage from over-use. This would be done only if recreational development (where compatible with river classification) and other management options proved inadequate.

Restrained Subdivision of Private Land - Unplanned subdivision of private land is a major threat to the river environment. This is principally manifested through inadequate land capability to cope with sanitation demands and deterioration of scenic quality of the land adjacent to the river. The proposal would provide measures to maintain the river environment, but would not categorically preclude subdivision. Easements would cover such items as (1) limitation of lot size in subdivision, (2) required set-back distance for new developments adjacent to the river, (3) restricted commercial development where not appropriate, and (4) regulation on the use of signs and billboards. These restrictions would be limited to those uses and activities which interfere with public use and enjoyment of the river or detract from scenic values.

Modification of Certain Recreation Uses and Activities

Recreation use has not grown to the point where major non-conforming uses and activities exist. However, as use increases so will the

^{1/} U. S. Department of the Interior, Fish and Wildlife Service, "Spruce Park Dam and Reservoir, Flathead River Project", April 1960.

potential for conflict. Implementation of the proposal would prevent the use of motor-driven boats on the portions of the river classified as Scenic and Wild. Also, motorized vehicles would be prohibited on the land area adjacent to Wild Rivers except aircraft at Meadow Creek airstrip. This action would decrease noise pollution and promotes the concept of a Wild River as representing "vestiges of primitive America".

Control of Mineral Development

At present the potential for mineral development appears low. However, future exploration and changes in demand for types of mineral needed could conceivably alter the river area's potential to help satisfy a need. Uncontrolled mineral exploration and development could adversely alter the natural environment of the River Management Zone. Lands adjacent to portions of the river classified as Wild would be withdrawn from mineral entry. The lands adjacent to portions of the river classified as Scenic or Recreational would be subject to restrictions which insure preservation of Wild and Scenic river values.

Control of Other Resource Use - Other resource uses would be controlled to the extent necessary to meet management objectives of various segments within the River Management Zone. Timber harvest would perhaps be the major consideration, although the potential of this resource in relation to the area involved is low. The proposal requires that any manipulation of vegetation would be directed to protect and enhance the river environment. Trees would be considered primarily for their recreation, watershed protection, and esthetic value.

Natural and Scenic Features - Implementation of the proposal would result in protection of natural and scenic features including sites of historic and archeologic significance.

Protection of Wildlife Habitat - The closeness of the Bob Marshall Wilderness, Glacier National Park, and other wild lands adjacent to the forks of the Flathead River provides habitat for numerous species of wildlife. The variety of common and rare species, including the grizzly bear, is seldom found elsewhere in the mainland of the United States. The proposal places emphasis on protection of game habitat adjacent to the river. Vegetation could be manipulated to improve game habitat, although at present few feasible projects have been identified.

Water Quality - State and Federal laws now provide for water quality standards. Although these standards would apply with or without Wild and Scenic River designation, inclusion in the system would reduce pollution potential by controlling use and development.

IV. Adverse Environmental Effects Which Cannot Be Avoided

Increased Use - Public recognition of the Flathead River resulting from inclusion in the Wild and Scenic River System could result in increased use. The concentration of recreationists on some portions of the river could lead to a loss of environmental quality brought about by trampling vegetation and pollution of heavily-used sites. It appears that this trend may be inevitable without inclusion in the system, though probably at a slower initial rate. Inclusion in the system would provide the means to control site deterioration by restricting the type of developments and limiting use if necessary.

Adjacent Area Use - Regulation of use and development within the River Management Zone would likely result in more intensive development of private land outside the zone. This development would not necessarily be detrimental, but without consideration for complementing the rural environment it could lead to a loss of esthetic quality. County zoning of this adjacent land could help promote appropriate use and development.

Indirect Effects of Precluding Dams - Two potential dam sites would be directly affected by this proposal: Smoky Range on the North Fork and Spruce Park on the Middle Fork. These dams have potential for hydroelectric power production and in the case of Smoky Range, flood control. The proposal precludes constructing these dams and could result in a future need to consider alternative sources of power which have historically added to air and water pollution. Alternative sources of power would likely be located in areas removed from the upper Flathead River Basin, but, nevertheless, adverse environmental effects could result wherever power sources are developed. The denial of dam construction on portions of the Flathead River would reduce an option for providing power for the Northwest. To this extent, inclusion of the Flathead River in the Wild and Scenic River System could exert an adverse effect on the environment at another location while benefiting the local environment of the Flathead area.

A similar situation exists concerning flood hazard reduction. The Corps of Engineers are in the process of developing more detailed information on an alternative for flood control involving a combination of levees, zoning, and insurance. Implementation of this alternative would provide partial protection between Columbia Falls and Flathead Lake on the Flathead River. On the other hand, Smoky Range Dam could reduce flooding along this reach as well as around Flathead Lake and along the lower Flathead, Pend Oreille, and lower Columbia River. Therefore, Wild and Scenic River status would affect future consideration of flood control projects within the Columbia River System. The environmental impact of implementing alternative downstream measures are not known, but it appears probable that some adverse environmental effects would result at any flood hazard reduction site.

V. Alternatives to the Proposed Action

Subjective review of some major points considered in formulating alternatives (step 1, bottom of page 11).

1. Forty-eight percent of the shoreline of the system is within Glacier National Park or the Bob Marshall Wilderness. Management options within these areas are restricted by law.
2. Private ownership of land is small compared to public ownership along the study river; however, private land is situated so that it affects management considerations on half of the study river.
3. Existing or potential agricultural uses do not appear to be substantially affected with or without inclusion in the Wild and Scenic River System.
4. Dams are not now economically feasible, but future conditions may alter this situation. Wild and Scenic River status would preclude a consideration of dam development that might contribute to the future needs for hydroelectric power.
5. Although land adjacent to most of the river supports stands of trees, the potential for timber harvest is affected by:
 - a. lands located in Glacier National Park or the Bob Marshall Wilderness which precludes timber harvesting (48 percent of study river shoreline).
 - b. management direction for National Forest land adjacent to water which gives recreation and wildlife primary consideration.
6. There is no existing mining activity and potential for mineral discovery appears low.
7. The North and Middle Forks are part of the fishery associated with Flathead Lake. Westslope cutthroat trout, an endangered species, is dependent upon the free-flowing character of these forks for spawning.
8. Inclusion of the river within the Wild and Scenic River System would directly affect private landowners adjacent to the river. Landowners are concerned about how this decision would affect their land.

While all resources, uses, and activities are important in determining the best use of the river area, the major concerns expressed by those involved in the study appear to be (1) the need for water resource development, (2) the concerns of private landowners along the river, and (3) the need to protect the fisheries, scenery, and other related river values.

Alternatives began to form as inventory was completed and public response was compiled. A questionnaire (prepared by Robert Funk of the Wild Rivers Public Advisory Committee) was used to solicit the thoughts of landowners residing on the North Fork regarding possible management of the river. A similar approach was used by the Middle Fork Landowners' Association to poll its membership on portions of the Middle Fork.

This information along with that gathered at public meetings and the data gathered from other agencies and resource inventories was reviewed. Alternatives were identified and recorded by the study leader and presented to the Wild Rivers Public Advisory Committee. The result of their review formed the basis for the first draft of a set of alternatives.

This first draft was again reviewed by the Wild Rivers Public Advisory Committee as well as District Rangers, resource specialists, and other Forest Service personnel. This resulted in alternatives to present to the public. However, since most of the public expression concerning the study was local, it was decided to make an analysis which more deliberately considered national as well as local needs. A procedure was used which resulted in the development of alternatives ranging from optimum consideration of environmental quality to optimum output of goods and services. This was developed with a multidiscipline team and led to alternatives which could contribute support to one or more of the following broad objectives:

1. To enhance environmental quality by the management, conservation, preservation, creation, restoration or improvement of the quality of certain natural and cultural resources and ecological systems.
2. To enhance regional development through increases in the value of a Region's income, increases in employment, and improvements in its economic base, environment and social well-being.
3. To enhance national economic development by increasing the value of the Nation's output of goods and services and improving national economic efficiency.

Note: A condition in the development of alternatives was that each be (1) within the capabilities of the land, (2) compatible with existing laws, and (3) workable.

Step 1

The expressed needs of people were condensed to the eight categories

which appeared most important in making the broad determination of the best use of the land.^{1/} These were:

1. Water resource development (dams) - There is an increasing national need for electrical power and flood hazard reduction.
2. Timber production - Wood products continue as a primary material in helping to meet national needs for housing. Timber production is also important to the local economy.
3. Recreation - This need represents the activity associated with development of facilities to accommodate large numbers of recreationists.
4. Commercial development - This represents a need to develop land (primarily private) along the river to provide commercial services such as gas stations, motels, and stores. It could result in income for landowners and increase the taxable value of the land.
5. Subdivision of private land - Some landowners have purchased land as a speculation venture with the purpose of subdivision. This could also increase the taxable value for county income.
6. Wildlife habitat - There is an increasing public interest and concern for maintaining fish and wildlife resources. This concern has been regarded as a need the public believes should receive due consideration along with other resources.
7. Scenic values - The scenery along the Flathead River is considered outstanding by most people who have viewed it. Nationally, the value of such scenery has been recognized. This represents a need for its protection.
8. Naturalness of the river - Much of the land adjacent to this free-flowing river is undeveloped. This condition is diminishing on the Nation's rivers and has brought increased public concern for protecting some streams in their natural environment.

Step 2

The character of the river varies along different stretches of the river. Therefore, the river was divided into ten segments which tended to narrow the management consideration on each stretch. This division was based primarily on the degree of existing development, but also

^{1/} Determined by the multidiscipline team by reviewing public expression at Wild and Scenic River meetings and Forest Listening Sessions. Also included was a consideration of National needs published in Forest Service documents such as "Framework for the Future".

included considerations of classified lands (wilderness), resource potential, and expressed public concern. The ten segments are:

1. Middle Fork - Headwaters to Wilderness Boundary
2. Middle Fork - Wilderness Boundary to Bear Creek
3. Middle Fork - Bear Creek to West Glacier
4. Middle Fork - West Glacier to Confluence with South Fork
5. South Fork - Headwaters to Wilderness Boundary
6. South Fork - Wilderness Boundary to Spotted Bear
7. South Fork - Spotted Bear to Hungry Horse Reservoir
8. North Fork - Canadian Boundary to Starvation Creek
9. North Fork - Starvation Creek to Camas Bridge
10. North Fork - Camas Bridge to Confluence with Middle Fork

Land marks have been labeled on the map on Figure 2 to help show the beginning and end of each of the ten segments.

Step 3

The objective in developing alternatives was to derive "Choices for Management" to which the public could respond. With this in mind, it was decided at the onset to define the first alternative as follows:

Choice 1 - This alternative was listed as an opportunity for those interested to describe their plan of management (assuming other alternatives were not compatible with their thoughts).

Step 4 (Environmental quality alternative)

The eight identified needs were then arranged in descending order according to their potential to meet the objective of enhancing environmental quality (listed below).

The following is an analysis of the eight needs compared to the capability of each of the ten river segments to meet these needs. Capability is defined as the potential of the resource or activity minus the constraints of the land. This capability is expressed in terms of "H" (high), "M" (medium), and "L" (low).

Major Needs Listed in Priority

Land Capability

	River Segments									
	1	2	3	4	5	6	7	8	9	10
1. Naturalness of River	H	H	L	L	H	H	L	H	M	M
2. Scenic Values	M	H	M	L	H	M	L	H	M	L
3. Wildlife Habitat	M	M	H	L	H	H	H	H	H	L
4. Recreation	L	M	M	H	L	M	M	H	H	H
5. Subdivision of Private Land			H	H				H	H	M
6. Commercial Developments			L	H				L	M	L
7. Timber Production		L	M	L		M	M	L	L	M
8. Water Resource Development (Dams)		H								H

Based on the above rating, the best type of land use was derived for each river segment (to meet the objective of enhancing environmental quality).

The ratings at the top of the chart were considered first, since the needs are listed in descending order of importance. This led to the following land use recommendations for each river segment.

EQ Alternative Best Use

River
Segment

- 1 Maintain naturalness, little or no development
- 2 Maintain naturalness, little or no development
- 3 Continue development compatible with scenic values and wildlife
- 4 Continue development which does not detract from recreation development and activity
- 5 Maintain naturalness, little or no development
- 6 Maintain naturalness, little or no development
- 7 Emphasize recreation and wildlife

- 8 Maintain naturalness, plan some subdivisions
- 9 Continue development compatible with scenic values; emphasize recreation and wildlife
- 10 Continue development compatible with scenic values and wildlife values

It was apparent that some segments could be combined since the type of indicated "best use" was similar (Segments 1 and 2, for example). This consideration was made for the ten segments and an alternative was defined as follows:

Choice 2 - Include in Wild and Scenic River System with portions Wild, portions Scenic, and portions Recreational. See map, Figure 2.

North Fork:

Canadian Border to Camas Bridge..... Scenic
 Camas Bridge to confluence with
 Middle Fork..... Recreational

Middle Fork:

Headwaters to Bear Creek..... Wild
 Bear Creek to confluence with
 South Fork..... Recreational




South Fork:

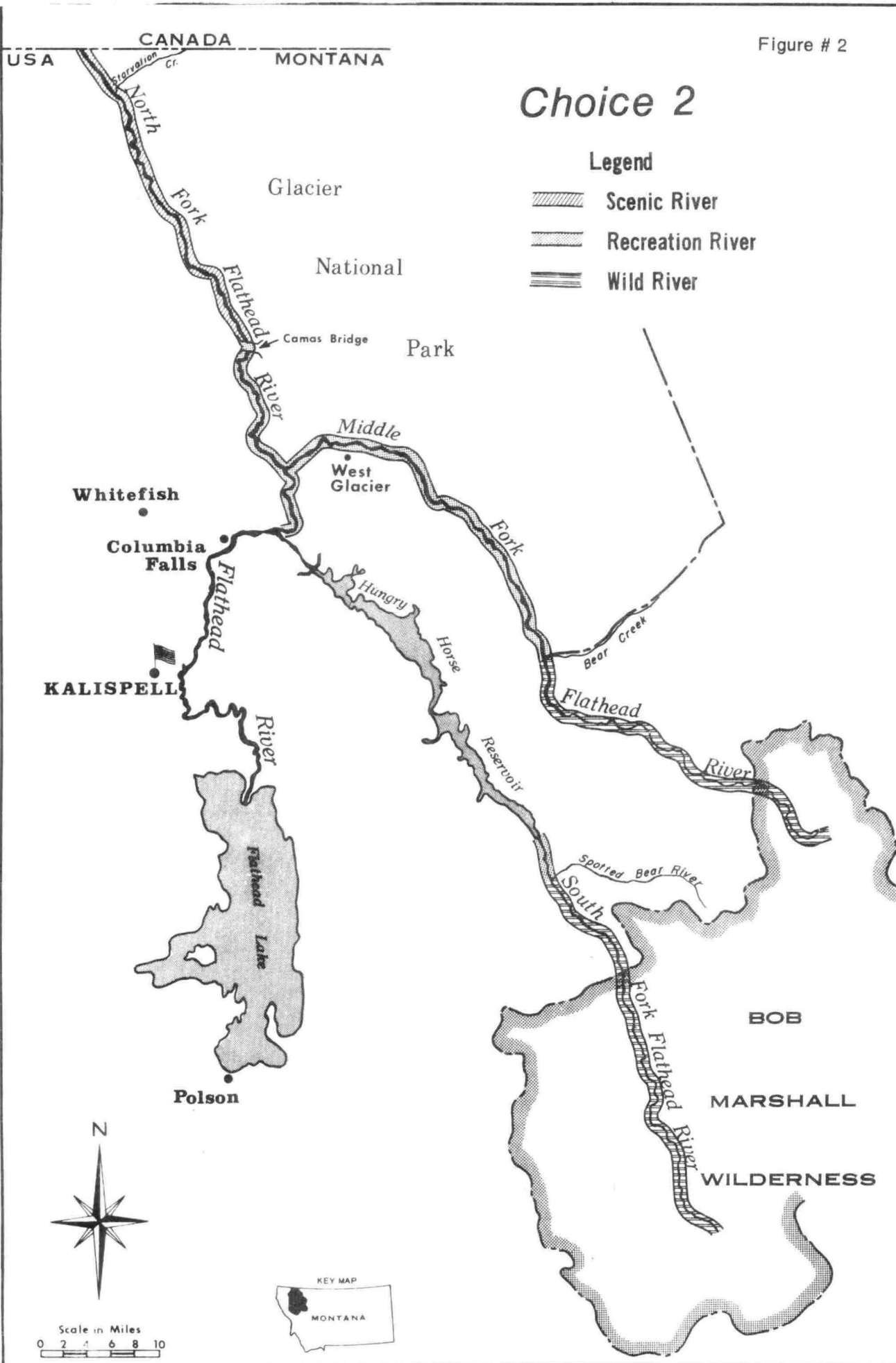
Headwaters to Spotted Bear..... Wild
 Spotted Bear to Hungry Horse
 Reservoir..... Recreational

Management of the portions of the South Fork and Middle Fork shown as "Wild" would be directed toward maintaining the river and its environment in its present condition. The portion of the North Fork shown as "Scenic" would be managed to permit only limited development to insure that the shorelines remain largely primitive. The river shown as "Recreational" would be managed with emphasis on recreational activities.

Choice 2

Legend

-  Scenic River
-  Recreation River
-  Wild River



Step 5 (Regional Development Alternative)

The eight identified needs were arranged by the multidiscipline team in descending order according to their potential to meet the objective of enhancing regional development (listed below). It should be noted that the priority listing of the needs is different than that listed for enhancing environmental quality.

The analysis procedure explained in Step 4 was used to determine the capability of the ten segments to meet the eight needs (the capability is the same for each segment as that shown for enhancing environmental quality; only the priority of the needs has changed).

	<u>Major Needs Listed in Priority</u>										<u>Land Capability</u>									
											River Segments									
	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
1. Recreation	L	M	M	H	L	M	M	H	H	H										
2. Commercial Developments				L	H			L	M	L										
3. Subdivision of Private Land				H	H			H	H	M										
4. Wildlife Habitat	M	M	H	L	H	H	H	H	H	L										
5. Timber Production		L	M	L		M	M	L	L	M										
6. Scenic Values	M	H	M	L	H	M	L	H	M	L										
7. Naturalness of River	H	H	L	L	H	H	L	H	M	M										
8. Water Resource Development (Dams)		H								H										

Following the procedure explained in Step 4 the best type of land use was derived for each river segment (to meet the objective of regional development).

RD Alternative Best Use

River Segment

- 1 Natural with little or no development
- 2 Emphasize primitive recreation and wildlife values
- 3 Development including subdivision with consideration of wildlife and recreation
- 4 Development including commercial development and subdivision with consideration of wildlife and recreation
- 5 Natural with little or no development
- 6 Natural with minimum developments
- 7 Emphasize recreation
- 8 Emphasize recreation, continue subdivisions
- 9 Maximum recreation development
- 10 Maximum recreation development

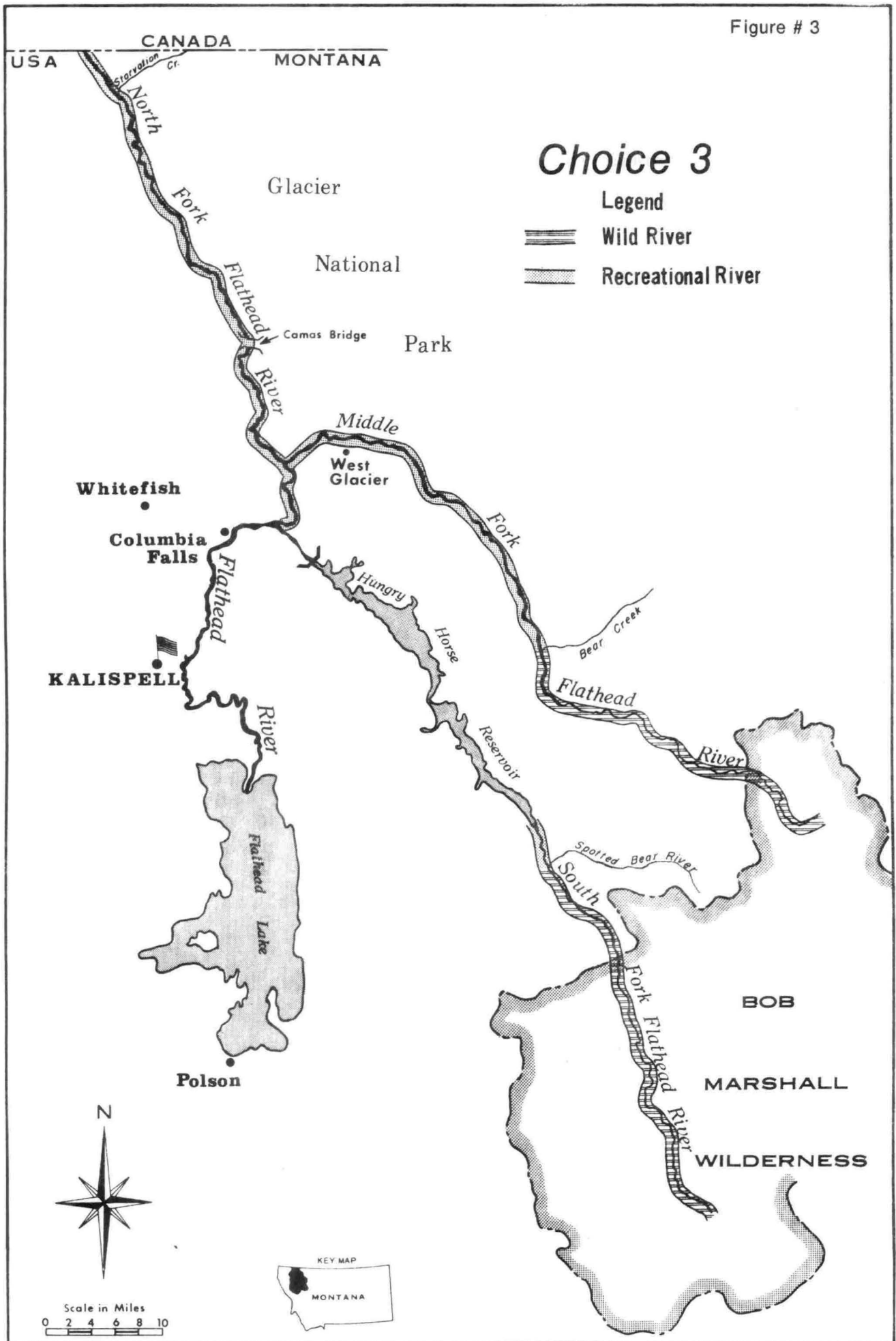
Analysis of the river segments indicated that the best type of land use for regional development could not be expressed on one alternative. This is due to the fact that segments 3 and 4 could be developed to varying degrees and still serve the objective of regional development. Consequently, two choices were derived under this alternative as follows:

Choice 3 - Include in Wild and Scenic River System with portions Wild, and portions Recreational (no Scenic). This differs from Choice 2 in that the portion of "Scenic" river would be managed as a "Recreational" river. See map, Figure 3.

The principal differences between this choice and Choice 2 are that this choice would:

- give higher consideration for recreational values.
- permit greater opportunity for recreation developments on both private and public lands.
- result in less regulation of land use and development.
- possibly result in greater alteration of the natural environment.

Figure # 3



Choice 4 - Include in Wild and Scenic River System with the lower Middle Fork excluded. See map, Figure 4.

This choice excludes consideration of the Middle Fork from Bear Creek downstream to the confluence of the South Fork. Other portions of the river are the same as described in Choice 3.

Step 6 (National Economic Development Alternative)

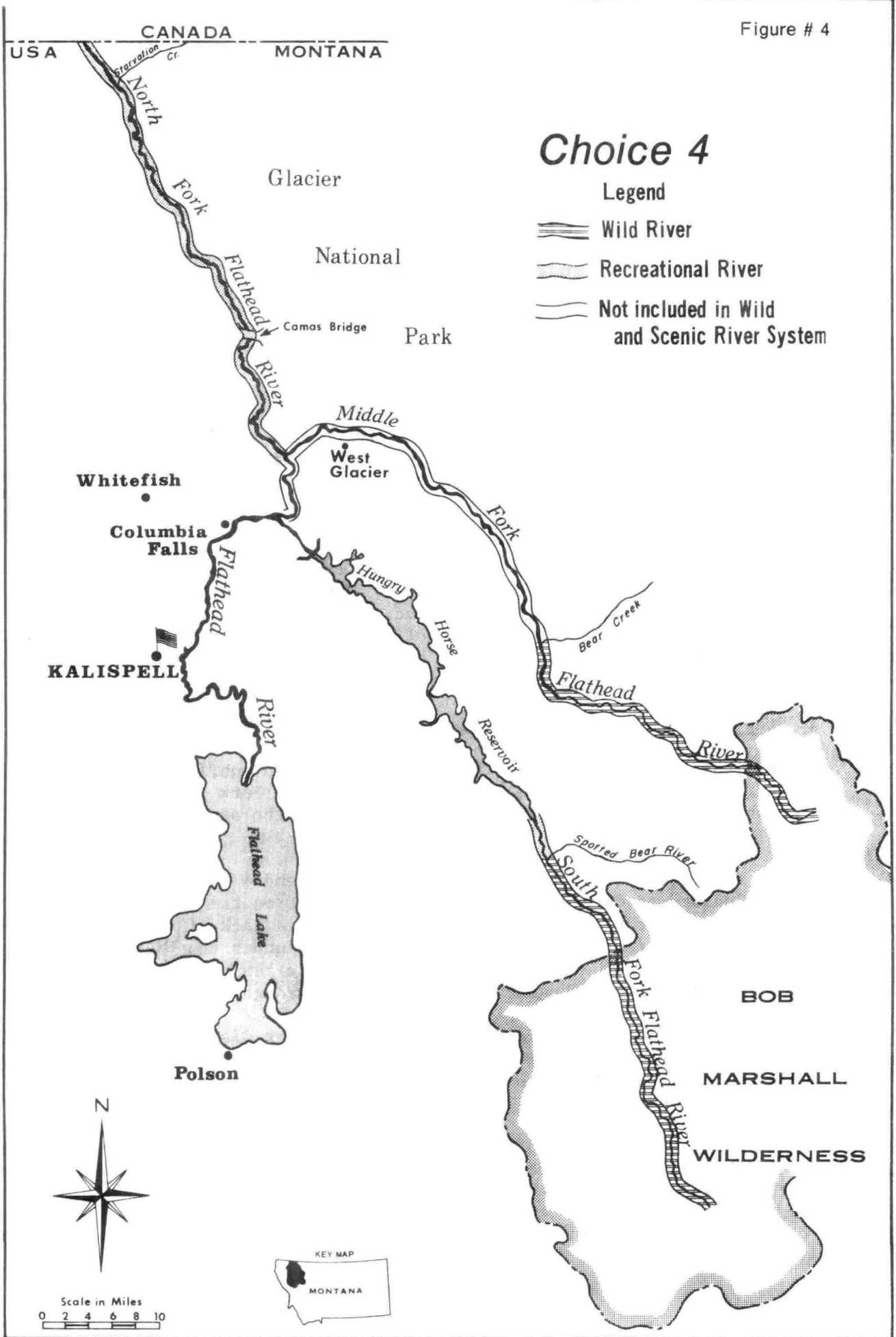
With the procedure used in Steps 4 and 5, an analysis was made to determine the best type of land use to meet the objective of national economic development.

<u>Major Needs Listed in Priority</u>	<u>Land Capability</u>									
	River Segments									
	1	2	3	4	5	6	7	8	9	10
1. Water Resource Development (Dams)		H								H
2. Timber Production			L M L		M M		L L			M
3. Recreation	L	M	M	H	L	M	M	H	H	H
4. Commercial Developments			L	H				L	M	L
5. Subdivision of Private Land			H	H				H	H	M
6. Wildlife Habitat	M	M	H	L	H	H	H	H	H	L
7. Scenic Values	M	H	M	L	H	M	L	H	M	L
8. Naturalness of River	H	H	L	L	H	H	L	H	M	M

NED Alternative Best Use

River Segment

- 1 Leave natural; no development
- 2 Construct dam with campground development, capitalize on recreation
- 3 Full development with emphasis on timber production, recreation and subdivision
- 4 Full development with emphasis on recreation, but also including commercial development and subdivision
- 5 Leave natural; no development



- 6 Emphasize timber production and recreation facilities
- 7 Emphasize timber production and recreation facilities
- 8 Emphasize recreation facilities and include subdivision
- 9 Same as above but include commercial development
- 10 Construct dam with full development

Analysis of this alternative led to the following choice for management:

Choice 5 - Entire river system not included under Wild and Scenic River Act. Management would continue under existing laws and regulations. Dams would remain a possible alternative in future considerations of water resource development needs. See map, Figure 5.

Step 7

Choices 2, 3, 4 and 5 were then evaluated on the basis of benefit and cost (or benefit and value-foregone). This analysis was made to help determine the dollar values involved, the effects on people and the local and regional area, and the effect on the land resource. Choice 1 could not be evaluated in this analysis since it did not represent a definite alternative. The evaluation is shown in Figures 6, 7, and 8.

Step 8 Public Response to Choices for Management (Alternatives)

Publication of "Choices for Management" followed public participation in (1) the North Fork Questionnaire, (2) Middle Fork Landowners' Questionnaire, and (3) public meetings concerning the study and management of the river system.

The report, "Choices for Management", was intended to provide a summary of findings to date and to indicate the direction the study was headed. For example, the report stated that there was a lack of support to date for Choice 5 (entire study river not included under the Wild and Scenic River System). The public was invited to make response and/or request more information through correspondence or through additional meetings.

Over 700 copies of "Choices for Management" were distributed, principally to local residents and landowners. There were 121 responses. Many individuals had already expressed their views on questionnaires and at meetings, and evidently did not feel a response was necessary.

Following is a summary of public views for each choice from the response to "Choices for Management", questionnaires, public meetings, and correspondence.

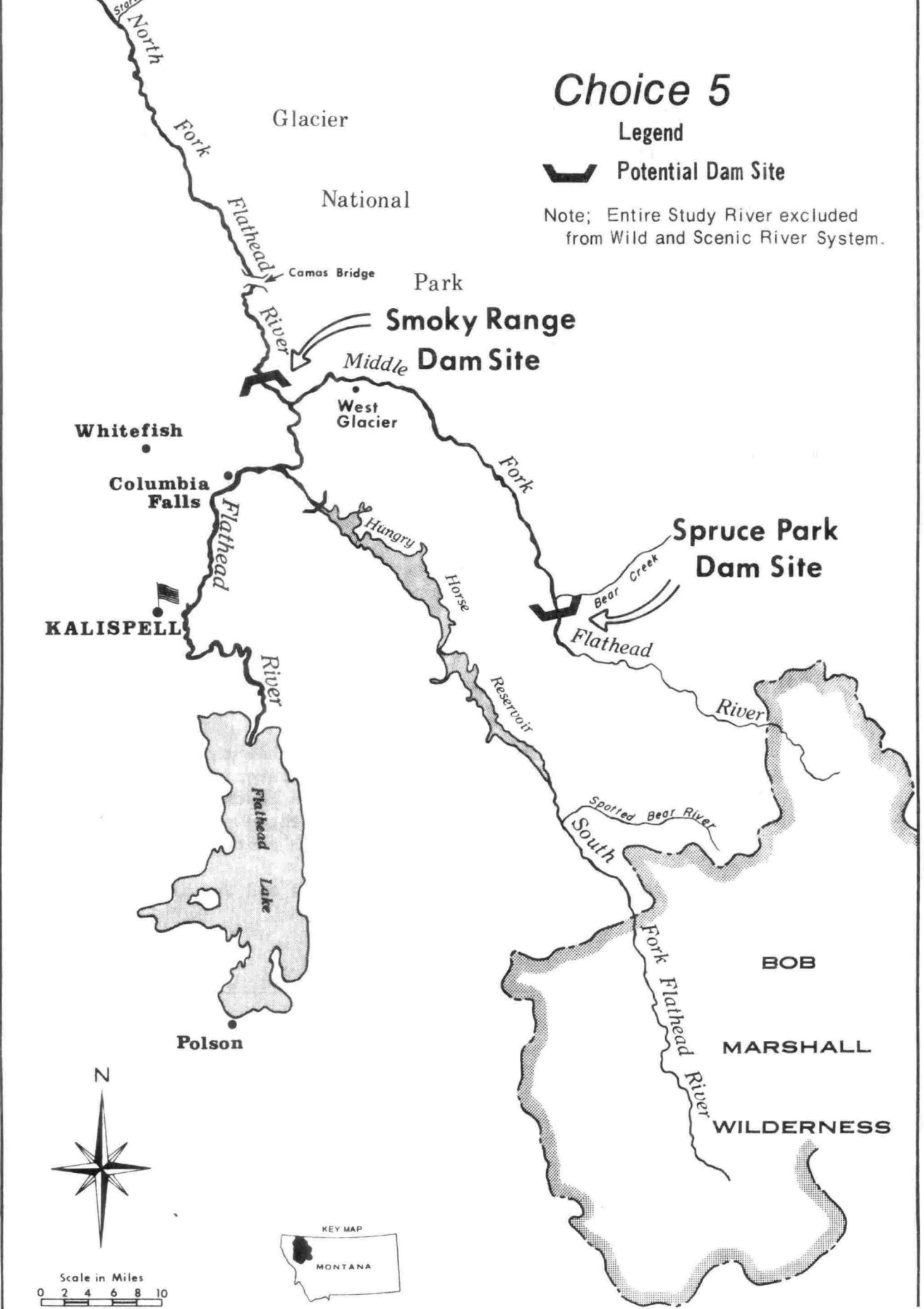
CANADA
USA MONTANA

Choice 5

Legend

 Potential Dam Site

Note; Entire Study River excluded from Wild and Scenic River System.



Choice 1 (A write-in choice)

The response to "Choices for Management" showed that this choice received the second greatest support. The majority of those responding to this choice were "general public" and landowners (respondents were categorized as general public, landowners, conservation groups, industry, or other agencies).

Most of the respondents favored inclusion in the system, but preferred a more restrictive classification than expressed in other Choices (e.g., they preferred Wild in preference to Scenic).

Choice 2 (Include in the Wild and Scenic River System; portions Wild, portions Scenic, and portions Recreational--most restrictive of the Choices.)

This Choice was supported almost equally with Choice 1 according to the responses from "Choices for Management". The "general public" was the main supporter, although there was support by all publics. The North Fork landowners' response to the North Fork Questionnaire showed that 95% favored inclusion of the North Fork in the system and most sought the most restrictive classification possible.

Choice 3 (Include in the Wild and Scenic River System; portions Wild, portions Recreational--none as Scenic.)

Little support was given for this choice.

Choice 4 (Include in the Wild and Scenic River System with lower Middle Fork excluded.)

The response to "Choices for Management" shows that this Choice received more support than either Choice 1 or 2. Those favoring this Choice were almost entirely Middle Fork landowners from the Essex-Pinnacle area. The Middle Fork landowners' Questionnaire reflected a similar concern, principally a resistance to any form of Federal control of their land.

Choice 5 (Entire system not included under Wild and Scenic River Act.)

Little support was given for this choice.

General Comments on Public Response to Choices for Management

Landowners' views concerning management of the North Fork and lower Middle Fork were important because of the private land scattered along portions of these rivers. Private landowners were concerned about how classification would specifically affect their land. There was general agreement that the river area warranted protection; that restrictions on certain uses and activities were needed; and that dam development was contrary to the best use of the river.

BENEFITS

	CHOICE 2	CHOICE 3	CHOICE 4	CHOICE 5	REMARKS
1. Naturalness of the river:					
a. Mileage in free-flowing state.	219	219	The difference between this choice and Choice 3 is that 54 miles would not be protected under Wild and Scenic River status; however, it appears unlikely that its free-flowing character would be altered.	55 (all within the Bob Marshall Wilderness)	
b. Miles of white water protected.	48	48	48		Estimated; based on criteria set by American Whitewater Affiliation.
c. Water quality.	Greatest potential for maintaining high water quality compared to other choices.	Somewhat less than Choice 2.	Somewhat less than Choice 3.	If dams were a future consideration they would act as catch basins for silt.	State and Federal water quality standards apply under all choices.
2. Protection of scenic values on lands adjacent to the river.	Maximum consideration on 98 miles (Wild River). High consideration on 41 miles (Scenic River). Some consideration on 80 miles (Recreational River).	Maximum consideration on 98 miles (Wild Rivers). Some consideration on 121 miles (Recreational River).	Maximum consideration on 98 miles (Wild River). Some consideration on 67 miles (Recreational River).	55 miles protected by Wilderness classification (Bob Marshall).	
3. Protection of wildlife habitat:					
a. Fish migration routes	Protected.	Protected.	North Fork and South Fork protected.		
b. Fish habitat	Highest protection.	Somewhat less than Choice 2.	Somewhat less than Choice 3.		
c. Big game habitat:					
(1) Protection against development on winter range.	High.	Medium.	Medium.	Low.	Although much of the river management zone is within big game winter range, it contains only about 5% of the total range. Most of this 5% lies within Bob Marshall Wilderness or Glacier National Park. The opportunity to improve the range on the remainder is limited due to topography and soil condition.
(2) Opportunity to improve winter game range.	Low.	Low.	Low.	Medium.	

COST (Values Foregone)

1. Naturalness of the river:					
a. Mileage of free-flowing river not protected.			Probably none.	164 miles not adequately protected.	
b. Miles of white water river not protected.			20 miles of the Middle Fork.	64 miles, although it is doubtful that 3 miles on the South Fork would be affected.	
c. Water quality (potential for pollution).	Lowest potential.	Somewhat higher than Choice 2 due to increased development potential.	Same as Choice 3 except in addition there is increased potential on the lower Middle Fork.	Greatest potential due to highest development potential.	
2. Scenic values not protected.	Commercial recreation development and use could detract from scenic values at points along 80 miles of river.	Commercial recreation development and use could detract from scenic values at points along 121 miles of river.	Commercial recreation development and use could detract from scenic values at points along 67 miles of river; 54 miles could be managed with little consideration of scenic values.	164 miles of river could be managed with little consideration of scenic values.	
3. Wildlife habitat not protected:					
a. Fish migration routes.			Middle Fork not protected by classification, but it is doubtful that migration routes would be adversely affected.	Future considerations could result in dams on the North Fork and Middle Fork and thereby block fish migration routes.	Reference Choice 5: There is no means at present to pass fish over dams as high as Smoky Range and Spruce Park would be.
b. Fish habitat.	Low potential for habitat disturbance.	Somewhat greater than Choice 2.	Somewhat greater than Choice 3.	Greatest potential for habitat disturbance.	
c. Big game habitat:					
(1) Winter game range not protected.	Development and subdivision will occur on some areas of big game winter range.	Somewhat greater than Choice 2.	Somewhat greater than Choice 3.	Could be substantially greater than Choice 2.	
(2) Range improvement opportunity foregone.	Some opportunity may be lost.	Some opportunity may be lost.	Some opportunity may be lost.	Least opportunity foregone if big game management is considered a primary value.	

* Evaluation of intangible values; tangible values evaluated under National Economic Development and Regional Development.

BENEFITS

	CHOICE 2	CHOICE 3	CHOICE 4	CHOICE 5	REMARKS
3. Wildlife habitat.	This choice provides the greatest protection to wildlife habitat; it would probably provide the best native fishery and highest opportunity to hunt or view wildlife.	Could be somewhat less than Choice 2.	Could be somewhat less than Choice 3.	The values associated with fishing, hunting and viewing wildlife could be sustained even though the potential for adverse effects are high. If dams were built, the resulting reservoirs could provide a different type of fishery.	
4. Recreation (use and development).	Consideration for optimum recreation activity along 80 miles of river.	Consideration for optimum recreation activity along 121 miles of river.	Consideration for optimum recreation activity along 67 miles of river. Recreation potential could be maximized along 54 miles of river	Recreation potential could be maximized along 164 miles of river (excludes consideration of Bob Marshall Wilderness).	
5. Commercial development.	New commercial facilities at appropriate areas. Examples are Polebridge, Hungry Horse, Martin City, Spotted Bear, West Glacier, and Essex. Other commercial development will be considered on a case by case basis.	Same as Choice 2.	Lower Middle Fork (54 miles) not restricted for commercial development. The greatest potential for development is the 28 miles of shoreline under private ownership. Other portions of the river are the same as Choice 2.	With the exception of the portion of river in the Bob Marshall Wilderness, the land along the entire river could be developed commercially. The greatest potential is the 60 miles of shoreline in private ownership.	
6. Subdivision of private land.	Private land could be subdivided. A minimum lot size for new subdivision will be determined. Probable minimums are: Scenic River--3 to 5 acres (includes 25 miles of shoreline property). Recreational River--1 to 5 acres (includes 34 miles of shoreline property).	Private land could be subdivided. A minimum lot size for new subdivision will be determined. Probable minimum is 1 to 5 acres (includes 59 miles of shoreline property on a Recreational River).	Private land could be subdivided without consideration of Wild and Scenic River values on 28 miles of shoreline property (lower Middle Fork). The segment classified as Recreational on the North Fork (32 miles of private shoreline property) could be subdivided to a probable minimum of 1 to 5 acres.	Private land could be subdivided without restriction on 80 miles of privately owned shoreline property (as long as State requirements are met).	
7. Timber Production (Excludes consideration of lands within Glacier National Park and Bob Marshall Wilderness).	200,000 to 300,000 board feet could be harvested annually. Harvest would occur mainly on river segments classified as Recreational. Cutting will generally result from the need to clear land for development, recreational development, control of insects and disease, or improve wildlife habitat.	Same as Choice 2 except that volumes would be slightly higher.	350,000 to 600,000 board feet could be harvested annually. The principal difference from Choice 3 is that the land adjacent to 54 miles of river would be excluded from Wild and Scenic River considerations and could be more intensively managed for forest products.	780,000 to 1,200,000 board feet could be harvested annually. All acres outside Glacier National Park and the Bob Marshall Wilderness could be considered for more intensive forest management.	
OTHER					
a. Agriculture	Existing agricultural uses continue. Potential agricultural use subject to considerations of other values; appears fully compatible on Scenic and Recreational rivers.	Same as Choice 2, but greater potential due to greater amount of Recreational river.	Essentially the same as Choice 3.	Except for Glacier National Park and the Bob Marshall Wilderness, all lands could be considered for agricultural development.	It appears that needed agricultural development could be accommodated under all choices.
b. Stabilization of income.	Little or no effect.	Little or no effect	Little or no effect.	Little or no effect unless dams built.	There is a low existing flood hazard due to minimal cultural improvements in the flood plain.
c. Community growth.	Little or no effect.	Little or no effect.	Little or no effect.	Increase if dams are built.	
d. Reduced flood hazard (along the study river).	Low opportunity.	Same as Choice 2.	Same as Choice 2.	Highest opportunity.	

COSTS (Values Foregone)

3. Wildlife.	The subdivision and development possible under this choice could have some adverse effect on fish and wildlife and the public opportunity to enjoy the benefits associated with fish and wildlife.	Somewhat greater than Choice 2.	Somewhat greater than Choice 3.	It is likely that fish and wildlife will receive secondary consideration to development along portions of the river. Future considerations could result in dams which block fish passage and flood big game winter range.
4. Recreation (use and development).	Recreation use and development not maximized.	Same as Choice 2 except that 41 miles of river could receive higher consideration.	67 miles of Recreational river not managed to maximize recreation use and development.	The quality of recreation may be substantially diminished.
5. Commercial development.	Commercial facilities limited.	Same as Choice 2.	Commercial facilities limited on the North Fork.	
6. Subdivision of private land.	The potential to subdivide land in lots smaller than 3 to 5 acres along Scenic Rivers and 1 to 5 acres along Recreational Rivers could not be realized.	Less potential foregone than in Choice 2 since all private land would be along river classified as Recreational.	Less potential foregone than Choice 3 since there would be no restraints on subdivision on the lower Middle Fork.	
7. Timber production.	580,000 to 900,000 board feet annually. Little cutting along Scenic Rivers and essentially none along Wild Rivers.	Slightly less than Choice 2.	430,000 to 600,000 board feet annually. There would be essentially no cutting along Wild rivers.	

BENEFITS	CHOICE 2	CHOICE 3	CHOICE 4	CHOICE 5	REMARKS
4. Recreation (use and development).	Low to medium.	Medium.	Medium.	High.	Ratings relative to the other choices.
5. Commercial development.	Low.	Low.	Medium.	High.	
6. Increase in private land values.	High.	High.	High.	High.	
7. Timber production:					Estimated; based on data from Forest Timber Management Plan.
a. Annual timber harvest.	Average of 200,000 to 300,000 board feet could be harvested.	Somewhat higher than Choice 2.	Average of 350,000 to 600,000 board feet could be harvested.	Average of 780,000 to 1,200,000 board feet could be harvested.	
b. Employment due to timber harvest (man years).	1.5 to 2.	Somewhat higher than Choice 2.	2.5 to 4.5	5.5 to 8.5	
c. Total employment (man years).	4.5 to 6.	Somewhat higher than Choice 2.	7.5 to 13.5.	16.5 to 25.5.	
d. Dollars generated by employment (annually).	\$33,000 to \$44,000.	Somewhat higher than Choice 2.	\$55,000 to \$99,000.	\$120,000 to \$186,000.	
e. 25% fund to county (annually).	\$800 to \$1,200.	Somewhat higher than Choice 2.	\$1,400 to \$2,400.	\$3,100 to \$4,800.	Based on the procedure used in "An Economic Impact Report" by the Timber Resource Coordinating Committee, January 1972.
8. Water resource development (dams).				No present benefits, but potential dams (Smoky Range on the North Fork and Spruce Park on the Middle Fork) could be considered in future management decisions.	See analysis in Appendix 2.
OTHER					
Minerals (mining development).	Low.	Low.	Low.	Low.	The area appears to have a low potential for mineral development.

COST (Values Foregone)

4. Recreation use and development foregone.	High to medium.	Medium.	Medium.	Low.	The majority of the commercial development would likely take place outside the river management zone (with or without Wild and Scenic Rivers).
5. Commercial development foregone.	High.	High.	Medium.	Low.	
6. Amount private land value is suppressed.	Low.	Low.	Low.	Low.	
7. Timber production:					These ratings represent what is foregone when Choices 2, 3, and 4 are compared with Choice 5.
a. Timber harvest foregone (annually).	580,000 to 900,000 board feet.	Somewhat lower than Choice 2.	430,000, to 600,000 board feet.		
b. Employment foregone (man years).	4 to 6.5.	Somewhat lower than Choice 2.	3 to 4.		
c. Total employment foregone.	12 to 19.5.	Somewhat lower than Choice 2.	9 to 12.		
d. Dollars foregone because potential employment is not realized.	\$87,000 to \$142,000.	Somewhat lower than Choice 2.	\$65,000 to \$87,000.		
e. 25% fund to county potentially not realized.	\$2,300 to \$3,600.	Somewhat lower than Choice 2.	\$1,700 to \$2,400.		See analysis in Appendix 2.
8. Water resource development.					No estimates made.
OTHER					
Minerals					
Cost of Wild and Scenic Rivers to Government:					
a. Easement acquisition.	\$6,719,000.	Somewhat lower than Choice 2.	\$4,000,000.		Total cost. (estimation)
b. Recreation site development.	\$193,000.	Probably higher than Choice 2.	\$160,000.		Cost, first 5 years.
c. Project management (includes policing and maintenance).	\$100,000.	\$100,000.	\$68,000.00		Cost, first 5 years.

Although there was a wide range of individual opinion, the North Fork landowners appeared to support classification. They expressed this view in response to questionnaires used by the Public Advisory Committee and by participation at public meetings.

It was more difficult to make a general statement for the Middle Fork landowners. Those who resided in the Hungry Horse to Nyack Flats area did not organize to exchange ideas or to present their thoughts as a group. Some individual expression was strong, but the general lack of involvement indicated a "let's wait and see" attitude. The Essex-Pinnacle area was represented by two groups--the Middle Fork Landowners' Association (MLA) and the Glacier Wildlife Association. The members of both groups reside in the Shelby-Cut Bank area with summer homes along the Middle Fork (the MLA is comprised entirely of Middle Fork landowners; the Glacier Wildlife Association has some members who are landowners).

The MLA was sympathetic to the need to protect river values, but appeared opposed to restrictions involving regulation by the Federal government. They favored control by other means without Wild and Scenic River designation. Inclusion in the Wild and Scenic River System would not have necessarily required Federal control through scenic easements, but other alternatives did not appear feasible. County zoning was reviewed to determine its adequacy to provide protection of the river environment. However, zoning could be altered through the granting of variances or by re-zoning and did not meet the test of providing protection for present and future generations. Covenants were also considered and found to be enforceable only by those landowners directly affected.

The MLA favored exclusion of the portion of the Middle Fork in the Essex-Pinnacle area. The Glacier Wildlife Association supported inclusion of all the study river into the Wild and Scenic River System.

Conclusion

Choices 1, 2 and 4 all received significant public support. Consideration of the responses to Choice 1 (an expression for more restrictive classification than contained in Choice 2) did not appear possible under the law (definitions of river classifications in Wild and Scenic River Act). It was construed that since more restrictive classification was not possible, those who responded to Choice 1 would support Choice 2.

The principal support for Choice 4 were Middle Fork landowners. While the concerns of private landowners were important, exclusion of a segment of river involved more than private land. The management of National Forest, Glacier National Park and State lands would also have been affected by a decision to exclude a segment of the river.

While there was some public opposition, there appeared to be general public support for inclusion of the rivers into the Wild and Scenic River System as defined in Choice 2.

An evaluation of the benefits accrued and values foregone shown on Figures 12, 13, and 14 also lead to the judgmental decision that Choice 2 was the best use of the river and adjacent lands.

It was, therefore, recommended that Choice 2 be presented at a public hearing as the Forest Service proposal.

VI. Relationship Between Short-term Uses of Man's Environment and the Maintenance of Long-term Productivity

Present short-term use of the river area includes a range of developments, uses, and activities. Although the major use is recreation, others such as subdivision of private land, road construction, and commercial development are rapidly increasing. Such uses are not entirely without social and economic benefit, but uncoordinated planning and unrestricted development in the area would result in short-term economic gain at the expense of long-term environmental productivity.

The benefits of developing the river for its power potential should be weighed against its value as a free-flowing stream for present and future generations. Implementation of the proposal would provide protection for the scenic qualities of the river and its immediate environment and give emphasis to controlling disturbances by man. In the future, if the national interest could best be served by development of the river for power and/or harvest of renewable resources, this option would be open after appropriate Congressional consideration.

The Wild and Scenic Rivers Act recognizes a need to complement dam construction with a policy that preserves other rivers in their free-flowing condition. We believe the preservation of the Flathead River by inclusion in the Wild and Scenic Rivers' System would grow in importance as the free-flowing character of other quality rivers is lost.

VII. Irreversible and Irretrievable Commitment of Resources

Minimum changes would occur to the resource base by including the river in the system. If future priorities change, retrieval would be possible. The irretrievable commitment of resources would be that increment of power production, downstream flood control, timber harvest, and other resource use foregone during the period the river area is committed to the purpose of the Wild and Scenic Rivers Act. However, public support for retention of the river in the system coupled with the need for special Congressional action to implement a proposal countermanding Wild and Scenic River designation could render this eventuality unrealistic. It might more appropriately be assumed that this proposal causes irretrievable loss of the resources which are denied development.

It is concluded that implementation of this proposal would provide greater environmental benefits than would be lost. The existing Wild and Scenic River values would be irretrievably lost if the power potential of the river is developed, land is intensively subdivided, and other resources fully developed.

VIII. Consultation with Others

Inter-Agency Coordination - Following is a list of Federal and State agencies which will be sent copies of this report. Most have been consulted during the study.

State

Department of Natural Resources and Conservation
Division of Forestry
Water Resources Board

Department of Health and Environmental Sciences

Department of Fish and Game

Department of State Lands

Department of Highways

Department of Intergovernmental Relations
Division of Aeronautics
Division of Planning and Economic Development

Department of Agriculture

Montana Environmental Quality Council

University of Montana

Montana College of Mineral Science and Technology

Federal

Department of Agriculture
Economic Research Service
Soil Conservation Service

Department of Army
Corps of Engineers

Department of Transportation

Department of Interior
Bonneville Power Administration
Bureau of Indian Affairs
Bureau of Mines
Bureau of Outdoor Recreation
Bureau of Reclamation
Fish and Wildlife Service
Geologic Survey
National Park Service

Environmental Protection Agency

Federal Power Commission

Pacific Northwest River Basin's Commission

Canada

Department of Energy, Mines and Resources

Prior to the beginning of actual field inventory work, a meeting was held with Federal and State agencies to determine what information was already available and how the respective agencies might participate in the study. Follow-up visits were made to identify specific inventory items which agencies could help supply.

A field trip was held in July 1971, to acquaint the agencies with the study and to discuss matters of their concern.

Agencies were kept informed of the status of the study through personal contact and the periodic issuance of progress reports. Their comments were considered in the proposal report.

State Governor Participation

The Governor elected to participate in the Flathead Wild and Scenic River Study rather than engage in a joint study effort. The chairman of the Governor's Resource Council was designated as the State liaison.

The Governor's Office was periodically informed by progress reports of the status of the study. His office was represented on a field trip in the summer of 1972 to review the problems and opportunities associated with the study.

Governor Thomas Judge will receive a copy of this report.

Public Involvement

During the summer of 1970 five public meetings were held in Flathead Valley communities and Great Falls to explain the Flathead Wild and Scenic River Study. The response at these meetings indicated a need for a Public Advisory Committee and provisions for a hearing on the final recommendation. The study plan was revised to incorporate both of these concerns.

A nine-member Wild and Scenic Rivers Advisory Committee was appointed in October 1970. A tenth member was later added from the agricultural community because of expressed public concern for this need.

Committee Members

John J. Craighead, Missoula	Larry Magone, Whitefish
Edward Foss, Condon	Charles McQueary, Kalispell
Robert W. Funk, Missoula	Louis T. Phillips, Kalispell
Floyd Johnson, Kalispell	Robert W. Sykes, Kalispell
Nonie Krall, Hungry Horse	William C. Walterskirchen, Kalispell

The Committee was formed to advise the Forest Supervisor on matters of public concern. Following is a summary of the Advisory Committee's activities:

1. Ten office meetings were held to discuss the study and approaches to public involvement.
2. Portions of the North Fork and Middle Fork were floated. Problems were observed on the ground in the Meadow Creek area on the South Fork.
3. In order to expand their understanding of the public's wants and desires for management, the Advisory Committee held public meetings on the North Fork and Middle Fork (location of private landowners).
4. A questionnaire survey was conducted on the North Fork to determine individual concerns for management of the river area.

The Advisory Committee used the information gathered to help give insight into problems and opportunities of public involvement and understanding.

Three follow-up meetings (with Advisory Committee representation) were held at the request of North Fork landowners (principally through the North Fork Protective Association) to further explore river management possibilities.

There were no landowner organizations initially on the Middle Fork. Therefore, letters were sent to known landowners to determine their interest and concern. As a result, meetings were held in Shelby and Cut Bank (east of the Continental Divide) primarily with summer homeowners along the Middle Fork. The Shelby area residents formed the "Middle Fork Landowners' Association" to determine the thoughts and opinions of its members. A questionnaire developed by officers in the Association was used for this purpose and results were forwarded to the Forest Service.

Hearing Analysis and Proposal Response

Hearing

A news release announcing the March 15, 1973, public hearing on the Forest Service proposal to recommend the three forks of the Flathead River for inclusion into the National Wild and Scenic Rivers System appeared in local western Montana newspapers and on radio and television news broadcasts the week of January 8, 1973.

On January 30, 1973, a publication, "Waters of the Flathead - A Proposal" was released for distribution. Three thousand copies of the booklet describing the Forest Service proposal were made available to interested publics, landowners, organizations, and agencies. Wide distribution of the publication was made in an effort to inform the public of the Forest Service proposal, to announce the public hearing, and to solicit comments on the proposal. Formal public notices announcing the hearing were made the week of February 12, 1973.

The hearing was held on March 15, 1973 in the Eagles Hall, Kalispell, Montana. Oral testimony was presented by 45 persons representing various individuals, governmental agencies, and organizations. Written testimony was also received at the hearing from an additional nine individuals. From the time the proposal was first announced until 30 days following the hearing a total of 190 responses were received with comments pertaining to the Forest Service proposal.

Although the majority of the comments received were in the form of personal letters to the Forest Supervisor stating the individual's or group's view on the proposal, other types of responses were also received. Two petitions were submitted (one with 56 signatures and one with 24 signatures) by landowners opposing portions of the proposal. Numerous conservation groups (national, state, and local) responded by letter to the proposal.

It is assumed that many landowners along the North Fork felt their response had been made in the form of a questionnaire given them by a member of the public advisory committee. However, this action had taken place prior to any proposal made by the Forest Service.

Following the hearing many articles appeared in local newspapers, mainly in the form of editorials and letters to the editors. Numerous personal contacts were also made after the hearing, primarily to clarify specific questions pertaining to the proposal.

Response to Proposal

In evaluating comments an effort was made to tabulate all data received without applying weight factors. Thus, a letter from a conservation group

carried no more weight than a letter from an individual landowner or another member of the general public. The objective was to try to get the pulse of all publics on a proposal of national interest, not just one of local concern, and to obtain new ideas, suggested changes, or deletions to the proposal.

The majority (84 percent) of the responses came from people in Montana. Most of the remainder were from other areas of western United States with about half of them being landowners along the river system. Few responses were received from people of eastern United States.

The proposal was favored by more than two-thirds of the respondents. Less than ten percent voiced total opposition. The remainder commented on individual segments of the river rather than on the total system.

More than half of the respondents classified as "general public" strongly supported the proposal. Nearly one-third of the responses came from the private landowners along the North and Middle Forks with more than half of them voicing some degree of opposition. Most landowners made reference only to the particular segment of the river system that involved their property. Approximately ten percent of the response came from conservation groups, all favoring inclusion of the rivers in the system.

A small sample was received from governmental agencies, business or industry, motorized recreation vehicle clubs, people related to research projects, and members of the advisory committee.

To best understand why people responded the way they did, reasons given by respondents supporting their position on the proposal were tabulated with as many as six reasons listed by some individuals. The reason identified most often was that existing river values need to be protected. This was recognized not only by those favoring the proposal, but also by some in opposition. Slightly more than ten percent of the respondents gave no support reason for their position.

Most of the remaining reasons differ from those in favor of the proposal as compared with those in opposition. Of those given in support of the proposal, reasons given in descending order of occurrence were:

1. Classification will help to control unlimited subdivision and over-development of the river management area.
2. Classification will preclude dams and/or mining.
3. Classification will help to protect the quality of waters downstream.

Of those opposing the proposal, reasons given in descending order of occurrence were:

1. Oppose Federal control of private land.

2. Don't trust the Forest Service.
3. Wild and Scenic River Classification will attract too many people.
4. Management of the river area is good the way it is now.
5. Fear condemnation of private land for fee title.
6. The proposal is not specific enough.
7. Fear classification will give unrestricted right-of-way to the public on private land.
8. The river needs protection, but not by the Federal Government.
9. Proposed management will be too restrictive on some Federal lands.
10. Dams are needed for power.
11. Classification will result in an economic loss to the area or individuals.
12. Too much private land is involved.
13. Dams are needed for downstream flood control.
14. The area is not suitable for classification based on existing developments.

The category "other" was used for individual reasons not fitting in any of the above categories. The principal reason given in this category was the concern for water quality of the North Fork as it flows out of Canada into the United States.

Response was tabulated according to respondent's desire to change the proposed river classifications. This was categorized into three groups: (1) to exclude portions of the proposal, (2) to make classification more restrictive than proposed, and (3) to make classification the most restrictive possible under the Act.

1. Desiring portions excluded: 15.8% of the 190 responses, most of which (83.3%) were private landowners.
2. Desiring either a more restrictive classification or the most restrictive classification possible: 16.8% of the 190 responses, most of which (78.1%) were either general public or conservation groups.

Over half (57.9 percent) of the respondents made no comment on management proposed for the area. Landowners voiced strong concern about

governmental control of private lands. Of the 190 respondents, 25.3 percent voiced this concern. Of the total nonlandowners, only 7.5 percent of the respondents voiced concern for the private landowners.

Opposition to the use of scenic easements to control private lands was voiced by 8.9 percent of the respondents. Most (94.1 percent) of this objection came from the private landowners.

The two principal reasons given by those in opposition to scenic easements were: (1) did not understand the scenic easement approach and how it would affect him or (2) governmental purchase of a scenic easement would be an infringement on his personal rights.

Evaluation of Response

The evaluation of public response to the Forest Service proposal was based on consideration of answers to the following questions:

1. What degree of acceptance did the proposal receive?
2. What changes should be made in the proposal?
3. What new ideas should be incorporated in the proposal?

Consideration was given to people's desires, capabilities of the land, and requirements set forth in the Wild and Scenic Rivers Act. Through this evaluation, public concerns were identified. These are listed below and followed by comments regarding consideration of their use in the proposal.

1. Should the three forks of the Flathead River be added to the National Wild and Scenic Rivers System?

The majority of people who responded favored the addition of the Flathead River to the National System. Support reasons given were important. Regardless of their position on the proposal, most people indicated a need to protect the river environment. It was determined that the three forks of the Flathead River should be added to the National Wild and Scenic Rivers System.

2. Should portions of the study river be excluded from the proposal?

Over half of the landowners who responded opposed inclusion, principally for the portions of river adjacent to their land. Many landowners in this group expressed concern for protection of river values, but were nonetheless adamant in their opposition to the proposal. Their reasons were based principally on fear of what might happen to their right to control their land.

In some cases, it was apparent they feared the loss of ownership of their land.

Private landowners are obviously concerned that they will lose more than they are willing to give. Land will not be taken in fee title without the landowners' consent. The Wild and Scenic Rivers Act provides the means to compensate landowners for any monetary value lost through the purchase of scenic easements--should private land be a part of the National Wild and Scenic Rivers System.

All opposition is not based on landowners' misunderstanding of the monetary compensations to be made. Many simply reject consideration of any degree of Federal control of their land. In general, the landowners' past land management practices have reflected a high concern for the river environment. The proposal essentially provides a legal means to purchase the right to protect the scenic qualities of the river area with continued use of the land by the owner. The study did not reveal other workable alternatives which would provide lasting protection for the river environment.

It was determined that all portions of the river should be retained in the proposal.

3. What specific impacts would scenic easements have on private landowners?

The "Action Plan" portion of this report has been revised to include a listing of specific scenic easement provisions which would apply to private land. These provisions are based on three considerations: (1) the capability of the land to support certain uses and activities, (2) public expression (principally landowner) concerning what is needed to protect river values, and (3) the intent of the Wild and Scenic Rivers Act.

These provisions define more specifically the items which would be contained in a scenic easement. The landowners' expression for a need to know the limitations of scenic easements appears necessary and reasonable. For this reason these changes were made in the proposal regarding scenic easements.

4. Would inclusion of the river in the system give the public unrestricted access across private land?

In response to this concern, specific areas where access may be needed across private land have been identified in the Action Plan of this report.

5. Should all or portions of the North Fork proposed for Scenic River

Classification be classified as Wild?

The presence of private land in large acreages along this stretch of river makes the consideration unfeasible. The immediate river environment now possesses a high degree of naturalness even though development has occurred in several locations. More significant, however, is the fact that it is not feasible to impose the type of restrictions needed on private land to retain the degree of naturalness required of a river classified as Wild.

6. Should all or portions of the river segments proposed for Recreational Classification be classified as Scenic?

All of the segments proposed as Recreational are paralleled by roads or a railroad for most of their respective lengths. Where these roads provide easy access to the river, Scenic Classification is precluded by law. Although there are short stretches of river (two to five miles in length) where roads and other developments are removed from the immediate river environment (principally on the Middle Fork), the stretches are not long enough to provide a significant change in the experience of those using the river.

A letter announcing the availability of the Draft Environmental Statement will be sent to landowners along the river and other persons who have expressed interest and concern about the Flathead River Study. A copy of the environmental statement will be sent upon their request.

The following groups and organizations will be sent a copy of this report:

American Fisheries Society, Montana Chapter, Alberton, Montana
Back Country Horsemen, Columbia Falls, Montana
Big Sky 4 Wheelers, Kalispell, Montana
Burlington Northern, Inc., Seattle, Washington
Cascade County Wildlife, Great Falls, Montana
Columbia Falls Chamber of Commerce, Columbia Falls, Montana
Daily Inter Lake, Kalispell, Montana
Federation of Western Outdoor Clubs, Columbia Falls, Montana
Flathead County Area-Wide Planning Organization, Kalispell, Montana
Flathead Courier, Polson, Montana
Flathead Lakers, Big Fork, Montana
Flathead Tribal Council, Ronan, Montana
Flathead Valley Community College, Kalispell, Montana
Flathead Wildlife, Inc., Kalispell, Montana
Glacier Wildlife Association, Cut Bank, Montana
Great Falls Tribune, Great Falls, Montana
Hungry Horse News, Columbia Falls, Montana
Kalispell Chamber of Commerce, Kalispell, Montana
Kalispell Cycle Club, Kalispell, Montana
KCFW-TV, Kalispell, Montana
KGEZ Radio, Kalispell, Montana
KOFI Radio, Kalispell, Montana
Libby Rod and Gun Club, Libby, Montana
Middle Fork Landowners' Association, Shelby, Montana
Montana Forest Products Industries, Libby, Montana
Montana Outfitters and Dude Ranchers' Association, Seeley Lake, MT
Montana Pilots' Association, Cascade, Montana
Montana Wilderness Association, Hamilton, Montana
Montana Wilderness Association, Flathead Chapter, Kalispell, Montana
Montana Wilderness Guides Association, Choteau, Montana
Montana Wildlife Federation, Missoula, Montana
Montana Wood Products Association, Missoula, Montana
North Fork Improvement Association, Polebridge, Montana
North Fork Landowners' Association, Columbia Falls, Montana
Northern Continental Conservation Committee, Conrad, Montana
Polson Chamber of Commerce, Polson, Montana
Polson Outdoors, Inc., Polson, Montana
Rocky Mountain Informer, Kalispell, Montana
Seeley Lake WOOD Group, Seeley Lake, Montana
Shelby Promoter, Shelby, Montana
Sierra Club, Seattle, Washington

Sierra Club, Northern Rockies Chapter, Spokane, Washington
Sierra Club, San Francisco, California
Society of American Foresters, Washington, D.C.
Student Environmental Research Center, University of Montana, Missoula, MT
The Missoulian, Missoula, Montana
Trout Unlimited, Spokane, Washington
University of Montana, Missoula, Montana
University of Montana Biological Station, Big Fork, Montana
Western Forest Industries, Portland, Oregon
Western Forest Industries Association, Spokane, Washington
Western Montana Environmental Protective Association, Inc., Libby, MT
Western Montana Fish and Game Association, Missoula, Montana
Whitefish Chamber of Commerce, Whitefish, Montana
Whitefish Pilot, Whitefish, Montana

Elected Official Involvement

The Federal and State Congressional delegation, County Commissioners, and mayors of local communities were periodically informed of the study progress. A field trip was held in July 1971, to acquaint them with the study.

The following elected officials will receive copies of this report:

U. S. Senate

Honorable Lee Metcalf
Honorable Mike Mansfield

House of Representatives

Honorable Richard Shoup
Honorable John Melcher

Montana Senate

Honorable Fred Broeder
Honorable Matt Himsel

Montana House of Representatives

Honorable William Zimmer
Honorable Tom Jones
Honorable Con Lundgren
Honorable Robert J. Brown
Honorable Ora Mae Halvorson
Honorable Clyde Turner

Flathead County Commissioners

Mr. Joe DeLong
Mr. Clifford Haines
Mr. Mel Wollan

Powell County Commissioners

Mayor of Kalispell

Honorable Larry Bjerneby

Mayor of Columbia Falls

Honorable Raymond Barnhart

Mayor of Whitefish

Honorable John Thorson

IX. Appendix

ACTION PLAN

The Congress gave direction for management of rivers included in the Wild and Scenic River System in Section 1(b) of Wild and Scenic Rivers Act:

"It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations."

In Section 10(a) the Act also states that:

"Each component of the natural wild and scenic rivers system shall be administered in such manner as to protect and enhance the values which caused it to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its esthetic, scenic, historic, archaeological, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development, based on the special attributes of the area."

Under these principles the following guidelines have been established to provide direction for management and administration of the Flathead River and its adjoining lands.

Administration

The administration of lands within the River Management Zone would be the responsibility of the Forest Supervisor, Flathead National Forest. It is proposed, however, that lands within Glacier National Park be administered by the National Park Service through a written cooperative agreement, and that State lands be administered by the State of Montana through a written cooperative agreement. Private land is discussed below.

Private Land Considerations

The management of private land within the River Management Zone would have to be compatible with classification (Scenic or Recreational). The cost to landowners to meet this need was recognized in the Wild and Scenic River Act and provisions made for monetary compensation through the purchase of scenic easements.

A scenic easement, as used here, would be an agreement between a landowner and the agency administering a Scenic or Recreational River, including items which directly and indirectly contribute to the scenic and environmental value of property. Each party to a scenic easement would agree to practice certain land management measures designed to protect the natural qualities or scenic values of the property involved. The landowner would be paid a fee to compensate him for property rights granted to the government. Reimbursement would be based on the present value of the property--determined by professional real estate appraiser--and the value of the property rights granted to the government. The amount of the fee would vary greatly, dependent upon land value, rights retained, and other considerations. Payment would be made on a one-time lump sum basis. The easement would be a legal document, permanently recorded in the county records.

Needed access to the river could be provided across Federal or State lands in most instances. There are four locations where a right-of-way easement could be needed across private land. These are located on the North Fork in the vicinity of (1) the U.S. - Canadian Border and (2) Polebridge; and on the Middle Fork in the vicinity of (3) Blankenship Bridge and (4) the confluence of the South Fork.

Right-of-way easements would not be needed to allow the public to traverse the river. Eighty-seven percent of the shoreline would be within Federal or State ownership and Montana State Law provides the right of the public to traverse the edge of private land to fish. This access would be adequate.

Scenic easements would not affect, without the owner's consent, any regular use exercised prior to the acquisition of the easement.

Private lands considered in this plan would not be acquired in fee title except on a willing, seller-buyer basis.

National Forest lands in the River Management Zone would not be used as a base for land exchange.

Management Guidelines

The following section of this report contains management guidelines for each classification of the river. These guidelines would be used by the Forest Service to coordinate resource uses, land uses, and activities. Those which involve restrictions of private land would be in effect only when the right to make these restrictions has been purchased (as previously described).

These guidelines contain most of the specifics regarding restraints on private land. Guidelines for commercial development are not specific and would be decided upon on a case-by-case basis with individual landowners during the negotiations for a scenic easement.

Management Guidelines for Portions Proposed as Wild

This includes land within the River Management Zone adjacent to 46.6 miles of the Middle Fork Flathead River (from the headwaters to Bear Creek), and 51.3 miles of the South Fork Flathead River (from the headwaters to Spotted Bear).

Wild River Areas (definition from the law) -

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

Both portions of the river proposed as Wild are partially within the Bob Marshall Wilderness. The management guidelines which follow would apply with this exception (as stated in the Wild and Scenic River Act):

"Any portion of a component of the national wild and scenic rivers system that is within the national wilderness preservation system. . . shall be subject to the provisions of both the Wilderness Act and this Act with respect to preservation of such river and its immediate environment, and in case of conflict between the provisions of these Acts the more restrictive provisions shall apply."

River Values

The river area would be managed with emphasis on maintaining naturalness. Key values are its (1) free-flowing character, (2) inaccessibility except by trail, (3) watersheds and shorelines essentially primitive, (4) unpolluted waters and (5) outstanding features such as scenery and wildlife.

Recreation

1. Administration of uses and activities would be directed toward maintaining the naturalness of the area. A visitor use registration system may be implemented as a means to prevent damage from over-use.
2. Recreation facilities or other developments would be limited to those necessary to protect the river values. When facilities are found necessary, they would have to be: (1) located outside the immediate foreground of rivers, streams, trails, or other natural attractions, (2) totally screened from the river view, and (3) accomplished with the benefit of a detailed soil analysis to determine site capacity. Within the Bob Marshall Wilderness only developments which conform to wilderness management standards would be permitted.
3. Significant historic, scenic, geologic, archaeologic and similar sites or areas would be protected. Viewing wildlife is a recreational opportunity which would be favored over recreation developments where conflict exists.

4. All commercial services would be administered to serve the public needs commensurate with maintaining river values.

Range

There would be no domestic grazing of livestock other than that associated with recreational saddle and pack stock. Priority would be given to wildlife needs if conflict occurs between wildlife and recreational stock use of grazing areas.

Vegetation

The cutting of trees would not be permitted except when needed in association with a primitive recreation experience (such as clearing for trails) or to protect the environment (such as control of fire).

Water

In cases of conflict with water quality and other resources, uses, or activities, protection of water quality would take precedence. Alterations of natural channels or the streambank which (1) significantly affect the free flow of water, (2) the appearance of the stream, or (3) fish habitat, would not be permitted. Water quality monitoring would be continued at established stations. If adverse trends are detected and found man-caused, appropriate action would be taken to correct the problem.

Wildlife and Fisheries

1. Fishing and hunting would continue to be controlled by State laws and regulations. Predator control would not be permitted.
2. Wildlife habitat would be managed in a manner compatible with the naturalness of the river environment.

Minerals

Subject to valid existing rights, the minerals in lands which are part of the system and constitute the bed or bank or area situated within one-quarter mile of the bank would be withdrawn from all forms of appropriation under the mining laws.

Transportation

Power boats and motorized vehicles would be prohibited from the areas with the exception of the use of airplanes at Meadow Creek Airstrip. This airstrip would be monitored to assure that use remained compatible with other river values.

Fire Management

1. In reaching fire management objectives, preference would be given to suppression methods which least alter the landscape. This need would be reflected in preplanning for fire suppression (plans which outline

the procedure for the attack of fire in certain areas in advance of actual fire occurrence).

2. Fire could be managed and used as a tool when required to maintain natural ecological or environmental conditions or to sustain key values.

Land Occupancies

Existing uses on public land which are not compatible with management objectives would be terminated as soon as possible. New structures or installations would be permitted only when needed to protect the values of the river. Signing would be the minimum necessary to give direction, information and regulations.

Management Guidelines for Portion Proposed as Scenic

This includes land within the River Management Zone adjacent to 40.7 miles of the North Fork Flathead River (from the U.S.- Canadian Boundary to Camas Bridge).

Scenic River Areas (definition from the law) -

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

The portion of the river proposed as Scenic is partially within Glacier National Park. The management guidelines which follow would apply with this exception (as stated in the Wild and Scenic River Act):

"The lands involved shall be subject to the provisions of this Act and the Acts under which the national park system ...is administered, and in case of conflict between the provisions of these Acts, the more restrictive provisions shall apply."

River Values

The river area would be managed with emphasis on preserving scenic quality. Key values are its (1) free-flowing character, (2) limited river access, (3) largely undeveloped and primitive shorelines, (4) unpolluted water, and (5) outstanding features such as scenery and wildlife.

Recreation

1. Administration of uses and activities would be directed toward maintaining the scenic qualities of the area with the shorelines largely primitive. A visitor use registration system may be implemented as a means to prevent damage from over-use.

2. Recreation facilities would usually be located outside the River Management Zone, but limited developments could be widely spaced along the river if they would not cause a significant adverse effect on the natural character of the area. When recreation facilities are found appropriate, they would have to be: (1) located outside the immediate foreground of the river, (2) well screened from the river view, and (3) accomplished with the benefit of a detailed soil analysis to determine site capacity. As a part of planning any recreation development, consideration would be given to opportunities to relate users to their environment.
3. Significant historic, scenic, geologic, archaeological and similar sites or areas would be protected. Viewing wildlife is a recreational opportunity which would be favored over recreation developments where conflict exists.
4. All commercial services would be administered to serve the public needs commensurate with maintaining river values.
5. The Forest Service would support public and private efforts designed to protect or improve river values on private land adjacent to the River Management Zone.

Range

On public lands, domestic grazing would be regulated to protect river values and recreational use. Priority would be given to wildlife needs if conflict occurs between wildlife and recreational stock use of grazing areas. Private landowners would be encouraged to manage livestock use of the river area commensurate with protecting identified river values and in keeping with State and local pollution laws.

Vegetation

Trees would not be cut except: (1) in connection with construction of appropriate developments, (2) to reduce a safety hazard, (3) when determined necessary to prevent deterioration of river values, and (4) to improve wildlife habitat. Cutting would have to be accomplished in a manner that maintains the natural appearance of the river area. Each situation would be evaluated on a case-by-case basis.

Water

1. In cases of conflict with water quality and other resources, uses and activities, protection of water quality would take precedence. Alterations of natural channels or the streambank which (1) significantly affect the free flow of water, (2) the appearance of the stream, or (3) fish habitat, would not be permitted except those necessary to protect existing major man-made improvements such as highways and bridges. Water quality monitoring would be continued at established stations. If adverse trends are detected and found man-caused, appropriate action would be taken to correct the problem.

2. In the case of conflict over the use of water, the minimum flows established by the Montana Fish and Game Department to protect the fishery would take precedence. Water surplus to this need and for recreation use of the river could be removed for other purposes if done in a manner which would be compatible with the river environment.
3. The Federal Government would have to take aggressive action to obtain cooperative agreements on pollution control with Canada.

Wildlife and Fisheries

1. Wildlife habitat would be managed in a manner compatible with the esthetic values of the river environment. Fish habitat management programs would be directed towards maintaining a native fishery with emphasis on the westslope cutthroat trout.
2. Hunting is prohibited by law in Glacier National Park. Hunting outside of Glacier National Park would continue to be controlled by State laws and regulations. Predator control would not be permitted.
3. Fishing would continue to be controlled by the National Park Service in Glacier National Park and by State laws and regulations in other areas.

Minerals

The river and its environment would be protected from adverse effects of development of surface resources as provided for under Public Law 90-542. Where mineral development would not detract from river values it would be permitted under regulations issued by the Secretary of Agriculture.

Rights of mining claimants on valid claims located before passage of the Wild and Scenic Rivers Act would be recognized. The cooperation of the miner would be solicited to reduce impacts on the river environment. The validity of existing mining claims would be determined and appropriate action taken on the findings.

Transportation

1. Power driven boats would be prohibited from use of the river.
2. Should recreational development, or new private residences be determined appropriate, additional road access would be permitted if they would not detract from the scenery as viewed from the river. Access routes would be kept to a minimum.
3. Existing transportation improvements would be maintained with high consideration of the river values which may be affected.

Fire Management

1. In reaching fire management objectives, preference would be given to suppression methods which least alter the landscape. This need would

be reflected in preplanning for fire suppression (plans which outline the procedure for the attack of fire in certain areas in advance of actual fire occurrence).

2. Fire could be managed and used as a tool when required to maintain natural ecological or environmental conditions or to sustain key values.

Land Occupancies

1. Existing uses on public land which would not be compatible with management objectives would be terminated as soon as possible. Private landowners would be encouraged to screen existing structures with natural vegetation and paint them with earth-tone colors to reduce their contrast with the natural environment.
2. On public land signs would be designed and located to complement the surroundings and would be limited in most cases to directional, informational, and regulatory types. Private landowners would be encouraged to make modifications of existing signs to complement the environment.

Scenic Easements for Portion Proposed as Scenic River

Scenic easements would be negotiated with private landowners to protect river values. The following guidelines are proposed for negotiating scenic easements:

1. Scenic easements would not:
 - a. give the public the right to enter upon the property for any purpose.
 - b. deny the right of the landowner to use the area for general crops, livestock farming, and gardening.
 - c. affect any regular use exercised prior to the acquisition of the easement without the owner's consent.
 - d. affect the right of a landowner to sell his land or the right of his heirs to inherit the land.
 - e. affect the right of the landowner to perform maintenance on all existing roads, structures and buildings and the right to replace, rebuild or substitute any road, building or structure now existing with similar roads, buildings or structures in substantially the same locations.
2. Scenic easements would:
 - a. exclude industrial activity except for prior established uses.
 - b. require that the easement area be kept in a neat and orderly condition with no garbage, trash, or other unsightly material allowed to accumulate.

- c. require that the general topography be maintained in its present condition unless changes are approved by the Forest Service.
 - d. prevent unattractive or nonpermanent structures from being moved into the easement area.
 - e. require that trees not be cut, except for those which are dead or are a hazard to safety, unless approved in writing by the Forest Service.
 - f. prohibit signing other than one sign to designate the owner or name of the property, and one small sign advertising services on the property.
 - g. require that construction, erection, or placement of new or additional buildings, structures, or facilities be approved by the Forest Service.
3. Residential development would be subject to the requirements listed below.
- a. The minimum size for residential lots would be five acres with a minimum river frontage of 300 feet. Additional rights would be purchased to the extent a landowner would be willing. Only one residential dwelling and associated buildings would be allowed per lot or tract.
 - b. A minimum distance from the river for new building would depend on the potential for water pollution and the screening from the river view given by topographic characteristics and vegetation. These minimums would probably be 200 to 300 feet distant from the river.
 - c. New or additional structures would not exceed a height of 30 feet.
 - d. The roofs of new buildings would have to be an earth-tone color.
 - e. Professional and commercial activities would be limited to those which could be conducted from within a residential dwelling without significant exterior alteration of the dwelling.
 - f. Mobile homes would be permitted for permanent residences provided their presence would be harmonious with the rural environment.
 - g. Access roads to new subdivision would have to be designed and located so they would be inconspicuous from the river and its shorelines.
 - h. Only single-family dwellings and associated buildings would be permitted.

4. Commercial easement consideration: The principal existing commercial development is located outside the proposed River Management Zone at Polebridge. Future public needs for services could also be met with new development outside the River Management Zone. Some commercial campground development within the zone might be appropriate on the west side of the river. Commercial development would not be permitted on land within Glacier National Park.

Commercial developments within the River Management Zone would be evaluated with those landowners having plans for such future development at the time scenic easements were negotiated. Commercial easements would include special provisions as follows:

- a. Commercial enterprises would be limited to those associated with a commercial campground. For example, individual camping units could be provided with a central building containing such facilities as showers, store, and laundry.
 - b. New or additional structures would have to be in accordance with architectural and site plans approved by the Forest Service.
 - c. Should commercial campground developments be determined appropriate, they would have to be located outside the immediate foreground of the river and well screened from the river view.
 - d. Exterior flashing lights, neon signs, and exterior signs with internal lighting would not be permitted.
 - e. Advertising signs and billboards would be limited to one on-premise sign and to designated sign plazas.
5. The administering agency, in this case the Forest Service, could inspect for violations of the terms of a scenic easement, but only after advance notice had been given to the landowner.

Access Easements

There are two areas where public access might be needed across private land to the river. One is a road access in the vicinity of the U.S.-Canadian Border and the other in the vicinity of Polebridge. There are no other anticipated access needs across private land.

Management Guidelines for Portions Proposed as Recreational

This includes land within the River Management Zone adjacent to 17.6 miles of the North Fork Flathead River (from the Camas Bridge to the confluence with the Middle Fork), 54.0 miles of the Middle Fork Flathead River (from Bear Creek to the confluence with the South Fork), and 8.8 miles of the

South Fork Flathead River (from Spotted Bear to Hungry Horse Reservoir).

Recreation River Areas (definition from the law) -

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

The portions of the river proposed as Recreational are partially within Glacier National Park. The management guidelines which follow would apply with this exception (as stated in the Wild and Scenic River Act):

"The lands involved shall be subject to the provisions of this Act and the Act under which the national park system... is administered, and in case of conflict between the provisions of these Acts, the more restrictive provisions shall apply."

River Values

The area would be managed with emphasis towards providing quality recreation. Key values are its (1) free-flowing character, (2) accessibility for public use, (3) pleasing environment, (4) unpolluted waters, and (5) outstanding features such as scenery and wildlife.

Recreation

1. Administration of uses and activities would be directed toward maintaining the scenic qualities of the area even though intensive use and development may occur in the area. A visitor use registration system would be used to prevent damage from over-use, but only if recreational development and other management options proved inadequate.
2. Recreation developments would be appropriate if they were designed and constructed to maintain a pleasing view and would not diminish the qualities which caused the river to be included in the system. Recreation facilities would have to be: (1) located outside the immediate foreground of the river, (2) complementary to the view from the river, and (3) accomplished with the benefit of a detailed soil analysis to determine site capacity. As a part of planning any recreation development, consideration would be given to opportunities to relate users to their environment. Within Glacier National Park only developments which conform to National Park standards would be permitted.
3. Significant historic, scenic, geologic, archaeological, and similar sites or areas would be protected. Viewing wildlife is a recreational opportunity which would be favored over recreation developments where

conflict exists.

4. All commercial services would be administered to serve the public needs commensurate with maintaining river values.
5. The Forest Service would support public and private efforts designed to protect or improve river values on private land adjacent to the River Management Zone.

Range

On public lands, domestic grazing would be regulated to protect river values and recreational use. Priority would be given to wildlife needs if conflict occurs between wildlife and recreational stock use of grazing areas. Private landowners would be encouraged to manage livestock use of the river area commensurate with protecting identified river values and in keeping with State and local pollution laws.

Vegetation

Trees could be cut along the river (1) in connection with construction of appropriate developments, (2) to reduce a safety hazard, (3) when determined necessary to prevent deterioration of river values, (4) to improve wildlife habitat, and (5) to maintain a healthy, vigorous stand. Cutting would have to be accomplished in a manner that maintains a pleasing appearance* of the river area. Each situation would be evaluated on a case-by-case basis.

Water

1. In cases of conflict with water quality and other resources, uses and activities, protection of water quality would take precedence. Alteration of natural channels or the streambank which (1) significantly affect the free flow of water, (2) the appearance of the stream, or (3) fish habitat, would not be permitted except those necessary to protect existing major man-made improvements such as highways and bridges. Water quality monitoring would be continued at established stations. If adverse trends are detected and found man-caused, appropriate action would be taken to correct the problem.
2. In the case of conflict over the use of water, the minimum flows established by the Montana Fish and Game Department to protect the fishery would take precedence. Water surplus to this need and for recreation use of the river could be removed for other purposes if done in a manner which would be compatible with the river environment.

*Lands administered by the National Park Service are managed with emphasis on retaining the natural character of the landscape. Thinning and commercial timber harvest would not be permitted on private land within Glacier National Park.

Wildlife and Fisheries

1. Wildlife habitat would be managed in a manner compatible with the esthetic values of the river environment. Fish habitat management programs would be directed towards maintaining a native fishery with emphasis on the westslope cutthroat trout.
2. Hunting is prohibited by law in Glacier National Park. Hunting outside of Glacier National Park would continue to be controlled by State laws and regulations. Predator control would not be permitted.
3. Fishing would continue to be controlled by the National Park Service in Glacier National Park and by State laws and regulations in other areas.
4. Develop and maintain opportunities for the visitor to view wildlife (such as at the mineral lick in Glacier National Park).

Minerals

The river and its environment would be protected from adverse effects of development of surface resources as provided for under Public Law 90-542. Where mineral development would not detract from river values it could be permitted under regulations issued by the Secretary of Agriculture.

Rights of mining claimants on valid claims located before passage of the Wild and Scenic Rivers Act would be recognized. The cooperation of the miner would be solicited to reduce impacts on the river environment. The validity of existing mining claims would be determined and appropriate action taken on the findings.

Transportation

1. Should development be determined appropriate, additional road access would be permitted if compatible with river values.
2. Existing transportation improvements would be maintained with high consideration of the river values which could be affected.

Fire Management

1. In reaching fire management objectives, preference would be given to suppression methods which least alter the landscape. This need would be reflected in pre-planning for fire suppression (plans which outline the procedure for the attack of fire in certain areas in advance of actual fire occurrence).
2. Fire could be managed and used as a tool when required to maintain natural ecological or environmental conditions or to sustain key values.

Land Occupancies

1. Existing uses on public land which would not be compatible with management objectives would be terminated as soon as possible. Private landowners would be encouraged to screen existing structures with natural vegetation and paint them so they compliment the river environment.
2. On public land signs would be designed and located to compliment the surroundings and would be limited in most cases to directional, informational, and regulatory types. Private landowners would be encouraged to make modifications of existing signs to compliment the environment.

Scenic Easements for Portions Proposed as Recreational

Scenic easements would be negotiated with private landowners to protect river values. The following guidelines are proposed for negotiating scenic easements:

1. Scenic easements would not:
 - a. give the public the right to enter upon the property for any purpose.
 - b. deny the right of the landowner to use the area for general crops, livestock farming, and gardening.
 - c. affect any regular use exercised prior to the acquisition of the easement without the owner's consent.
 - d. affect the right of a landowner to sell his land or the right of heirs to inherit the land.
 - e. affect the right of the landowner to perform maintenance on all existing roads, structures and buildings and the right to replace, rebuild or substitute any road, building or structure now existing with similar roads, buildings or structures in substantially the same locations.
2. Scenic easements would:
 - a. exclude industrial activity except for prior established uses.
 - b. require that the easement area be kept in a neat and orderly condition with no garbage, trash, or other unsightly material allowed to accumulate.
 - c. require that the general topography be maintained in its present condition unless changes are approved by the Forest Service.

- d. prevent unattractive or nonpermanent structures from being moved into the easement area.
 - e. require that trees not be cut, except for those which are dead or are a hazard to safety, unless approved in writing by the Forest Service.
 - f. prohibit signing other than one sign to designate the owner or name of the property, and one small sign advertising services on the property.
 - g. require that the construction, erection, or placement of new or additional buildings, structures, or facilities be approved by the Forest Service.
3. Residential development would be subject to the requirements listed below.
- a. The minimum size for residential lots would be two acres with a minimum frontage of 300 feet parallel. Additional rights would be purchased to the extent a landowner would be willing. Only one residential dwelling and associated buildings would be allowed per lot or tract.
 - b. A minimum distance from the river for new building would depend on the potential for water pollution and the screening from the river view given by topographic characteristics and vegetation. These minimums would probably be 150 to 200 feet distant from the river.
 - c. New or additional structures would not exceed a height of 30 feet.
 - d. The roofs of new buildings would have to be an earth-tone color.
 - e. Professional and commercial activities would be limited to those which could be conducted from within a residential dwelling without exterior alteration of the dwelling.
 - f. Mobile homes would be permitted for permanent residences provided their presence would be harmonious with the rural environment.
 - g. Access roads to new subdivisions would have to be designed and located so they would not substantially detract from a quality recreation experience along the river.
 - h. Only single-family dwellings and associated buildings would be permitted.

4. Commercial easement consideration: Commercial facilities exist at points along Highway No. 2 (which parallels the Middle Fork). The greatest concentration of development is located between Hungry Horse and West Glacier. These facilities appear to be adequate for present use, but the growing public use of Glacier National Park will probably increase the need for additional facilities adjacent to the Park.

Commercial developments would not be permitted on lands within Glacier National Park and on lands on the west side of the Middle Fork between Hungry Horse and Blankenship Bridge.

On other private land, commercial developments within the River Management Zone would be evaluated with those landowners having plans for such future development at the time scenic easements were negotiated. Commercial easements would include special provisions as follows:

- a. Private land adjacent to Highway No. 2 between the towns of Hungry Horse and Coram and private land in the vicinity of West Glacier would be limited to new commercial enterprises offering necessary services or goods to visitors, through travelers, and local residents. Examples would be automobile service stations, stores, cafes, lodge or motel accommodations, trailer parks, campgrounds, and winter sports facilities.
 - b. All other private land within the River Management Zone of Recreational Rivers would be limited to commercial enterprises associated with a commercial campground. For example, individual camping units could be provided with a central building containing such facilities as showers, store, and laundry.
 - c. New or additional structures would have to be in accordance with architectural and site plans approved by the Forest Service.
 - d. Exterior flashing lights and neon signs would not be permitted.
 - e. Advertising signs and billboards would be limited to one on-premise sign per property and to designated sign plazas.
5. The administering agency, in this case the Forest Service, could inspect for violations of the terms of a scenic easement, but only after advance notice had been given to the landowner.

Access Easements

There are two areas where public access might be needed across private land to the river. One is a road access in the vicinity of Blankenship Bridge and the other is in the vicinity of the confluence of the South Fork with the Middle Fork (near Hungry Horse). There are no other anticipated access needs across private land.