Warren M Childers

Return to F. Flint

U.S. Department of Agriculture
Forest Service

Environmental Statement

FINAL

FLATHEAD

WILD & SCENIC RIVER PROPOSAL

Report Number USDA-FS-FES (Leg) 74-30

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Flathead National Forest
Kalispell, Montana 59901

REPLY TO: 2370

March 7, 1977

SUBJECT: Flathead Wild and Scenic River System

TO:

Below is a summary of a notice we received from the Chief of the Forest Service in October:

"Public Law 94-486 (an act to amend the Wild and Scenic Rivers Act) was passed October 12, 1976. This law added the Flathead River to the National Wild and Scenic River System. The passage of this law occurred prior to the final reviews and recommendations of the Final Environmental Statement.

Therefore, the Final Environmental Statement is complete as of the date it was submitted to the Office of Management and Budget."

In short, the Flathead was added to the Wild and Scenic River System before the NEPA process was completed. We know you, and many others, are interested in what the final statement contains, so we have printed 340 copies for limited distribution.

Also attached is an information sheet we are sending to everyone owning land within the boundaries of the Wild and Scenic River System. Its purpose is to provide information concerning how their lands will be affected, what we are doing in River Management at this time, plus an outline of what is to occur in the future.

If you have any questions, please feel free to contact me.

E. L. Corpe

E. L. CORPE
Forest Supervisor

Flathead Wild and Scenic River
Information Sheet

Now that the Flathead River has been added to the Wild and Scenic River System we have received a number of questions concerning its effect on private land. To help answer these questions, we have summarized what has happened, what we are doing now, and what you can expect in the future.

What Happened?

The following notice was received by the Forest Service in October:

"Public Law 94-486 (an act to amend the Wild and Scenic Rivers Act) was passed October 12, 1976. This law affected the inclusion of the Flathead River into the National Wild and Scenic River System. The passage of this law was subsequent to the final reviews and recommendations on the Final Environmental Statement and Final Study Report for the Flathead Wild and Scenic River proposal.

Therefore, both the Final Environmental Impact Statement and Final Study Report for the Flathead Wild and Scenic River are current and complete as of the date they were submitted to the Office of Management and Budget."

So, the law has been amended and the Forest Service now has the responsibility for administration of the river corridor.

Where is the Forest Service Environmental Statement?

The final statement is now being printed (340 copies) and should be in the mail around the end of February. We plan to place statements in all Flathead county libraries for the convenience of those who do not receive a copy.

Included with this letter are pages we have extracted from the environmental statement. Since they discuss management of the river corridor and scenic easements, they may be of interest to you.

Is My Land Within the Boundaries?

Since this information sheet is being mailed to every landowner within the river boundaries, plus a few others, the answer is most likely "yes". Each Ranger District and the Supervisor's Office have maps showing the boundaries.

How Much Land is Included Within the Boundaries?

Privately Owned	9,700 Acres	17%
State of Montana	900 Acres	2%
Glacier National Park	11,800 Acres	21%
Flathead Forest	35,000 Acres	60%
	57,400	100%

How Many Miles of River Frontage Are Involved?

River Segment	Miles of National Forest	Miles of National Park	Miles of State of Montana	Miles of Private	Miles of River Segment in Total System	Percent of River Segment in Total System
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	101	45	1	27	174	40
TOTAL MILES	268	103	8	59	438	
	61%	24%	2%	13%		100%

(Mileage figure based on bank miles so the total mileage is doubled)

What is the Forest Service Doing Now?

We are working on two projects: Preparation of a Federal Register Notice and the development of a River Recreation plan.

The Federal Register Notice is a requirement under the Wild and Scenic River law. It provides a legal description of the river boundary, spells out the various river classifications, briefly describes the river, and outlines any recreation developments that are needed for river administration. Our target date for publishing the notice in the Federal Register is April 1.

The second project is to develop a plan dealing with recreational use of the river. You may have noticed an increase in river use over the last few years. This was particularly evident in 1976 with the increased number of commercial float trips being offered.

By organizing our thinking and setting objectives, we hope to minimize problems and conflicts among the various river users.

Another purpose of this plan is to reduce the number of conflicting regulations resulting from mixed government ownership. This we hope to achieve through cooperative agreements with Glacier Park and the State of Montana.

What Happens Next?

Acquiring scenic easements on private land is the most challenging project facing us. To do this the Flathead Forest plans to hire experienced people, familiar with land appraisal and scenic easements. There will be months of organization and preparation before a landowner is ever approached for an easement, and we anticipate it will be late fall before any landowner is contacted.

Can You Condemn My Land?

The Wild and Scenic River Act specifically prohibits condemnation for fee title where 50% or more of the land within the river boundaries is owned by the State or Federal Government. The law also states that condemnation for the purpose of acquiring scenic easements is permissable.

Experience on the Clearwater Wild River System has shown that we do not have to resort to condemnation. We have been able to settle our differences and provide the landowner with equitable and just settlements. We have no reason to believe the situation is any different on the Flathead.

Final Environmental Statement

The final Environmental Statement has been mailed to those people submitting comments on the Draft Statement. To make our limited supply more available to the public, we are placing copies of the final statement in the following libraries:

State of Montana – Helena
University of Montana – Social Science
" " " – Forestry School
Missoula City/County

Kalispell	Browning
Cut Bank	Big Fork
Whitefish	Great Falls
Columbia Falls	Shelby
	Choteau

Copies are also available at all Flathead Forest Offices.

We still have a few copies of the Final Statement so if you feel you need one please let us know and we will try to supply you a copy.

REVISION

Public Law 94-486 (An Act to Amend the Wild and Scenic Rivers Act) was signed into law October 12, 1976. This law includes the Flathead River in the National Wild and Scenic Rivers System. Passage of this law preceded the final reviews and filing of this final environmental statement for the Flathead Wild and Scenic River proposal.

No adjustments in the text have been made, and both the final environmental impact statement and the study report for the Flathead Wild and Scenic River are current and complete as of the date they were submitted by the Secretary of Agriculture to the President. The proposal in this EIS is in agreement with the provisions of P.L. 94-486, and this EIS fulfills the requirements of the National Environmental Policy Act regarding the establishment and administration of the Flathead Wild and Scenic River.

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 ( ) Final (X)

II. U.S.D.A., Forest Service

III. Administrative ( ) Legislative (X)

IV. Description

The Wild and Scenic Rivers Act, Public Law 90-542, as amended, provides that certain selected rivers and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Flathead Wild and Scenic River Study was conducted pursuant to the Act and the report proposed legislative action to include 219.0 miles of the Flathead River and 57,400 acres of adjacent land located in Flathead and Powell Counties, Montana, in the National Wild and Scenic Rivers System. Proposed classification of the three forks of the river in accordance with section 2(b) of the Wild and Scenic Rivers Act is:

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

The river area would be under the administration of the Forest Service, U.S.D.A.; National Park Service, U.S.D.I.; and the State of Montana.

V. Summary of Environmental Impacts and Adverse 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. Impacts include:

The imposition of constraints on private landowners to insure compatibility with the purposes of the Wild and Scenic Rivers Act.

Restricted recreational development and activities.

Probable increased use through national recognition of the Flathead River.

Precluding dam construction affecting potential power sources and flood control.

Restricted development of mineral potential within the proposed River Management Zone.

Protection of the natural and scenic features.

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; portions Wild, portions Recreational, no Scenic; lower Middle Fork excluded.

Entire river system not included under Wild and Scenic Rivers 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 Received

Federal

Department of the Interior
- Office of the Secretary, Washington, D.C.
- Office of the Secretary, Missouri Basin Region

Department of Transportation
Department of Housing and Urban Development
Federal Power Commission

Department of the Army
- Washington, D.C.
- Seattle, Washington

Department of Commerce
Department of Health, Education and Welfare

Environmental Protection Agency
- Washington, D.C.
- Denver, Colorado

Pacific Northwest River Basins Commission

State

Governor Thomas L. Judge
Department of Fish and Game
Department of Intergovernmental Relations
Department of Highways
Department of Natural Resources and Conservation
Division of Aeronautics

Public

Eagle Management and Trust Company
Middlefork Landowners Association
Western Montana Fish and Game Association
American Fisheries Society
Geothermal Energy Institute
Coastal Mining Company
Burlington Northern
Frances Edgell
Les Carpenter
Carley McCaulay
Albert Hawkaluk
Kent Newman
Thomas Horobik
Pat Ford
Jack Thompson
Paul Conn
Hazel Hammer

VIII. Draft Statement Made Available to CEQ and Public on September 20, 1973.

Final Statement Made Available to CEQ and Public on

MAR 2 1977

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:	Final
Date of Transmission to CEQ:	MAR 2 1977
Type of Action:	Legislative
Responsible Official:	John R. McGuire Chief, Forest Service South Building 12th and Independence Avenue, S.W. Washington, D.C. 20250

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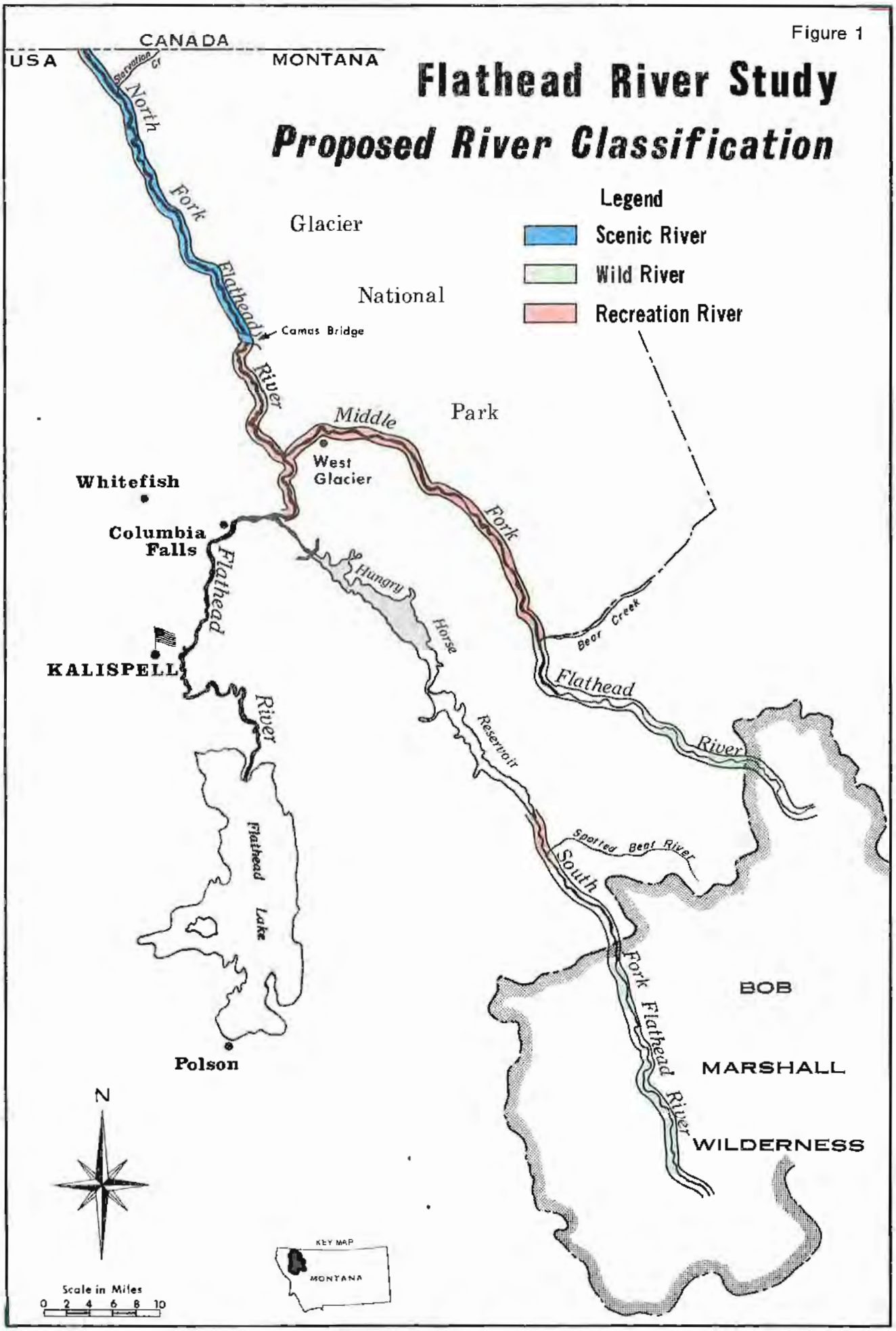
Figure 1

Flathead River Study

Proposed River Classification



I. Description

A. Background

The Flathead River is one of 27 rivers designated for study under Section 5(a) of the Wild and Scenic Rivers Act of 1968 (P.L. 90-542) for possible inclusion in the National Wild and Scenic Rivers System.

Section 1(b) of the Act states, "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."

The objectives of the study were to determine if the river met the eligibility requirements for inclusion in the National Wild and Scenic Rivers System and to determine if management of the river, as a part of the National System, would be the best use of the river.

The study of the river began in July 1970. Under a provision of the Act, the Governor was given the right to jointly lead in the study. The Governor of Montana chose to cooperate with the Forest Service rather than jointly lead in the study. In addition to State and Federal agencies, interested individuals, organizations, and a 10-member public advisory committee cooperated in the Flathead River study. A list of cooperating agencies follows:

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
University of Montana, Department of Anthropology
Water Resources Board

Federal

Department of Agriculture
- Economic Research Service
- Soil Conservation Service

Department of the Army
- Corps of Engineers

Department of Transportation

Department of the 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
- Water Quality Administration

Environmental Protection Agency

Federal Power Commission

Pacific Northwest River Basins Commission

Canada

Department of Energy, Mines and Resources

The Wild and Scenic River Study Report, Flathead River, was published in draft form in July 1973 along with a draft environmental statement on the proposed action. A final Study Report is being published in accordance with Section 4(a) of the Wild and Scenic Rivers Act in conjunction with this final environmental statement. The Study Report contains detailed information pertaining to the river and its environment and serves as the information source for this document.

On the basis of study findings, it has been concluded that the 219.0 miles of the 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 Congress enact legislation to add the 219.0 miles of the Flathead River (consisting of portions of the North Fork, Middle Fork, and South Fork) to the National System.

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: 1/

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

Study rivers must meet certain criteria established by the Wild and Scenic Rivers Act in order to be considered for inclusion in the Wild and Scenic Rivers System. Criteria include a determination of (1) free-flowing status, (2) the presence of high quality water, and (3) the fact that the river, with its immediate environment, possesses outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values.

A River Management Zone containing about 57,400 acres (35,000 acres National Forest; 11,800 acres National Park; 9,700 acres private; and 900 acres State land) adjacent to the river is recommended to be managed for the protection of its unique environment.

It is recommended that the National Park Service have administrative responsibility for the portions of the proposed River Management Zone within the boundaries of Glacier National Park.

1/ Three classifications as defined in Section 2(b) of the Wild and Scenic Rivers Act:

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

(2) Scenic River Areas - Those rivers or sections of rivers that are free of impoundments, with shorelines or watersheds still largely undeveloped, but accessible in places by roads.

(3) Recreational River Areas - 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.

State-owned lands within the recommended river boundary should be administered by the State of Montana pursuant to a cooperative agreement between the State and the Forest Service.

The remainder of the proposed River Management Zone should be administered by the Forest Service. The acquisition of scenic easements within the recommended river boundary would be negotiated on a case by case basis. These easements would be purchased from the landowners to protect river values in accordance with a river management plan.

The principal consideration for the proposed boundary determination was the area seen from the river. Other considerations, such as special features, location of property lines, location of roads, potential problem areas, and the likelihood of the river shifting, also influenced the location. The rationale for establishing a boundary varied with different segments of river, depending on: (1) whether or not the adjacent land was surveyed, (2) the classification of the land, and (3) the presence or absence of private land.

Surveyed land -- Within surveyed lands the proposed boundary was located on legal subdivisions or private land lines. An exception was the use of surveyed roads as a boundary near Hungry Horse. To minimize boundary irregularities, land units of 40 acres were usually considered. Except in cases where private landowners had subdivided, the smallest land unit considered was 10 acres.

Unsurveyed land -- Within unsurveyed lands roads, railroads, trails, or random lines were used as proposed boundaries. Where private land was involved the proposed boundary was located so it could be surveyed if necessary; random lines were not used.

Bob Marshall Wilderness -- The proposed boundary was established one-quarter mile from the river's edge on both sides of the river in the Wilderness.

Glacier National Park -- The methods used in determining the proposed boundary within the Park were: A meandering line one-quarter mile from the edge of the river was used in some areas and the methods outlined above for surveyed land and unsurveyed land were used in others, including areas containing private land.

Within the system described, not all land seen from the river was included within the proposed boundary; conversely, some land not seen was included. The system led to the establishment of a proposed boundary which: (1) includes land most critically affecting the character of the river, (2) averages less than 320 acres per mile, (3) can be defined, and (4) is reasonable to survey where private land is involved.

The proposed boundary for the River Management Zone is shown on the maps in Appendix 1.

The need to provide a means of protecting a few select river environments in the United States was established with the passage of the Wild and Scenic Rivers Act in 1968. The fact that Congress identified the Flathead River as a potential addition to this System indicated the urgency of the need for this proposal. Items identified in the study which led to the recommendation for immediate inclusion of the river into the System included: 1/

- need for control of subdivision and development of private land.
- two potential impoundments that would alter the free-flowing character of the river.
- potential water pollution that could result from coal mining developments.
- need for controls to manage an increasing recreation population.

1/ Wild and Scenic River Study Report, Flathead River, U.S. Forest Service, 1975.

B. Physical Characteristics

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.

1. Geology

Bedrock geology consists primarily of Precambrian-age (more than 600 million years old) metamorphosed, sedimentary rocks commonly referred to as the Belt Series. This group contains argillites (metamorphosed shales), quartzites (metamorphosed sandstones), and limestones. The Belt Series is intruded by igneous rocks also of Precambrian age. These intrusions are irregularly scattered and found along the upper reaches of the South and Middle Forks.

Paleozoic rocks (600 million to 230 million years old) are exposed in the areas surrounding the South and Middle Forks. These rock units consist primarily of sandstone, shale, and limestone; the sandstone and limestone rock units form many prominent cliffs and ridges.

A limited exposure of Mesozoic rocks (230 million to 65 million years old) occurs near the head of the Middle Fork. This unit consists primarily of sandstone and shale and is quite erosive.

Pre-glacial alluvial deposits consisting of sandstone, siltstone, conglomerate, and some shale and lignite crop out in all three river valley bottoms. These are probably an old flood-plain deposit that was being formed nearly 40 million years ago.

In varying degrees the previously mentioned rock units are mantled by glacial deposits and recent alluvium.

Glaciation began nearly 13 million years ago (some small alpine glaciers still exist) and substantially affected the present topography and drainage patterns within the river study area.

The study area lies within the northern Rocky Mountain physiographic province. Major fault and fold trends are between north and N. 35° W. Both normal and reverse faults occur but most are not exposed.

The Lewis Overthrust occurs along the upper reaches of the Middle Fork and can be traced for more than 300 miles through the region. In places it has a displacement of nearly 20 miles.

In a report entitled "Flathead River Study, Landforms and Soil Interpretations," USDA, Forest Service, landforms are divided in three main categories: (1) Bottom Lands, (2) Glaciated Valleys and Uplands, and (3) Mountainous Lands. It is estimated that the drainage area contains the following percentage of each landform:

	Bottom Lands	Glaciated Valleys and Uplands	Mountainous Lands
North Fork	25%	30%	45%
Middle Fork	10%	30%	60%
South Fork*	15%	30%	55%

*Information on the South Fork reflects a consideration of the area from Hungry Horse Reservoir to the Bob Marshall Wilderness boundary.

These three major topographic divisions are further separated into 11 distinct landforms.

The lands closely associated with the river are mostly bottomlands (composed of three landforms: river bottom, lacustrine bottoms, and glacial low terraces and benches). Therefore, the three landforms comprising the bottomlands are of principal concern in regard to development along the river.

2. Minerals

According to a study by the U.S. Bureau of Mines[1/], the principal commodities in upper Flathead River are coal, oil, copper, gold building stone, and sand and gravel. None of the mineral deposits are mineable under present economic conditions, but some could be if significant market changes occur in the future.

1/ USDI, Bureau of Mines, Geology and Mineral Resources of the Flathead River Study Area, November 1972, by N.T. Zilka.

The most abundant commodity is sand and gravel. Total potential resources of recent sediment and older alluvium along the North and Middle Forks are estimated to be in the order of a few hundred million cubic yards. The deposits are being developed in small quantities locally, but will probably not be extensively developed unless major construction projects are undertaken in the area; none are planned in the United States or Canada at this time. Future demands for sand and gravel may require limited expansion of present operations.

During the years 1960 through 1963 "Determinations of Surface Rights" pursuant to Public Law 84-167 (July 23, 1955) were made on the Flathead National Forest to determine whether or not the Federal Government had the right to manage and dispose of vegetative surface resources and other surface resources except minerals on mineral claims located prior to July 23, 1955. An *in rem* proceeding, as set forth in section 5 of the above Act, was followed in which all existing mining claims came under the provision of section 4 of the Act. In such case, the Government has the right to manage and dispose of the vegetative surface resources on these lands (except mineral deposits subject to location under the mineral laws).

Since 1961 no mineral locations have been filed within one-fourth mile of the river.

Five contiguous patented claims on the North Fork lie within one-fourth mile of the river. These claims were surveyed for patent in January of 1891 for gold.

Coal has been produced from beds near the North Fork. Known resources total at least 10,350 tons. Additional tonnages probably occur, but surface data are insufficient to allow quantitative estimates. Total resources in the North Fork area probably are not large. Three million tons of coal are estimated at Teton Pass (headwaters of the Middle Fork), but are relatively inaccessible. Both deposits will be dependent on local consumption of large amounts of low-grade coal.

Pre-feasibility economic and engineering studies have been conducted in the Sage Creek coal deposits of Canada near Cabin Creek. Additional engineering, economic, and environmental feasibility studies are now being conducted before a decision will be made whether and how to develop the Sage Creek deposit for production, estimated at three million tons of coal per year.[1/]

1/ The Sage Creek Project, Rio Algom Limited, Toronto, Ontario, Canada, 1975.

Building stone, the Siyeh Limestone, occurs in large quantities but will probably not be exploited in the near future.

Copper resources probably occur in the Java area (in the Middle Fork drainage near Bear Creek), but tonnage and grade are unknown. The location of deposits on National Park land prohibits further exploration or mining.

Gold occurs in the alluvial deposits along the three forks of the Flathead River but not in mineable quantities.

3. Oil and Gas

In 1974 the Forest Service received from the State Office of the Bureau of Land Management applications to lease oil and gas on about 236,000 acres of National Forest land in the North and South Fork drainages of the Flathead River. In a draft environmental statement filed with the Council on Environmental Quality on June 19, 1975, the Forest Service recommended that lease applications be denied on 53,323 acres, that they be granted with special stipulations on 111,954 acres, that they be granted with no surface occupancy on 53,727 acres, and that they be held in suspense on 16,996 acres. No lease applications in the North Fork drainage are within the proposed Wild and Scenic River area. Approximately 1,592 acres of land along the South Fork within the proposed Wild and Scenic River area have been recommended for granting of oil and gas leases with the stipulation that there be no surface occupancy.

4. Hydrology and Climatic Factors

The Flathead River system is primarily affected by maritime weather characteristics which are sometimes modified by continental air masses. Weather varies considerably by elevation and season within the study area.

Large volumes of snow accumulate in the winter through April and then rapidly melt, causing high flows in the spring. Precipitation falls every month of the year; however, much is stored and runs off in a 2- to 4-week period. This has contributed to channel stability problems and an almost annual flood hazard downstream of the study area.

5. Precipitation

There are great variations in precipitation due to season and elevation, although some precipitation occurs every month at all elevation zones.

Generally precipitation is greatest in the higher elevations of the North Fork drainage. Parts of the east side of this drainage receive 120 inches of precipitation annually, while the river bottom is in the 25-inch category. Precipitation ranges from 25 inches to 100 inches in both the South and Middle Fork drainages. Columbia Falls, which is about 5 miles below the study area, receives 15 to 20 inches annually.

Precipitation is high in December and January and comes mostly in the form of snow, which is stored until spring runoff. June precipitation, which is also high, occurs during a period of increased solar radiation and is primarily rain. Daily minimum temperatures are above freezing; this condition adds considerably to the downstream flood hazard.

Natural erosion in the study area is generally restricted to channel areas where erosive material is greatly affected by high peak flows. The 1964 flood significantly altered all three forks and erosion in these areas is still occurring.

High intensity storms in June occur and add to the downstream spring flood hazard. The record 24-hour rainstorm at Columbia Falls is 3.77 inches on June 7, 1924.

6. Soil Moisture

The ground seldom freezes during the winter months due to the insulating effect of snow. This allows complete recharge of the soil mantle with water, usually by midwinter. Additional water from snowmelt or precipitation is forced to run off. High peak flows are a result of completely saturated soil mantles, heavy snowpack accumulation, rapid melt rates in the spring, and the effects of rain on snow. There is considerable variation in the time of snowmelt and the volume of water produced on low-energy slopes (those with northerly and easterly exposures) as compared to high-energy slopes (those facing southerly and westerly). Moisture stress on high-energy slopes occurs in late June and July. On low-energy slopes snow accumulation is greater, melt periods are delayed, and soil moisture depletion occurs in late summer.

7. Stream Channel Condition

The Middle Fork was drastically altered by the 1964 flood although all three forks of the Flathead were significantly affected. Many tribuatries were also

subjected to the same type of channel change. Each spring large sediment loads are produced by the scouring effect of high water. Timber harvest activities, which increase flows during the snowmelt period, would probably add to this problem and prolong the "healing" process. Water-yield management projects that increased snowmelt period flows would be at the expense of the stream channel and streambed. Increased peaks would also increase sedimentation.

8. Streamflow Characteristics

Debris accumulation is common in all three forks of the Flathead. Natural bank erosion causes trees to fall into the river by undercutting the soil support. These trees are usually collected on gravel bars and at bridges, creating hazards to boaters and damage to bridge structures. Channel braiding is common in all three forks, making it difficult to determine channel capacity in many areas. Braiding usually occurs when the present channel cannot handle the load. Much of the braiding probably occurred during the 1964 flood; however, some of the new channels carry water even during the low-flow season.

There have been no studies of sedimentation rates on the Flathead system. The Pacific Northwest River Basins Commission has estimated an annual sediment yield of less than 0.2-acre foot for each square mile of the Flathead River area. Conditions in the drainage which contribute to sedimentation range from virgin areas with little soil disturbance to areas where intensive development has occurred with inadequate regard for its effect on sedimentation.

9. Water Quality

Water quality sampling points were established at seven locations: Harrison Creek and Twin Creek on the South Fork; U.S.-Canadian Border on the North Fork; and Schafer, Bear Creek, West Glacier, and Columbia Falls on the Middle Fork.

U.S. Geological Survey personnel conducted sampling and analyses from July 13 to July 16, 1970. Water samples were analyzed at U.S.G.S. laboratories in Austin, Texas; Worland, Wyoming; Lincoln, Nebraska; and Washington, D.C.

Analysis revealed no significant problem or reason to continue with detailed sampling. Field sampling with a

Hach portable lab was continued by Forest personnel to detect trends in water quality for the following parameters:

temperature	dissolved oxygen	esthetic appearance
pH	turbidity	odor
specific conductance	total alkalinity	deleterious substances
total coliform	total hardness	

Sample sites at Harrison Creek, Bear Creek, and Schafer essentially reflect "natural" conditions since there is little man-caused activity above these sites. The sites at West Glacier and Twin Creek are affected by road construction and logging. The site at the U.S.-Canadian border monitors water quality as it enters the United States. This is important because of potential development in Canada which could affect water quality (principally coal extraction). The North Fork is the only fork which does not originate on the Flathead National Forest. A total integration of all three forks in measured at the Columbia Falls site.

Water quality was generally good. Turbidity fluctuated with volume of flow; temperatures and dissolved oxygen with time of year. Samples were taken during peak flows, base flows, late fall/early winter, and late winter/early spring.

The possibility of bacterial infection due to use of untreated water is remote. In a study on the North Fork, Sonstelli (1971) reports that the major tributaries are low in total coliform count. The study revealed some possible problem areas that should be investigated.

The capacity of the river to purify itself is excellent. Normal biochemical oxygen demand is very low as evidenced by oxygen levels at or near saturation throughout the year. All three rivers have good pool/riffle ratios, rough bottoms, and relatively rapid velocities providing ample recreation opportunity. If there is no increase in organic load into the rivers, water quality will remain excellent.

The State of Montana has established water quality criteria, water use classifications, and policy statements for the surface waters in the State with the intent of maintaining the best water possible in Montana. The water-use description for the three forks of the Flathead reads:

"The quality is to be maintained suitable for drinking, culinary and food processing purposes after adequate treatment equal to coagulation, sedimentation, filtration, disinfection and any additional treatment necessary to remove naturally present impurities; bathing, swimming, and recreation; growth and propagation of salmonid fishes and associated aquatic life, waterfowl and fur-bearers; agricultural and industrial water supply."

C. Biological Characteristics

1. Fisheries

The Flathead River system is characterized by self-sustaining populations of native fishes. The dominant strain of trout is the Montana westslope cutthroat.

Both migratory and nonmigratory (resident) populations of cutthroat trout exist in the study area. The resident populations of the North and Middle Forks occur mostly in the upper reaches of the drainage, while the cutthroat trout in the lower river are more apt to utilize Flathead Lake.

The South Fork appears to have a migratory cutthroat population below the Meadow Creek Gorge. The Montana Fish and Game Department suspects that cutthroat trout migrate from the upper reaches of the South Fork through Meadow Creek Gorge to Hungry Horse Reservoir but this has not been confirmed.

Little, if any, cutthroat trout spawning occurs in the main river. Spawning occurs between late April and early July when the river is close to peak flows and spawning is very difficult to observe. The work of Johnson (1961) shows the small tributaries are utilized extensively. The peak of spawning is in mid-June in the tributary streams.

Dolly Varden, the largest fish in the river system, spawn in tributaries to all three forks of the Flathead River during September and October. They spend the first 3 years of life in the streams or river, then migrate into Flathead Lake or Hungry Horse Reservoir. A minimum size limit of 18 inches is required on Dolly Varden to prevent the harvest of the immature fish.

Whitefish are found throughout the river system; however, they have not been studied in detail. They congregate in large schools in deep holes prior to spawning in late October through December. Their numbers have increased

in the South Fork since the construction of Hungry Horse Dam. Although aquatic insects are their principal food, they have been observed to feed on fish eggs and terrestrial insects as well. Most are in the 9- to 11-inch size and 3 to 4 years old.

Kokanee salmon are abundant in the river only when they migrate from Flathead Lake into the North and Middle Forks to spawn. The Middle Fork near the mouth of McDonald Creek has the largest concentration of kokanee. A few may stray upstream as far as Schafer Meadows on the Middle Fork. Even though the North Fork is not used by kokanee for spawning the species is found in Kintla and Bowman Lakes in Glacier Park, both of which feed tributary streams to the river.

Spawning occurs in October and the newly hatched fry do not leave the hatching area until late March and April. Kokanee are not found in the South Fork above Hungry Horse Dam.

Non-game fish species include northern squawfish, peamouth, redsided shiner, longnose, and largescale suckers, and at least two species of sculpins.

Arctic grayling inhabit the Flathead River system but are seldom taken by fishermen. The grayling resulted from stocking of lakes on tributary streams. The North Fork benefits from their drift downstream from Canada. ?

Rainbow and eastern brook trout, both introduced species, are present in minor numbers. Rainbow are present in several lakes on tribuatries of the South Fork but do not appear in the river.

Hybrids between rainbow and cutthroat trout appear in the drainage wherever rainbow trout have been introduced.

Eastern brook trout are found mainly in the Middle Fork.

The requirement for fish life varies with the season of the year. The greatest volume of water is required for fish propagation during the April to September period. From October through March the cold water temperature and inactivity of the fish require less water to maintain the fishery.

A flow greater than the average minimum is required for adequate spawning and rearing area during the summer. The aquatic insects, which are the principal food for the salmonids in the Flathead River, are reduced to less than normal levels by long periods of low flow. Ideal conditions for fish production would require greater

minimum flows than occur naturally. Fish population can withstand short periods of low water every 3 or 4 years. A constant lower flow will produce a small aquatic biota and a smaller fish population.

Flathead Lake and the lower river are dependent upon the North and Middle Forks as spawning and nursery areas for fish. In order to protect the spawning fish and allow for adequate recruitment to the lake, four tributaries to the North Fork and four tributaries to the Middle Fork are closed to all fishing.

The Montana Fish and Game Department estimates 55 percent of the recruitment for Flathead Lake fisheries comes from the North Fork drainage and 45 percent comes from the Middle Fork. Hungry Horse Dam blocks all fish passage on the South Fork.

2. Wildlife

Eight species of big game are found along the river--elk, moose, mule deer, white-tailed deer, mountain goats, mountain sheep, black bear, and grizzly bear. Woodland caribou occasionally wander into the North Fork drainage from Canada. In addition to the big game species mentioned, fishes, otter, mountain lion, lynx, wolverine, wolves, beaver, coyotes, and numerous other small animals inhabit the area.

Most of the lands within the study area are utilized by big game animals. River bottoms and adjacent hillsides are important winter range for large numbers of elk, deer, and moose. The range for each species overlaps with range for other species; dominance is related to the number of animals in the area. Although deer utilize portions of the elk winter range, they cannot compete with the larger animals for food. Consequently, elk are dominant on most of the areas.

While the big game winter range within the proposed River Management Zone is important, it is also apparent that the range is small in relation to that which is adjoining. Since habitat improvement projects usually involve large areas, habitat improvement within the proposed Zone should be considered with plans for adjacent lands.

Large fires in the early 1900's resulted in conditions which produced browse for big game feed. Fire is necessary in order to improve or maintain this feed, but the opportunity is limited. Much of the winter range is within Glacier National Park and the Bob Marshall Wilderness where management direction precludes fire induced by man.

Outside of the Park and Wilderness opportunities for burning are also limited, mainly by steep terrain, erosive soil situation, and poor burning conditions. Other techniques for habitat improvement are limited due to lack of funds.

The number of animals wintering in the drainage is unknown; however, the Montana Fish and Game Department makes counts from aircraft to determine population ratios. The table below shows the elk herd composition in the Middle Fork and South Fork.

Elk age composition trends, South and Middle Forks (Weckwerth and Cross, 1971):

Year	Branch Antlered Bulls(BAB)	Spikes	Cows	Calves	Total	Calves/ 100 Cows	Bulls/ 100 Cows	Spikes/ 100 BAB
1967	84	51	525	162	822	31	26	61
1968	82	50	489	125	746	26	27	61
1969	91	34	543	169	837	31	23	37
1971	75	49	507	120	751	24	15	65

It is estimated that 300 to 500 elk winter in Glacier National Park along the North Fork.1/ About 1,100 elk winter along the Middle Fork within the Park. This area is critical for elk survival during periods of deep snow cover.

The combined area of the Flathead National Forest and Glacier National Park provides habitat which supports one of the largest populations of grizzly bear within the Continental United States. The grizzly bear is officially listed as a "threatened" species under the Endangered Species Act of 1973. Other wildlife recognized under the Endangered Species Act that inhabit the area include the Northern Rocky Mountain Wolf, an "endangered" species.

1/ Personal conversation in January 1972 with Clifford Martinka, Research Biologist, Glacier National Park.

As defined in the Endangered Species Act, an "endangered" species is a species which is in danger of extinction throughout all or a significant portion of its range. A "threatened" species is one which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Mountain goats are commonly seen on the Middle Fork between Walton and Bear Creek where a natural mineral lick attracts them. Big horn sheep are found near Bear Creek on the Middle Fork. Moose winter along the three forks of the river but are widely scattered.

Hunting is an important form of recreation. The area is well known for its elk, bear, and deer hunting opportunity.

About 200 species of birds can be found in the river study area. The more common species include: upland birds--the Franklin, blue, and ruffed grouse; waterfowl--mergansers and golden eye; and water ouzels and kingfisher.

Less common species of birds found in the area are osprey, golden eagle, bald eagle, peregrine falcon, and ptarmigan. The peregrine falcon is recognized under the Endangered Species Act as an "endangered" species.

The river environment contains a variety of insects common to the northern Rocky Mountain region. The most common pests are mosquitoes, no-see-ums, horse flies, and, during hot dry summers, yellow jackets. Although these and other insects are often considered annoying, no attempt is made to control them. Common garter and water snakes are found in the area; there are no poisonous snakes.

3. Vegetation

River bottomlands are well vegetated with conifers, primarily lodgepole pine, Douglas-fir, larch, ponderosa pine, and Engelmann spruce. Associated hardwood tree species include birch, cottonwood, and aspen, with willow, alder, and other shrubs along most of the rivers. Grass meadows are most common along the South Fork but are present along the other forks.

Vegetative types can be correlated with aspect and landform. Both the North and South Forks have broad valleys with glacial terraces. Steep slopes drop from the terraces into narrow alluvial river bottoms. Many of

the drier terraced acres, especially along the South Fork, contain ponderosa pine, as well as Douglas-fir, western larch, and lodgepole pine (Douglas-fir climax series). 1/

Past fire activity along all three forks has resulted in the establishment of numerous dense stands of lodgepole pine. As a result only a small part of the study river area supports merchantable timber.

Timber along the river system can be placed in four major categories: that under private ownership, that on Federal land managed by the National Park Service, that on Federal land managed by the Forest Service, and that on land owned by the State of Montana.

There are no restraints or controls on management of privately-owned forests along the river system at this time. To date timber removal on private land adjacent to the river has been primarily associated with clearing for developments.

Management of forests within the study river boundaries inside Glacier National Park falls under the objective of preserving all of the Park in a natural condition except those relatively small portions designated for development of visitor and administrative facilities.

Management of commercial forests on the National Forest within the study river boundaries may be placed in two categories--that inside the Bob Marshall Wilderness and that outside the Wilderness. Timber volumes inside the Wilderness are not included in the determination of potential yield of the Flathead National Forest.

National Forest commercial timber land within the proposed Wild and Scenic River Management Zone has been placed in the "deferred" category, prohibiting timber harvest until studies have been completed and land management objectives have been determined. A total of

1/ Preliminary Forest Habitat Types of Western Montana, May 1972, by R.D. Pfister, S.F. Arno, R.C. Presby and B.L. Kovalchik.

14,840 acres of commercial forest land have been placed in the deferred category. An additional 2,689 acres of National Forest land outside the Bob Marshall Wilderness but within the proposed River Management Zone are classed as non-commercial forest or non-forest. Total timber volume within the proposed River Zone is estimated at 57.6 MMBF on National Forest land outside the Wilderness.

At this time no official list of endangered or threatened plant species has been adopted or proposed for Montana under the Endangered Species Act of 1973. If and when such a list is established, any plants so listed will be given due consideration under the Act.

D. Socio-Economic Characteristics

1. General Description

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.

The regional zone of influence is the Flathead River Basin except that portion located in Canada. This area contains the private land (all located in Flathead County) that would be directly affected by inclusion of the river in the Wild and Scenic Rivers System. Decisions affecting water resource use and development are of primary concern to people in the Flathead River Basin because potential water resource developments could be located along the entire Flathead River. This area would also be most directly affected by the publicity and subsequent recreation impact brought about by national recognition of the river.

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.)

River Segment	Miles of National Forest	Miles of National Park	Miles of State of Montana	Miles of Private	Miles of River Segment in Total System	Precent of River Segment in Total System
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	101	45	1	27	174	40
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 percent in each). Add to this the National Forest outside of the wilderness and it can be seen that 85 percent of the shoreline is within Federal ownership; another 2 percent 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 percent 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 is 57,400 acres (9,700 acres of which is private land). The average number of acres within the boundary per mile of river is 262.

Scenic easement acquisition would be considered for all private land within the proposed 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 5 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.[1/]

Lands included in the proposed 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 proposed 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 proposed River Management Zone.

Due to the limiations of the land capability and conflicts with esthetic values of the river area, most development would occur outside the proposed 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.[1/]

It is estimated that it would cost the Forest Service $100,000[1/] for administration, policing, and maintenance for the first 5 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 Rivers consideration, they have materially reduced the alternatives for possible classification (i.e., Wild, Scenic, or Recreational). In the case of the lower Middle Fork, roads have substantially altered the character of the shoreline.

1/ Based on 1973 cost estimates.

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 westslope 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 whitewater 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. In 1891 five gold placer claims were patented on the North Fork. They are the only existing claims. They are now part of coal lands but have not proven economical to operate. The total coal resource in this area is estimated to be relatively small and not of national or regional significance at this time.

Hunting is an important recreational activity in the river drainage. The big game winter range, used mostly by deer, elk, and moose, is a significant resource of the river area.

2. Populations

The population of the regional zone of influence (Flathead River Basin) increased 16.7 percent from 1960 to 1970. This compares to 2.9 percent for the State of Montana and 13.3 percent for the United States. The growth trend for 1910 to 1970 shows a faster rate in the Flathead River Basin when compared with the State of Montana and the United States. In spite of this faster growth rate the 1970 census population of 53,800 indicates only 8.1 people per square mile in the regional zone of influence.

Kalispell is the largest town with a population of 10,526 (1970 census). The remaining urban population of 11,100 is in towns with populations less than 3,500 people.

During the 1960 to 1970 period the urban population has shown an increase of 22.0 percent, compared to 13.0 percent for rural population. Agriculture will continue to be important in the area's economy and a low trend of population increase is expected to continue.

Populations of the Regional Zone of Influence
(Flathead River Basin)
(1,000's)

1910	1920	1930	1940	1950	1960	1970
18.8	21.7	28.8	37.8	45.3	46.1	53.8

Population within Flathead County was 39,640 people (1970 census) with 42 percent urban and 58 percent rural. An increase of 4,440 is anticipated by 1975 and an additional 5,000 between 1975 and 1980.

A population increase of 10,000 plus persons per decade is predicted for the period 1980 to 2000. However, this will depend on the trend of people moving away from metropolitan areas to urban areas. At present this immigration of people is greater than the number of available jobs. Beyond the year 2000 it is predicted that the population growth will level off to an increase of 5,000 plus persons per decade according to the Montana State Employment Service.

3. Economy

Eighty-five percent of the land in the Flathead River Basin is forested. With the exception of minor acreages of land in urban development, all of the remainder is agricultural land.

Public lands comprise 65 percent of the total land area. The bulk of this is National Forest system land; however, there is substantial land within Glacier National Park, the National Bison Range, State Forests, and Indian Tribal lands administered by the Bureau of Indian Affairs.

The economy of the Flathead River Basin is based largely on utilization of its natural resources. The principal industries are agriculture, forest products, and tourism.

Agriculture in the Flathead Valley is centered on beef production. There are some feedlots, but over 90 percent of the beef producers are operating a cow and calf unit and marketing the calves in the fall. Nearly all of the needed hay and grass are produced by the operators. Forage production is expected to continue to increase in importance while the trend in wheat production will continue to decline. As livestock production and feeding increase, the acres devoted to these uses will increase. The trend of irrigating land will also continue upward.

The 21 major forest product industries are important to the area's economy, providing approximately 1,800 jobs in logging and milling. Raw forest materials are utilized in production of lumber, plywood, posts, studs, poles, ties, and woodchips. Conversion of sawtimber to lumber is the principal industry; secondary manufacture is limited; there is little local finished wood product fabrication. Christmas tree production is a significant activity on both wildlands and former agricultural lands.

Tourism is increasing within the area. The recreation opportunities include attractions such as Glacier National Park, Flathead Lake, Swan Lake, Bob Marshall Wilderness, Mission Mountains Wilderness, Jewel Basin Hiking Area, Hungry Horse Reservoir, National Bison Range, and the general naturalness of the country.

Growth in tourism has encouraged development of recreation facilities by private enterprise and has also resulted in greatly expanded subdivision activity for vacation and/or retirement residences. The attractiveness of the area has resulted in speculative land prices which do not represent the agricultural or woodland productivity of the land.

In the past recreation use was confined to the summer season, but increases in winter recreation through skiing and snowmobiling have extended the recreational use to an all-season industry. Recreation tourism is growing but results in less economic activity than either agriculture or forest product industries.

Other industrial or manufacturing activity is relatively minor except for the Anaconda Aluminum Reduction Plant at Columbia Falls, which employs more than 800 workers.

Employment opportunities have increased at a dramatic rate in recent years due to several large construction and manufacturing projects. However, the labor force has increased at a faster rate than job openings have become available from new businesses. The Kalispell district, which includes Flathead, Lake, and Lincoln Counties, has one of the higher rates of unemployment in Montana. According to the Montana Employment Service, the average annual unemployment rate for the period 1970-1974 was 6.2 percent for the State while the Kalispell district was 9.8 percent for the same period.

4. Lifestyles

The following description of lifestyles in the area of the Flathead National Forest is from Lifestyles of Western Montana: A Comparative Study by Dr. Lee Drummond, et al, Department of Anthropology and Institute for Social Research, University of Montana, Missoula, Montana, 1975.

Human habitation in the Flathead National Forest is centered around the towns of Columbia Falls, Kalispell, and Whitefish, with many outlying smaller communities that are closely tied to these three commercial and occupational centers. Our study of these communities indicates that while each has its distinctive attributes, there is a high degree of interdependence among them and that the upper Flathead Valley lends itself well to consideration as one lifestyle area.

Columbia Falls advertises itself as "the industrial hub of the Flathead"; Kalispell, the largest population center and the county seat, emphasizes its commercial services and identifies strongly with the agricultural emphasis of the central valley; while Whitefish promotes its recreational resources and leisure attractions. Lifestyles of the three communities have much in common. Many residents of Kalispell and Whitefish commute daily to work in the lumber, plywood, and particle board mills or aluminum smelter in Columbia Falls, although business and government occupations support much of the Kalispell area and the railroad is considered by Whitefish residents to be the economic backbone of their community. Entertainment and leisure activities draw valley residents principally to Kalispell as well as to Whitefish, where

much community energy is going toward the development of year-round recreational attractions for area residents and tourists. Social and voluntary organizations frequently include members from all three communities. While the majority of residents have been living in the Flathead for many years, recent industrial expansion coupled with an interest in western Montana by retirees from other states have brought steady growth to the area. We have noted concern with this trend, especially in Kalispell where "outsiders" and "newcomers" seem to be linked with concerns over subdivision and the loss of agricultural lands. In Whitefish and Columbia Falls there is less concern over these problems, although both communities are experiencing growth and keeping a cautious eye on expansion-related problems.

Residents of the Flathead feel themselves to be relatively secure economically and believe that their communities are sufficiently prosperous. There is little interest in attracting further economic development, although Columbia Falls residents would like to improve and possibly expand the industries that are there, making their community less vulnerable to regional and national economic trends. Whitefish residents would like the tax relief that a major development would bring, but are quick to caution that only "clean" industries would be considered. Kalispell residents are too concerned about the unwanted costs of development (crowding, population growth) to solicit any expansion.

While Columbia Falls and Kalispell residents see their lives and their communities as highly dependent upon the outside world and subject to the economic and political circumstances of the state and nation, Whitefish residents exhibit confidence and pride in their community's independence. They have experienced little impact from the recent recession and are confident that their recreation and railroad-centered economy is stable. Whitefish merchants are renovating the business district to keep local trade from going to Kalispell. Community interest in service organizations and social affairs is also high in Whitefish.

Residents of the Flathead Valley lifestyle area seem to be very interested in environment and land use-related problems. Much year-round interest is focused on tourism and the scenic attractions that bring more than a million visitors through the area each year. Area-wide concern over recent proposals to mine coal in the Flathead drainage in Canada demonstrates an increasing tendency to weigh developments against environmental and resource impacts. In Columbia Falls, concern over pollution

and resource management is stimulated by both the desire to maintain the tourist economy and the desire to insure long-range stability for the industrial firms that support the town. In Whitefish, residents are more concerned with preserving the recreational and aesthetic surroundings which they believe to be the main reasons for living in their community. In our study, residents of the Flathead Valley demonstrated high concern for recreational activities and also high valuational interest in the beauty and appreciation of the natural environment. For Columbia Falls, especially, and for Kalispell, this indicates an ongoing struggle with the contradiction between the desire for amenities in nature and having the basis of the community rest on the exploitation and utilization of nearby resources. For Whitefish, where industrial activity is less important, the contradiction is not so evident.

Several significant trends emerge from this sketch of lifestyles in the Flathead National Forest area that should be important considerations for governmental planners. Future land management and resource allocation decisions will be of high interest to residents, particularly to residents of Columbia Falls. Alterations in the allowable timber cut will directly affect lifestyles there since lumber operations are crucial to community well-being and there is, at present, nothing in the way of alternative occupations. A reduction in the timber harvest will also have significant but less consequential impact upon Kalispell, due in part to its reliance upon business with Columbia Falls residents. Whitefish would be affected, but to a lesser degree due to minor employment in woods-products jobs. However, if valley residents have less money for recreational activity this will adversely affect the Whitefish economy.

At the same time, the strong indications of environmental concern suggest that any increase in resource exploitation will not be enthusiastically received. The emphasis upon the environment as an attraction for tourism and as an aesthetic benefit for residents suggests that strong opposition may occur to timber harvest or land alteration in areas visible from roads or townsites and that active reforestation programs will have strong local support. Striking a compromise between these interests presents a delicate problem for land use planners.

Indications are that resource utilization to meet existing needs (lumber, hydropower) will be supported but that new resource development would not be welcome. Ongoing controversy with mineral-related pollution could become more volatile if, for example, mining activities or oil leasing became realities in this area. Whitefish residents could be expected to oppose any major innovations that did not conform to or promote the image of a recreational center. The population growth that any significant development in the valley would bring to Kalispell would be likely to provoke negative response. In the lifestyles of Flathead residents, acquaintance with and awareness of social change is high and responses to it are increasingly conservative. Residents are accustomed to new issues and can be expected to actively participate in making decisions that in their view will alter their habitat or ways of life.

5. Historic and Archaeologic

In compliance with Section 106 of the National Historic Preservation Act of 1966, the most recent listing of the National Register of Historic Places has been consulted. A letter from Ashley C. Roberts, State Historic Preservation Officer, dated December 21, 1973, states that: "Presently there are no historic or archeologic sites on or nominated to the National Register within the Flathead National Forest. Nor do we have any sites listed on our State inventory within the Forest boundaries".

There are a few specific sites of historic significance along the river. Numerous claims and exploration work for coal and oil were located in the 1890's and early 1900's along the North Fork near the Canadian Border. The year-long residents brought by this activity generated development of the Polebridge area from 1912 through the late 1920's. A log store was built in 1914, followed shortly by another store (still in existence) and the first bridge across the North Fork.

There are several sites near the river used by the Forest Service and Park Service for early day administration of public land. The log buildings on sites located at Spotted Bear, Black Bear, and Big Prairie on the South Fork and Schafer on the Middle Fork are perhaps the most significant. They are well preserved and were centers of activity in the early 1900's.

In conjunction with the Wild and Scenic Rivers Study of the three forks of the Flathead River, an archaeological study was conducted by the Montana Statewide Archaeological Survey, Department of Anthropology, University of Montana, in 1970. The survey was made by Dale and Lynn Fredlund and the results published in Archaeology in Montana, Volume 12, Number 2-3, April-September 1971.

Twenty-five sites were identified; most were along the South Fork. The majority of the sites recorded relate to late prehistoric Salish or Kootenai movements into, or through, the mountains on trips to the plains. The 1964 flood significantly influenced the findings of the study, especially along the Middle Fork. Any sites that might have existed on these low terraces were obliterated during the flood--either buried or washed away. The same is true for other portions of the river, but to a lesser degree.

The survey was not a comprehensive study, but was designed to try and determine prehistoric occupational patterns. The sites which have been identified will be protected. It is also possible that other sites exist, but have not been found. An intensive survey will be conducted prior to any activity of a disruptive nature that could interfere or destroy sites or cultural material.

The Forest Service will recommend areas of historic significance for nomination to the National Register of Historic Places. The river areas will be included in this review of the Flathead Forest.

6. Wilderness

The natural character of much of the Flathead River drainages is largely due to the fact that the headwaters of two of its three forks are within a Wilderness. Twenty-five percent of the study river is within the 950,000 acre Bob Marshall Wilderness (portions of the Middle and South Forks). An additional 15 percent is located within a roadless area, the Middle Fork-Continental Divide New Study Area (RARE #11) selected by the Chief of the Forest Service for study as a potential addition to the National Wilderness Preservation System, and 5 percent is located within the Middle Fork Inventoried Roadless Area (RARE #273). Thus, 98.3 miles

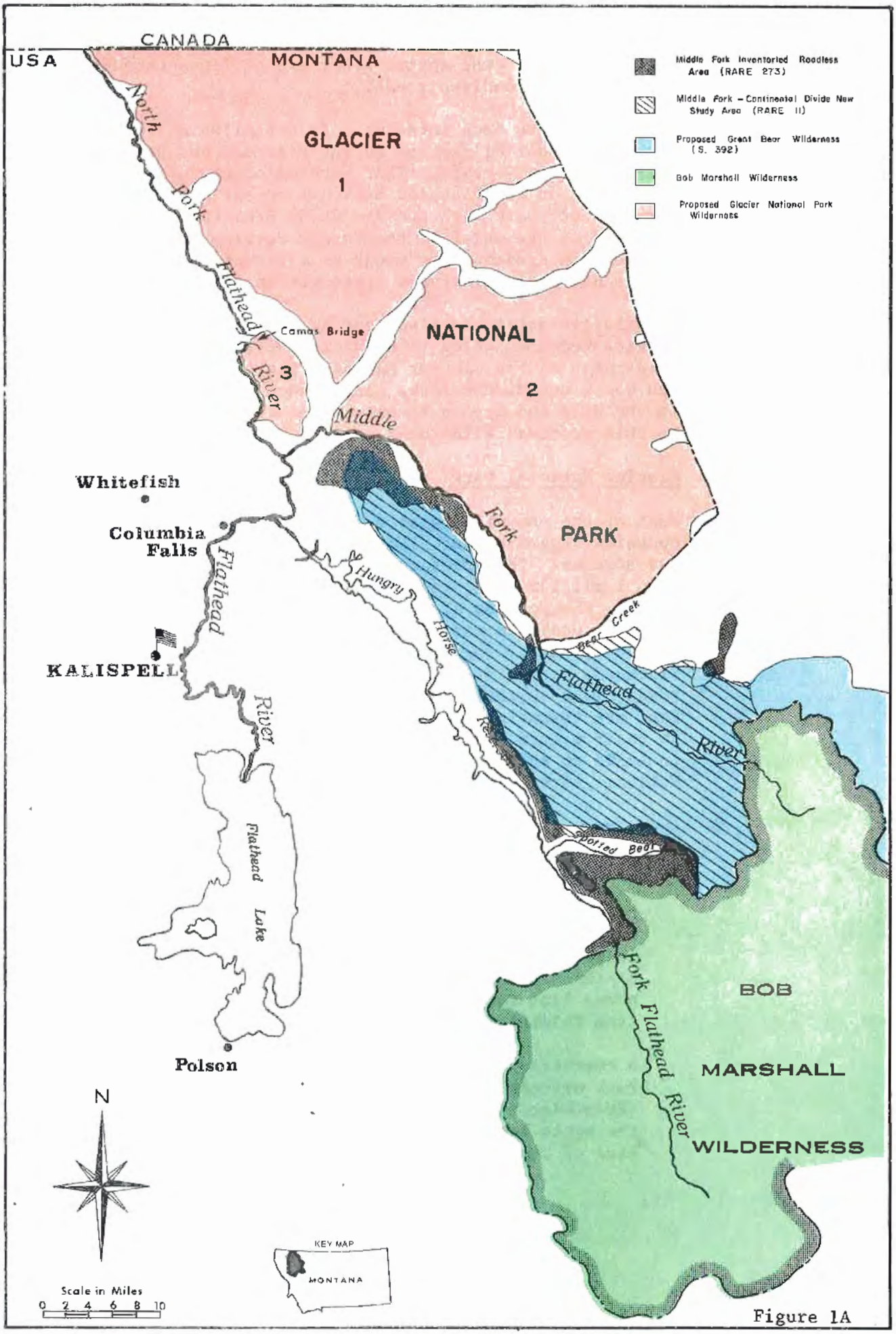

CANADA
USA
MONTANA
Middle Fork Inventoried Roadless Area (RARE 273)
Middle Fork – Continental Divide New Study Area (RARE II)
Proposed Great Bear Wilderness (S. 392)
Bob Marshall Wilderness
Proposed Glacier National Park Wilderness
GLACIER
1
NATIONAL
2
PARK
3
North Fork Flathead River
Camas Bridge
Middle Fork Flathead River
Whitefish
Columbia Falls
KALISPELL
Flathead River
Hungry Horse Reservoir
Bear Creek
Flathead River
Spotted Bear
Flathead Lake
Polson
Fork Flathead River
BOB MARSHALL WILDERNESS
N
KEY MAP
MONTANA
Scale in Miles
0 2 4 6 8 10

Figure 1A

or 45 percent of the entire river system flows through Wilderness or roadless areas.

Legislation has been introduced to establish a 378,200 acre Great Bear Wilderness on the Flathead and Lewis and Clark National Forests. That portion of the proposed wilderness on the Flathead National Forest coincides for the most part with the New Study Area (RARE #11) selected by the Chief of the Forest Service in the Middle Fork drainage for study as a potential addition to the National Wilderness Preservation System.

Legislative action is also pending on a National Park Service recommendation to establish 927,550 acres of Wilderness within Glacier National Park. Portions of the North and Middle Forks recommended for inclusion in the Wild and Scenic Rivers System would be bordered by this proposed Wilderness.

7. Glacier National Park

Much of the one-million acre Glacier National Park contains rugged peaks, glaciers, snowfields, lakes, and streams. The spectacular scenery attracts more than 1 million visitors annually from all over the world. The portion of the Park next to the river and the high peaks in the background can be seen from various parts of the Middle and North Forks of the Flathead, either from a craft on the rivers or from roads close to the rivers. Shorelines bordering the Park are essentially undeveloped and have been retained in their natural character. Of the total shoreline included in this study, 24 percent borders Glacier National Park.

8. Land Uses

a. Utilities

North Fork - There is no commercial power available on the North Fork. Where electricity is used, it is provided by gasoline or diesel generators furnished by individual landowners. A Forest Service telephone line roughly parallels the North Fork Road from Polebridge to Ford Guard Station.

A commercial telephone line within Glacier National Park extends from West Glacier to Polebridge. (Franchise rights prevent extending the line across the North Fork to serve residents on the west side of the river.)

Middle Fork - Land along that portion of the Middle Fork adjacent to Highway No. 2 has undergone considerable development. The Flathead Electric Cooperative maintains a 34.5 kv transmission line from Columbia Falls to West Glacier. The line follows the highway and crosses the South Fork downstream of the highway bridge near the town of Hungry Horse. Distribution lines (12.5 kv) branch from West Glacier to serve Glacier National Park and private users in the area. Two line crossings of the Middle Fork are located near West Glacier (one-half mile apart); another is located at Blankenship Bridge; and another at the bridge crossing near Essex (28 miles upstream from West Glacier). This crossing provides power to the Walton Guard Station in Glacier National Park where the line terminates. These lines principally serve summer users; there is very little commercial use. The Cooperative has stated that the 12.5 kv line to Essex may need to be increased to 24.9 kv in the next few years. This can be done on the existing poles.

The Glacier Electric Cooperative maintains a line from Browning over Marias Pass and down Bear Creek, a tributary of the Middle Fork. There is an 8-mile gap between the lines of the Flathead Electric Cooperative and the Glacier Electric Cooperative. This gap is uninhabited Federal land.

Concerning future transmission lines, the Federal Power Commission states, "There are no known future major transmission lines that are proposed to cross the reaches of the Flathead River under study." (See Appendix 2.) However, Bonneville Power Administration stated in regard to the Middle Fork that, "Several years ago, Bonneville Power Administration contemplated the construction of a transmission line from Hungry Horse to Browning in order to serve a potential new customer, Glacier Electric Cooperative. For some time these plans have remained dormant, although they may be revised in the future."[1/] Bonneville Power Administration would like the option for future consideration of a transmission line to remain open.

The Montana Power Company owns and operates a natural gas pipeline from Canada to Kalispell, Montana, which passes through the Middle Fork drainage. The line is buried on the ditchside of U.S. Highway

1/ Excerpt from a letter to the Forest Supervisor, Flathead National Forest from Bonneville Power Administration, Portland Office, dated April 7, 1972.

No. 2 and crosses the Middle Fork just above the highway bridge near the town of Essex. A second crossing is located at the South Fork below the highway bridge near the town of Hungry Horse. Two river crossings are located downstream from the study river--one at the bridge near Columbia Falls and one 12 miles above Kalispell, both on the main stem of the Flathead River.

A commercial telephone line generally follows the highway in approximately the same location as the gas line. The Burlington Northern railroad also has a telegraph line which follows the railroad track. A telephone line provides communication from Schafer Work Center to Spotted Bear Ranger Station for Forest Service administrative use.

South Fork - Due to the undeveloped nature of the South Fork, no commercial utilities are provided. When the radio-telephone was installed at Spotted Bear in 1971 the Forest Service telephone line from Spotted Bear to Hungry Horse was abandoned. There is a telephone line from Spotted Bear Ranger Station along the South Fork river to its headwaters. This line provides communication to Big Prairie Work Center and other administrative sites. With improved radio communication and new management direction provided in the Bob Marshall Wilderness Plan, telephone lines will be abandoned and removed from the area. Electrical power at Spotted Bear Ranger Station is provided by a generator at the site. There are no power facilities within the Wilderness.

b. Residential Sites and Summer Homes

Residential sites are scattered on private land along the North Fork and lower Middle Fork. Until the late 1960's large land areas (40 to 200 acres) remained in the hands of a few owners. These parcels of land were principally homesteads. Land values in the Flathead River Basin began to inflate due to outside public interest for recreation land and many homesteads were subdivided. Subdivision has been further encouraged by the County through classification of the land as suburban land, which results in higher taxes. Subdivision has resulted in small lots near the Canadian border and tracts 3 to 5 acres in size at other locations farther south down the North Fork. Most of this subdivision is taking place immediately adjacent to the river.

Indications are that the private land between Hungry Horse and Essex on the Lower Middle Fork will continue to be subdivided. Private land near Martin City and Hungry Horse has been subdivided and developed with motels and private homes. Other than Forest Service administrative sites and resorts used by commercial outfitters, there are no residences in the portion of the South Fork under study.

c. Transportation

Rough terrain has resulted in access roads constructed along the river valleys. All three forks are flanked by access roads on at least a portion of their reaches. The standards and uses of these roads vary considerably.

North Fork - The North Fork Road is used extensively by logging trucks, summer homeowners, and recreationists. While there are only three to five yearlong residents on the North Fork, there are 40 to 50 families who reside in the area during the summer months. This is rapidly increasing with subdivision of private land. Most homes are located from Coal Creek north to the Canadian border.

The increased public recreation is resulting in a significant increase in recreation traffic. It is magnified along the North Fork because of Glacier National Park. The North Fork Road extends into Canada giving access to the towns of Michel and Fernie in British Columbia. Recreation traffic across the border is very light, due in part to the lack of recreation developments in either country near the border and the absence of Canadian Customs stationed at the border crossing.

The North Fork Road varies from a paved, double-lane standard at Columbia Falls to a single-lane, dirt road at the Canadian border.

In 1967 the road in Glacier National Park from West Glacier to the North Fork Road (at Camas Creek) was completed. It is paved and double lane. Also, within Glacier National Park there is a low-standard, one-lane road adjacent to the river which extends from Apgar 40 miles to Kintla Lake. Most use occurs on the stretch between Polebridge and Kintla Lake.

There are numerous other roads including the Blankenship Road connecting with Highway No. 2 and logging roads branching off the North Fork to the west.

Three low-standard roads interconnect with the North Fork Road system and cross the Whitefish Divide to the west.

There are no public trails paralleling either side of the North Fork.

Four private airstrips are located on the North Fork. The Moose City and Sondreson's airstrips were built about 1960; the Kintla Ranch airstrip was built in 1971. A strip near Polebridge was cleared but never completed. In the 1940's an airstrip was built on the old MacFarland Ranch, land which has since been acquired by the Park Service. The field is maintained by the State and open to the public. Use is light.

Middle Fork - U.S. Highway No. 2 parallels the Middle Fork for 71 miles from its confluence with the South Fork upstream to Bear Creek. With the exception of the upper 4 miles which is within Glacier National Park, the road follows the river on the south side. This major east-west highway across northern Montana is heavily used and is a major access route to Glacier National Park. The 4-mile stretch within Glacier National Park and the 11-mile stretch from West Glacier south to Hungry Horse are to be reconstructed.

The Burlington Northern railroad closely follows the Middle Fork. This section contains five tunnels totaling more than a mile in length and a 1,500-foot snowshed located near Essex. The highway and railroad combined required 1½ miles of major channel change or bank alteration of the Middle Fork and 5 miles of riprapping at 27 locations.

A trail within Glacier National Park closely parallels the river on the north bank from West Glacier to Walton Ranger Station. This trail is used principally by hikers and climbers for access to branch trails leading to glaciated peaks near the Continental Divide.

Two railroad bridges and four road bridges span this lower portion of the Middle Fork.

The 47 miles of the Middle Fork from Bear Creek to the upper reach of the study area is in unroaded country. An extensive network of trails paralleling

major stream courses provides access. The entire length of this portion of the Middle Fork is flanked by Trail No. 155.

The trail along this portion of the river receives use by hikers, horsemen, and motorbikers. This is one of the few extensive roadless tracts in this area where motorized vehicles have not been prohibited. Hiker use is considered moderate; horse use and motor vehicle use are considered light.

A Forest Service work center (Schafer Work Center) is located in the upper Middle Fork. The main trail access is from Spotted Bear over Trail Number 327.

While the area receives use by hikers and horseback riders, many recreationists fly light aircraft to the Forest Service airstrip at this location. Frequently groups fly to Schafer and continue by horseback into more remote areas. Others float down the Middle Fork in rafts or kayaks and fish in nearby streams.

South Fork - Forty miles of the South Fork lie within the Bob Marshall Wilderness. Most of the 20 miles of study river below the Wilderness boundary is paralleled by roads, although there are long stretches where roads cannot be seen from the river.

Double-lane roads parallel Hungry Horse Reservoir on both sides. Traffic results primarily from logging and recreation activities. There are numerous logging and land access roads which lead from the mountainous areas to the west and east and feed into the main roads around the reservoir.

Within the Wilderness the river is paralleled by trails on both sides for most of its length, but generally the river cannot be seen from these trails. Concentrated use is resulting in increased conflict among various users.

Two airstrips are located near the South Fork outside the Wilderness--Spotted Bear airstrip and Meadow Creek airstip. The Spotted Bear airfield is used as a base for Forest Service air patrol for fire detection as well as administrative flights. This airstrip is also open to the public.

The airstrip near Meadow Creek is located approximately one-half mile from the road end at Meadow Creek packbridge. It is used by the public primarily for access in connection with recreational activities.

d. Agriculture

Agriculture, the most significant industry within the regional zone of influence, is based on irrigated forage crop production to support livestock enterprises and to produce small grains, tree fruits, field crops, and some dairying and vegetable production. The agricultural land located along the study river is limited. Six hundred to 700 acres along the North Fork are used to grow cattle feed, but production is marginal due to the short growing season. The situation is similar along the lower Middle Fork where several scattered ranches and farms grow hay or grain.

According to the Pacific Northwest River Basins Commission, water needs are predicted to be mostly for irrigation with only small demands expected for industrial uses. Despite this importance, less than 10 percent of the total average annual runoff in the regional zone of influence is diverted for irrigation purposes.

e. Commercial Uses

There are no commercial navigational uses made of the river except by a few river outfitters during the summer months.

Commercial Outfitters for Floating - There are three to five commercial outfitters who provide various types of recreation rafting services. One outfitter utilizes horse and pack animals to transport floaters and rafts into the Bob Marshall Wilderness. This provides an opportunity to float about 20 miles of the South Fork. Another outfitter provides services for floating 7 miles of the Middle Fork from West Glacier to its confluence with the North Fork and the lower few miles of the North Fork. Other river outfitting is sporadic and is usually in conjunction with commercial outfitting of horse and pack stock. River outfitting is limited but appears to be increasing.

Commercial Outfitters for Horseback Riding - Commercial use along the upper Middle Fork and South Fork is limited to commercial outfitters operating under special-use permits from the Forest Service. Presently 10 commercial outfitters in the Middle Fork and 12 in the South Fork operate base camps along the river. Other outfitters operating out of progressive travel camps also utilize the areas during the summer season. The number of commercial outfitters fluctuates annually. Three commercial outfitters operate from resorts under special-use permit from the Forest Service in the Spotted Bear area. In the past these outfitters were mainly concerned with hunters in the fall, but summer use for fishing, picture taking, and float trips is becoming increasingly important, not only because it extends the period of employment for outfitters but also because the public is demanding these types of services.

f. Recreation

North Fork

The combination of road access to the river and a large volume of water makes the North Fork the best suited of the three forks to accommodate river floating. As popularity increases, additional access areas for boat launching will be needed.

Pleasure driving is the largest single recreation activity adjacent to the North Fork. Scenic views of Glacier National Park are outstanding. Fishing, berry picking, camping, and picnicking are also common activities. Limited tourist facilities are located near the river at Polebridge. Private land on the west side of the river could conceivably be developed to provide additional facilities.

The greatest economic impacts from recreationists on the North Fork are realized along U.S. Highway No. 2 from West Glacier to Hungry Horse where motels, stores, restaurants, campgrounds, and other needed facilities are located.

Middle Fork

The lower portion of the Middle Fork is similar to the North Fork since both are paralleled by roads and are adjacent to Glacier National Park. The

character of the river is different, however. The North Fork is within a broad valley bottom, while the Middle Fork is confined to a narrow canyon. Recreation use along this lower stretch is primarily scenic driving and picnicking. Other forms of day use such as fishing and river floating are pursued to a lesser degree.

Like the North Fork the economic impact from recreation use is principally in the West Glacier-Hungry Horse area, although there are limited facilities upstream from West Glacier. An opportunity exists for development on private land to provide additional tourist facilities.

The Middle Fork above Bear Creek is undeveloped National Forest land and Wilderness. Recreation use outside the Bob Marshall Wilderness is trail- and river-oriented. Hikers, motorbike riders, and horseback riders all utilize the river trail primarily to fish and hunt. Wilderness use is confined to hikers and horseback riders.

The airstrip at Schafer provides fly-in access to the heart of the back country. A significant amount of recreation use on the Middle Fork originates here and the only developed campgrounds are located at the airstrip. Recreation associated with the use of Schafer airstrip varies. Some people fly in to fish a small stretch of river; some make arrangements with a commercial outfitter for 10-day trail rides or to hunt and fish; others float the river.

The Middle Fork is the most challenging of the three forks to float. Its popularity is growing and is expected to continue. Although commercial outfitting for river floating has been recently initiated, it is doubtful that this activity will lead to significant economic impacts due to the short float season.

The economic impact of recreation visitors to commercial outfitters is significant. Ten outfitters are presently in operation in this area. Use is heaviest during the fall hunting season, although summer trail rides are increasing in popularity. Continuation of this activity is dependent on the drainage remaining in a near-natural state.

South Fork

Much of the South Fork lies in a broad, gentle valley similar to the North Fork. It has long been

a popular recreation river since the valley bottom provides access to more remote portions of the Bob Marshall Wilderness.

Past recreation use has been heaviest during the fall hunting season.

Backpacking has recently grown in popularity and in 1970 summer hikers for the first time outnumbered horseback riders.

Roads up the South Fork terminate at Meadow Creek, a mile from the Wilderness boundary. From this point downstream to slack water of Hungry Horse Reservoir recreation use is primarily oriented to the automobile. Above Meadow Creek use is primarily hiker and horseback oriented.

Since the South Fork is completely within National Forest, there are no commercial facilities except those provided by commercial outfitters. Nearest facilities to the road end, such as motels, restaurants, and stores are located approximately 65 miles to the north along U.S. Highway No. 2. Consequently, about half of the visitors utilize the services of commercial outfitters. Summer trail rides, fishing, and fall hunting account for the majority of this use.

Recreation Developments - There are seven camping and picnicking areas provided by the Forest Service or Park Service near the river with a combined capacity of 410 persons. During summer weekends these facilities are often filled to capacity. Private camping facilities, mostly along Highway No. 2 between West Glacier and Hungry Horse, help to meet public camping needs.

II. Alternatives to the Proposed Action

Subjective review of some major points considered in formulating alternatives.

1. Forty-eight percent of the shoreline within the proposed Wild and Scenic Rivers 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 Rivers System.

4. Spruce Park Dam is not now economically feasible; Smoky Range Dam is near-marginal, but future conditions may alter this situation. Wild and Scenic Rivers status would preclude 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 preclude 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; potential for mineral discovery appears low.

7. The North and Middle Forks are part of the fishery associated with Flathead Lake. Westslope cutthroat trout are dependent upon the free-flowing character of these waters for spawning.

8. Inclusion of the river within the Wild and Scenic Rivers 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 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 Middlefork Landowners Association to poll its membership on portions of the Middle Fork.

This information, along with that gathered at public meetings, 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. These were developed with a multi-discipline 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.

1/ Determined by the multidiscipline team by reviewing public expression at meetings pertaining to Wild and Scenic Rivers and from Forest Listening Sessions. Also included was a consideration of national needs published in Forest Service documents such as "Framework for the Future".

Step 2

Characteristics vary along different stretches of the river. However, there are similarities along the various stretches of river that tend to segment management considerations. That is, some stretches are in Wilderness, some are lightly developed, and others are more heavily developed. The eight criteria looked at in seg-menting the river included: naturalness, scenic values, wildlife habitat, recreation opportunity, subdivision of private land, commercial development, timber production, and water resource development potential.

After evaluating these eight criteria for the entire three forks of the river, 10 segments were delineated. The segments delineated include:

River segment #1 - That portion of the Middle Fork within the Bob Marshall Wilderness. Includes 13.5 miles of river from the headwaters downstream to the Wilderness boundary.

River segment #2 - The undeveloped portion of the Middle Fork from the Wilderness boundary downstream to Bear Creek, a distance of 33.1 miles. This was an area ranking high in naturalness and scenic values, with low recreation development opportunity, medium timber potential, and no private land. This segment includes a potential water development (Spruce Park Dam).

River segment #3 - That portion of the Middle Fork that parallels Highway No. 2 from Bear Creek downstream for 37.9 miles to West Glacier. Because of existing developments (i.e., highway and railroad) this stretch rated low in naturalness. It does include private land, some of which has been developed, but has little commercial development.

River segment #4 - The 16.1 miles of the Middle Fork from West Glacier downstream to its confluence with the South Fork is primarily in private ownership. Existing development (including commercial) is the greatest in this river system; naturalness is low.

River segment #5 - That portion of the South Fork within the Bob Marshall Wilderness. Includes 40.6 miles of river from the headwaters downstream to the Wilderness boundary.

River segment #6 - The undeveloped portion of the South Fork from the Wilderness boundary downstream to Spotted Bear, a distance of 11.1 miles. The naturalness of this area rated high. The reason for separating this segment from the previous segment is that it is outside the Wilderness.

River segment #7 - The 8.4 miles of the South Fork from Spotted Bear downstream to Hungry Horse Reservoir. Because of developments this segment rated low in naturalness (roads parallel this segment). The scenic evaluation of this segment is lower than the adjacent segment upstream.

River segment #8 - Includes 7.2 miles of the North Fork from the Canadian border downstream to Starvation Creek. This scenic segment rated high in naturalness and recreation opportunity and contains important wildlife habitat. However, it also contains considerable private land, portions of which have been subdivided. National Park borders the east shore.

River segment #9 - The segment of the North Fork from Starvation Creek downstream to Camas Bridge, a distance of 33.3 miles, is bordered on the east shore by National Park and mixed ownership of National Forest, State, and private land on the west shore. Because of roads and developments this segment rated medium in naturalness. It contains a high potential for subdivision and presently includes a commercial complex.

River segment #10 - The 17.8 miles of the North Fork from Camas Bridge to its confluence with the Middle Fork is bordered on the east shore by National Park and on the west shore by National Forest and private land. The segment includes a potential water development (Smoky Range Dam). It does not have the significant wildlife habitat found in the two segments upstream; however, it does rate high in recreation.

This segment rates medium in subdivision potential, that being along the lower end near the Middle Fork.

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 10 river segments to meet these needs. Capability is defined as the potential of the resource of 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

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.

Environmental Quality 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

Environmental Quality Alternative Best Use (Continued)

River Segment	
6	Maintain naturalness, little or no development
7	Emphasize recreation and wildlife
8	Maintain naturalness; plan some subidvisions
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 10 segments and an alternative was defined as follows:

Choice 2 - Include in Wild and Scenic Rivers System with portions Wild, portions Scenic, and portions Recreational (see map, Figure 2).

North Fork:

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

Middle Fork:

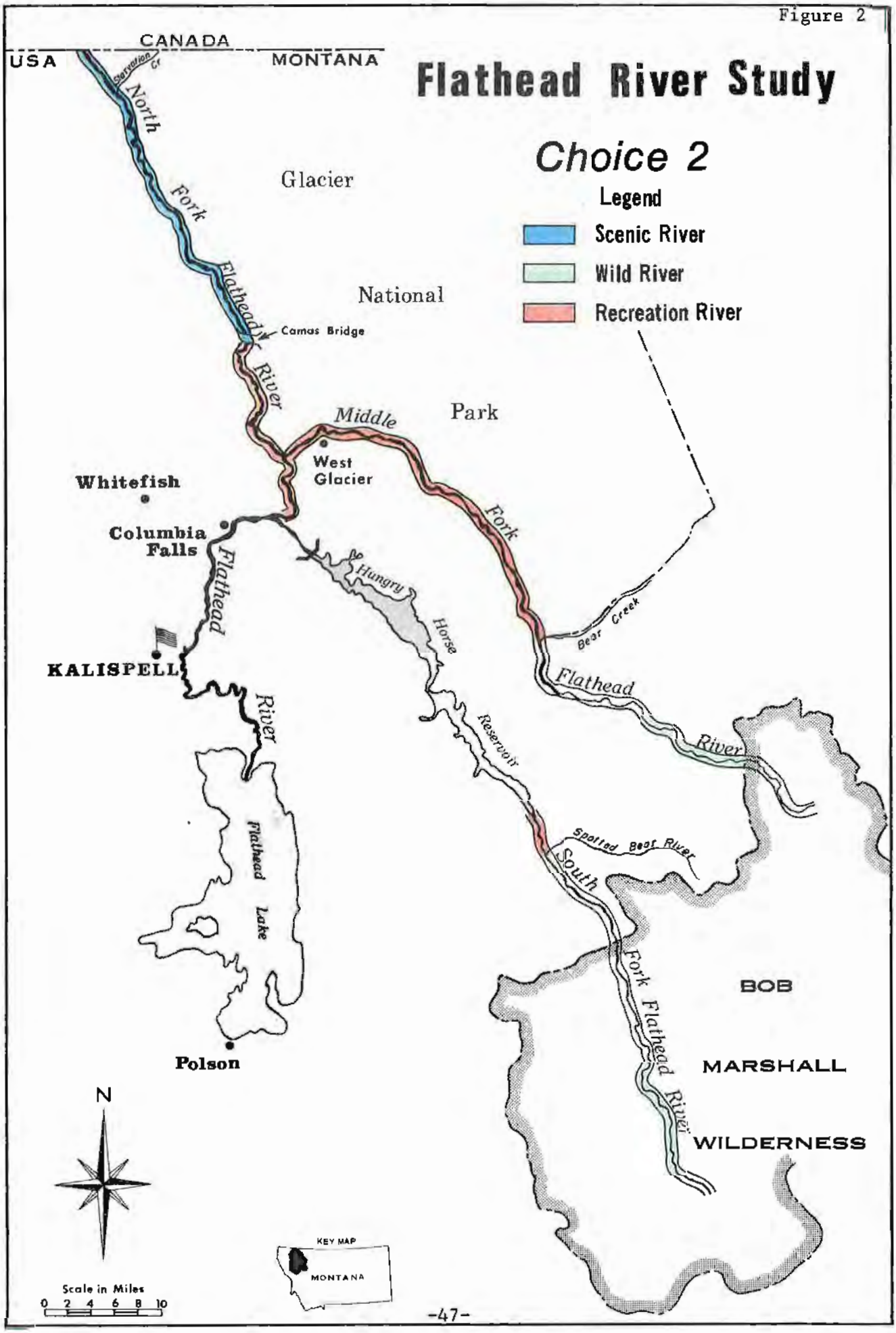
Headwaters to Bear Creek . . . . . Wild
Bear Creek to confluence with
South Fork . . . . . Recreational

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.

Figure 2



Flathead River Study
Choice 2
Legend
Scenic River
Wild River
Recreation River
CANADA
USA
MONTANA
Starvation Cr
North Fork Flathead River
Glacier National Park
Camas Bridge
Middle Fork Flathead River
West Glacier
Whitefish
Columbia Falls
Flathead River
KALISPELL
Hungry Horse Reservoir
Bear Creek
Spotted Bear River
South Fork Flathead River
Flathead Lake
Polson
BOB MARSHALL WILDERNESS
N
KEY MAP
MONTANA
Scale in Miles
0 2 4 6 8 10

Step 5 (Regional Development Alternative)

The eight identified needs were arranged by the interdiscipline 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 10 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).

Major Needs Listed in Priority	Land Capability									
	River Segments									
	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).

Regional Development 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

Regional Development Alternative Best Use (Continued)

River Segment	
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 in 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. Two choices derived under this alternative follow:

Choice 3 - Include in Wild and Scenic Rivers System with portions Wild and portions Recreational (no Scenic). This differs from Choice 2 in that the portion proposed as Scenic would be managed as Recreational (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.

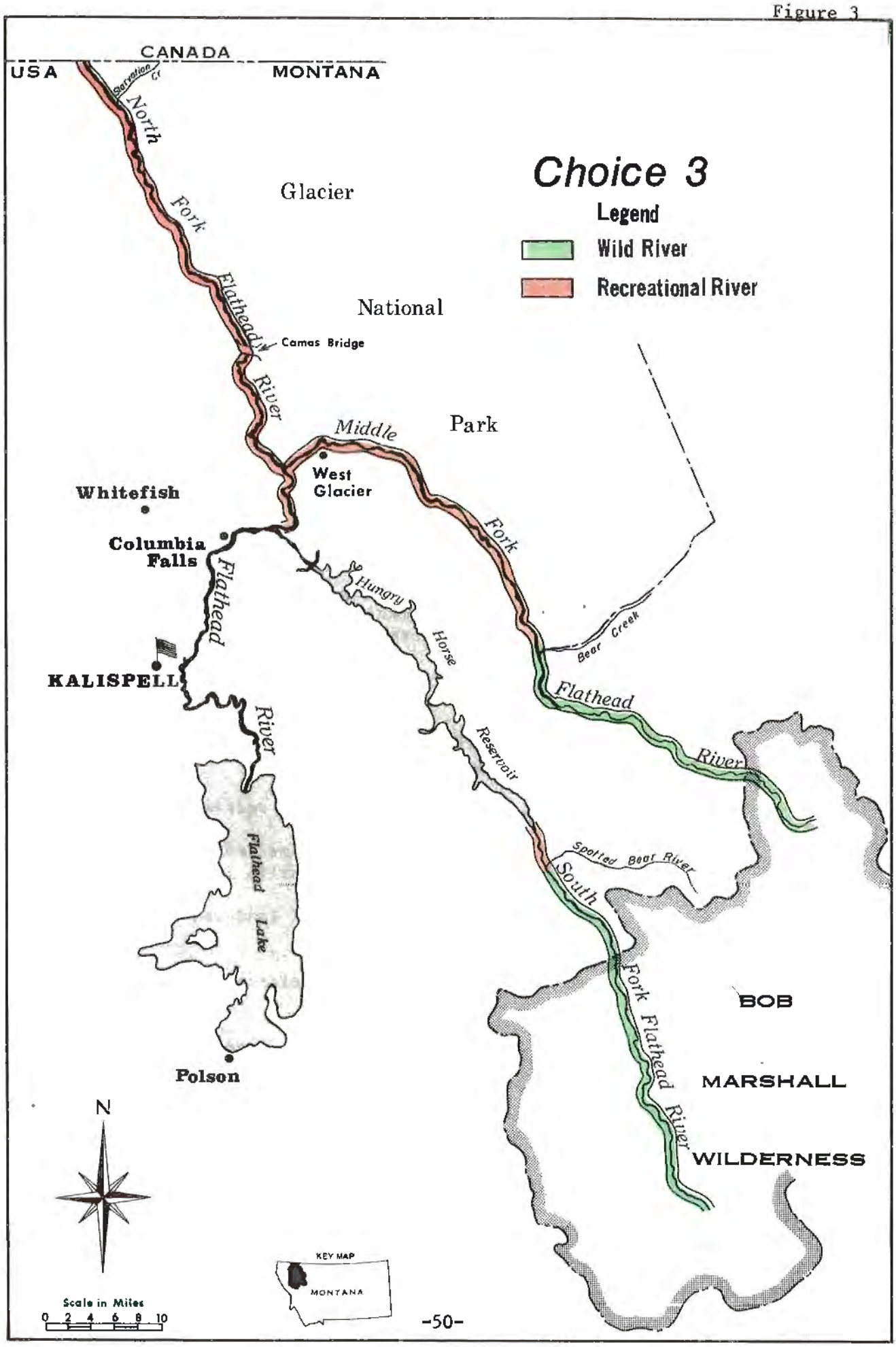
-- result in less regulation of land use and development.

-- possibly result in greater alteration of the natural environment.

Choice 4 - Include in Wild and Scenic Rivers 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.

Figure 3


CANADA
USA
MONTANA
Starvation Cr
North
Fork
Flathead
River
Glacier
National
Park
Choice 3
Legend
Wild River
Recreational River
Camas Bridge
Middle
West Glacier
Whitefish
Columbia Falls
Flathead
KALISPELL
Hungry
Horse
Reservoir
Fork
Bear Creek
Flathead
River
Spotted Bear River
South
Fork Flathead River
Flathead Lake
Polson
BOB
MARSHALL
WILDERNESS
N
KEY MAP
MONTANA
Scale in Miles
0 2 4 6 8 10

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.

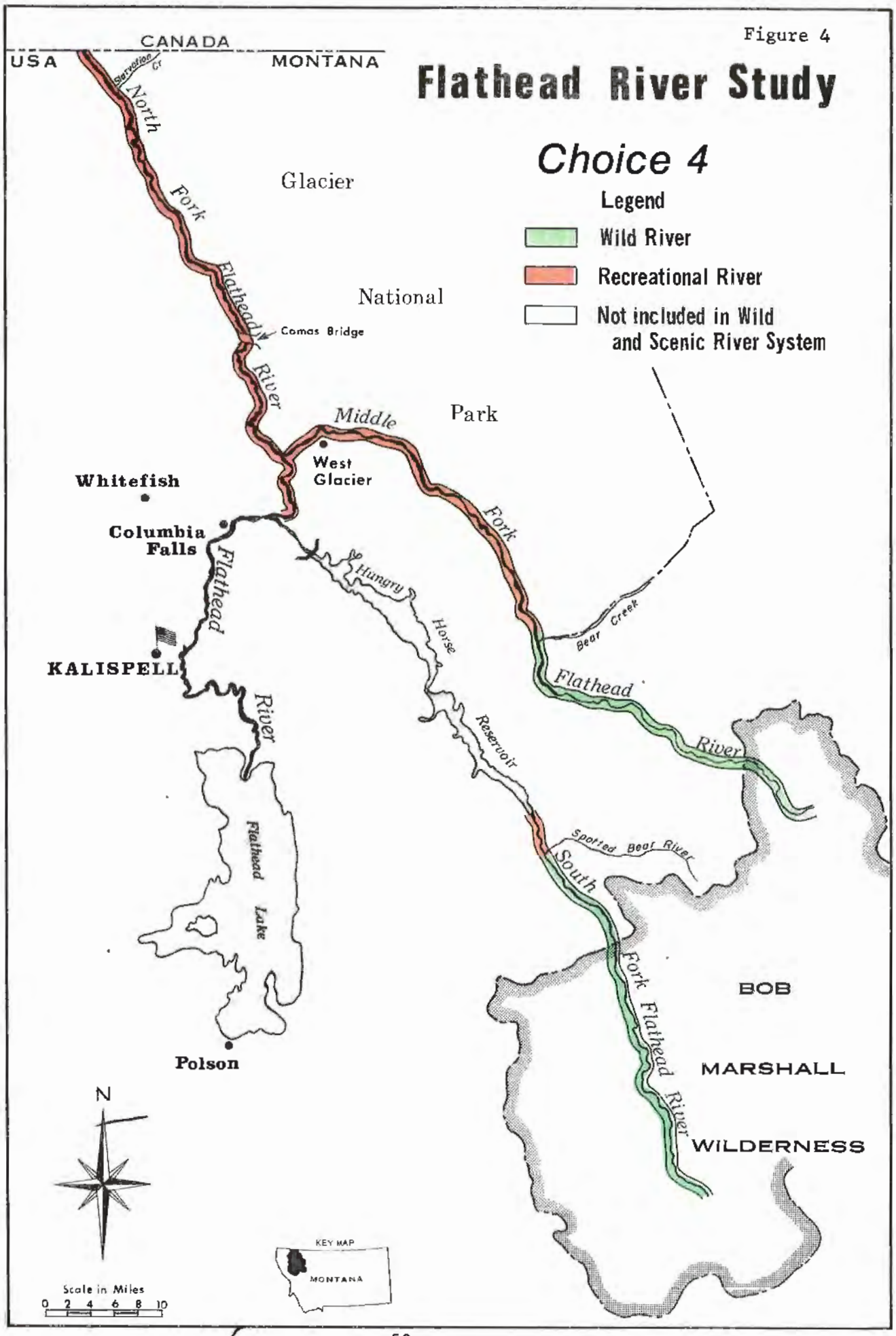
Major Needs Listed in Priority	Land Capability									
	River Segments									
	1	2	3	4	5	6	7	8	9	10
1. Water Resource Development (Dams)		H								H
2. Timber Production		L	M	L		M	M	L	L	M
3. Recreation	L	M	M	H	L	M	M	H	H	H
4. Commercial Developments			L	H				L	M	L
5. Subdivision of Private Land			H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

National Economic Development 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

Figure 4

Flathead River Study



National Economic Development Alternative Best Use (continued)

River Segment	
8	Emphasize recreation facilities and include subdivision
9	Same as segment 8, 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 Rivers 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, fig. 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) Middlefork Landowners questionnaire, and (3) public meetings concerning the study and management of the river system.

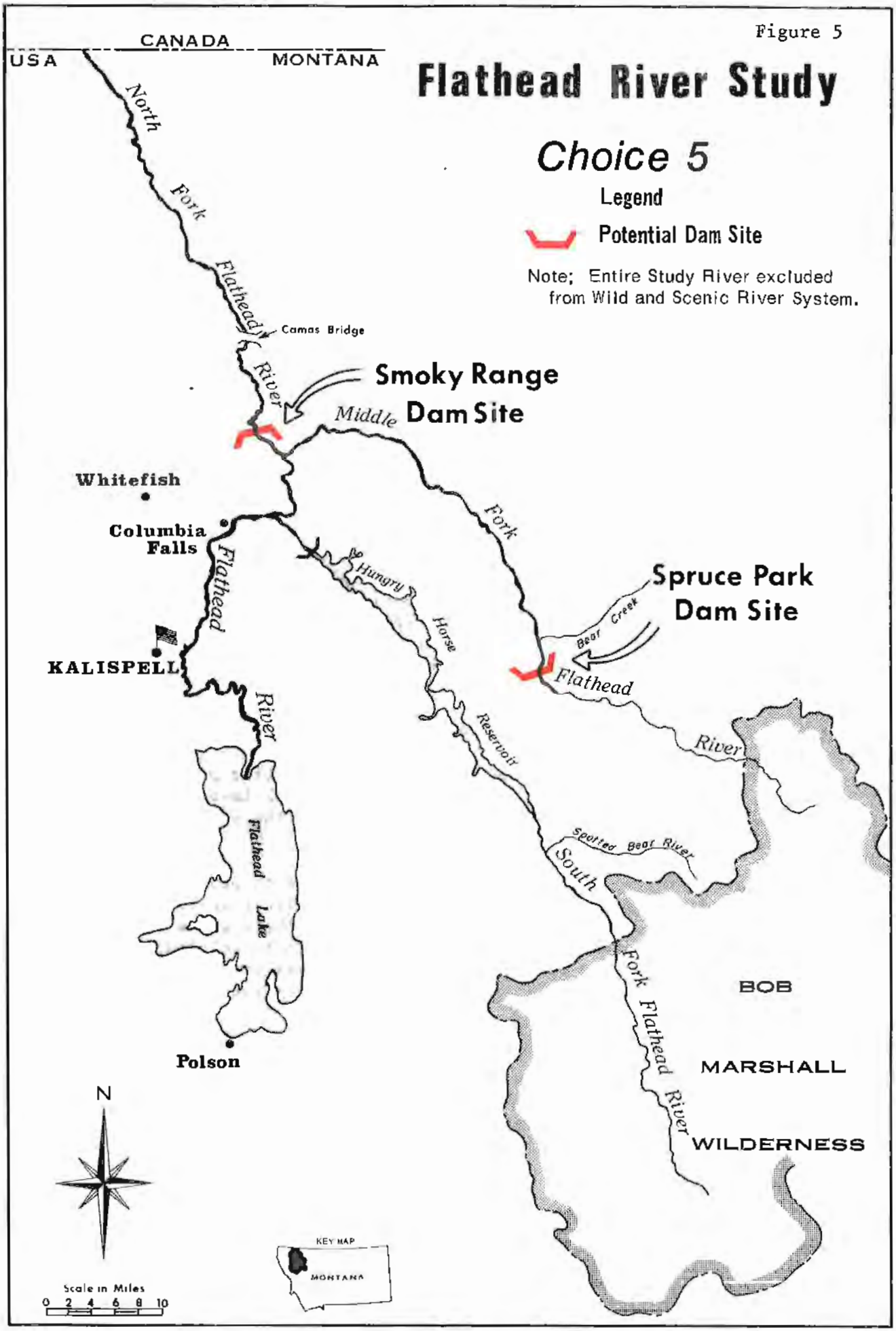
The report, "Choices for Management," was intended to provide a summary of findings to date and to indicate the direction the study was headed. For example, the report stated that there was a lack of support to date for Choice 5 (entire study river not included under the Wild and Scenic Rivers System). 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 additional response was necessary.

Figure 5

Flathead River Study

Choice 5



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

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 Rivers System; portions Wild, portions Scenic, and portions Recreational--most restrictive of the choices.)

Choice 2 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 percent 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 Rivers System; portions Wild, portions Recreational, no Scenic.)

Little support was given for this choice.

Choice 4 (Include in the Wild and Scenic Rivers 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 Middlefork 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 Rivers 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 the river. 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.

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 Middlefork 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 means other than Wild and Scenic Rivers designation. Inclusion in the Wild and Scenic Rivers 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 Rivers 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 Rivers Act). It was construed that since more restrictive classification was not possible, those who responded to Choice 1 would support Choice 2.

Principal support for Choice 4 was from 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, 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 river into the Wild and Scenic Rivers System as defined in Choice 2.

An evaluation of the benefits accrued and values foregone, shown in figures 6, 7, and 8, also led 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.

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.

5. Use of Water - Water could be removed from the river for irrigation or other purposes, but only in quantities surplus to needs of Wild and Scenic Rivers. Most of the future irrigation needs are on land below the study river. The Montana Department of Fish and Game 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.

6. Oil and Gas Deposits - Inclusion of the river would not preclude the leasing of oil and gas deposits. However, the restriction of prohibiting surface occupancy within the proposed River Management Zone would apply in those lease areas.

B. Biological Impacts

1. Preservation of the Fishery - Inclusion of the river in the System, thus precluding any dam construction, would preserve the fishery.

Each year westslope cutthroat trout 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 mainstem of the Flathead River. 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/]

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

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.

2. 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 uncommon 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.

3. Maintenance of Natural or Near-Natural Timber Stands - Along sections proposed as Wild River, timber cutting on National Forest land would be prohibited except in clearing for trails or for the protection of the environment. Along sections proposed as Scenic River, timber could only be cut on National Forest land to reduce safety hazards, when necessary to prevent deterioration of river values, in connection with appropriate developments, or to improve wildlife habitat.

   Along sections proposed as Recreational River, timber could be cut on National Forest land under the same guidelines as for Scenic River plus where necessary to maintain a healthy, vigorous stand.

   No timber within the proposed River Management Zone could be managed as a portion of the Forest's regulated annual cut.

   Timber stands along the river within Glacier National Park would be maintained in their natural condition without harvest.

   Scenic easements would be acquired on private land to insure that timber stands would be maintained in a near-natural condition compatible with the proposed classification of the river.

C. Socio-Economic Impacts

1. Natural and Scenic Features - Implementation of the proposal would result in protection of natural and

scenic features including sites of historic and archaeologic significance.

2. Subdivision - 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.

3. Adjacent Land Use - Because of restrictions on land development within the proposed River Management Zone there may be a tendency toward intensive development of adjacent private land. The effect could alter the esthetic quality of areas near portions of the North Fork and lower Middle Fork.

4. Private Landowners' Rights - There would be an impact on private landowners along the river. The right to impose constraints on land use needed to insure compatibility with Wild and Scenic Rivers purposes would be purchased through scenic easement acquisition on private lands within the proposed 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.

   Inclusion of the river in the System with its controls on development of private land may increase the market value of that land. A private landowner would have assurance when the Government purchases necessary scenic easements that his property values would not be lowered by uncontrolled development of adjacent property.

5. National Recognition - The recognition brought to the river by inclusion in the System would bring increased use. Change in land value or possible economic effects from increased tourism are not known.

6. Dependence on Management of Adjacent Lands - The Wild and Scenic Rivers 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 proposed 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 land-use planning outside the River Management Zone to protect fish and wildlife habitat.

7. 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-permit system could be implemented as a management tool.

8. Precluding Dam Construction - 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 be precluded. It is not known to what degree the downstream environment in other areas would be affected as a result.

9. Modification of Certain Recreation Uses and Activities - Certain recreational developments and activities would be restricted in 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. Implementation of the proposal would also prevent the use of motor-driven boats on the portions of the river proposed as Scenic and Wild.

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

11. Reduction in Available Commercial Forest Land - The removal of 14,840* acres of National Forest land from the timber producing land base contributing to the annual potential yield, although only 1.6 percent of the commercial forest land on the Forest, would have an economic impact. There would be no regulated cut within any segment of the proposed River Zone. A minimal amount of timber could contribute to the unregulated cut in areas designated Scenic or Recreational River. Section B, Biological Impacts of item III, Environmental Impacts, describes the circumstances under which timber could be cut.

* Of the 14,840 acres, 8,086 acres were previously deferred from the timber producing land base in conjunction with a moratorium placed on the Middle Fork in 1970 by the Forest Supervisor.

IV. Summary of Probable Adverse Environmental Effects Which Cannot Be Avoided

Certain actions of including the Flathead River in the National Wild and Scenic Rivers System would result in impacts on the environment, each of which may have one or more favorable and/or adverse environmental effects. Although not all adverse effects can be avoided, some can be minimized.

A. Public recognition of the Flathead River through inclusion into the System could result in an increase in use. This increase in use may have adverse physical, biological, and social effects.

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. The quality of recreation experience would also decrease as the amount of use increases.

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 development and limiting use if necessary.

Through the management guidelines (see Appendix 3) proposed for each of the three classes of river measures to minimize the adverse effects are outlined. These include the guides to administration of uses and activities and the guides to development and facilities.

Since the impact of increased use would be most difficult to cope with between the time Wild and Scenic Rivers status would be conferred and the time the management plan could be fully implemented, an interim management plan should be considered.

B. Section 6(b) of the Wild and Scenic Rivers Act establishes scenic easements as a way to control the use of private land for the purpose of protecting the scenic view from the river. This authority to impose constraints on private land along the river would be viewed as an adverse socio-economic effect by landowners. To some it would be considered an infringement of private rights; to others it could mean a potential economic loss because of imposed restrictions. (See Appendix 3 for proposed guidelines for negotiating scenic easements.) Scenic easements would be negotiated with the landowner and purchased by the Government.

C. Regulation of use and development within the proposed 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--an adverse socio-economic effect.

County zoning of the adjacent land could help promote appropriate use and development.

D. Preclusion of dam construction because of Wild and Scenic River designation could have indirect adverse effects--physical, biological, and socio-economic--outside of the proposed River Management Zone. Two potential damsites 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 Rivers 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 has developed 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 Rivers. Therefore, Wild and Scenic Rivers status would affect future consideration of flood control projects within the Columbia River System. The environmental impact of implementing alternative downstream measures is not known, but it appears probable that some adverse environmental effects would result at any flood hazard reduction site.

E. Restrictions on motor vehicle and motorboat use would result in adverse social effects. Implementation of the proposal would prevent the use of motordriven boats on the portions of the river classified as Scenic and Wild. Also, motorized vehicles would be prohibited within the proposed River Management Zone along segments of river classified as Wild. This action would decrease noise pollution and promote the concept of a Wild River as representing "vestiges of primitive America."

F. The reduction in the annual potential yield as a result of the Wild and Scenic River proposal would have a minimal adverse economic effect. Prior to this proposal the area involved was under special management because of the recognized river values and not in the "standard" component of the timber management program. Occasional small volumes of timber would still be realized as "unregulated" cut in order to maintain River Management Zone objectives.

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

Present short-term uses of the river area include 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 could be opened after appropriate Congressional consideration.

The Wild and Scenic Rivers Act recognizes a need to complement dam construction with a policy providing for preserving other rivers in their free-flowing condition.

The preservation of the Flathead River through inclusion in the Wild and Scenic Rivers System would grow in importance as the free-flowing character of other quality rivers is lost.

VI. 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 include that increment of power production, downstream flood control, timber harvest, and other resource uses 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 Rivers 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.

Implementation of this proposal would provide greater environmental benefits than would be lost. Existing values of Wild and Scenic Rivers would be irretrievably lost if the power potential of the river were developed, land intensively subdivided, and other resources fully developed.

VII. Consultation with Others

The study began in July 1970 with the USDA, Forest Service in the lead role as the coordinating agency. From the beginning the study was conducted with the participation of State agencies, Federal agencies and interested public citizens. Following is a list of the State and Federal agencies consulted during the study and a brief discussion of public involvement.

Agencies Consulted

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 the Army
- Corps of Engineers

Department of Transportation

Department of the Interior
- Bonneville Power Administration
- Bureau of Indian Affairs
- Bureau of Mines
- Bureau of Outdoor Recreation

Bureau of Reclamation
Fish and Wildlife Service
Geological Survey
National Park Service

Environmental Protection Agency

Federal Power Commission

Pacific Northwest River Basins 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. Followup visits were made to identify specific inventory items which agencies could help supply.

A field trip was held in July of 1971 to acquaint 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 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.

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
Edward Foss, Condon
Robert W. Funk, Missoula
Floyd Johnson, Kalispell
Nonie Krall, Hungry Horse
Larry Magone, Whitefish
Charles McQueary, Kalispell
Louis T. Phillips, Kalispell
Robert W. Sykes, Kalispell
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 of 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 followup meetings (with Advisory Committee representation) were held at the request of North Fork landowners (principally through the North Fork Improvement 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 "Middlefork 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 took 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. Few responses were received from people of eastern United States.

The proposal was favored by more than two-thirds of the respondents. Less than 10 percent voiced total opposition. The remainder commented on individual segments of the river rather than on the total proposal.

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 10 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 protection. This was recognized not only by those favoring the proposal, but also by some in opposition. Slightly more than 10 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 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 proposed River Management Zone.

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 Rivers designation 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 percent of the 190 responses, most of which (83.3 percent) were private landowners.

2. Desiring either a more restrictive classification or the most restrictive classification possible: 16.8 percent of the 190 responses, most of which (78.1 percent) 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 land-owners.

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 recommendation.

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?

   No. 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 as Scenic River be classified as Wild River?

   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 River be classified as Scenic River?

   All of the segments proposed as Recreational River are paralleled by roads or a railroad for most of their respective lengths. Where these roads provide easy access to the river, Scenic River designation is precluded by the Act. Although there are short stretches of river (2 to 5 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.

Comments on the Draft Environmental Statement

Those who commented on the draft environmental statement are listed on the "Summary Sheet" at the beginning of this document. They will receive copies of this final statement.

The availability of the final environmental statement will be well publicized. Copies will be sent to anyone who makes a request.

The comments on the draft statement were considered in preparation of this final statement. A copy of each letter containing comments concerning the draft environmental statement follows. A "response to comments" has been included with each letter. Many of the comments received in these letters pertain to the draft of the Study Report as well as to the draft environmental statement.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

In Reply Refer To:
D4219-Flathead River

JAN 28 1974

Dear Mr. Secretary:

This is in reply to Deputy Assistant Secretary Paul A. Vander Myde's letter of August 29, 1973, requesting our review and comment on the proposed Flathead Wild and Scenic River Study Report.

We concur with the recommendation in the report that the portions of the Flathead designated for study in the Wild and Scenic Rivers Act should be included in the National Wild and Scenic Rivers System. However, we request that the report not delineate river corridor lands within Glacier National Park by a "River Management Boundary" line.

We are pleased to note that the lands delineated within the park, as part of the proposal, will be administered by the National Park Service through a cooperative agreement between that agency and the Forest Service. We would expect that a compatible management plan would be developed involving lands on both sides of the river, as appropriate.

You should be aware that parklands along portions of both the North and Middle Forks have been recommended for classification as wilderness. We urge that this proposed action be considered carefully in developing the management plan.

In discussing problems and needs of the area, the need for hydroelectric power (pages 67 and 68) is not current. Most of the discussion is tied to 1965 data. We recommend that this section be updated to reflect current projections.

Beneficial effects and costs related to environmental, regional development, and national economic development objectives are displayed on pages 96-98. Benefits and costs related to water resource development opportunities (specifically the Smoky Range and Spruce Park projects) are not displayed but reference is given to their presence in appendix material. The purpose of such a display is to bring a summary of costs and benefits related to the components of the multiobjectives to the attention of the decisionmaking entity. Presentation of values related to some components and omission of values related to other components in the display does not serve the purpose of a multiobjective analysis.

We note that there is little, if any, discussion relating to repayment aspects of the "Action Plan." A discussion of this subject would be beneficial.

The opportunity to comment on the Flathead River Study Report is appreciated.

Sincerely yours,

Acting Deputy Assistant Secretary of the Interior

Honorable Earl L. Butz
Secretary of Agriculture
Washington, D.C. 20250

Response to comments from the Department of the Interior

Reference Paragraph 2

Public Law 90-542 (National Wild and Scenic Rivers Act), Section 4(a), states in part:

> "Each proposal shall be accompanied by a report, including maps and illustrations, showing among other things the area within the proposal. . ." (emphasis added).

It appears that direction has been given by law to establish a "River Management Boundary".

Reference Paragraph 4

In developing a management plan for the River Management Zone, it is recommended that the National Park Service have management responsibility for those portions within Glacier National Park. No conflict is seen between the Flathead Wild and Scenic River proposal and the Glacier National Park Wilderness proposal.

Reference Paragraph 5

Revision made in Study Report. See "Need for Hydropower".

Reference Paragraph 6

Revision made in Study Report and final environmental statement. See Figure 8 of environmental statement and Figure 14 of Study Report.

Reference Paragraph 7

The cost to other agencies to administer portions of the river area as part of the program which must be refined when (and if) the river is included in the Wild and Scenic Rivers System has been considered.

The estimated cost is based on needs for the entire river. This figure, like others in the "Action Plan", is a broad estimate to give those interested an overview of the monetary cost of including the three forks of the Flathead River in the System and to give Congress a basis from which to consider an allocation of funds.

If the proposal is approved, these estimates may need to be adjusted in response to any changes brought by Congressional action. Detailed project plans depicting developments, maintenance and administration would have to be made before funds were used and the program implemented. These would be the basis for repayment of other agency costs.

OFFICE OF THE SECRETARY OF TRANSPORTATION
WASHINGTON, D.C. 20590

NOV 2 1973

Honorable Paul A. Vander Myde
Deputy Assistant Secretary of Agriculture
Washington, D.C. 20250

Dear Mr. Vander Myde:

Thank you for your letter of August 29, 1973, to Secretary Brinegar, enclosing a copy of the Department of Agriculture's proposed report on the inclusion of three forks of the Flathead River and adjacent lands in Montana in the National Wild and Scenic River System.

We suggest that the final report include further discussion of existing bus/rail service to the recreation area affected, as well as plans for possible greater utilization of these transportation modes to serve recreational traffic seeking access to Glacier National Park and key river points for fishing, rafting and other recreational use.

We also recommend that the Forest Service remain in contact with relevant offices of the Federal Highway Administration, Federal Aviation Administration and Amtrak (Burlington-Northern Railroad) as the proposal is further developed. We appreciate the opportunity to comment on this proposed report.

Sincerely,

Martin Convisser, Director
Office of Environmental Affairs
Office of the Assistant Secretary
for Environment, Safety, and
Consumer Affairs

Response to comments from the Department of Transportation

Reference Paragraph 2

Bus and rail service is discussed under "Access" in the Study Report. This information was not included in the environmental statement.

Reference Paragraph 3

Agree.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D. C. 20410

OFFICE OF THE ASSISTANT SECRETARY FOR
COMMUNITY PLANNING AND Development
mmunity and Environmental Standards

IN REPLY REFER TO:

SEP 25 1973

Mr. Paul A. Vander Myde
Deputy Assistant Secretary
Department of Agriculture
Washington, D. C. 20250

Dear Mr. Vander Myde:

The proposed report on the Flathead River pursuant to the National Wild and Scenic Rivers Act sent to this Department on August 29, 1973, has been referred to our Denver Regional Office for appropriate review and response.

We appreciate your informing the Department of these proposals; however, since this is a project level activity, we believe that it will receive more expeditious handling by the Regional Administrator, Mr. Robert C. Rosenheim, in our Denver, Colorado, Regional Office under whose jurisdiction the project is to be located. This procedure will expedite the review of any such future reports.

Sincerely,

Richard H. Broun
Acting Director

Response to comments from Department of Housing and Urban Development.

Response not needed.

FEDERAL POWER COMMISSION
WASHINGTON, D.C. 20426

IN REPLY REFER TO:

NOV 26 1973

Honorable Earl L. Butz
Secretary of Agriculture
Washington, D.C. 20250

Dear Mr. Secretary:

This is in response to letters from your Department, dated August 29, 1973, and September 24, 1973, furnishing for the Commission's comments, pursuant to provisions of the Wild and Scenic Rivers Act, your Department's proposed report and accompanying environmental statement on the Flathead River, Montana.

The proposed reports of your Department would give wild, scenic, or recreation river designation to 219 miles of river segments on the North Fork Flathead River, the Middle Fork Flathead River, and the segment of the South Fork Flathead River upstream of the Hungry Horse Reservoir.

The Commission staff has reviewed the wild and scenic river study to determine its effect on matters affecting the Commission's responsibilities. Such responsibilities relate to the development of hydroelectric power and assurance of the reliability and adequacy of electric service under the Federal Power Act, and the construction and operation of natural gas pipelines under the Natural Gas Act.

Review by the Commission staff shows the river segments proposed for wild and scenic river designation contain reservoir sites with a substantial hydroelectric power potential. The Smoky Range site on the North Fork and the Spruce Park site on the Middle Fork, which are discussed in your Department's proposed report, were identified in the 1972 Columbia-North Pacific Comprehensive Framework Study for possible future development. The Glacier View site on the North Fork upstream of Smoky Range, an alternative site to Smoky Range, is also identified in the Framework Study. Smoky Range or its alternative Glacier View could develop about 330,000 kilowatts of capacity and Spruce Park could develop some 380,000 kilowatts.

The above three sites were identified in the 1972 Framework Study as competing alternatives for development or preservation of the area's resources. Other alternatives included designation of the river segments

as national wild and scenic rivers and designation of some of the adjacent lands as national wilderness. The Framework Study concluded that further study was needed to evolve the best plan.

Further staff review indicates that the damsite for the potential Corum reservoir project, which would provide some 114,000 kilowatts of hydroelectric capacity, is located on the Middle Fork between the mouth of the North Fork and the mouth of the South Fork. This river segment is also included in the segments proposed for wild, scenic, or recreation river classification. The Corum project, considered by the Corps of Engineers, would require upstream regulatory reservoir storage, possibly at either the potential Smoky Range or Glacier View projects. Corum was not discussed in your Department's report or environmental statement.

Development of the Smoky Range or its alternative Glacier View, Spruce Park, and Corum could provide 824,000 kilowatts of hydroelectric capacity, which would be useful in meeting the rapidly expanding power demands in the Pacific Northwest. Although the potential projects are located in Power Supply Area 30, any power that they would generate could be utilized over the entire region served by the Northwest Power Pool, which extends into Canada. The portions of this pool in the United States generally encompass Power Supply Areas 30 and 41 to 45. According to the National Power Survey, the total power load of these areas is expected to increase from 21,180 megawatts in 1970 to 75,390 megawatts in 1990. The generation to satisfy the future loads will come from hydroelectric and thermal plants, many of which are not definitely planned at this time.

The staff notes that a natural gas pipeline owned by The Montana Power Company crosses the Middle Fork a short distance upstream of the mouth of Bear Creek. The reports of your Department do not mention this facility.

Based on its consideration of your Department's wild river study, the associated draft environmental statement, and the studies of its own staff, the Commission concludes that the proposed wild and scenic river designations of segments of the Flathead River system would conflict with possible future reservoir and power developments. It recommends that the possible reservoir and power benefits foregone be carefully considered in deciding whether or not to include these river segments in the national wild and scenic rivers system. It suggests that the reports of your Department discuss the gas pipeline crossing of the Middle Fork.

Sincerely,

John N. Nassikas

John N. Nassikas
Chairman

Response to comments from Federal Power Commission

Reference Paragraph 6

The text of the Study Report has been revised (see section entitled "Water Development Projects") to include discussion of the Coram project. The environmental statement was not revised.

Reference Paragraph 9

Agree that the proposal would conflict with possible future reservoir and power developments.

A discussion of the gas pipeline crossing of the Middle Fork has been included in the Study Report text (see section entitled "Utility Lines").

United States Department of the Interior
OFFICE OF THE SECRETARY
MISSOURI BASIN REGION

BUILDING 67, DENVER FEDERAL CENTER
DENVER, COLORADO 80225

IN REPLY REFER TO:
ER-73/1275

NOV 27 1973

Mr. Philip L. Thornton
Deputy Chief
United States Department
of Agriculture
Forest Service
Washington, D.C. 20250

Dear Mr. Thornton:

This is in response to your request for the Department of the Interior's comments for the draft environmental statement for Flathead Wild and Scenic River Proposal in Flathead and Powell Counties, Montana.

The draft statement appears to be generally adequate in describing the impact of the proposal on the environment. However, we submit the following comments for your consideration in preparation of the final report.

The proposal does not appear to adversely affect any site registered as a National Historic, Natural or Environmental Education Landmark, or any site listed as eligible for such registration. However, the statement should reflect consultation with the National Register of Historic Places, and discuss whether any National Register properties will be affected. If the project has an effect on a National Register listing, the statement should reflect further compliance with Section 106 of the National Historic Preservation Act of 1966 (P.L. 89-665).

Where federally-owned or controlled lands would be affected by the proposed action, the environmental statement should reflect the consideration given objects of historical, architectural and archeological significance under Section 2(b) of the Executive Order 11593 of May 15, 1971, Protection and Enhancement of the Cultural Environment.

Although it is asserted in the statement (pages 8, 41, 46 and 51) that Wild and Scenic River status will result in the protection of historical and archeological values within the resulting River Management Zone, the statement provides no evidence of an attempt to assess present knowledge of such resources within these areas. The final environmental statement

should present the results of consultation with the Director of the Montana Statewide Archeological Survey (Dr. Floyd W. Sharrock, Department of Anthropology, University of Montana, Missoula, Montana 59801) with respect to known archeological resources within the area concerned. The State Historic Preservation Officer (Mr. Ashley C. Roberts, Recreation and Parks Division, Department of Fish and Game, State of Montana, Mitchell Building, Helena, Montana 59601) should be consulted regarding any cultural values on these lands which may be presently on or eligible for the National Register of Historic Places. The numerous homestead dwellings which exist along the study river (page 4) should be evaluated for National Register eligibility.

While the assertion that cultural resources will be protected by the proposed Wild and Scenic River status is valid in that such status will preclude the construction of two proposed dams and will control the development and subdivision of privately-owned lands within the River Management Zone, the final environmental statement should reflect that possible effects to cultural resources will be assessed in advance of any proposed development or construction that may be proposed as a result of Wild and Scenic River status.

The Bureau of Mines, at the request of the Forest Service, conducted a mineral appraisal of the Flathead River study area. The appraisal concluded that although there are known occurrences of coal, oil, copper, gold, stone, and sand and gravel, generally none of the deposits are minable under present economic conditions. An active stone quarry in sec. 33, T. 30 N., R. 16 W, operated by Burlington-Northern, Inc., however, may lie within the study area boundary. About 160,000 cubic yards of silicified argillite has been mined and reserves appear to be sufficient for extended operations. If this quarry is within the Wild and Scenic River boundary, then item 6 on page 10 of the environmental statement is in error.

On page 4, the statement says that the only patented claim in the study area was patented for coal. Available information indicates that the Langford placer was originally staked as a gold claim.

The "Alternatives to the Proposed Action" section appears to be somewhat deficient in the discussion of the National Economic Development alternative. Figure 8 (following page 24) does not include detailed benefits and costs associated with water resource development opportunities

(specifically, the Bureau of Reclamation's Smoky Range and Spruce Park proposals). Reference is given to their presence being noted in "Appendix 2", however, there is no Appendix 2 to the environmental statement. As presently arranged, it appears that the values are associated with some components of the plan and not others. The ability of the reviewer to provide an objective evaluation of the various alternatives would appear to be strengthened by including cost and benefit values (both monetary and nonmonetary) associated with the potential water resource developments in the area.

We appreciate the opportunity to comment on your draft environmental impact statement.

Sincerely,

John E Rayburn

Special Assistant
to the Secretary

Response to comments from Department of the Interior -- Missouri Basin Region

Reference Paragraphs 3, 4, 5, and 6

The text of the environmental statement has been changed to include a consideration of historical and archaeological information.

Reference Paragraph 7

The quarry in Section 33, T.30N., R.16W., is not within the proposed Wild and Scenic Rivers boundary.

Reference Paragraph 8

The text of the environmental statement (under the Section entitled "Description") and the Study Report (under the Section entitled "Landownership and Status") have been revised to make this correction concerning the gold claim.

Reference Paragraph 9

Appendix 2 was included in the Study Report, but was inadvertently omitted in the draft environmental statement. It has been included in the final environmental statement.

DEPARTMENT OF THE ARMY
WASHINGTON, D.C. 20310

15 NOV 1973

Honorable Earl L. Butz
Secretary of Agriculture
Washington, D. C. 20250

Dear Mr. Secretary:

This is in reply to Mr. Paul A. Vander Myde's recent letter forwarding for our review and comment a copy of your Department's proposed report on Flathead River, Montana, pursuant to the Wild and Scenic Rivers Act of 1968.

The consideration given to various environmental alternatives and the desires of local and public interests in arriving at a recommendation for including the entire study river in the National Wild and Scenic Rivers system is commendable. While we are generally in agreement with the recommendation, there are several minor areas in the report which we wish to clarify.

The report indicates on page 16 that the Corps of Engineers is concerned about the Smokey Range and Spruce Park potential multiple-purpose storage sites. Our concern is that in considering the report recommendation, Congress should also consider fully all the costs of designating the Flathead study rivers as units of the Wild and Scenic Rivers system. As pointed out in the report, the Pacific Northwest region has been almost entirely dependent on hydroelectric projects for power production, partly because of unusually available opportunities for such projects but also because of the scarcity of economical alternative power sources--primarily fossil and nuclear fuels. Hydroelectric power is clean and of a continuing supply, while both fossil and nuclear fuels cause air and water pollution and are limited in supply. Every kilowatt of power produced now by hydroelectric projects means an equivalent unit of fossil or nuclear fuel saved for future generations and a corresponding preservation of air and water quality now. Hydroelectric power production at Smokey Range and Spruce Park is not now economically feasible. However, future generations may place higher value on such power than on the free flowing wilderness character of the rivers, and should not be precluded from consideration of dam development as stated on page 80 of the report.

The discussion of House Document 403, 87th Congress, on page 18 of the report, should include the information that in his comments on the Chief of Engineers report on review of Columbia River and Tributaries, the Secretary of the Army recommended deferment of the Flathead Lake outlet improvement.

We appreciate the opportunity to review and provide the above comments which are also applicable to the environmental impact statement forwarded by separate letter.

Sincerely,

Charles R. Ford
Chief
Office of Civil Functions

Response to comments from Department of Army (Washington, D.C.)

Reference Paragraph 3

Since your letter is part of the final environmental statement and Study Report, the further explanation of your concern is recorded. A minor change was made regarding your comment that Wild and Scenic Rivers status should not preclude future consideration of dam development. The alternatives sections of the Study Report and final environmental statement now reads, "Wild and Scenic Rivers status, unless repealed, would preclude dam development that might contribute to the future needs for hydroelectric power."

Reference Paragraph 4

Change was made as suggested under section entitled "River Basins Studies and Project Reports" located in the Study Report.

DEPARTMENT OF THE ARMY
SEATTLE DISTRICT, CORPS OF ENGINEERS
1519 ALASKAN WAY SOUTH
SEATTLE, WASHINGTON 98134

NPSEN-PL-ER

20 NOV 1973

Mr. Philip L. Thornton
Deputy Chief
Forest Service
Washington, D.C. 20250

Dear Mr. Thornton:

We have reviewed the Draft Environmental Statement for Flathead Wild and Scenic River Proposal which was forwarded to us by the Office of the Chief of Engineers. Our comments are of a minor nature and are meant to clarify our views as expressed in the statement.

The proposal does preclude construction of dams which could provide hydroelectric power and downstream flood control. However, should these facilities become a major national priority with no other viable alternatives available, we would suspect that future generations could again make these areas available for development.

The discussion of environmental quality for choice 5, which would include construction of Smokey Range and Spruce Park, indicates that fish migration would be blocked and wildlife habitat lost by inundation. If either project were constructed, the fish losses could be mitigated by artificial fish propagation and by a collection and trucking system. The wildlife losses could be mitigated by development of replacement lands. However, such mitigation does not truly replace natural values and experiences which are lost.

We appreciate the opportunity to review the draft statement and provide the above comments.

Sincerely yours,

FREDERICK W. MUELLER, JR.,
Lt. Colonel, Corps of Engineers
Deputy District Engineer

Response to comments from Department of Army (Seattle)

Reference Paragraph 2

We make the same assumption and have changed the wording in the Study Report and environmental statement as reflected in our response to the Department of the Army (Washington, D.C.). See the preceeding letter and response, paragraph 3.

Reference Paragraph 3

Changes made in text of Study Report (Figure 12) and environmental statement (Figure 6) to incorporate this comment.

UNITED STATES DEPARTMENT OF COMMERCE
The Assistant Secretary for Science and Technology
Washington, D.C. 20230

OCT 15 1973

Mr. Paul A. Vander Myde
Deputy Assistant Secretary
Office of the Secretary
U. S. Department of Agriculture
Washington, D. C. 20250

Dear Mr. Vander Myde:

Thank you for your letter of August 29, 1973, to Secretary Dent, transmitting for Department of Commerce review the proposed report on the Flathead River. Your letter has been directed to the attention of Dr. Sidney R. Galler, Deputy Assistant Secretary for Environmental Affairs.

Dr. Galler will direct the Departmental review of this report, and provide you with any comments which may be forthcoming. In order to expedite the Department's review, further correspondence concerning your letter should be addressed to Dr. Galler, Room 3425, U. S. Department of Commerce, Washington, D. C. 20230.

Sincerely,

Betsy Ancker-Johnson, Ph.D.

Response to comments from Department of Commerce

Response not needed.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF THE SECRETARY

WASHINGTON, D.C. 20201

NOV 26 1973

Mr. Paul A. Vander Myde
Deputy Assistant Secretary
Office of the Secretary
Department of Agriculture
Washington, D. C. 20250

Dear Mr. Vander Myde:

Thank you for your letter of August 29 to Secretary Weinberger enclosing a copy of the proposed report on the Flathead River pursuant to the Wild and Scenic Rivers Act of 1968, Public Law 90-542. This Department has reviewed the report and has no comments to offer.

Sincerely,

Paul Cromwell
Acting Director
Office of Environmental Affairs

Response to comments from Department of Health, Education, and Welfare

Response not needed.

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

NOV 27 1973

Mr. Paul A. Vander Myde
Deputy Assistant Secretary
Department of Agriculture
Washington, D.C. 20250

Dear Mr. Vander Myde:

The Administrator, Mr. Russell E. Train, has asked me to respond to your recent letter requesting our comments and views on the final Flathead River Wild and Scenic River Study Report and its accompanying draft environmental statement.

The report is quite informative, complete, and very well written. The several alternatives presented offer a wide range of viable options for designating all or portions of the Flathead River system under the Wild and Scenic Rivers Act.

We support the findings and recommendations of the report classifying the total study area of 219 miles of streams in the river system as:

Wild River -- 97.9 miles

Scenic River -- 40.7 miles

Recreational -- 80.4 miles

Our Denver Regional Administrator forwarded comments on the draft environmental impact statement for this report to the Forest Supervisor of the Flathead National Forest on November 12, 1973. We have enclosed a copy of these comments for your information. Our comments commend the Forest Service for a well prepared statement and offer general comments for the consideration of the Forest Service in preparing the final impact statement. We have classified the statement as LO-1. A copy of our evaluation criteria for impact statements is enclosed.

We appreciate the opportunity to comment upon the report and accompanying draft environmental statement.

Sincerely yours,

Robert L. Sansom
Assistant Administrator
for Air and Water Programs

Enclosures

ENVIRONMENTAL PROTECTION AGENCY
REGION VIII
SUITE 900, 1860 LINCOLN STREET
DENVER, COLORADO 80203

November 12, 1973

Ref: AWE

Mr. E. L. Corpe
Forest Supervisor
Forest Service
U.S. Department of Agriculture
Flathead National Forest
Kalispell, Montana 59901

Dear Mr. Corpe:

Thank you for the opportunity to provide comment on the draft impact statement for the Flathead Wild and Scenic River Proposal. We would like to commend your office for a well-prepared statement. Some general comments are provided for your consideration in developing the final document.

In view of the present land ownership pattern and existing riverine developments, the proposed wild, scenic, and recreational classifications as presented in this draft EIS, would probably afford the river and river-side environments of the three forks of the Flathead the most effective degree of protection available under present legal constraints.

Problems inherent to the protection of the relatively unspoiled environs of the Flathead River are those associated with the management of the watershed in its entirety, not just those areas immediately adjacent to the river. The statement recognizes this problem however, no discussions are provided on what mechanisms are available to your agency or to other entities to help alleviate this management void.

Certain forestry practices and second-home developments in this part of Montana have been identified as major contributors to water quality degradation (University of Montana Biological Station - Land Use and Related Water Quality in the Flathead Drainage.) Even though the river and immediate environs will be relatively well protected by the proposal, timber harvesting, home development and related human activities that take place outside the protected river corridor could have a measurable impact on the quality of the Flathead River. This potential for impact should be addressed in the statement.

Through the timber harvesting program, the Forest Service can have a dominant influence on the environmental character of watersheds comprising the Flathead River Basin. When Considering possible impacts, this influence could be quite significant since most timber harvesting activities take place on the middle and upper portions of the watershed where water quality values are usually highest. Certain management options such as clear-cutting and road construction have a more pronounced effect than others on water quality and other environmental values. Perhaps the statement could be expanded to indicate more clearly the relationship of the wild and scenic river proposal to the overall management scheme for National forest lands in the Flathead River Basin.

The statement notes that various visitor facilities, rest stops and access may be provided on the rivers. It would be helpful if more specific information was available on the nature of these proposals to aid in the evaluation of their impacts and the broader impacts of the proposal itself.

We have classified the statement as LO-1. A copy of our evaluation criteria for impact statements is enclosed.

Sincerely yours,

for

John A. Green
Regional Administrator

Enclosure

Environmental Impact of the Action

LO--Lack of Objections

EPA has no objections to the proposed action as described in the draft impact statement; or suggests only minor changes in the proposed action.

ER--Environmental Reservations

EPA has reservations concerning the environmental effects of certain aspects of the proposed action. EPA believes that further study of suggested alternatives or modifications is required and has asked the originating Federal agency to reassess these aspects.

EU--Environmentally Unsatisfactory

EPA believes that the proposed action is unsatisfactory because of its potentially harmful effect on the environment. Furthermore, the Agency believes that the potential safeguards which might be utilized may not adequately protect the environment from hazards arising from this action. The Agency recommends that alternatives to the action be analyzed further (including the possibility of no action at all).

Adequacy of the Impact Statement

Category 1--Adequate

The draft impact statement adequately sets forth the environmental impact of the proposed project or action as well as alternatives reasonably available to the project or action.

Category 2--Insufficient Information

EPA believes that the draft impact statement does not contain sufficient information to assess fully the environmental impact of the proposed project or action. However, from the information submitted, the Agency is able to make a preliminary determination of the impact on the environment. EPA has requested that the originator provide the information that was not included in the draft statement.

Category 3--Inadequate

EPA believes that the draft impact statement does not adequately assess the environmental impact of the proposed project or action, or that the statement inadequately analyzes reasonably available alternatives. The Agency has requested more information and analysis concerning the potential environmental hazards and has asked that substantial revision be made to the impact statement.

If a draft impact statement is assigned a Category 3, no rating will be made of the project or action, since a basis does not generally exist on which to make such a determination.

Response to comments from Environmental Protection Agency

Reference Paragraph 3 and 5

A discussion of management consideration outside the proposed River Management Zone was included in the Study Report (see section entitled "Outside Area Considerations"). This has been expanded and is included under Section I, Description, in the environmental statement.

Reference Paragraph 4

Home development is inevitable both inside and outside the proposed River Management Zone. Outside, however, development could proceed virtually unrestrained, at least within existing State and County sanitation requirements. Some residents have expressed a desire for county zoning as a measure of control. This would be an appropriate course of action--not only in regards to complementing management along the river--but for proper management of the land resource and pro-tection of recognized values. County planning officials are actively pursuing planning and zoning in Flathead County. The most immediate needs in their view are the areas of concentrated private ownership near urban areas rather than the scattered private ownership along the rivers. The Forest Service works cooperatively with the County Areawide Planning Office and supports their land planning efforts. We believe the initiative for zoning along the rivers should be generated by private citizens.

Your comments regarding the impacts of timber harvesting are covered in our response to your comments in paragraphs 3 and 5.

Reference Paragraph 6

The study was not conducted with the objective of making specific determination of location and design of visitor facilities. We did identify the criteria under which facilities could be provided and segments of the river where facilities might be needed. Beyond that, we established a "Recreation Site Plan and River Access Plan" as a priority project for accomplishment in the first year after inclusion of the river in the Wild and Scenic Rivers System--assuming the river was acted upon favorably by Congress.

Note: This letter from the Pacific Northwest River Basins Commission was written to the U.S. Water Resources Council. The contents were considered in this report.

March 26, 1974

Mr. Warren D. Fairchild, Director
U. S. Water Resources Council
2120 L Street, N. W.
Washington, D. C. 20037

Dear Warren:

This refers to your letter of October 12, 1973; the proposed wild and scenic rivers report and environmental statement for the Flathead River, Montana; and the accompanying transmittal letters.

The Pacific Northwest River Basins Commission at its March 21, 1974, meeting in Boise, Idaho, unanimously approved the following comments with reference to the Flathead wild and scenic river proposal.

These comments refer to the proposed report on the Flathead wild and scenic rivers, Montana, and the accompanying draft environmental statement. The report recommends classification of 219.0 miles of the Flathead River as a component of the national wild and scenic river system as follows:

	Wild	Scenic	Recreational
North Fork	0	40.7 miles from Canadian border to Camas Bridge	17.6 miles from Camas Bridge to Middle Fork
Middle Fork	46.6 miles from headwaters to Bear Creek	0	54.0 miles from Bear Creek to junction with South Fork
South Fork	51.3 miles from headwaters to Spotted Bear River	0	8.8 miles from Spotted Bear River to Hungry Horse River
	(97.9)miles)	(40.7 miles)	(80.4 miles)

The Pacific Northwest River Basins Commission concurs with the study report conclusions that the Flathead River qualifies for inclusion in the National Wild and Scenic Rivers System, subject to additional treatment of potential hydroelectric resource development in the area and a recognition that future transmission lines may be required to serve Bonneville Power Administration customers located near the area of study.

Our review of the study report is made in accordance with Section 4(a) of Public Law 90-542: "Every such study and plan shall be coordinated with any resources planning involving the same river which is being conducted pursuant to the Water Resources Planning Act." The Flathead River is within the Columbia River Basin for which a comprehensive framework study was approved by the Commission on July 12, 1973, and is before the Coundil of Representatives for action at this time. The framework study identifies the need for wild and scenic rivers and recognizes the potential of the Flathead River.

The Flathead study has been conducted in continuing coordination with the Columbia-North Pacific Region Comprehensive Framework Study and more recently with an ongoing level B study under way in the Flathead River Basin under the Water Resources Planning Act, P.L. 89-80. The scope of coordination is recorded in the proposed report and in our judgement has been properly conducted both with reference to studies under Water Resources Council aegis and those under other agency aegis.

The proposed report adequately recognizes the relationships and uses, such as water supply, water quality, fisheries and wildlife, and recreation. We believe, however, that consideration should be given to applicable existing and future transmission lines and their role in land use planning.

The study report describes the foreseeable potential uses of the land and water that would be either enhanced, foregone, or curtailed by inclusion of the recommended classified segments in the national system. Two major water resource projects that would be foregone are evaluated and displayed, and the significant land development opportunities foregone or curtailed are carefully described.

The draft environmental impact statement describes the favorable and adverse impacts and the alternatives considered. Likewise, it describes the short term use relationships to maintenance of long term productivity. Finally, irreversible and irretrievable resource commitments are presented.

We must point out, however, no mention is made in the draft environmental statement of existing transmission lines in the Middle Fork Canyon. We also suggest that the Forest Service contact the Bonneville Power Administration for more information on the possible future transmission line between Hungry Horse Dam and Browning, Montana, to see if it would have an impact on the Wild River proposal. Also, there should be a more adequate discussion of the environmental impacts of using alternative sources of power in lieu of hydro projects. In view of the present energy crisis that has surfaced since the writing of this report, we suggest that the Federal Power Commission be contacted again to see if they desire to reevaluate their economic analysis of the two hydro dams.

The proposed report was prepared prior to the issuance of the Principles and Standards in the Federal Register. However, the report appears to have taken the earlier proposed Principles and Standards into account. No comments are offered with reference to the responsiveness of the report to the earlier proposed Principles and Standards.

Subject to our comments with regard to dams and utility corridors, the Pacific Northwest River Basins Commission finds the proposed report does not conflict with the Comprehensive, Coordinated Joint Plan of the Commission as it is identified today.

Sincerely,

Donel J. Lane
Chairman

Response to comments from Pacific Northwest River Basins Commission

Reference Page 3, Paragraph 1 which summarizes comments

The discussion of existing utility lines has been revised to include transmission lines. This has been added to the Study Report under the section entitled "Utility Lines" and in the environmental statement under the section entitled "Description".

A discussion of future transmission lines has been added to the Study Report and the environmental statements in the same sections of the reports as mentioned in the previous paragraph. This information is based on personal contact and correspondence with the Bonneville Power Administration.

Data was obtained from the Federal Power Commission concerning alternative sources of power in lieu of hydro projects. It has been included in the Study Report under the section entitled "Alternatives to Hydropower".

The Federal Power Commission has also provided an updated economic analysis of the Smoky Range and Spruce Park projects. These are included in Appendix 2 in both the Study Report and environmental statement.

State of Montana
Office of The Governor
Helena 59601

THOMAS L. JUDGE
GOVERNOR

March 26, 1973

Mr. E. L. Corpe
Forest Supervisor
Flathead National Forest
Kalispell, Montana 59901

Dear Mr. Corpe:

After a careful review of the Forest Service Study, the statements presented at the subsequent public hearing in Kalispell on March 15, 1973, and the various alternatives available, we believe the Flathead National Forest proposal for the Flathead River system to be most in keeping with the best interests of the people of Montana and of this nation. I therefore support your proposal as outlined in the "Wild and Scenic River Study" dated December 1972.

In endorsing your proposal, I presume good faith will be exhibited on the part of the United States Forest Service should this proposal become law. Mutual agreements should be entered into with the private landowners affected, the provisions of which must be consistent both with individual desires in the management of their lands and with the values to be protected under the Wild and Scenic Rivers Act. Furthermore, I would recommend that a cooperative agreement be entered into with the State of Montana, acting through the State Land Board, with regard to those state-owned lands lying within the boundaries of the river system classifications.

The Flathead River system is of substantial value to the nation as well as to our State, and we concur in the goal of its maintenance in a free-flowing state of the highest possible quality for the benefit of present and future generations. The commendable proposal by the Flathead National Forest for this magnificant river is a major step toward achieving this objective.

Sincerely,

Thomas L. Judge

THOMAS L. JUDGE
Governor

cc: Congressional Delegation
Gary Wicks

Note: The Governor commented in response to the proposal presented at the March 15, 1973, public hearing, but not personally to the Study Report or draft environmental statement. Since the proposal has not changed since the hearing, his comments appear to remain applicable.

STATE OF MONTANA
DEPARTMENT OF FISH AND GAME
HELENA, MONTANA

Office Memorandum

TO : Wes Woodgerd Attn: Jim Posewitz DATE: Feb. 25, 1974

FROM : Tom Hay By: Otis Robbins

SUBJECT: Environmental statement --- Flathead Wild and Scenic River Proposal

We concur in the statement on page 4, last paragraph, that the inclusion of the Flathead River in the Wild and Scenic River systems is the best choice to perpetuate the natural ecosystem of the area.

We also concur with the recommendation that Choice 2 provides the best classification system for preserving the ecosystem. It is our recommendation that Choice 2 be selected as the plan for including the Flathead River system into the Wild and Scenic Rivers Act.

This particular Environmental Statement is to be commended for its completeness and intensive coverage of the proposal.

Otis

Otis Robbins

OR/ea

Response to Comments from Montana Department of Fish and Game

No response needed.

THOMAS L. JUDGE
GOVERNOR

STATE OF MONTANA
DEPARTMENT OF INTERGOVERNMENTAL RELATIONS

MAIL TO CAPITOL STATION, HELENA, MT 59601

DIRECTOR'S OFFICE	406/449-3494	HIGHWAY SAFETY DIVISION	406/449-3412
AERONAUTICS DIVISION	406/449-2506	INDIAN AFFAIRS	406/449-2746
CENTRALIZED SERVICES DIVISION	406/449-3707	MUNICIPAL AUDIT DIVISION	406/449-3010
ECONOMIC OPPORTUNITY DIVISION	406/449-3420	PLANNING/ECONOMIC DEVELOPMENT DIVISION	406/449-2400

February 27, 1974

Mr. E. L. Corpe, Forest Supervisor
Flathead National Forest
Post Office Box 147
Kalispell, Montana 59901

Dear Mr. Corpe:

Reference is made to the draft environmental statement on the Flathead Wild and Scenic River Proposal and Study Report. The following comments were received from the Montana Department of Agriculture and the College of Mineral Science and Technology. Enclosed are comments from the Montana Department of Highways.

Agriculture: "I agree that choice number two (2) is the best alternative. I feel that any more subdivisions and construction of homes from Bear Creek to Camas Bridge should be carefully controlled."

College of Mineral Science and Technology: "There are mineral resources in this area. They may be produced at some future date and it is believed that production arrangements could be negotiated on the federal level, if necessary. The area is not considered a prime mineral area, however, and is not one where attention is currently focused. We have some as yet unproven rumors of petroleum potential on the South Fork, but assume it would be up to federal authority to check on this at some future date."

We are concerned here at state level that a full review of the proposal has not been forthcoming. When the draft statement was received in the Clearinghouse in September, 1973, we noted that, with the exception of the Environmental Quality Council and the Department of Planning and Economic Development, all state agencies which could or would be interested were listed as "State Agencies from which Comments have been Requested." It was in late January, 1974, before we learned that your agency had not sent copies of the draft EIS to those agencies.

As you recall, in February, 1974, we requested additional copies of the draft and we distributed them on February 12. In particular, the Division of Aeronautics is in need of sufficient time to evaluate the impact of the loss of the Meadowcreek Airport--if a Wild Rivers designation is accorded to that area in which the airport lies. Apparently rather serious economic impacts

can result if that airport would be closed to air traffic. There are, we believe, very good reasons to evaluate the extent of economic impact before a final EIS is written, and we urge your cooperation in this matter. You can expect comments on this aspect of the draft statement on March 11, 1974.

We would appreciate your transmittal in the future of all copies of draft statements to the State Clearinghouse for further distribution to interested state agencies. This method will assure more timely and complete comments.

Sincerely,

Lloyd F. Meyer

Lloyd F. Meyer, Director
State Clearinghouse

LFM/cmp

Enc: a.s.

CC: Division of Aeronautics

Response to comments from Montana Department of Agriculture

Response not needed.

Response to comments from Mineral Science and Technology

Response not needed.

Response to comments from Montana Department of Intergovernmental Relations

We realize that the failure of early distribution of the draft environmental statement to State agencies caused concern. Since the writing of this final environmental statement was delayed, there has been sufficient time to receive and consider State agency comments.

The statement "State Agencies from which Comments have been Requested" is written in all of our environmental statements so that the public as well as State and Federal agencies can determine which agencies are requested to make review. We assumed your office would realize when we transmitted copies of the statement to your office, that we had honored the agreement not to send the statements direct to State agencies and that you would make the distribution.

STATE OF MONTANA
DEPARTMENT OF HIGHWAYS

February 25, 1974

Flathead Wild and Scenic
River Proposal

Montana State Clearinghouse
Division of Planning and Economic Development
Capitol Post Office
Helena, Montana 59601

Gentlemen:

We have reviewed the portions pertaining to highways in the Transportation (Existing) and Transportation (Future) Sections of the Flathead Wild and Scenic River Study Report and are generally in agreement with what is stated therein.

The majority of the highways adjacent to the proposed Wild and Scenic River System are not under the jurisdiction of the Department of Highways, but rather are built by the Federal Highway Administration or the Forest Service and maintained by the involved county or the Forest Service. The exception to this is U. S. Highway 2 along the Middle Fork. Part of this has been built by the FHWA and part by the Department of Highways. Maintainance is handled by the Department of Highways.

The 11.0 mile section of U. S. 2 between Hungry Horse and West Glacier is presently in design status and we plan to let it to contract in the near future. It will be built as 2 separate projects; one extending from Hungry Horse to Coram and the other from Coram to West Glacier. The 4 mile stretch in Glacier Park near Bear Creek is being designed by the FHWA and it should be let to contract within the next 5 or 6 years.

Figure 6 in the Study Report should be revised to show Montana 40 extending on east of Columbia Falls across the Flathead River and tieing into U. S. 2.

Very truly yours,

H. J. ANDERSON
DIRECTOR OF HIGHWAYS

By _____
Stephen C. Kologi, P. E.,
Supervisor - Preconstruction
Section

32-SCK:KFS:GLL:mg

cc: J. R. Beckert
K. F. Skoog

Response to comments from Montana Department of Highways

Reference last paragraph

Figure 6 in the Study Report has been corrected.

MONTANA DEPARTMENT OF NATURAL RESOURCES AND CONSERVATION

THOMAS L. JUDGE, GOVERNOR
GARY WICKS, DIRECTOR

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449-3712
32 SOUTH EWING
NATURAL RESOURCES BUILDING
HELENA, MONTANA 59601

March 28, 1974

Mr. E.L. Corpe, Supervisor
Flathead National Forest
290 North Main
Kalispell, MT 59901

Dear Mr. Corpe:

We have recently completed our review of the Draft Environmental Impact Statement for the Flathead Wild and Scenic River proposal. Through an oversight, we failed to provide our comments prior to the 1973 deadline. Upon discovering this problem, we contacted Frank Fowler of your office who suggested that we submit our comments in spite of the time. We feel the Flathead Proposal is significant and would, therefore, like to have the following comments considered during the preparation of the final impact statement and plan for the river:

(1) We wish to commend you for a good job of exploring the wild and scenic potential for the river. We feel your classification of the river has been well thought-out and capitalizes upon the natural values of the river.

(2) Upon reading the statement we noted the following paragraph (see page 3):

> 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 be best managed by the State of Montana. It is recommended that the management of these lands be guided by cooperative written agreement to give direction for uniform management of all lands within the River Management Zone.

There is little question that proper management of the river corridor necessitates such actions as the proposed cooperative agreement and we are very interested in developing such an arrangement. Nevertheless, in that these are school trust lands there are certain legal uncertainties which must be resolved. Among these is whether an agreement is possible without compensation to the school trust fund. At this time it appears that an opinion by the Attorney General may be needed to resolve the question. There may be an opportunity to accomplish this goal through the new Natural

Areas Act although further legal analysis and interpretation may be necessary.

As noted, we are interested in the prudent management of this most-important river corridor and wish to cooperate to the extent possible. Therefore, in the interest of developing a meaningful cooperative agreement, we should begin as soon as possible with the process. Your agency in concert with this Department and the Montana Department of State Lands should be involved with the initial effort. As we proceed, the cooperation of other groups and individuals is likely to be necessary.

(3) Our land records indicate that 1081.26 acres of State land would be included within the Proposed River Management Zone rather than the 900 acres stated in the above-noted paragraph. The maps included within this statement are not sufficiently detailed to determine whether this is an error or a reduction in the amount of State land in an earlier detailed presentation by your agency.

Thank you for the opportunity to comment at this late date. We are hopeful these remarks will be of assistance as you endeavor to complete the Flathead Wild and Scenic River Study.

Sincerely,

Gerhard M. Knudsen

GERHARD M. KNUDSEN
ENVIRONMENTAL COORDINATOR

GMK:ljb

cc: Andy Lukes

Response to comments from Montana Department of Natural Resources and Conservation

Reference your comment designated "(2)"

We have contacted your office concerning this matter. Although the problem has not been resolved, we have taken the initial steps with you to establish a means leading to resolution.

Reference your comment designated "(3)"

We have rounded the total acreage to the nearest 100. We recognize that this would not account for the total difference. Since the study began, there have been many shifts in ownership of land including a donation of private land to the State of Montana. If Congress includes the three forks of the Flathead River in the Wild and Scenic Rivers System, a detailed review of ownership will be made prior to negotiations for cooperative written agreements with the State of Montana.

STATE OF MONTANA
DEPARTMENT OF INTERGOVERNMENTAL RELATIONS

AERONAUTICS DIVISION
OFFICES ON AIRPORT ROAD, HELENA
MAIL TO CAPITOL STATION, HELENA, MT 59601

406/449-2506

THOMAS L. JUDGE
GOVERNOR

March 8, 1974

Edsel L. Corpe
Forest Supervisor
Flathead National Forest
290 North Main Street
Kalispell, Montana 59901

Dear Mr. Corpe:

Enclosed are the minutes of the meeting held February 20, 1974, in Kalispell between the Montana State Division of Aeronautics and the Office of Flathead Forest Supervisor, E. L. Corpe. The meeting was planned to negotiate the issuance of a special use permit to the State of Montana for the maintenance of the U. S. Forest Service Meadow Creek Airstrip. Of primary interest to the Division of Aeronautics during the negotiations was the effect of the Flathead Wild and Scenic Rivers Proposal upon the conditions of the special use permit.

Since the February 20 meeting, the Division of Aeronautics has made a detailed study of all correspondence, preliminary study reports, meetings, statements and basic legislation in reference to the Wild and Scenic Rivers Proposal. To our dismay, February 28, 1974 was the final date for comment on the Proposal. Mr. Lloyd F. Meyer, Montana State Clearinghouse Director, requested a March 11, 1974 extension for comment from the aviation community.

Although we discovered at the February 20 meeting that the Meadow Creek Airstrip has since the inception of the Flathead Wild and Scenic Rivers Proposal, been within the Wild River Management Zone, that status has never been made clear by the responsible Forest Service agency. It was not clarified during the March 15, 1973 hearing in Kalispell, when oral and written statements presented by representatives of the Montana aviation community indicated, specifically, the erroneous assumption that the airstrip at Meadow Creek was not a part of the Wild and Scenic Rivers Management area. Since the U. S. Forest Service made no effort before, during, or after the public hearing to assert the actual status of the airstrip within the Wild River Management zone, consideration should be given to allow comment from the aviation community based on the facts.

The U. S. Forest Service maintains roads terminating near the vicinity of the Meadow Creek Airstrip as well as horse and foot trails from the terminus of the road. It is not unreasonable to ask the Forest Service to maintain the existing airstrip at Meadow Creek as an access to the area by the flying public for camping, fishing, hiking and other recreational pursuits.

We trust the U. S. Forest Service will approve the extension of the comment deadline and consider holding another hearing. A reasonable amount of time is necessary to properly notify the aviation community and their representative organizations for comment. Mr. Saylor indicated at the February 20 meeting that Dr. Stevens of Kalispell and Mr. Whitney of Bigfork were notified of the original study and that he felt the notification of these two local pilots was adequate. We believe Mr. Saylor's efforts to include and properly inform the aviation community were grossly inadequate. We hereby solicit your approval to re-open public hearings on the Flathead Wild and Scenic Rivers Proposal.

Also enclosed is a copy of the comments on the Flathead Wild and Scenic Proposal submitted by the Division of Aeronautics to the U. S. Forest Service in Kalispell.

Sincerely,

William E. Hunt, Administrator
Division of Aeronautics

Worthie M. Rauscher

Worthie M. Rauscher
Deputy Administrator

Enclosures

cc: Governor's Office
State Clearinghouse
Montana Pilots Association
Civil Air Patrol

Division of Aeronautics
March 8, 1974

Comment on Wild and Scenic Rivers Proposal-

It is the Statutory responsibility of the Montana State Division of Aeronautics " to encourage, foster, and assist in the development of aeronautics in this state and to encourage the establishment of airports and other air navigation facilities." (Section 1-204 (a), Revised Codes of Montana 1947.) Therefore, our interest in the Flathead Wild and Scenic Rivers Proposal centers on the inclusion of the Meadow Creek Airstrip within the Wild Rivers Management Zone. The Meadow Creek Airstrip is located approximately one quarter mile from the South Fork of the Flathead south of Harrison Creek and lies immediately within the easterly boundary of the Wild River Management Zone. This airstrip is also a vested interest to the aircraft owners, pilots and their representative organizations in the State of Montana.

Governor Forrest Anderson stated in a letter dated May 24, 1972 to Regional Forester Steve Yurich in Missoula:

> "The State of Montana is vitally interested in all the presently established public use Forest Service Airports in the State, at Condon, Spotted Bear, Meadow Creek, Benchmark and Schaeffer Meadows."

The Governor stated further that the State has participated in four construction projects on those airports in the amount of $38,500, $5,000 of which was invested specifically in the Meadow Creek Airstrip for obstruction removal and miscellaneous runway work. E. L. Corpe, Flathead Forest Supervisor, stated in a response to the Governor's letter on October 13th, 1972, that the Forest Service intended to abandon the Meadow Creek Airstrip, and suggested as the most favorable alternative, the State of Montana be issued a special use permit to operate and maintain the facility for general public use. A meeting was held January 30th, 1973 between the Division of Aeronautics and the Flathead Forest Supervisor's Office to discuss the possiblity of issuing the State a special use permit. Negotiations were begun to obtain the permit at a second meeting on June 29th, 1973. Forest Service personnel assured the Division at the meetings in January and in June that the Wild and Scenic Rivers Proposal would be of no consequence to the operation of the Meadow Creek Airstrip.

Accordingly, the Division of Aeronautics has until recently operated under the assumption that the airstrip was not included in the river management zone. We first received notice of the Flathead Wild and Scenic Rivers Proposal in a letter from Forest Supervisor E. L. Corpe, dated January 10th, 1973, announcing a hearing scheduled for March 15, 1973 in Kalispell. Enclosed was a December 1972 draft Wild and Scenic Rivers Study Report. The draft report made no reference to the Meadow Creek Airstrip, nor did the very poor map on page 10 of Appendix 1 identify the facility.

A statement made by Aeronautics Division Safety and Compliance Bureau Chief Jack Wilson at the March 15th hearing on the Proposal clearly indicated our assumption that the Meadow Creek Airstrip was not affected by the Proposal. No effort was made by Forest Service Personnel to correct Mr. Wilson. Neither was an effort made to correct other aviation interests who made statements, oral and written, clearly under the same assumption.

It was first brought to the attention of the Division of Aeronautics that the Wild River Management Zone on the South Fork does in fact encompass the Meadow Creek Airstrip with the receipt of a request for comment on the Wild and Scenic Rivers Proposal from the Montana State Clearinghouse February 14, 1974. A draft Environmental Statement (dated September 20, 1973) and a Study Report (dated July 1973) accompanied the request. The maps in Appendix 1 of the 1973 Study Report are of a much finer quality than the 1972 draft. The Meadow Creek Airstrip is clearly defined (on page 18 of Appendix 1 in the 1973 Study Report) within the boundary of the Wild River Management Zone. Page 44 of the Environmental Statement and Page 109 of the 1973 Study Report make specific reference to the facility at Meadow Creek:

> "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."

The restrictions upon motorized vehicles within the Wild River Management Zone are prohibitive. The State cannot operate and maintain the airstrip in a safe and operable condition without the use of motorized equipment. A meeting held February 20, 1974 in Kalispell between Flathead Forest Service Officials and the Division of Aeronautics concerning the special use permit confirmed restrictions upon the Wild River Management Zone and the airstrip, and corrected erroneous assumptions held previously by the Division and Forest Service personnel.

The State of Montana remains vitally interested in keeping the Meadow Creek Airstrip open to the flying public. To that end, we are suggesting two alternatives:

(1) The U. S. Forest Service continue to operate and maintain the Meadow Creek Airstrip with full public access.

(2) The eastern boundary of the Wild River Management Zone follow the western boundary of the Meadow Creek Airstrip to exclude the facility from the management zone, additional land be provided to extend the runway length and width to meet minimum State requirements, and a special use permit be issued to the State of Montana with the provision that small motorized equipment be allowed to cross the river to perform maintenance and improvement projects.

The status of the Meadow Creek Airstrip was not properly exposed by the Forest Service prior to hearings. Therefore, aviation interests did not receive a fair hearing. It is our contention that in all fairness hearings should be held again -- giving aviation interests the opportunity to comment given the facts.

cc: Governor's Office
Montana Pilots Association
Montana State Clearinghouse
Civil Air Patrol

Response to comments from Montana Aeronautics Division

Reference letter entitled "Comments on Wild and Scenic Rivers Proposal, first page, last paragraph

The December 1972 draft of the "Wild and Scenic Rivers Study Report" did make reference to the Meadow Creek Airstrip. Page 141 contained the following statement: "Power boats and motorized vehicles will be prohibited from the areas with the exception of the use of airplanes at Meadow Creek Airstrip".

Reference second page, first paragraph

A two-inch-to-the-mile map was displayed in the front of the hearing room (on March 15, 1973) which clearly defined the proposed river boundary. The booklet "Waters of the Flathead, A Proposal" received wide public distribution. This booklet contained the following statement: "Use of power boats and motorized equipment will be prohibited, except for aircraft using the landing strip at Meadow Creek". The booklet (and the December 1972 draft report in the case of State and Federal agencies) was the point of reference for most of those who testified at the hearing. Both documents indicate that Meadow Creek is within the proposed river boundary.

At the March 15th hearing those statements referring to the fact that the Meadow Creek Airstrip was not affected appeared correct to the Forest Service since the proposal did not recommend closing the field.

Reference second page, third paragraph

The use of motorized equipment to maintain the airstrip would be no more disruptive than the noise from airplane use on the strip. The final report and final environmental statement have been revised in the "Action Plan" to indicate that existing clearing and runway surface could be maintained, but that continued trail access for mechanized equipment would not be permitted (this is exclusive of any consideration other than the Wild and Scenic Rivers proposal).

Reference second page, last paragraph

Even if the River Management Zone were moved to the west to exclude the airstrip, the problem of continued access for motorized maintenance equipment would remain a problem.

Reference third page

We do agree that there is public controversy regarding the use of Meadow Creek Airstrip. In recent years, mechanized equipment has not been used to maintain the airstrip, but the Wild and Scenic Rivers proposal does recommend disallowing continued access via trail of mechanized equipment. To this extent, the proposal affects the airstrip. Beyond this consideration, the continued use of the airstrip is not contingent upon the success or failure of the Wild and Scenic Rivers proposal.

An environmental analysis report on the Meadow Creek Airstrip was prepared by the Flathead National Forest and approved by the Forest Supervisor in October 1974. The recommendation of this report was that the Meadow Creek Airstrip remain open under Forest Service responsibility and maintenance.

EAGLE MANAGEMENT & TRUST COMPANY, RIVER OAKS BANK TOWER, HOUSTON, TEXAS 77019, 713 526-8401

January 23, 1974

Mr. Frank Fowler
Area Studies Director
United States Department of Agriculture
Forest Service
Flathead National Forest
Kalispell, Montana 59901

Dear Mr. Fowler:

I very much appreciate your letter together with the enclosed draft. We represent the owners of two tracts of land on the North Fork above Pollbridge having a total frontage of about 4 miles. As any additional information becomes available, or any further developments take place, we would be most grateful to you if you would keep us informed.

Conditioned, of course, upon a realistic compensation for the land owners, we feel that the program you propose as Choice 2 would be highly beneficial to the private property owners and residents of the area, as well as the general public.

I anticipate being in the area this summer and will look forward to stopping by and seeing you.

Very truly yours,

Cole Thomson

CT/tb

Response to Comments from Eagle Management and Trust Company

No response needed.

Middlefork Landowners Association

JERRY L. BRANCH, PRESIDENT
SYLVIA BRANCH, SECRETARY
JOHN F. KAVANAGH, DIRECTOR
JOHN W. BARROW, DIRECTOR
OLAF B. HESLA, DIRECTOR

327 8th Ave. South Shelby, Montana 59474

November 25, 1973

The Honorable Richard Schoup
Montana First District
1127 Longworth Building
Washington D.C.

Dear Dick:

The Middlefork Landowners Association has studied the recently published Enviornmental Draft written by the U. S. Forest Service for the proposed inclusion of the Flathead River into the Wild and Scenic Rivers System.

As I'm sure you realize, the MLA's position is to protect the Flathead River as we have in the past, along guidelines that parallel what the fedoral government wishes to do. We are still convinced that private landowner management through co-operative letter agreement with the Forst Service would not only be more effective and desirable, but much cheaper for taxpayers than Federal purchase of scenic easements.

It is almost impossible to compile a point by point summary of our opinion of the Draft Enviornmental Statement. However, it strongly tends to "tone down" local resistance by local people. There were more votes for Choice No. 4 under the "Choices for Management" than the U.S.F.S. can "drum up" for a combination of Choices 1 and 2. All of these votes were signed primarily by Montanans. The U.S.F.S. [page 34 paragraph 2] claims that opposition to scenic easements was voiced by only 8.9% of 190 responses. I have approximately 70 independently signed objections on my desk and 59 people on the Northfork are also on a local petition as objecting. That is approximately 129 of their 190. It seems that we have a credibility problem.

The Wild and Scenic Rivers Act states that "scenic easements should be written when necessary to protect the enviornment". It also provides for co-operative letter agreement on lands held by Indians, the state, county, or local villages. Since we advertise this to be the land of equal opportunity, the MLA feels that landowners, even tho white, should have an equal opportunity to enter into co-operative letter agreements rather than the purchase of scenic

easements. In fact, wouldn't you, or a U.S. Court, feel that landowners are responsible enough to manage their own property and that the scenic easement is not required by law if: These landowners had the integrity and principles to refuse the government's money, but yet were willing to enter into a written agreement to manage parallel to governmental practices.

The following is a list of very good reasons why we favor co-operative letter agreements over the scenic easement approach.

1. Cost to taxpayers: The projected cost for scenic easement acquisition on the Flathead alone is $6,719,000.00. This figure does not include management, etc. The U.S.F.S. does not seem to consider the high cost of scenic easements verses co-operative letter agreements.

2. Enforcement: A co-operative letter agreement is a written contract and just as enforceable as a scenic easement.

3. Management: The U.S.F.S. does not have the personnel or budget to manage these lands. They have voiced in print that they barely have adequate personnel to handle logging supervision, fires, pest control, and other routine duties.

4. Restriction of use by Montanans: Most of the public is not aware that a reservation system will be necessary for the future. The Salmon River of Idaho was recently made a W & S River. Today, advance reservations are required approximately one year prior to use of the river by the public. This won't affect landowners, but Montanans could have to stand in line - along with people from other states - for up to a year for a weekend trip reservation.

5. Government management of lands in Montana is unpopular with Montanans: State W & SR bills were voted down during the last legislative session - again and again. Ranchers and local people formed groups over night to fight these bills.

6. Scenic Easements will cause continual conflict between rangers and rural people: Many of the people presently residing on the river have been there for years and some consider their place on the river as a second home, if not home itself. To place a ranger in a management position in such an area is no less than explosive. [most of my personal trespass problems this year have been related to government people including the U. S. Forest Service.]

7. The government has done a poor job of managing in the past on the Flathead River:
   [a] Open garbage dump adjacent to river near Essex [see photo] Now closed through landowner insistance.
   [b] Open borrow pits for gravel also adjacent to U.S. Highway No. 2 - trees were stripped over a five acre area.

(c) Logging operations have not been well supervised, many valleys of the Middlefork were left in disarray - Essex Creek, Dickey Creek, Skyland Road. A trip up these valleys provides a good education.

Dick, I could go on forever bringing up good reasons for letting Montanans manage Montana. We have shown much concern recently over other states or the U.S. Government gaining claim on our water - why not concern over the land itself. Scenic easements open the door for ultimate total government control over this land and its uses and burden Montanans with government supervision.

Somehow, we do not believe that these lands can be best protected by the future Angows' or Nixons'. If the Wild and Scenic Rivers Act does pass, most landowners would accept properly written co-operative agreements, but will fight condemnation for scenic easements. And who knows, with our group and our aims, we could just be successful.

Very truly yours,

Jerry L. Branch

Middlefork Landowners Assoc.

Jerry L. Branch, President

JLB:sb

cc: Shelby Promoter
Hungry Horse News
Ed Carpt,
Supervisor
Flathead Nat'l Forest

Response to Comments from the Middlefork Landowners Association

A letter from the Middlefork Landowners Association (MLA) to Congressman Shoup is considered a response to the proposal. The Forest Service response to Congressman Shoup is enclosed as a response.

Flathead National Forest
Kalispell, Montana 59901

2370
February 22, 1974

Honorable Richard Shoup
House of Representatives
Washington, D.C. 20515

Dear Dick:

This letter is in response to your request of January 23, to give a point-by-point clarification of Mr. Branch's November 25 letter to you.

In the opening paragraphs of his letter Mr. Branch states that the Forest Service has toned down the extent of local resistance to the river classification proposal in the environmental impact statement. It may be helpful to first explain how petitions and group responses were evaluated.

At the bottom of Page 31 of the environmental impact statement we have stated: "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...." This means that the response from a representative of a large group was counted as one. This is the case with the M.L.A. It is also the case with the Wilderness Society, the Sierra Club, and other organizational responses. If we didn't take this approach, the result would be a vote count. What we attempted to do was to analyze "why people said what they said" in addition to "who said what".

I want to assure you we have not intentionally tried to "tone down" resistance in any way. Clarifying the points raised by Mr. Branch concerning the responses and objections he has received, and petitions we have received, may help. A discussion follows:

Mr. Branch's letter refers to two separate actions. The first is "Choices for Management", a brochure outlining possible alternatives for management of the Flathead River system, mailed to the public in March 1972. It included four Choices for Management plus an opportunity for the public to devise their own as a fifth choice. The responses we received were:

35 - Choice 1 -- the public devised this choice: in nearly all cases they suggested more restrictive classification than offered in the other four choices.

27 - Choice 2 — include in the system, portions wild, portions scenic, and portions recreational.

2 - Choice 3 — include in the system, portions wild, portions recreational, no scenic.

43 - Choice 4 — include in the system, but exclude lower Middle Fork.

3 - Choice 5 — exclude entire river system from the system.

There were no petitions submitted with the response to this brochure, only statements by individuals and groups.

The second activity Mr. Branch makes reference to is the public response to the proposed classification by the Forest Service at the March 15, 1973 meeting.

We received 190 responses as a result of the proposal. The breakdown by their response was:

127 — total inclusion of the three forks of the Flathead River.

6 — favored portions of the proposal, but didn't comment on the rest.

5 — expressed concern for the river, but did not take a position on the proposal.

18 — expressed opposition to the entire proposal.

32 — opposed portions of the proposal.

2 — could not determine their stand on the proposal.

190

Included within the 190 responses was one petition with 56 names from the North Fork Landowners' Association. The petition specifically stated that the signers were opposed to classification of the North Fork into the Wild and Scenic River System. A copy of the front page of that petition is attached. The petition was counted as "one" for analysis purposes, just as were several other statements from other groups.

It is worthwhile to discuss the questionnaire Mr. Branch refers which returned 70 independently signed objections to him. During the course of the study the Middle Fork Landowners' Association prepared, mailed-out, and received answers to a questionnaire concerning management of

the Flathead River. The questions covered a wide range of subjects and was sent out before the river study was completed and before any management proposals were made by the Forest Service. I believe this is what Mr. Branch refers to in his comments on "70 independently signed objections", paragraph three of the first page of his 11/25/73 letter to you.

Mr. Funk, a member of the Advisory Committee for the river study, also sent a questionnaire out to the North Fork Landowners on his own initiative. It too was before the study was completed. The questionnaire results from the North Fork and the Middle Fork Landowners' Associations were both used by the Forest Service as source data for study analysis. They were not counted as respondents to the March 15 Forest Service proposal.

Also, at the March 15 hearing, Dr. Maurice Seiderman of Coram stated he suggested Choice #4 classification. He was evidently referring back to the "Choices for Management" of March 1972, but used this expression to state his views. He also stated he had a petition with 24 names of owners who also supported his choice. In the analysis, Dr. Seiderman and his petition were counted as one (1). This choice indicated Dr. Seiderman and his petitioners wanted the lower Middle Fork excluded from classification. Dr. Seiderman's petition also stated, "There is very little that can be said against the wild, scenic and recreational river systems, providing that proper portions of the river are placed in the proper classification".

This is the extent of our knowledge of petitions and questionnaires reference the river study.

I do want to make the point that the responses to an official proposal, in our view, must weigh most heavily in any evaluation of public concern. The public had the benefit of study results, proposals, and contacts with other interested publics at the time of the Forest Service proposal. It would be inappropriate to evaluate public opinion before the public had been exposed to study results and had an opportunity to consult with others, both private and official, as to alternatives available.

Mr. Branch states that Page 34, paragraph two of the environmental impact statement is in error. There were 17 objections to scenic easements submitted in response to the Forest Service proposal as explained in the brochure, "Waters of the Flathead, a Proposal", and at the March 15, 1973 Hearing. The two principal reasons given by those in opposition 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.

The reasons for their objection is important, as it leads to insights to resolve differences. In this instance, we developed an informational pamphlet entitled "Questions Pertaining to Scenic Easements" to explain scenic easements on the Flathead River proposal.

Following are comments on Mr. Branch's numbered paragraphs, starting on Page 2 of his 11/25/73 letter.

1. Cost to Taxpayers: Mr. Branch has correctly quoted our estimated cost for scenic easements at $6.72 million. This cost is based on extensive review of local land values by our land appraiser. Since the scenic easement program would extend over several years, estimates were adjusted upwards to allow for increasing land values. We recognize that the figure is high, but we also believe that the cost should be estimated as realistically as possible. Estimates on other rivers have been low and required later adjustment.

The cost could go down for several reasons:

a. Development along the river could continue to the point where the river value would be reduced; consequently, the ability of the scenic easement to have effect would also be reduced. If there were less to protect, the scenic easement payment would be reduced accordingly.

b. There is considerable latitude for negotiation of scenic easements—particularly in regard to minimum lot size for subdivision. If all landowners sought easements which permitted maximum subdivision (two acres with a minimum river frontage of 300 feet on rivers classified as recreational in our proposal), then the cost of easements would be considerably less: so would the esthetic attraction, although we believe the river area could still meet minimum requirements for inclusion in the system. This consideration is highly judgmental, and there are many varying opinions.

c. If any significant number of easements were donated, as provided for by The Wild and Scenic River Act, costs would obviously be much lower. The difference between donated scenic easements and cooperative letter agreements appears to be that the cooperative letter agreement would not be in perpetuity. For this reason, we believe the letter agreement would not meet the criteria required by The Wild and Scenic River Act.

2. Enforcement: We agree that a cooperative letter agreement may be a written contract just as enforceable as a scenic easement, providing the letter agreement contained the elements of a legal contract and was binding on the heirs or assigns. If specifically arranged to

remain effective in perpetuity, the difference between written cooperative letter agreements and scenic easements is the name given to the document.

3. Management: We are operating under many constraints and ceilings of personnel and dollars. The proposal includes cost estimates for management and maintenance. We must assume that if Congress were to include the Flathead in the Wild and Scenic River System, the means for administration would also be provided.

4. Restriction of Use by Montanans: Mr. Branch may be correct that most of the public is not aware that a reservation system will be necessary for the future. We have not reached that conclusion definitely ourselves, but we did relate to its possibility in both the river report and the draft environmental statement. In the draft environmental statement on Page 43 (for a wild classification) and Page 45 (for a scenic classification) is the following statement: "A visitor use registration system may be implemented as a means to prevent damages from over-use." On Page 51, the statement is different because it refers to a recreational classification where more options are open to facilitate use: "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." The draft environmental statement has received wide public distribution.

If public use increases beyond the capability of the land to support such use, there are two alternatives: Implement a system to restrict use, or sustain resource deterioration.

It is significant that our land planning in other portions of the Flathead Forest has also led to conclusions that the use of certain areas must be regulated if present use trends continue. Examples are the Bob Marshall Wilderness and the Spotted Bear River Planning Unit.

5. Government Management of Lands in Montana is Unpopular with Montanans: Mr. Branch assumes that the State "Wild River Bills" were voted down because government management is unpopular. This may be true, but it might also be assumed that they were voted down because the legislation did not provide adequate consideration for landowners. I assume there was opposition to the Federal Wild and Scenic River Act when it was passed, but that Congress determined protection of public values outweighed these considerations.

6. Scenic Easements Will Cause Continual Conflict Between Rangers and Rural People: It may be correct to anticipate conflict. There usually is in matters of controversy, but I believe that in most instances the differences can be resolved. The Ranger would have no more

authority than that which would be expressed in the scenic easement. We have altered our recommendations for easements because of the expressed concerns of the M.L.A. and other publics. However, there is no question that if the terms of the agreement were violated, "conflict" would result. This, of course, is a two-way street. Why would there be any less conflict with cooperative letters of agreement? I cannot relate to Mr. Branch's remarks on trespass. He has never registered a written or verbal complaint of any trespass of Flathead National Forest employees on his land.

7. The Government Has Done a Poor Job of Managing in the Past on the Flathead River:

a. The open garbage dump adjacent to the river is not on National Forest land. However, the Forest Service arranged a field trip to the site with the County Commissioners to attempt to gain support for its closure. The County recognized the problems and stated that the situation did not meet State standards. It was closed. Perhaps landowners were influential, but if they were, I'm not aware of it. Apparently, in this case, Mr. Branch's reference to "government" may be to the State or County.

b. There are several gravel pits near U. S. Highway No. 2. To our knowledge, there has been activity at two sites in the last five years. One of the sites is used by the Burlington Northern Railroad and is located on private land; the other is on National Forest land and was used recently by the Corps of Engineers for riprap, but land clearing was not involved. It's difficult to respond further without more specifics regarding location.

c. All of the sales referred to were initiated five years ago (or longer). Our management has changed considerably since that time. Projects similar to these, started today, are planned and administered very differently from former practices. I agree with Mr. Branch that some of the earlier operations were not acceptable.

I hope this covers the items in Mr. Branch's letter which are of concern to you.

Sincerely,

E. L. CORPE
Forest Supervisor

Enclosure

Western Montana Fish and Game Association
P. O. Box 1037
MISSOULA, MONTANA

November 24, 1973

Ed Corpe

Forest Supervisor

Flathead National Forest

Kalispell, Montana

Dear Mr. Corpe:

The Western Montana Fish & Game Association would like to go on record commending the Forest Service and especially your office in proposing choice two for the Three Forks of the Flathead. This is the most restrictive choice available by definition and should provide protection to this waterway for present and future generations to enjoy.

Sincerely,

H. B. Hanich

Chairman, Wilderness Committee

Response to Comments from Western Montana Fish and Game Association

No response needed.

American Fisheries Society
ORGANIZED 1870 | INCORPORATED 1910

MONTANA CHAPTER
Box 83
Alberton, MT 59820

IN REPLY PLEASE REFER:

November 8, 1973

Mr. Ed Corpe, Supervisor
Flathead National Forest
Kalispell, Montana 59901

Re: Comments on Flathead Wild and Scenic River Environmental Statement

Dear Mr. Corpe:

The Montana Chapter of the American Fisheries Society supports the classification of the Flathead River and tributaries as a Wild, Scenic and Recreational River.

We concur with the findings of the study, and favor the 219 miles of the Flathead River and tributaries to be included in the National Wild and Scenic Rivers System.

For clarification purposes only, and in keeping with the revised issue of the "Redbook," 1973, as published by the U. S. Fish and Wildlife Service, the westslope cutthroat trout should be referred to as status undetermined. As defined in the "Redbook" on page 70, quote: "A status-undetermined species or subspecies is one that has been suggested as possibly threatened with extinction, but about which there is not enough information to determine its status. More information is needed."

We appreciate the opportunity for the review of the above-named Environmental Statement.

Sincerely,

Henry J. McKirdy

HENRY J. McKIRDY, President
Montana Chapter, A.F.S.

Response to comments from American Fisheries Society

The correction concerning the "status-undetermined" species has been made.

GEOTHERMAL ENERGY INSTITUTE
680 BEACH STREET, SUITE 426
SAN FRANCISCO, CALIFORNIA 94109
(415) 474-0404

October 12, 1973

Mr. Edsel L. Corpe
Forest Supervisor
Flathead National Forest
290 North Main Street
Kalispell, Montana 59901

RE: Draft Environmental Statement - Flathead
Wild and Scenic River Proposal

Dear Mr. Corpe:

Thank you for furnishing us with a copy of the draft EIS dated September 20, 1973 covering the proposed inclusion of 219 miles of the Flathead river in northwestern Montana.

The EIS states that "At present the potential for mineral development appears low" (p.8), but that "future exploration and changes in demand for types of mineral needed could conceivably alter the river area's potential to help satisfy a need" (p.8).

Under the proposal minerals in landsalong the bed or bank of the river or within ¼ mile of the bank would not be permitted to be recovered (p.44); other surface resources would be permitted "under regulations issued by the Secretary of Agriculture." (p.47).

We note that no consideration has apparently been given to the geothermal resource potential of the area and no provision has been specifically made with respect to future development of such resources.

As our Country faces the stark reality of an energy shortage and the need to locate and develop indigenous energy resources so that we do not become dependent on overseas sources of energy fuels, it would seem appropriate to assess the geothermal resources of the area in general terms at this time and make specific proposals for future development which can be reviewed by industry and commented upon.

It may be that the Geothermal Steam Act of 1970 needs amendment in order to clarify access to all types of public lands and in order to make all types of geothermal resources available (e.g. the "hot dry rock" believed to exist in Montana) - but the resource itself is certainly deserving of evaluation and planning at this time.

Sincerely yours,

Donald F.X. Finn

Donald F.X. Finn
Managing Director

Response to comments from the Geothermal Energy Institute

The statement on Page 44 under "Minerals" in the draft environmental statement is in regard to mineral resources in segments of the river proposed for Wild classification. You correctly state that minerals would not be permitted to be recovered.

On Page 47 of the draft environmental statement (and Page 53), also under "Minerals", the statements are in regard to mineral resources in segments of river proposed for a Scenic or Recreational classification. In both of these latter cases, mineral development could be permitted under regulations issued by the Secretary of Agriculture where development would not detract from river values.

Reference Paragraph 4

Existing knowledge does not indicate geothermal potential; consequently, the resource was not evaluated with respect to future development. If a geothermal resource becomes evident in the future, it could be evaluated for development along stretches of the river proposed for Scenic and Recreational classifications.

Coastal Mining Company

2896 SOUTH MAIN STREET
SALT LAKE CITY, UTAH 84115

P.O. Box 15787

Telephone 801 486-876

September 28, 1973

Mr. E. L. Corpe
Forest Supervisor
Flathead National Forest

Kalispell, Montana 59901

Dear Mr. Corpe:

Thank you for your letter dated September 25, 1973 and draft environmental statement for the Flathead Wild and Scenic River Proposal.

The proposal reflects a great amount of work organizing the input from all of your sources. We would hope in making your choices that you would allow the private landowner to maintain their full rights or be fully compensated.

We basically believe that preservation is more wasteful than conservation as under the concept of conservation, use with controls would seem to gain the ultimate public value.

Again, thank you for your statement and for keeping us informed.

Very truly yours,

COASTAL MINING COMPANY

C. A. Dowd

C. A. Dowd
Land Manager

CAD:jm

Response to Comments from Coastal Mining Company

No response needed.

BURLINGTON NORTHERN

RESOURCES DEVELOPMENT
DEPARTMENT

650 Central Building
Seattle, Washington 98104
Telephone (206) 624-1900

Mr. E. L. Corpe
Forest Supervisor
Flathead National Forest
290 North Main
Kalispell, Montana 59901

October 31, 1973

RE: Draft Environmental Statement on Flathead Wild and Scenic Rivers Proposal

Dear Mr. Corpe:

Thank you for your invitation for comments on the Draft Statement. We have reviewed it and submit the following for your consideration:

Page ~~23~~ 3? paragraph 2 suggests that scenic easements will be considered for 9,700 acres of private land. It is not clear whether this 9,700 acres is the minimum area necessary for river protection (the area seen from the river) or constitutes the taking of an arbitrary one-quarter mile as is permitted by statute. This same paragraph estimates easements to cost $6,719,000. Recognizing that the Federal Government has in the past not promptly funded these proposed land or easement acquisitions, will restrictions be considered on the private land during the interim period between classification of the River and purchase of easements?

Page ~~4~~ 3? paragraph 4 is confusing since it states, "most development will occur outside the River Management Zone", then discusses types of development which for the most part will be situated at or near the River.

Page 7 paragraph 1 discusses the favorable effects on fisheries, specifically on the west slope cutthroat trout, an endangered species. River classification may conversely have an adverse effect on this resource. Page 3, paragraph 8 states, "Fishing is a prime attraction since the Flathead is one of the principal areas supporting endangered west slope cutthroat trout". Page 5, paragraph 4 states, "the recognition brought to the River by inclusion in the system would bring increased use". We agree there will be increased recreation use

brought upon by classification. Increased numbers of fishermen will severely impact the west slope cutthrout since according to fisheries experts the reason this species is endangered is due to fishing pressures. This point should be discussed on page 9 under Adverse Environmental Effects.

52?
Page 5 the paragraph titled Vegetation lists five conditions under which trees could be cut along a Recreational river. We agree with those five conditions and fail to understand why they should not apply to the scenic river portion. We recommend the paragraph titled Vegetation on page 52 be used in place of the paragraph titled Vegetation on page 46.

Under Part V, Alternatives to the Proposed Action, the Statement should discuss the Federal Government's ability to protect the River's wild, scenic and recreational atributes under such existing policy direction as the Forest Service planning unit study program, the Environmental Policy Act and Federal water quality statutes.

The alternative of regulating private land under local comprehensive land use planning and zoning has not been satisfactorily explored and discussed in this Statement. Current Federal direction taken by Congress and the Administration, as expressed in proposed land planning legislation, is away from Federal controls and toward increased state and local controls. Federal zoning and/or land acquisition as is proposed in the Flathead River plan is contrary to the comprehensive planning doctrine and Congressional sentiment against Federal regulation of private land. We cannot help but wonder if the $7,000,000 proposed to be spent on land and easement acquisition, development and administration would accrue many more public benefits if granted to state and local government to fund comprehensive, grassroots planning and land use regulation.

Thank you for the opportunity to comment.

Very truly yours,

Michael R Truax

Michael R. Truax
Supervisor, Land Planning
Timber & Western Lands

MRT/mjb

Response to comments from Burlington Northern

We have corrected page numbers within the text of the Burlington Northern letter since it appears they were typed in error.

Reference Paragraph 2

The 9,700 acres of private land was not derived from an arbitrary one-quarter mile. If it were, the average number of acres per mile shown on Page 2 of the draft environmental statement would be 320 acres instead of 262 acres. Please refer to Section I, Part A of this document for methodology of river boundary determination.

Reference Paragraph 3

The Forest Service has anticipated the need for some development. If the river were included in the Wild and Scenic Rivers System, a recreation development plan and access plan would be made in detail. In the meantime, we have estimated that two campgrounds, nine floating access sites, six rest stops, and three trail access sites will be needed. These are all of the anticipated Forest Service develop-ments on the entire river system. It is anticipated that other Forest Service development would be outside the River Management Zone.

Reference Paragraph 4

We would like to make specific response to the portion of the paragraph which states: "Increased numbers of fishermen will severely impact the west slope cutthroat since according to fisheries experts the reason this species is endangered is due to fishing pressures."* There appears to be general agreement that the present distribution of the westslope cutthroat trout has been severly depleted due to habitat degradation or hybridization and competition from exotic species. The impact of fishing pressure will affect the fishery, but there is not agreement that it will severely affect the survival of the species.

Concerning the subject, the Montana Department of Fish and Game has stated:** "The habitat for juvenile fish is more determinant of the available fish to be caught than the fishing pressure. Destruction of 50% of a fully utilized fish habitat will result in a reduction of 50% of the fish produced by that habitat. The recovery time to return to its full capacity may be many years.

*The westslope cutthroat trout has since been classed as "status undetermined" by the U.S. Fish and Wildlife Service.

**Personal conversation between Frank Fowler, U.S.F.S., and Robert Schumacher, Montana Fish and Game Department, July 1974.

"On the other hand, when increased fishing pressure results in decreased angling success, fishing pressure normally redistributes itself to other waters or results in reduced fishing trips. If excessive fishing pressure is reduced, an undisturbed nursery area (habitat) would bring the total fishing population back to its previous level in one or two years.

"To our knowledge there is no significant indication that fishing pressure controls population numbers. It is acknowledged, however, that increased fishing pressure will bring a reduction in the average individual fish size."

Reference Paragraph 5

The difference between the conditions under which trees may be cut along a Scenic River and a Recreational River is due to the difference in the objectives of management. This is partially expressed under "River Values" for each classification. A Scenic River area would be managed with emphasis on preserving scenic quality while a Recreational River area would be managed with emphasis towards providing quality recreation. While these definitions did not dictate the requirements for cutting vegetation for the Scenic and Recreational classifications, they did form the basis through the study leading to the conclusions reached under "Vegetation".

Reference Paragraph 6

We don't see the conflict to which you allude. Our planning unit studies include consideration of the values associated with the Wild and Scenic Rivers program. The Wild and Scenic Rivers proposal is coordinated in these plans and not conflicting with them. While there are deficiencies in some areas or programs with the Environmental Policy Act, we are actively making studies and altering procedures to meet requirements. The same is true for water quality statutes. These requirements are binding with or without Wild and Scenic Rivers and do not appear to be more of a problem because of the possible inclusion of the three forks of the Flathead River in the Wild and Scenic Rivers System.

Reference Paragraph 7

There are recognized disadvantages to any form or degree of Federal control of private land. The Wild and Scenic Rivers Act requires that river areas included in the System. . ." be protected for the benefit and enjoyment of present and future generation". The Act does not require or even suggest that total management and use of private land must be controlled by the Federal government. It does, however, require that those attributes identified as important to the river area be protected in perpetuity. Zoning was viewed as a possibility, but since variances could be granted, it does not meet the requirement of lasting protection.

The cost to the Federal government for payment to private landowners is considerable, especially when viewed in the light of the fact that land will not be purchased--only the right purchased to prevent certain development. Congress also made it clear in the Wild and Scenic Rivers Act that only those uses and activities which affect the identified values of the river area be affected.

It appears that Congress does not intend that the cost of the Wild and Scenic Rivers program should be borne any more by the private landowners than the public at large. Congress has provided the means to compensate private landowners for losses incurred because of restricted development opportunity on their land. How would private landowners be compensated through local government land-use regulation (assuming lasting protection is assured)?

Post Office Box 84
Coram, Montana
September 30, 1973

Flathead Forest
Kalispell, Montana

Dear Mr. Corpe:

I would like to count as an opponent to the Wild River Plan in total for the Flathead River. We have more than enough tourists coming through here in the summer, without the influx a Wild River would guarantee.

In addition, we need only look to Idaho and Wyoming and realize the real threat of a wild river. Pure, clean water can turn quickly to sewage with over-usage. The commercial lobbies (packers and float-trippers) wouldn't allow any user restrictions, so such chatter is just for the newspapers.

There are well over a million acres of wilderness areas in Northwestern Montana. These areas are utilized by less than 2% of the people who visit our state. The average person cannot afford to hire pack animals to travel any distance in a wilderness area. If they have small children or any physical impairment, hiking is out of the question. Are "public" lands to be supplied for the exclusive use

of the wealthy at the expense of the majority of tax payers and land owners?

Aside from the obvious disadvantages of further overcrowding, timber waste and water pollution, there is the question of securing the land. Of course, Big Brother seldom worries about minor items like property rights of the individual. When some stubborn person refuses to sell his home and land, He simply condemns the area and forcibly steals it. With high sounding cries of "Public Good" and "Ecology" ringing in His ears, Big Brother doesn't even have trouble sleeping nights.

How much longer do you think land-owners will quietly submit to this kind of treatment, before we rise up with our guns and hold the land our grandfathers fought for?

Yours truly,
Frances Edgell

Post Office Box 84
Coram, Montana
October 4, 1973

Flathead National Forest
Kalispell, Montana

Dear Mr. Corpe:

After reading the Environmental Statement on Flathead Wild and Scenic River Proposal, I must write to you again. Has the Forest Service expanded to include the fertilizer business? That document put out more bull shit than the King Ranch in Texas does in a year.

Re: Page 25 - ¶ 1 - Just where is all this support for the Wild River you mention? Yes, there was some, when land owners were threatened with the dams putting all their land under water. But, after Charles Green of Coram explained the effects of a Wild River, the majority of North Fork land owners are violently opposed. Ask Ranger Hays, he was there that night, but maybe his memory is short!

Re: Page 25 ¶ 3+6 - What you are saying is whether the land owners favor or oppose the Plan, you don't give a damn. You will shove your plan through come Hell or high water. Be careful you don't get more Hell than you bargined for.

Re: Page 26 ¶3 – Such selfish short-term benefits as having a place to live and raise your children !! What good is long-term development when you drive everyone out of the area? By what right do you assume to take our land because the Eastern states have ruined all theirs?

Re: Page 26 ¶4 – You have wielded those dams like an axe to gain support for your Wild River. Now, that you're almost bulled it through, you mention, offhand, that if later you get more pressure for the dams, then you'll Damn the whole valley. "Appropriate Congressional consideration"? Moneyed interests and "long-hairs" that wouldn't know a grizzly bear from an elk (if they could find an elk).

The Forest Service and Federal Government (which incidently has no Constitutional Right to own land within a state boundry excepting military reservations), already control more than sufficient wilderness areas in Northwestern Montana. Over half of these acres are already sitting idle, wasting valuable resources.

Rather than spending more money to depopulate the Flathead River area, you should be harvesting the mature timber on Forest Service lands. Timber, like any other crop, must be reaped or it will die and rot. Then, one hot August day, a lightning storm comes to clean it up for you. Is that your idea of conservation? Charred acres under government control are of greater value to posterity than living green ones under private ownership?

Just what are you trying to preserve for posterity?

Yours truly,
Frances Edgell

Response to comments in two letters from Frances Edgell

The letters are directed toward general disagreement with the proposal. We respect this point of view. Further response is not made to the content of the letters because they are not directed to specifics in the proposal.

November 18, 1973
Box 204, West Glacier, Montana

Supervisor,
Flathead National Forest,
Kalispell, Montana

Dear Sir:

I am writing concerning the draft environmental statement for the Flathead Wild and Scenic River Proposal, and I would like to make a comment for consideration in the final draft.

I am strongly in favor of giving the most possible protection to the forks of the Flathead, therefore I think the alternative which would include all three forks in the Wild and Scenic Rivers System with portions wild, portions scenic, and portions recreational should be adopted.

Protection of scenic values through scenic easements along the North and Middle Forks is especially important because of their proximity to Glacier National Park. Unrestricted development along the rivers could harm the view from much of the park.

Thank you for the opportunity to make my views known.

Sincerely yours,
Les Carpenter
Les Carpenter

Response to Comments from Les Carpenter

No response needed.

Carley McCaulay
1305 2nd Avenue North
Great Falls, Montana 59401

November 27, 1973

E. L. Corpe
Forest Supervisor
Flathead National Forest
Kalispell, Montana 59901

Dear Mr. Corpe:

I heartily endorse the Forest Service proposal for designating 219 miles of the Flathead River (portions of the North, Middle, and South Forks) as part of the National Wild and Scenic River System.

I believe it is in the public interest to protect what is left of our free-flowing rivers for present and future generations to enjoy. Therefore, the Forest Service plan giving maximun protection to the River, would be the best means of assuring this.

Especially now, with the "energy crisis",we should take steps to preserve this river; or short-sighted policies will devastate our remaining natural resources.

Sincerely yours,

Carley McCaulay

Ms Carley McCaulay

Response to Comments from Carley McCauley

No response needed.

Forest Supervisor Oct. 23, 1973
Flathead National Forest
290 North Main St.
Kalispell Mont. 59901

Gentlemen:

I have read the environmental draft statement on the proposed Flathead Wild & Scenic River Proposal and am in favor of it.

I believe this area should be set aside and preserved as it presently is for enjoyment by future generations. These rivers must be protect and preserved in their present state and must be kept from degradation by developers and industry.

The requisitions of deeded land easements by the United States seem reasonable and should be carried through.

I hope the wild and scenic river proposals are adopted to preserve these rivers as are because they are unique in wilderness and beauty and nothing else is comparable to it anywhere in the states.

Sincerely
Albert M. Hawkaluk

Response to Comments from Albert Hawkaluk No response needed.

1000 Columbia Drive
Columbia Falls, Montana 59912
October 4, 1973

Mr. Edsel L. Corpe, Forest Supervisor
Flathead National Forest
290 North Main Street
Kalispell, Montana 59901

Dear Mr. Corpe:

This letter has been written for the purpose of recording my objection to the inclusion of Segment 4 as part of the Wild and Senic Rivers Act as proposed under draft dated September 20, 1973.

If the proposal were to become effective through legislative action it would mean that the property which I purchased in the West Glacier area would lose its usefulness by the restrictions imposed. I could not build a home or structure due to the setback and area restrictions imposed by the senic easements. My private rights to improve the land would be subject to the provisions of the national park system and the proposed act where "the more restrictive provisions shall apply"- even without easement. Further, should an easement be considered the judgement could cause a loss by being usurped into a proposal which one wishes to be excluded.

One area of the proposal should be reviewed. In light of the present and projected energy shortage - particularly in the Northwest - the importance of Smoky Range and Spruce Park Dam sites need reappraisal as to their relative importance. The need and beneficial impact on the region did not appear to be adequately recognized.

Please advise what further action the private land owner may take to be excluded from the proposal.

Very truly yours,

Kent I. Newman

K. I. Newman

KIN:ag

Response to comments from Kent Newman

Reference Paragraphs 1 and 4

Both of these paragraphs are directed toward disagreement with one segment of the proposal. We respect this point of view.

Reference Paragraph 3

The economic evaluation of the Smoky Range and Spruce Park Dam sites has been updated.

4000 4th Ave., N.
Great Falls, Montana
59401

Edsel L. Corpe, Forest Supervisor
Flathead National Forest
290 North Main Street
Kalispell, Montana
59901

November 6, 1973

Dear Sir,

After reading the draft environmental statement concerning the Flathead Wild and Scenic River Proposal, I would like to go on record as strongly supporting choice 2 of your proposed action alternatives. The Flathead deserves no less than maximum protection and I am convinced as you are that this choice accomplishes that goal. I would also like to congratulate the Forest Service for reaching the same conclusion.

A statement from The Great Falls Wilderness Association will reach your office shortly after our next council meeting (about Nov. 12).

Sincerely,

Thomas E. Horobik

Thomas E. Horobik

Response to Comments from Thomas Horobik

No response needed.

October 23, 1973

Mr. Cooper

This letter is in response to the DES for the Flathead Wild and Scenic River Proposal. I favor the proposal outlined in the DES, for all of the reasons given in the statement. Primarily, I favor the proposal because it will impose constraints upon residential and commercial development, and therefore maintain the present high level of water quality. Classification will serve to keep the river essentially in its present state, and as such it is as valuable a gift as we can give to our children's children's children.

I can understand the anxiety that some private landowners will feel about the proposal, and I urge the Forest Service to do its best, within the strict confines of the law to minimize negative impact upon them. Thank you.

Pat Ford
800 Saturn Ave.
Idaho Falls, Idaho
83401

Response to Comments from Pat Ford

No response needed.

Dear Sir: Oct. 10, 1973

I am strongly opposed to the North Fork of the Flathead River being a Wild and Scenic River. I think it is ridiculous as there is a road running the full length of the river and a large portion of the land is privately owned.

I own an acre of land that borders the river in the North Fork area. I have a boat landing that I use for my airboat. I hope to have a cabin completed next year. I will follow the Health Standards on the water and sewage, but how can the government or anyone else tell me what color the cabin can be painted or as to what trees can be cut on my property.

I own an airboat that I have used on the North Fork River for fourteen years. I have taken many people and my friends fishing with me. Now you propose to stop all power driven boats. How do you figure that my boat can pollute the river any more than rubber boats? My motor does not set in the water. It is three feet from the transin to the water. No part of the ~~boat~~ Motor extends over the water. Also, all those people floating in rubber boats are more likely to litter and pollute than someone who has an investment in that area. I have seen this happen many times.

I have used my airboat numerous times to rescue those so-called River Runners. We have had five drownings in the Flathead this year. If what you propose goes through, there will many more drownings. I think I know that river better than anyone else having run it for eighteen years. I am also the President of the North Valley Rescue Assn. Last year I rannthe river from Polebridge to the Canadian line and marked all the bad places. This was for a canoe race on the fourth of July. As it was we had to pick up two men that had over-turned. We took them back to Polebridge and re-

turned to bring their boat back.

I don't know how you can say my boat is a detriment to the river. As a taxpayer and North Fork property owner, I feel my rights are being infringed on. I had hoped that when I retired I would be able to start another fishing guide service. If this goes through this will be impossible so the Forest Service can run the guide service.

Jack M. Thompson

Rt. 2 Box 353
Columbia Falls, Mt.
59912

Response to comments from Jack Thompson

The recommendation for classification of the upper portion of the North Fork was a difficult determination to make. Many expressed the opinion that the segment should be classified as Wild. The Forest Service does not view this appropriate because of the items you mentioned in the first paragraph of your letter. Also, there are some developments along the shoreline which appear to preclude consideration for a Wild classification.

However, those characteristics of the river which prompted some to suggest a Wild classification appear to be viewed by many as river values worthy of protection. While the river does not qualify in our view for consideration as a Wild River, the relatively undeveloped appearance of the area and the solitude it affords are identified values. The presence of power boats, which would surely increase, diminishes these values.

We realize that your use and service on the river has spanned a long period of time and that this explanation may do little to justify its possible discontinuance. We do not make judgment on your use of the river, but rather have tried to derive guidelines for appropriate future use in the face of the prospect of increasing use.

1503 Zapp
Pasadena, Texas 77502
November 27, 1973

E. L. Corpe, Forest Supervisor
Flathead National Forest
290 North Main Street
Kolispell, Montana 59901

Dear Mr. Corpe:

I am writing concerning the Draft Environmental Statement for the Flathead Wild and Scenic River Proposal. As I mentioned in my earlier letter following the hearings in Kolispell, I am in agreement with your assessment of the best classification of the river under the Wild and Scenic Rivers Act. Your analyses of the environmental impacts and choice of a "best" plan were thorough and probably as quantitative as necessary for this proposal. I was particularly pleased to see consideration given to the irreversible loss of natural resources caused by "developments".

One point that could be clarified, is the definition of the actual boundaries of the proposed River Management Zone. From the Description Section, I gather that the Zone is about 0.4 to 0.5 miles wide. However, for the purposes of determining environmental impact, it would seem desirable to give much more detail on the specific boundaries and the reasons for the boundary selection. In particular, I think attention should be given to whether the Zone will give adequate protection to the river - particularly to the Wild River sections.

Thank you for sending me the copy of the draft statement and for providing me an opportunity to comment on it.

Sincerely,

Paul J. Conn

Paul J. Conn

PJC:sas

Response to comments from Paul Conn

Reference Paragraph 2

Please refer to Section I, Description, part A, Background, of this document for the methodology of river boundary determination.

DEC 5 AM '73
FLATHEAD NATIONAL

Polebridge, Montana 59928
November 28, 1973

Supervisor Flathead National Forest
U. S. Forest Service
U. S. Department of Agriculture
Kalispell, Montana 59901

Re: Flathead Wild and Scenic River Proposal

Dear Sir:

Since this expression is, as usual, just another exercise in futility it probably makes little difference that it is being received late since it - as other opinions and concerns previously expressed by us as independent North Fork riverfront resident landowners - probably will be thrown into "File 13" anyway. However, lest the Forest Service and the Public Advisory Committee continue the "assumption" that many landowners along the NF felt their response had been made in the Questionnaire (page 31 of Draft), we want again to express ourselves as affected individuals even though those of us in this category have been pretty much disregarded all along in connection with the Wild-Scenic River Proposal. From the beginning, despite all the publicized attempts to consider the "public involvement" the project has seemingly been a foregone conclusion and hearings and meetings only govt propaganda.

On page 24 you note that the NF landowners' response to Questionnaire showed 95% favored inclusion of the NF and that "most" sought the "most restrictive classification possible". To this we must respond that, knowing how very many NF landowners there now are (and were even then), it's likely nowhere near 95% of them ever have considered the project, much less responded at meetings or via letters. Not even Flathead County officials can keep up with the rapid changeover of NF property anymore. Further, there should have been at the outset and throughout the studies and meetings, etc., a distinct separation as to WHAT "landowners" since owning property outside the river corridor means giving up nothing with a favorable vote; owning riverfront property involved, with no choices on owner's part, is something else entirely. FS has carefully avoided making such a distinction and so did our Legislators in making up the law; "easements" do not begin to satisfy many angles these landowners are about to have forced on them. Possibly 95% of those sent the Questionnaire - and most certainly those claiming membership in the local social group (NFIA) would most surely have even received it - may have replied in favor; this group's membership in no way represents the majority of the NF landowners.

We note also your last paragraph on page 24: "landowners' views concerning management of the North Fork" - - "were important because of the private land scattered along portions" - - But these riverfront landowners never had an equal chance to have their very special concerns discussed and settled more satisfactorily, by themselves; they are outnumbered by landowners whose property itself was not involved but who were thus more outspoken in favor. It became apparent this concern expressed here was not really all that serious as implied here. Your Draft goes on: "Although there was a wide range of individual opinion, the North Fork landowners appeared to support classification. They expressed this view in response to Questionnaire used by the Public Advisory Committee and by participation at public meetings". "Appeared" may be right, and at the time the Questionnaire was presented - before most had sufficient information to think seriously and make a more informed judgment. Also, as it turned out, there were NO GENUINE PUBLIC MEETINGS HELD in the North Fork about the Wild Rivers Proposal. Meetings - most all "public" meetings conducted by govt agencies at all levels being "window dressing" anyway - in the NF were held in a hall built and owned by the local social group named, improperly now, the "North Fork Improvement Association" (NFIA) and were prejudiced against NON-member resident landowners with independent views.

It has been our experience over some 20 years on the scene that NO TRULY "PUBLIC" meetings or entertainments are possible if held in the so-called "community hall". It was built out of spite among NFers of an earlier era (for square dancing mostly) and is owned by the NFIA, as specifically proclaimed by the sign above its front door; it is NOT the NF "Community Hall" as advertised when meetings are publicized by FS and others as being held there. It became apparent very soon after its construction that the of-

ficers and some members thereof (most probably interested in fun and games while apathetic about serious issues involving others often more directly than themselves) were so jealous that anything and everything should be handled there by them as a group - where the most ambitious can show their special officiousness. Mostly summer residents, "vacationers" really, they are involved only with the fair summers and not the year-around resident, voting citizen concerns. Originally it was intended that the group - majority then being year-around resident voting citizens - would discuss and work together on NF problems with due consideration of the true "community welfare' basis. This concept has not been true since 1950 when it was found by most year-around citizens to be an "unworkable" association for the purpose and name set up for it. It grew more unworkable as named as year-around residents left the area for easier living elsewhere and summer residents became a "majority"; the year-around problems, however, did not get solved, and haven't yet.

In good faith and hoping for the best, we went to the FS "Listening Session" (well-advertised as "public" by FS) held at the NFIA Hall in 1970 at which, among other things, Wild-Scenic River Proposal ideas were first discussed. We don't pretend to be professional "public speakers" and got shouted down when trying to give details of our differing opinions, ideas and concerns as a long-term bonafide resident landowner with riverfront home, and dependence on local income, involved because of said greater and more direct involvement about to be forced on us more than on most in attendance. The FS, who advertised this meeting as "public" did not even try to bring the meeting to order and insist, even gently, on our being allowed "equal time" - uninterrupted by planned distractions. There were numerous deliberate references to "this Association" and invitations to FS to become "members" and to attend its dances., etc., voiced by members at this "public" meeting - largely with the idea of limiting any meaningful participation on our part. We should have walked out after acknowledging that we had misunderstood the meeting was "public" and concerns affecting the whole NF land ownership were to be "listened to" and considered. No effort was made by those conducting the meeting to remind those so expressing themselves about their "Association" - or creating disturbances for non-members trying to make statements of importance to them as NFers - that this was a PUBLIC meeting and that each speaker should be given respect and time to state his legitimate opinions and concerns, and was not just for those who belong to the Association who insist on giving the impression it is an viable group "representing" all people, experiences and interests possible in the NF.

Because of the above "public" meeting we did attend and results when trying to express ourselves about the neglected and abused North Fork community, we had to decide thereafter that NO meetings held in the Association's hall could ever, from our standpoint, be considered as truly "public' as those held elsewhere in less partisan buildings and halls. This will never be so unless the FS and others who hold so-called "public" meetings of concern to all NFers will effectively convince the NFIA and its officious members that this aspect is important and the Association should NOT be brought into them in any way, shape or form; that its members shall refrain from making deliberate commotions to distract non-members or anyone trying earnestly to state his legitimate opinions, etc. We object to the FS having claimed - as repeatedly done throughout this Draft and previous publications on this subject - that meetings held in the NF were truly PUBLIC at all, with implication each landowner had the right and opportunity to be heard equally as a landowner. Those were meetings of the NFIA, with FS officials in attendance and conducting, and it would surprise us if their Minutes don't so indicate. This is not the first time this has been tried.

After deciding against attending any more such "public" meetings in the NFIA Hall we were thus completely OUT of the discussions at any and all other meetings referred to in the Draft. However, we did make special effort on about three occasions on busy trips to Kalispell to call on Frank Fowler at the FS Kalispell offices to express our concerns and views. No attention was paid to them, obviously, as almost entirely the views expressed in this Draft and other publicized information re the NF landowners are so much those of the members of the NFIA, most of whose property isn't affected.

Re page 29 on "Public Involvement" - and forming Advisory Committee. It was thought when Bob Funk was selected to this Committee that there would be more direct concern by him on behalf of those whose property was about to be directly involved but this proved

false. In fact, it became more than evident his main contacts were also with the local Association of summer residents, and more often than not especially with its more ambitious members whose property was not thus threatened. We were ourselves, by arrangement by Bob Funk, contacted especially only once and that was along the riverfront of our property when the float trip with Committee members was made on the NF (mentioned on page 30-2). Bob Funk has for years been well aware of our disenchantment with, lack of confidence in or respect for the NFIA (other than as a needed social group). We know of others with riverfront property who also complained to us that he never got in touch with them at all. He obviously found it easier to work with the ambitious Assn. members and thus from beginning to end there was no effort - except via the Questionnaire and as above - to get in touch with landowners whose private property was about to become "public", etc. All references to "public" meetings and "public" response re NF classification in the NF are NOT really legitimate since in fact there was no "public involvement" as such in the NF re the Proposal.

Judging from its contents the Questionnaire was undoubtedly worked out with, and "results" tabulated by and with officers and most ambitious members of this NFIA group also. Since this controversial group has flippantly made mention often in the past of its policies of "stuffing ballots" and electing its officers "in absentia" deliberately - and knowing too well that it has been so - we are certainly too well aware that a great opportunity for determining and publicly stating ANY desired result from the Questionnaire existed and could easily have been worked out among them. How many members of each family, involving how much property, might have prepared them a certain way to create the "majority"? We know these people and honesty, fairness and integrity seem to be of little concern to them in NF operations. The USFS, not involved with the group as we have been on the spot, may have confidence in this group and its most ambitious members but those of us who have known it and them, and their operations, since its beginnings (having been a part of it thru most of 1950) do NOT. We now understand the facts of NF life have influenced the disaffiliation from NFIA of the present Polebridge storeowner after his own experiences with it and its operations. We are disgusted with the USFS that it has given this nefarious and controversial group such recognition as a "force" entitled to speak for the NF and its landowners and further erodes our opinion of the USFS as an agency to be trusted.

On page 30 re more references to Advisory Committee and "public" meetings and the questionnaire; also next to last paragraph re followup-meetings held at the request of "North Fork Landowners (principally thru the North Fork PROTECTIVE Association)". For your information there IS NO SUCH LOCAL ORGANIZATION SO NAMED, and thereby another deceit enters into this FS project, rather obviously with malice aforethought on the part of whoever suggested this name be used. This doubtless means the one and only organized local group discussed above, the NFIA - and it is NOT exclusively of landowners as anyone can now join. It seems someone thought the name should be changed for this publication (as it was previously also on page 6 of the earlier, blue-cover, Draft on the Rivers) to better suit the particular project under consideration. This assumed name, for this special purpose, gives a special idealistic aura to NFIA members - while, of course, NON-members who, as we, though very definitely involved, have no such implied concerns! This is a typical operation among NFIA members and one type which over the years has contributed to our disaffiliation and a lessening respect for the group.

Whoever belongs to any such "Protective" group is as unknown in the NF as is the new name and we have lived there since well before most of those now in the NFIA even heard of the area. We resent such skullduggery being given such credible publicity on the part of the FS and the Advisory Committee (whose members would only know what Bob Funk and his NFIA friends wanted them to). Imagine, simply "inventing" a non-existent organization with a more pertinent name to imply specific high ideals and aims thus claimed in a name! Why does the FS indulge in such dishonest gimmickry with members of this NF group? That such projects as Wild-Scenic Rivers come into being thru such deceitful tactics appalls conscientous citizens and this has all really opened our eyes as to how our country got headed on such a fast downward slide in integrity and morals, etc., in recent years. We have worked at corrupting ourselves and our institutions!

Referring to pages 31-32 claiming that "a letter from a Conservation group carried no more weight than a letter from individual landowner or another member of the general public". This is simply NOT TRUE and the above re influence by NFIA and members as such (doubtless partly because it was a handy help for busy Bob Funk occupied so far away from the NF itself except for rare summer weekends anymore) - VS - our differing views (often expressed in letters and in person at FS offices but not in NFIA meetings referred to by FS falaciously as "public" meetings and/or "public" response said to be from NF landowners). We wonder also if it would be amiss in this matter to GIVE more weight to opinions and concerns of those with their property directly involved, rather than to simply ignore their special problems and the fact that they are given no choice really in this project. Quite obviously FS considers the "public" interest is entitled to FAR MORE WEIGHT than any individual no matter how much the latter might stand to lose personally.

Re "Hearing" (March 15, 1973) on page 31. We were unable to attend the March 15 "Hearing" in Kalispell, being away for the winter. However, winter meetings are difficult to impossible for NFers generally to attend between Nov. thru first week in May because of roads and weather. In our own case we would have been snowbound for that six-month period and unable to attend for that reason also were we in the NF. Nobody in town planning such meetings ever seems to consider this special situation. Summer residents, so eager to run the NF thru their social group in summers, are only in the area for a couple of months or so in our fairest weather and most of them wouldn't have been interested enough at that cold time of the year to attend. We did not respond by letter following this "Hearing" as by then we had become completely disillusioned with the whole project and the way it was all handled in our area as a NFIA Project, largely to enhance the Association and like-minded officers and members thereof (since few would be giving up property rights).

The deliberate treating of owners of riverfront property to be affected on same basis as any other NF landowner or even members of the "public" is grossly unfair on the face of it. They should have been given special attention with problems CREATED by the project for them that was not true for others less directly and personally involved. That this fact was not and is not yet being properly taken into account by anyone is a travesty on justice. FS and the Public Advisory Committee simply ignores the fact and the only meeting, held end of Oct. in 1971 at FS offices in Kalispell, to try to consider problems for us (aside from the others who are losing nothing) had to be requested by affected riverfront property owners themselves. Bob Funk had NOT seen fit, strangely, to consider these special landowner problems so had never called a meeting for the purpose, though we wrote him suggesting such a meeting and that he might attend this one. No mention is ever made in FS manuscripts regarding the need for special considerations of and discussions with and for riverfront landowners, alone, and it begins to seem obvious this is an intended neglect so as to gloss over what these people are simply expected to give up willingly, and perhaps to keep others from giving this angle any serious thought. We are not yet a bit convinced that the FS or its Advisory Committee has adequately considered nor tried to understand what the riverfront landowners are being asked to give up for the "public" and why we feel it is not right that others who have no property or homes directly involved should make decisions so affecting only us and our property. Also the NF "Community" aspect is not being gone into the way it has a right to be and as it should be - aside from what the summer residents, and retirees (from other states who have never had to earn their living there) think and say about it.

The law is still vague and there is a lot more than monetary values involved here. Who would want to own and pay taxes on land under constant supervision and limitations of the govt, and by an agency which, by experience, we cannot trust either to know esthetic - and even ecological - values or to manage to preserve them. Our NF experience with logging practices there allowed by FS gave us much insight into possibilities here. Further, having observed how a worthless, unrepresentative and controversial organization as the NFIA we know so well is shown such deference by the FS in the whole Wild-Scenic Rivers affair, there is an unhappy prospect that the same articulate group of officers and members thereof, and/or the Assn. as a group, will have undue influence on FS in Management and Enforcement matters and set up lots of devious ways to harrass their neighbors. We can just see them all setting up "rules" and restrictions for others to conform to! The FS will simply NOT LISTEN to those of us who have had our year-around home, voting place,

and an inadequate living in those NF woods for decades and know whereof we speak because of our experiences with the people on the scene and their summer-time organization. FS insists on considering the "majority", represented in NF by summer residents now with only part-time vacation involvement - while working to drive out of the area permanent residents with different ideas and having the natural hope for improvements in the local "quality of life" expected and worked for as taxpayers in other rural communities not so hindered by part-time, fun-time, residents.

On page 26, next to last paragraph. People were misled to believe NO DAMS would ever be built if NF River was Classified as part of the System, this preclusion of dams as Smoky Range being often given as a reason for supporting classification. Here it is stated that all can be changed if US govt so decides and, with present energy crisis upon us, dams anywhere become more likely. Thus the whole river classification could be changed suddenly; what is so meaningful then re "protection of free-flowing character" of the NF for future "public enjoyment? FS statement here now definitely says that 'the existing Wild & Scenic River values would be irretrievably lost if the power potential of the river is developed" but admits this can still happen even if it is Classified! Neither, as on page 47, would Mining suffer much under a Scenic River classification, cooperation of the Miner" likely turning out similarly to the cooperation of the loggers as evidenced on the deteriorating main NF road and sadly thru our ravaged Forest and along lakes and streams, despite claims the latter would not be violated.

Unhappily in FS Management of Wild-Scenic Rivers there will be the usual deferences to FS "friends" and/or "debtors" or vice versa - as evidenced in the FS-Logging Industry Complex - and 'developments" and arrangements for them will be mostly influenced thereby no matter what "rules" are set up. "Ecology" will be a minor consideration really.

All too obviously also the FS can "condemn" the riverfront property, particularly of anyone they want to get out of the way, almost at will. We happen to have a copy of a mimeographed form used by FS elsewhere for riverfront property owners to sign giving access to river thru their private property and have no doubt this would be same form and will be used for NF riverfront property owners to give up this right on a Classified River, despite statements to the contrary given out in public statements and included in these Drafts on the Rivers Proposal. Fishermen who, according to Montana law, can "traverse the edge of private land 'to fish'", are sure to abuse the privilege increasingly, in greater numbers, and will use private riverfront to camp, have picnics on, throw their litter, as a public toilet, and generally harass the legal owners thereof. We already have enough of this treatment to contend with. With all the deliberate publicity and encouragement of fishermen and boaters with FS projects, WHY will nobody in govt go into this as a serious problem affecting only the riverfront private landowner and/or at least arrange for and publicize "toilets" at designated stops on GOVT-owned riverfront which the Draft states involves 87% of the shoreline? Owners will have to do the cleanup and worrying and/or expect to be "investigated" by the FS for helping "pollute" the river and make the shoreline "messy"! Who in FS will dare question those who deliberately show such disrespect for others' property rights or the river itself being "preserved" - at great personal cost to private landowners - for their "enjoyment"? What about the "enjoyment" of the landowners? This is all to go by the board it appears, end with small concern by anyone in govt or by adjacent landowners and vacationers not so affected. Probably only when a similar dispossession of important property rights is inflicted on them personally will the Decision-makers understand what is being expected of private landowners in these river projects; we can only hope they have this experience!

The Scenic Easement bit is still vague and some landowners will be giving up their just property rights for a pig in a poke and be involved with harassments, restrictions and frustrating "negotiations" for years on end. All the Options are with the FS; they call all the shots and make all the judgments, aided and abetted in the NF obviously by those of smart-alec, vindictive minds wanting to be big shots locally but whom most neighbors do not trust to run their business affairs, and rightly so. There is too much room for more skullduggery and govt is becoming much too famed for this at every level as it is; we know many locals (resident and summer-timers in the NF) are not to be trusted. We

believe the Absentee FS cannot manage either the Forests or a Wild-Scenic River as such. A FS official has told us they are not interested in the NF people so it would be easy to forget they have any rights, interests and privileges on their own private property. The "encouragement", mentioned more than once in the Draft, that FS will give to private landowners to do thus and so, can, as has happened before, too easily become "pressure". Obviously the real enjoyment and independence of owning and living on NF riverfront will become a thing of the past for anyone and all that such landowners have put into such situations of themselves will become meaningless. These are some of the intangibles not thought of nor obviously to be considered in "market" values!

This expression is made since, as mentioned, we disagree with your page 31 statement that "it is assumed many landowners on the NF felt their response had been made in the form of a Questionnaire given them by a member of the Public Advisory Committee". For your information many NFers have said they wished, some soon after completing this Questionnaire, that they had NOT done so and/or that they might have had an opportunity to respond to such a Questionnaire again at a later date after they had gotten much more information about the Wild-Scenic Rivers Proposal. This opportunity was never presented again, however. The Questionnaire - though at the time it seemed like a good vehicle for the purpose - was, in our present opinion, premature in the circumstances as only after more information was available and more discussions and thought had taken place could anyone be expected to have considered all the angles seriously enough and gotten insight to make a reasoned judgment about the Project. We want also to point here that there was a statement by Bob Funk about the Questionnaire that we would not be held to the opinions expressed in it; this has been disregarded it seems. We all certainly are being held to our expressions on it with the FS now publicizing the results as indicated on the Questionnaire, and references to the Questionnaire as being so currently meaningful. We, as well as others we've talked to, have long since changed our expressed opinions and desires about the Rivers Proposal with information and insight accumulated only after filling in the Questionnaire. We indicated our change of mind on this in an earlier response to FS, in the spring of 1972 as we recall.

The two petitions referred to in paragraph 4 on page 31 re "Hearing" (March 15, 1973) very likely came about at least partly due to people having reversed their ideas in the Questionnaire or because they never had the opportunity to fill one out. It would seem it might have been a fair idea, though admittedly lots more work, to have repeated the Questionnaire idea in late 1972 or early 1973 when people would have had time to hear and consider the issues more fully. It is a bit dangerous to "assume" people's lack of response means they have said all they want to say or that someone else speaks for them. It is time and energy-consuming for all of us, busy as we all are and without private secretaries, etc., to go into responses to these projects "inflicted" on the citizenry; there is also the well-known and demonstrated citizen apathy to consider. In our own case the disillusionment with govt at all levels that comes from having worked earnestly, hard and as fairly as one can, over the years to bring serious and comprehensive consideration of our area - from many ignored but important community and citizen angles - to the attention of govt units and representatives has only meant a lot of thought, research, hard work and frustrating heartache for me. Govt anymore is just not interested (nor seemingly capable of) solving problems of the citizenry; its officials are at their best in thinking up NEW problems for us - as Wild & Scenic River Proposals, for instance.

In summary, we no longer support the Wild and Scenic River Proposal for the North Fork river area because we do not believe the FS can or will manage it as it should be; because there will be mostly harassment for riverfront landowners who will not be satisfied adequately by monetary payments to give up their property rights and enjoyment. We are absolutely opposed to the way the NF involvement with the River Proposal was allowed to become a NFIA Project so that it became impossible for all involved to participate equally as individuals AND in relationship to the involvement of their property along the river; we foresee great dangers and more divisiveness among NFers than ever with prospects of continued "cooperation" between FS and the controversial NFIA in management and enforcement policies with Classification. As with altogether too many govt projects thought up that sound great at first we see little chance of goals set being met and, in the

doing, the North Fork as a rural Community is fast falling apart. This, in our opinion, will serve no long-term good and brings no credit to anyone involved with the area, or the policies that are determining its future.

Sincerely,
Hazel M. Hammer
Hazel M. Hammer

For:
Mr. and Mrs. Walter J. Hammer
Polebridge, Montana 59928

Response to comments from Hazel Hammer (for Mr. and Mrs. Walter J. Hammer)

Most of the letter is written in support of the conclusion stated in the last paragraph--that "we no longer support the Wild and Scenic River Proposal for the North Fork river area because we do not believe the Forest Service can or will manage it as it should be. . ."

Reference 3rd page, last two paragraphs

The reference to the "North Fork Improvement Association" as the "North Fork Protective Association" can be solely attributed to an error by the Forest Service. Correction has been made.

Reference Page 5, first complete paragraph

If the forks of the Flathead River were included in the National Wild and Scenic Rivers System, there would be Congressional assurance that dams would not be constructed. This same assurance exists in wilderness areas concerning timber harvest. However, in both instances, should it be later determined that the national interest could be better served through different uses, we have assumed that the power (Congress) which conferred a restrictive use could also later designate a different use.

Reference 6th page, first complete paragraph

It appears appropriate to discuss the use of the questionnaire used on the North Fork by the Public Advisory Committee.

As stated in this final environmental statement, the questionnaire was used to determine individual concerns for management of the river area. The Forest Service has copies and a summary of the questionnaire (without signatures of respondents). The information was used to help derive a prescription for management of the river area--particularly the North Fork.

This questionnaire response was used only in this initial development of a proposal and not as a reference for continued support. Your reference to the draft environmental statement states, "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". This statement does not make reference to support or non-support of the proposal; but simply indicates a problem in public involvement to sustain continued response. You may be correct in assuming some of these respondents reversed their position on the Wild and Scenic Rivers program. We agree that thoughts and ideas offered early in the study should not be used to show support or non-support in later phases of the study.

This is the reason the last sentence in the paragraph you quote was written: "However, this action had taken place prior to any proposal made by the Forest Service". In other words, the response to the questionnaire was not used as evidence for support or non-support of the proposal presented at the March 15, 1973 hearing. There is no reference to the questionnaire under the section entitled "Response to Proposal".

Reference Page 6, second full paragraph

The questionnaire was used and many public meetings conducted in an effort to gather information on the river areas so a proposal could be drafted based on a consideration of public thoughts and ideas. A followup questionnaire may have helped to more accurately determine changing public thoughts. A response to the proposal offered the same opportunity.

VIII. Appendix

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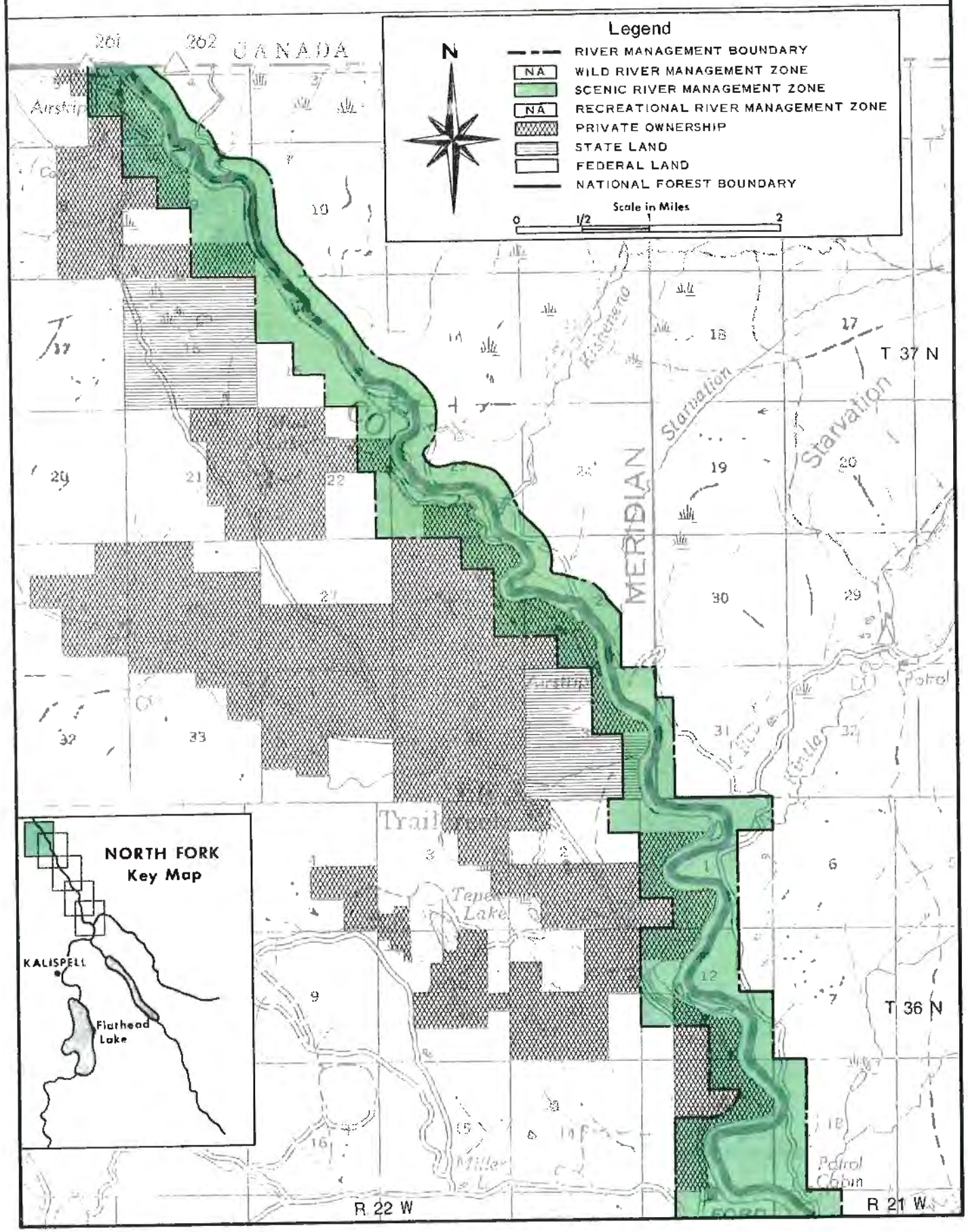
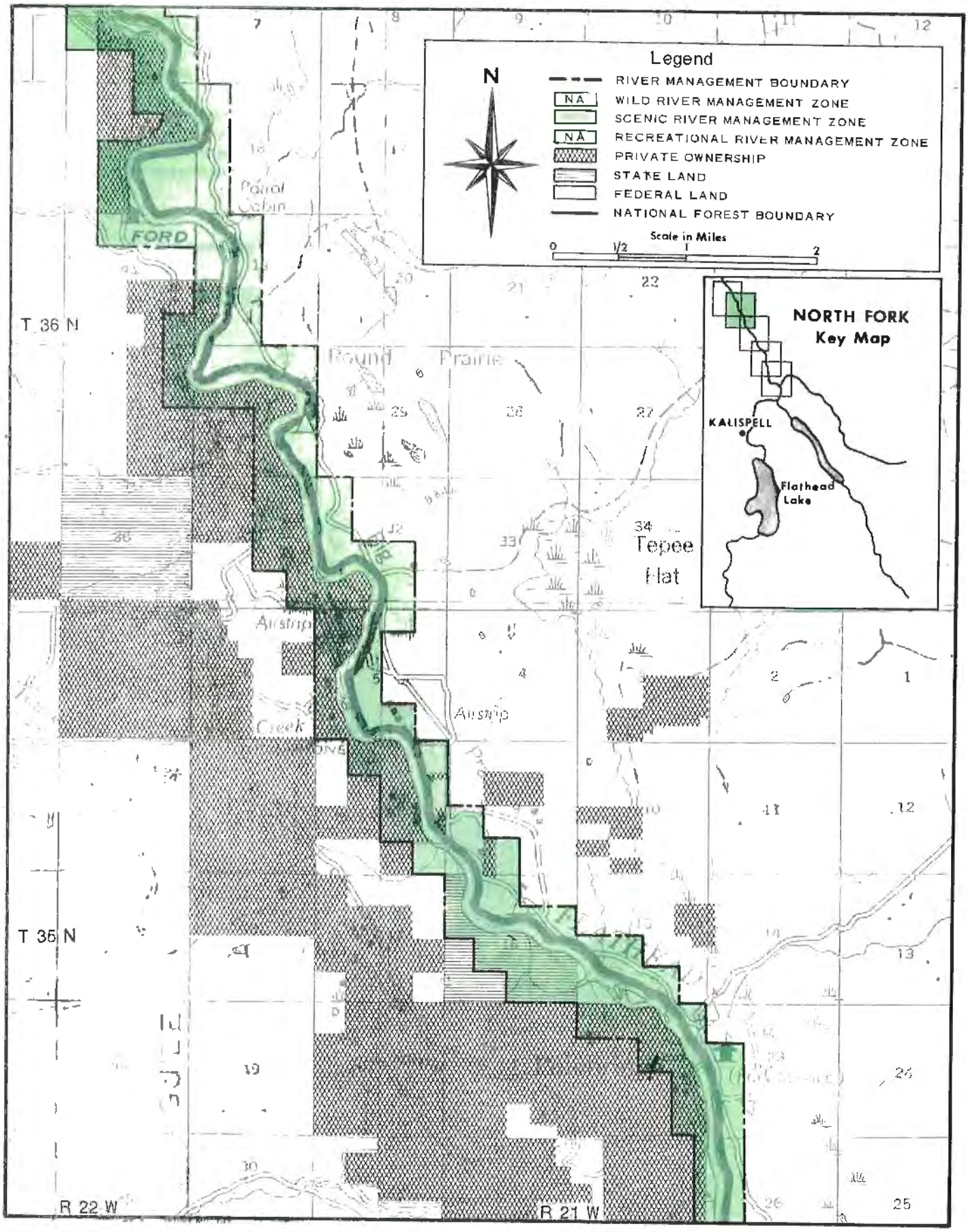
RIVER BOUNDARY LOCATION

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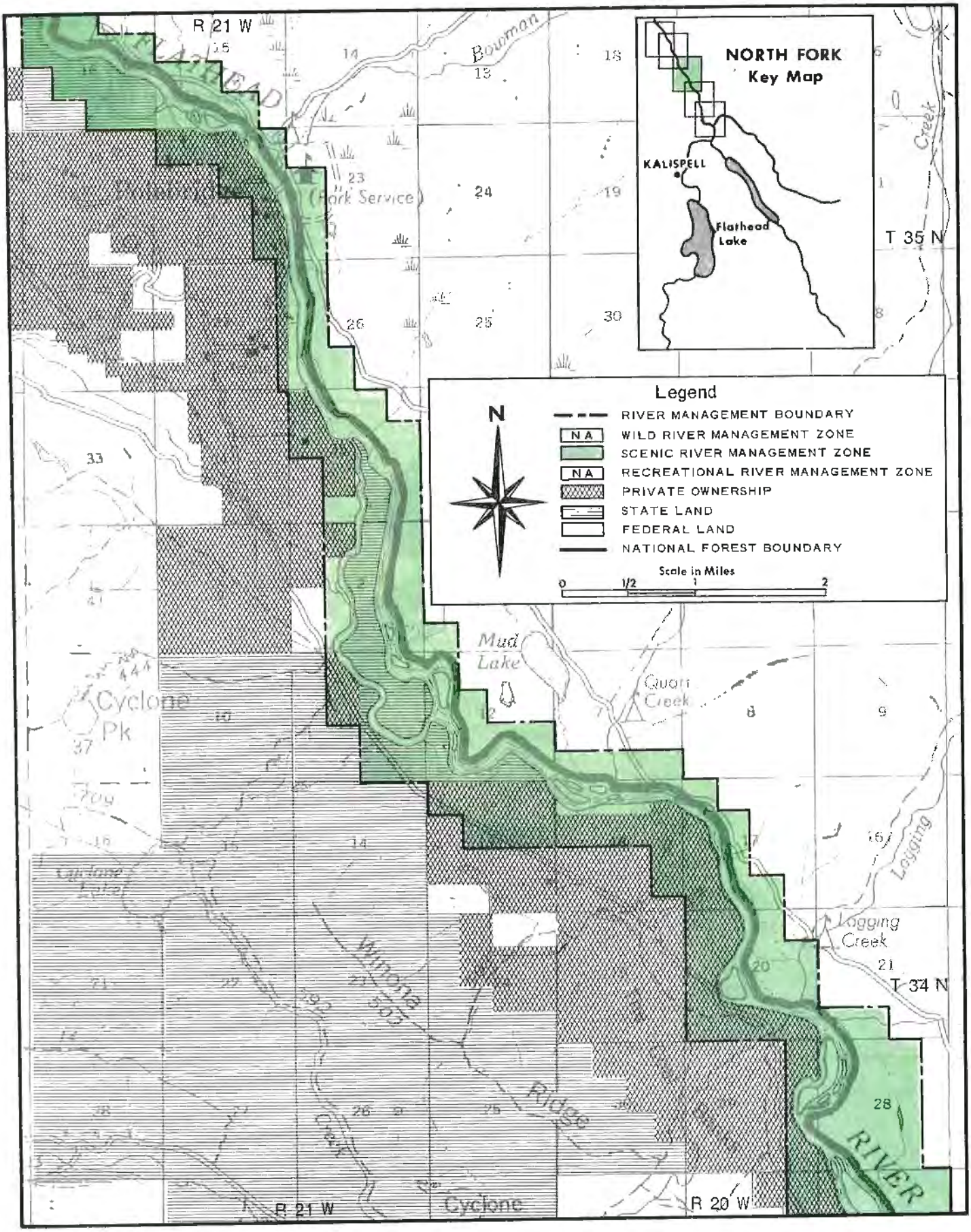
NA
WILD RIVER MANAGEMENT ZONE
SCENIC RIVER MANAGEMENT ZONE
NA
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2
NORTH FORK
Key Map
KALISPELL
Flathead Lake
T 36 N
T 35 N
R 22 W
R 21 W
FORD
Round Prairie
Tepee Flat
Airstrip
Airstrip
Creek


NORTH FORK
Key Map
KALISPELL
Flathead Lake
Legend
N
RIVER MANAGEMENT BOUNDARY
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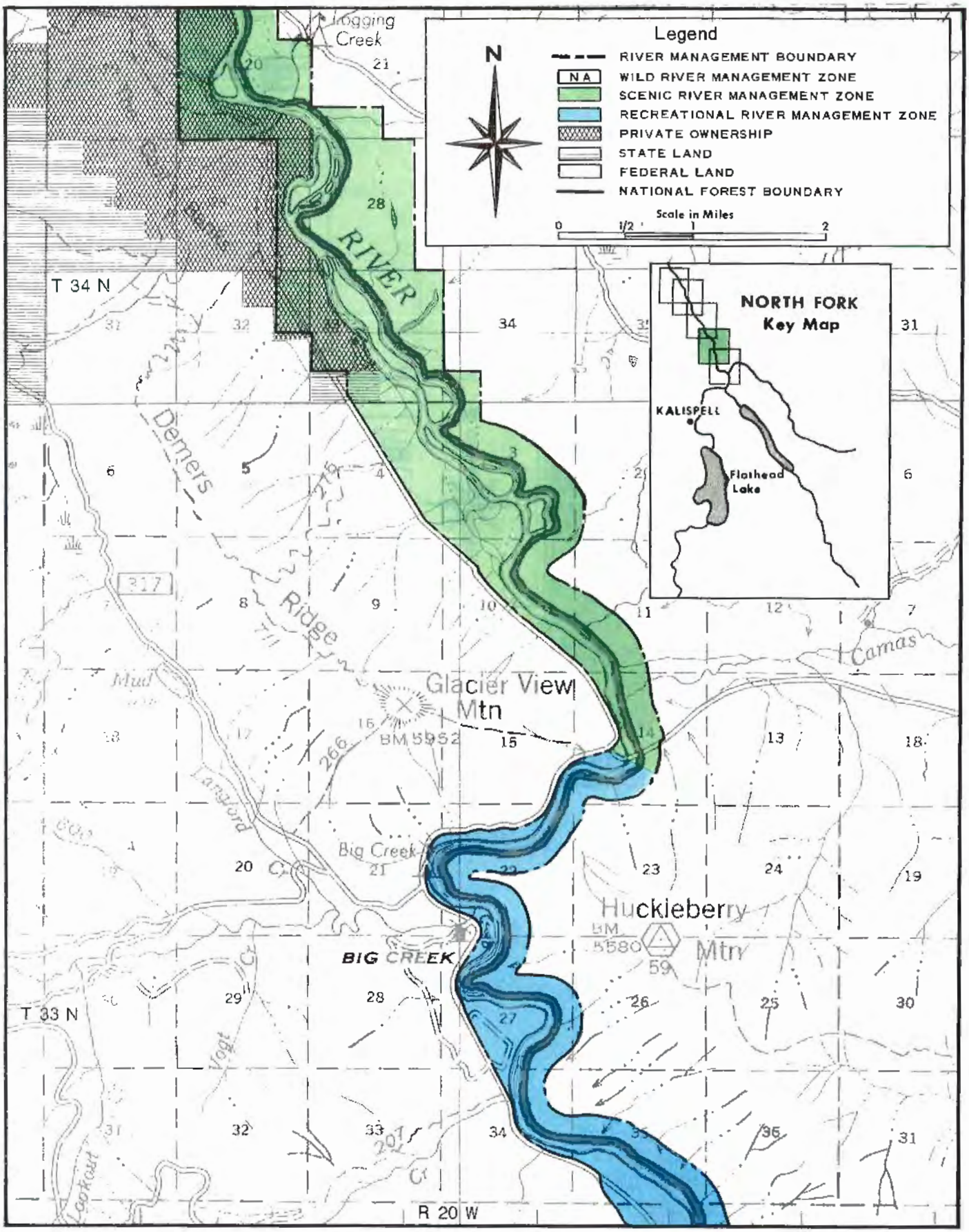
SCENIC RIVER MANAGEMENT ZONE
NA RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2
R 21 W
T 35 N
T 34 N
R 20 W
Bowman
Creek
(Fork Service)
Mud Lake
Quart Creek
Cyclone Pk
Cyclone Lake
Winona
Ridge
Logging Creek
Logging
RIVER
Cyclone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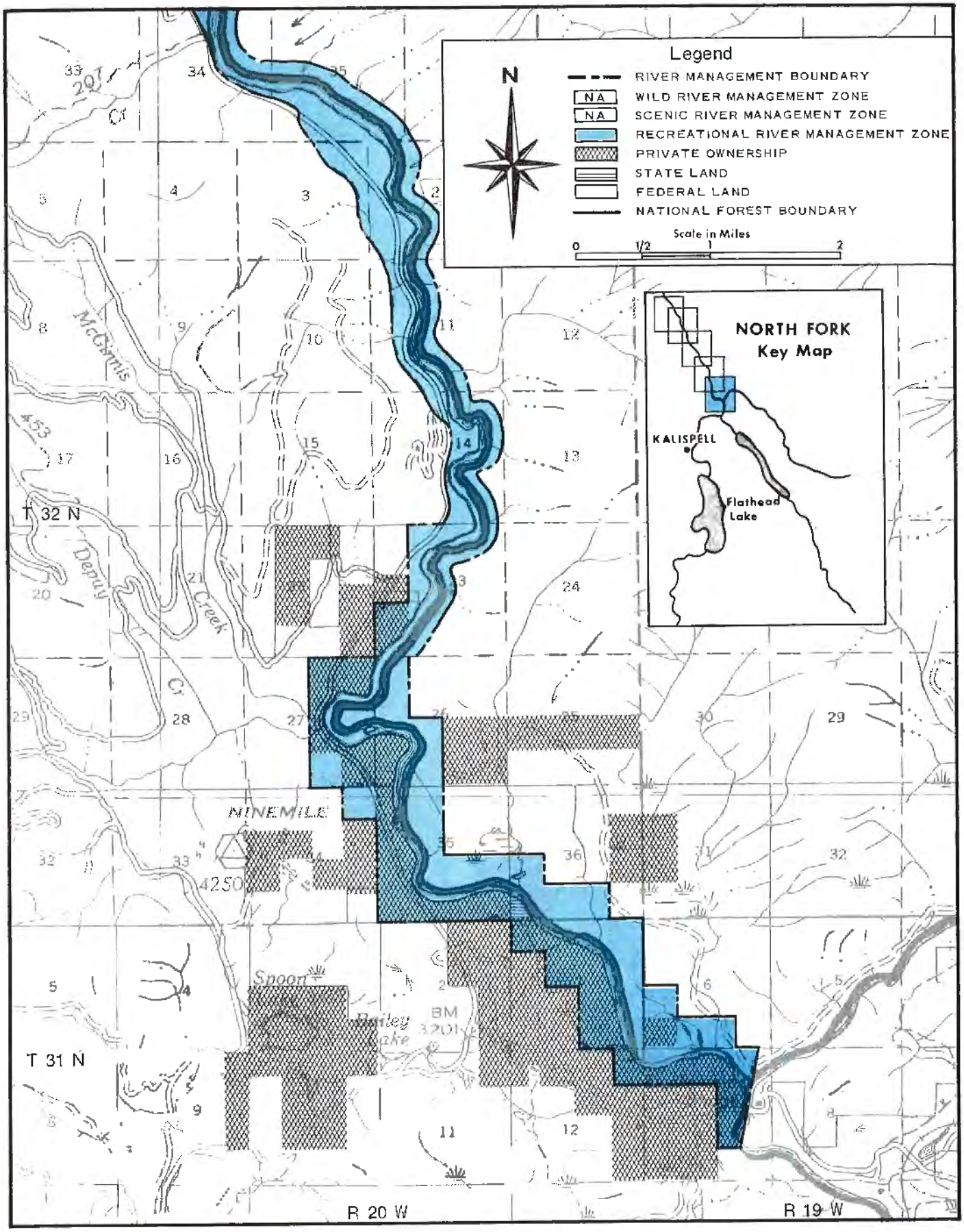
RIVER MANAGEMENT BOUNDARY
NA
WILD RIVER MANAGEMENT ZONE
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2
NORTH FORK
Key Map
KALISPELL
Flathead Lake
Logging Creek
RIVER
T 34 N
Demers
Ridge
Mud
Glacier View Mtn
BM 5952
Camas
Big Creek
BIG CREEK
Huckleberry Mtn
BM 5580
T 33 N
R 20 W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WILD RIVER MANAGEMENT ZONE
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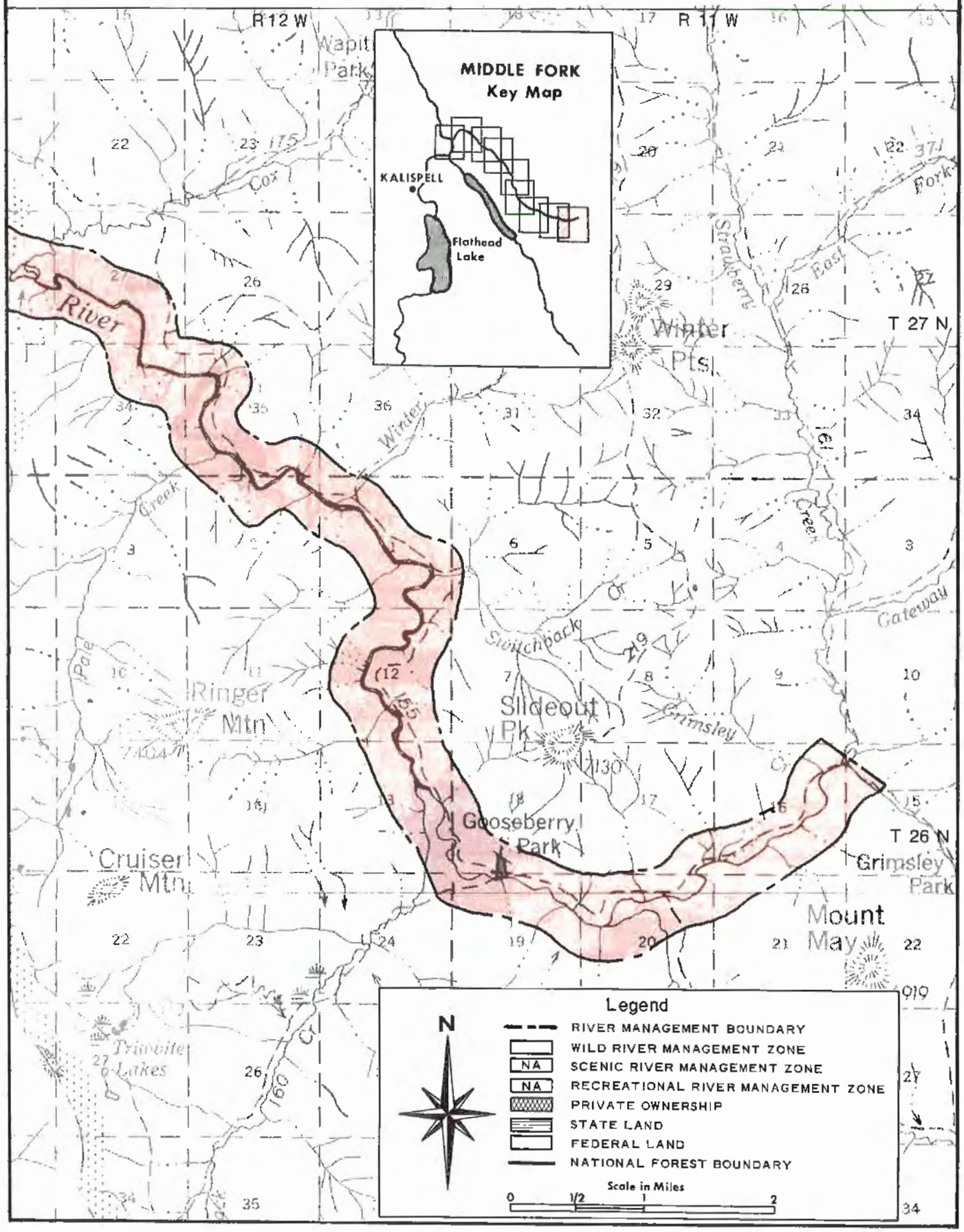
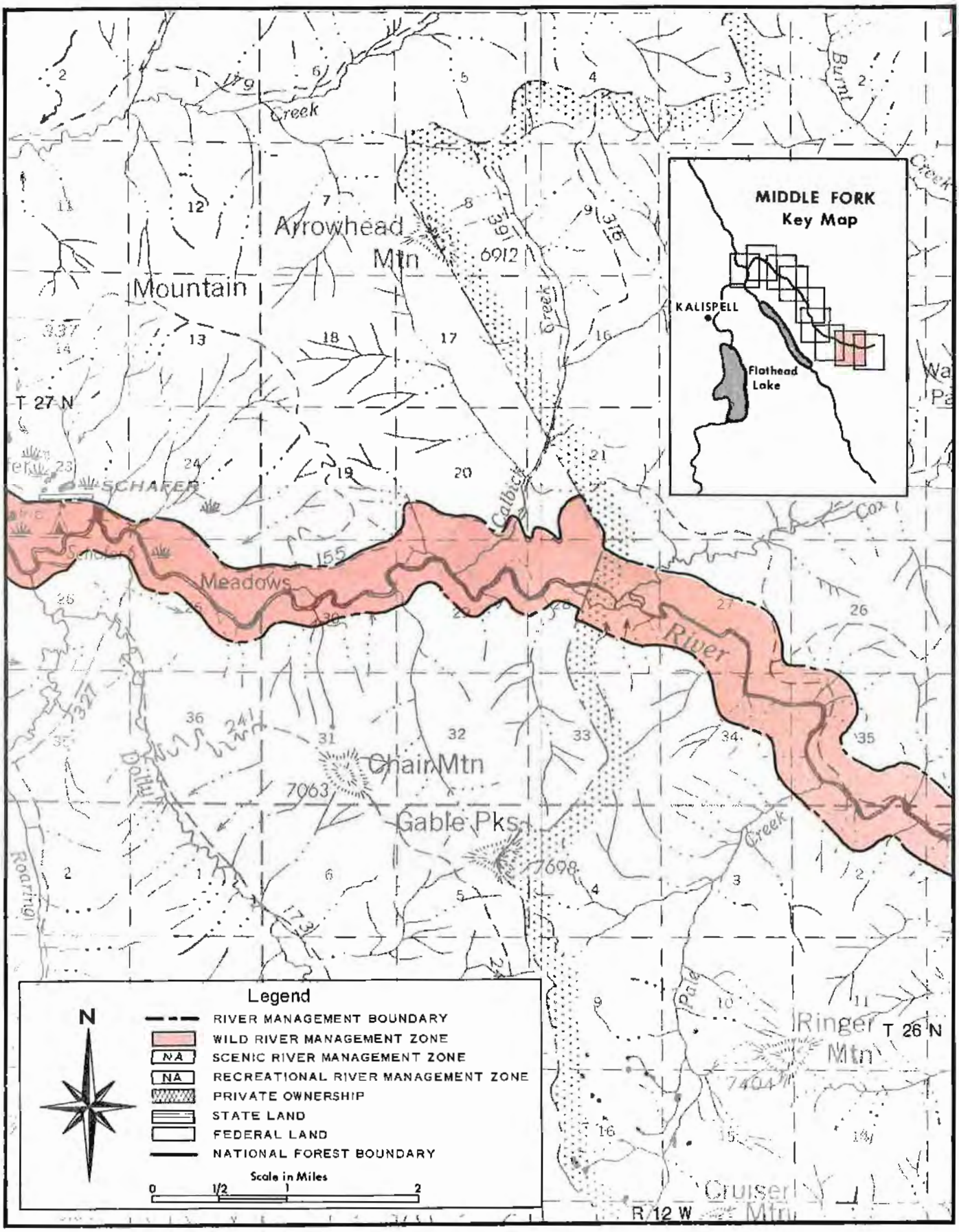
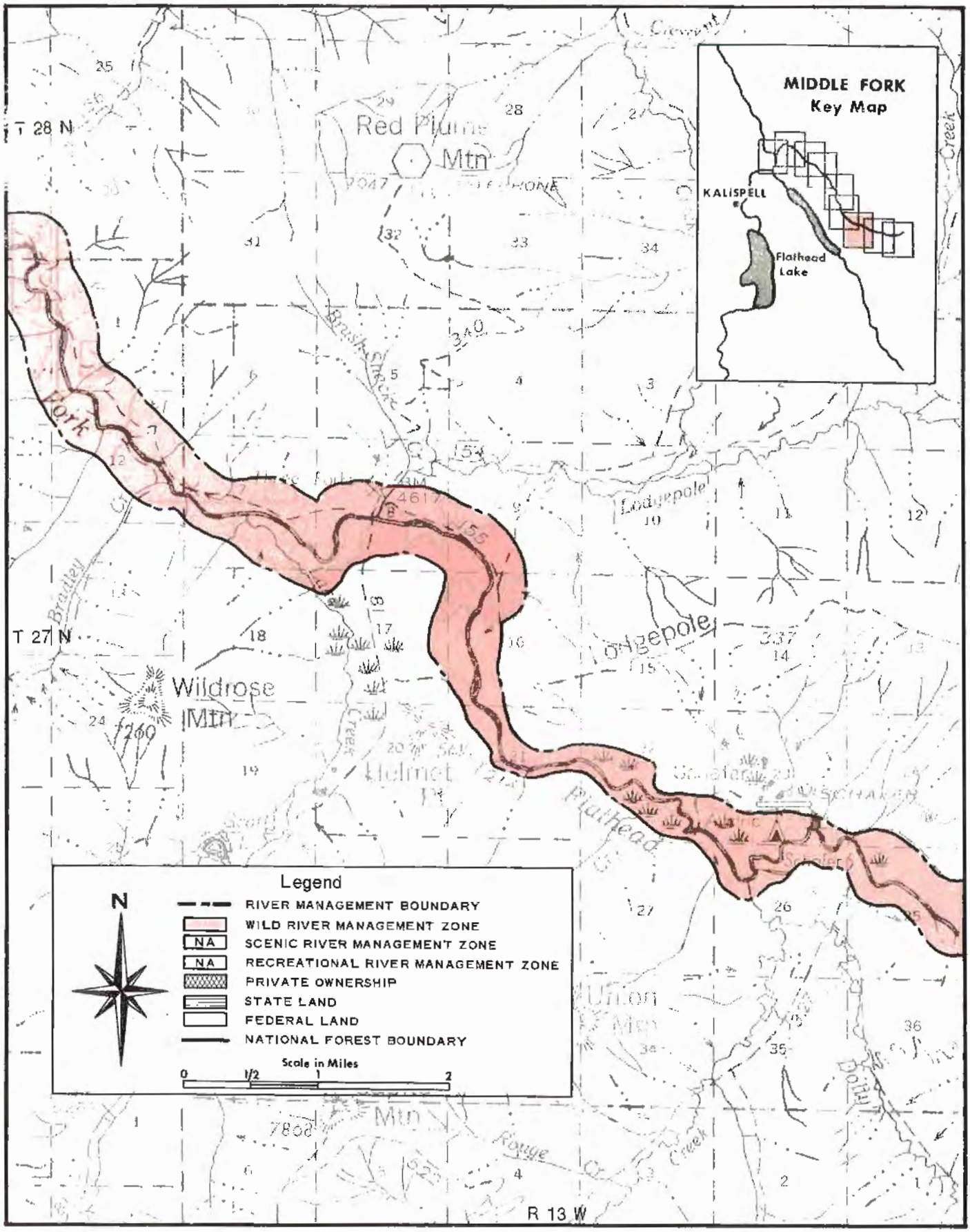
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2
NORTH FORK
Key Map
KALISPELL
Flathead Lake
T 32 N
T 31 N
R 20 W
R 19 W
McGinnis
Deputy Creek
Cr
NINEMILE
4250
Spoon
Bailey Lake
BM 3201

RIVER BOUNDARY LOCATION




MIDDLE FORK
Key Map
KALISPELL
Flathead Lake
Arrowhead Mtn
Mountain
Meadows
Chair Mtn
Gable Pks
Ringer Mtn
Cruiser Mtn
River
Calbick Creek
Burnt Creek
Dolly
Roaring
Pale
Cox
SCHAFER
T 27 N
T 26 N
R 12 W
6912
7063
7698
7404
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2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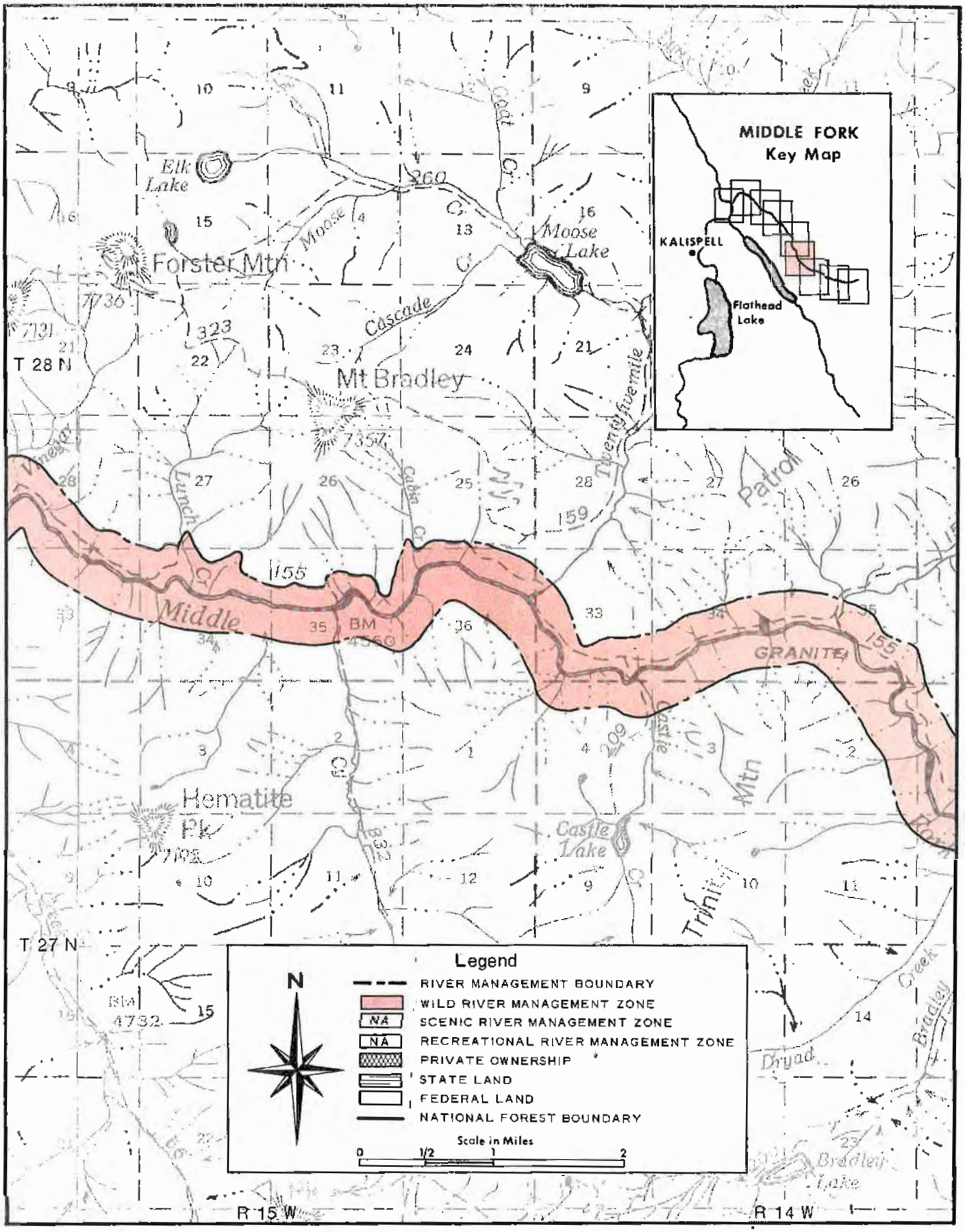
Key Map
KALISPELL
Flathead Lake
T 28 N
T 27 N
R 13 W
Red Plume Mtn
Wildrose Mtn
Helmet Pt
Lodgepole
Flathead
Union Mtn
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
NA RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2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Flathead Lake
Elk Lake
Forster Mtn
Moose Lake
Mt Bradley
Middle
GRANITE
Hematite Pk
Castle Lake
Patrol
Trinity Mtn
Dryad
Bradley Lake
T 28 N
T 27 N
R 15 W
R 14 W
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
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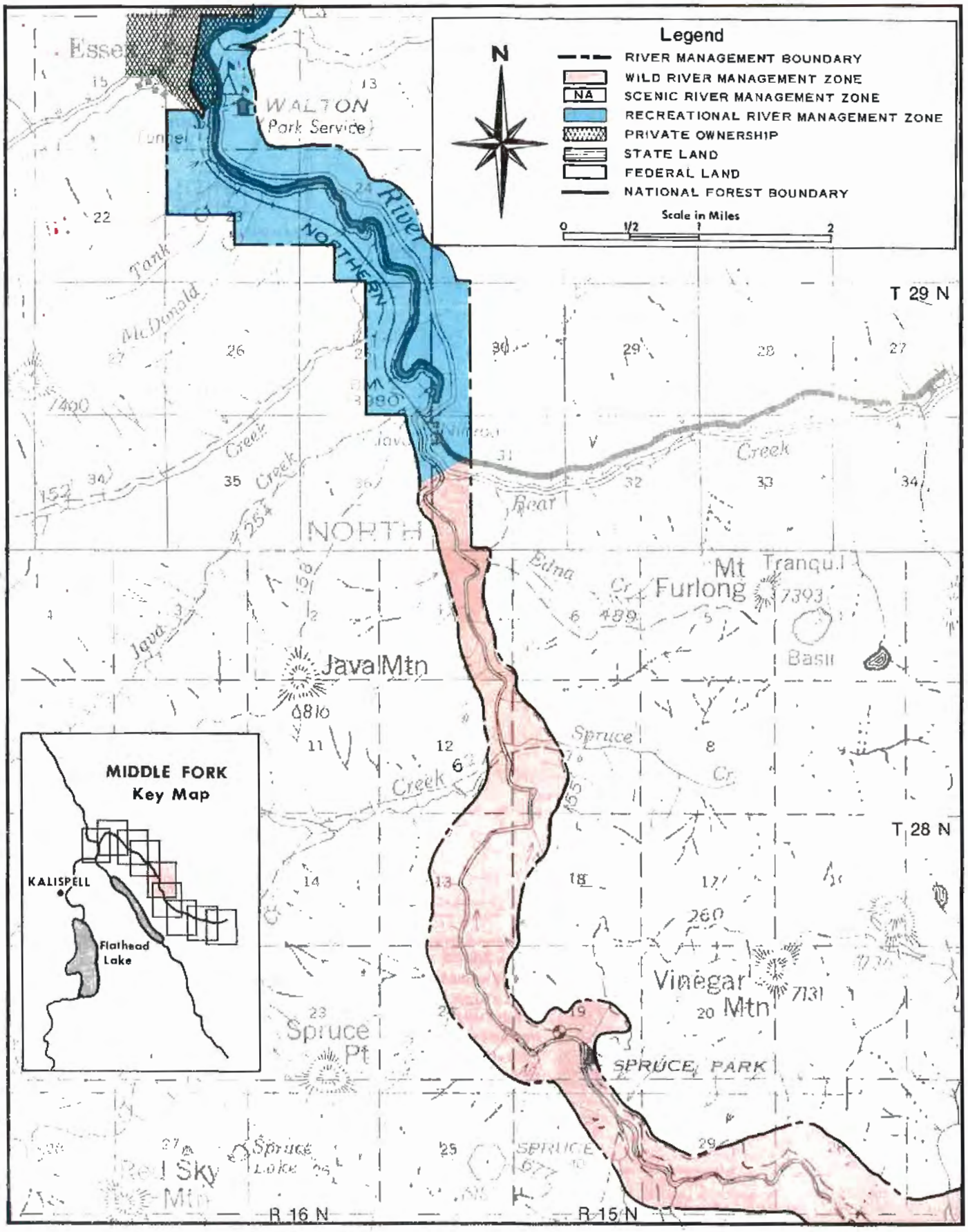
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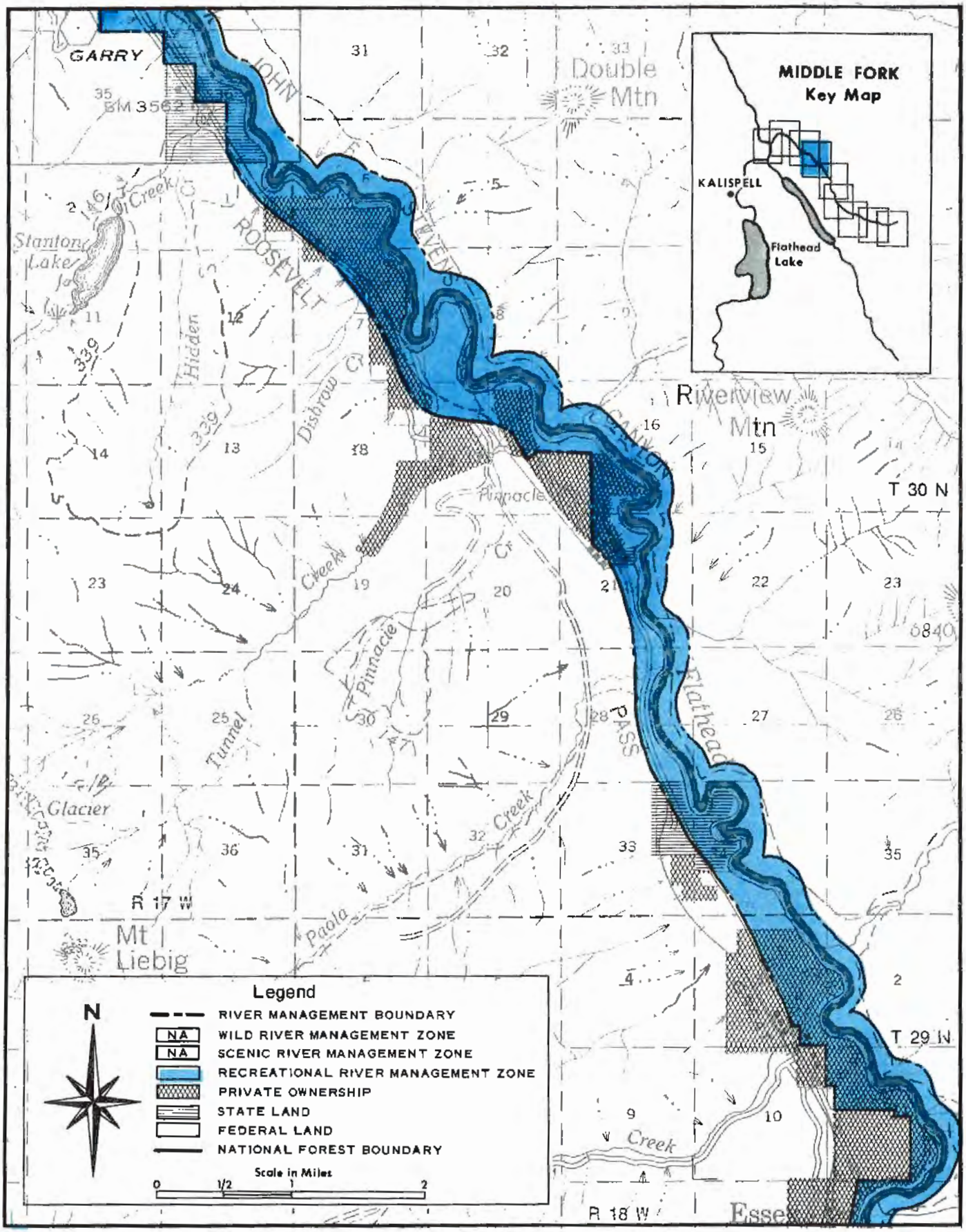
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2
WALTON
Park Service
NORTHERN
River
T 29 N
T 28 N
R 16 N
R 15 N
Java Mtn
Furlong
Mt Tranquil
Vinegar Mtn
Spruce Pt
SPRUCE PARK
Spruce Lake
Red Sky Mtn
MIDDLE FORK
Key Map
KALISPELL
Flathead Lake


MIDDLE FORK
Key Map
KALISPELL
Flathead Lake
GARRY
Double Mtn
Riverview Mtn
Stanton Lake
Hidden
Dishrow Cr
Pinnacle
Creek
Tunnel
Glacier
Paola
Flathead
PASS
Mt Liebig
Esse
T 30 N
T 29 N
R 17 W
R 18 W
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
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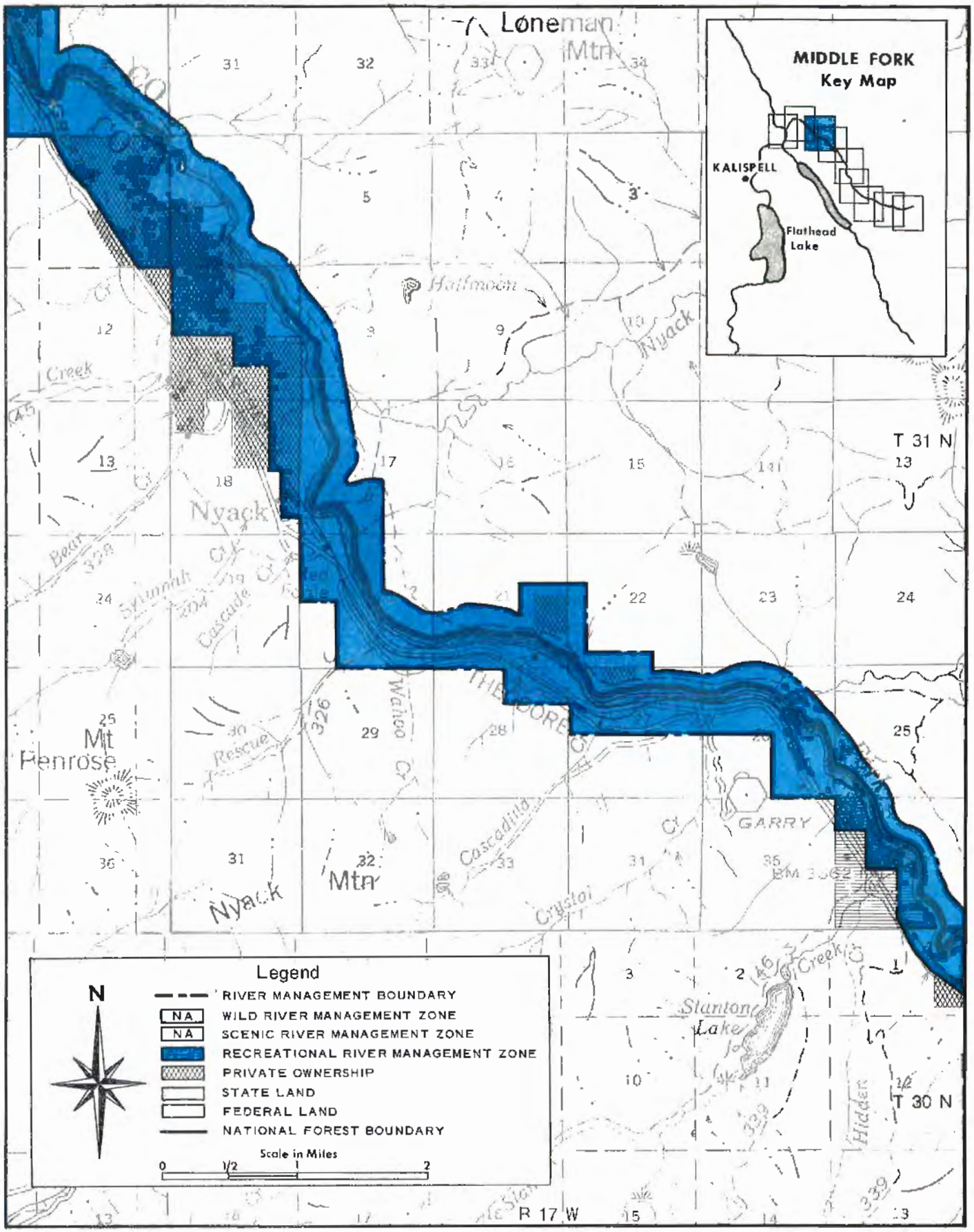
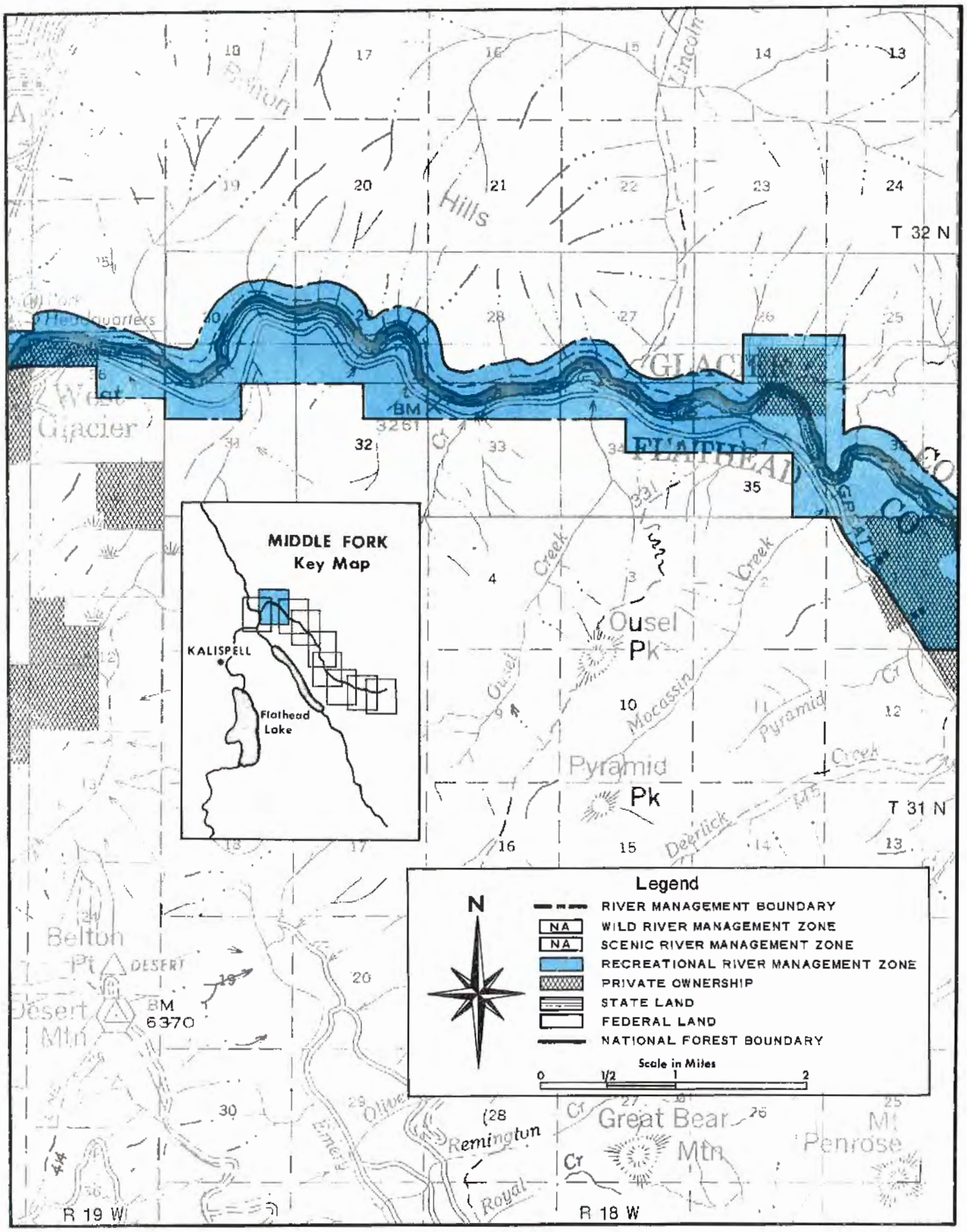

MIDDLE FORK
Key Map
KALISPELL
Flathead Lake
Loneman Mtn
Halfmoon
Nyack
Creek
Bear
Sylvanah
Cascade
Red Fork
Mt Penrose
Rescue
Wahoo
Cascadilla
Crystal
GARRY
Stanton Lake
Hidden
T 31 N
T 30 N
R 17 W
Legend
N
RIVER MANAGEMENT BOUNDARY
NA WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2


MIDDLE FORK
Key Map
KALISPELL
Flathead Lake
Legend
RIVER MANAGEMENT BOUNDARY
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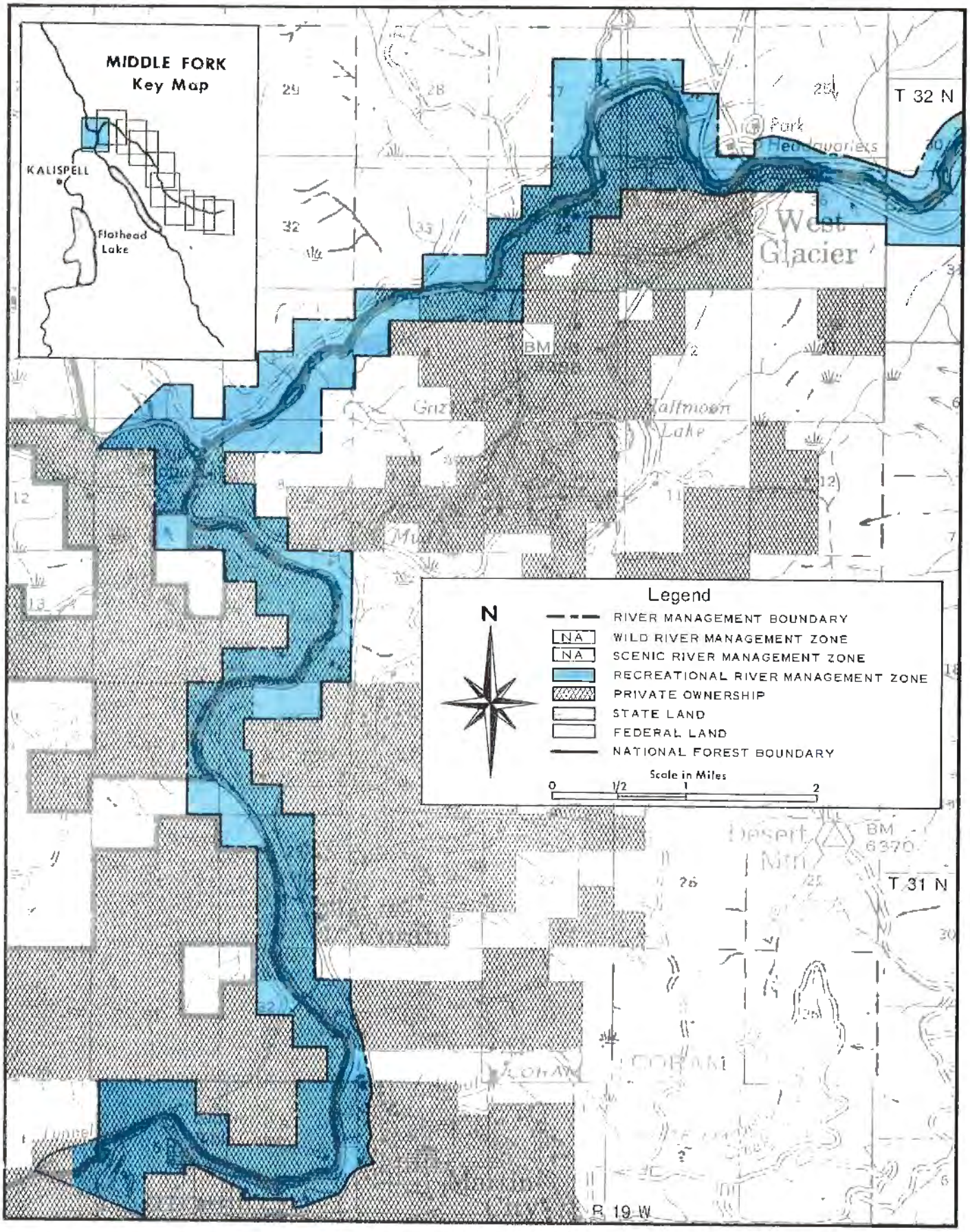
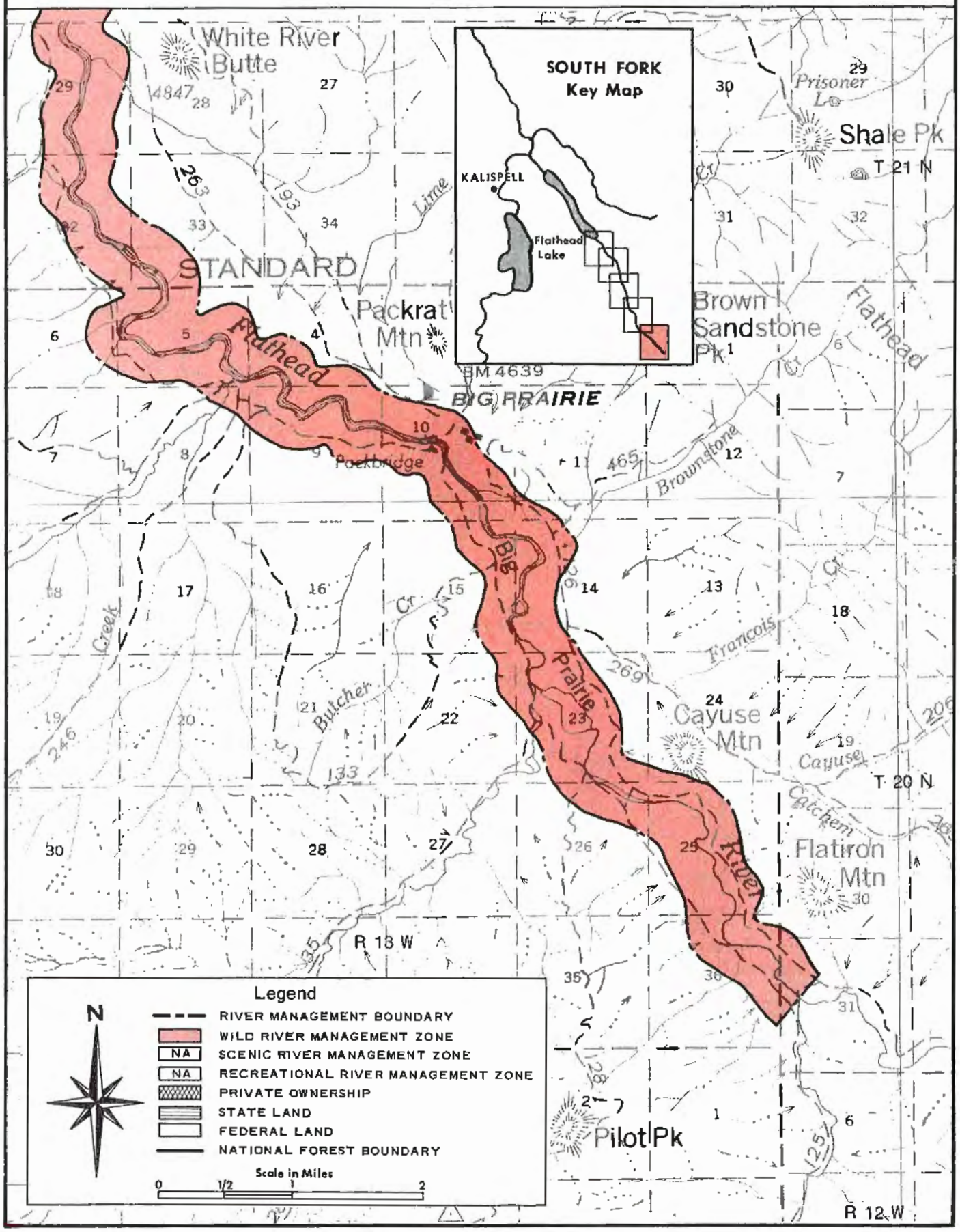
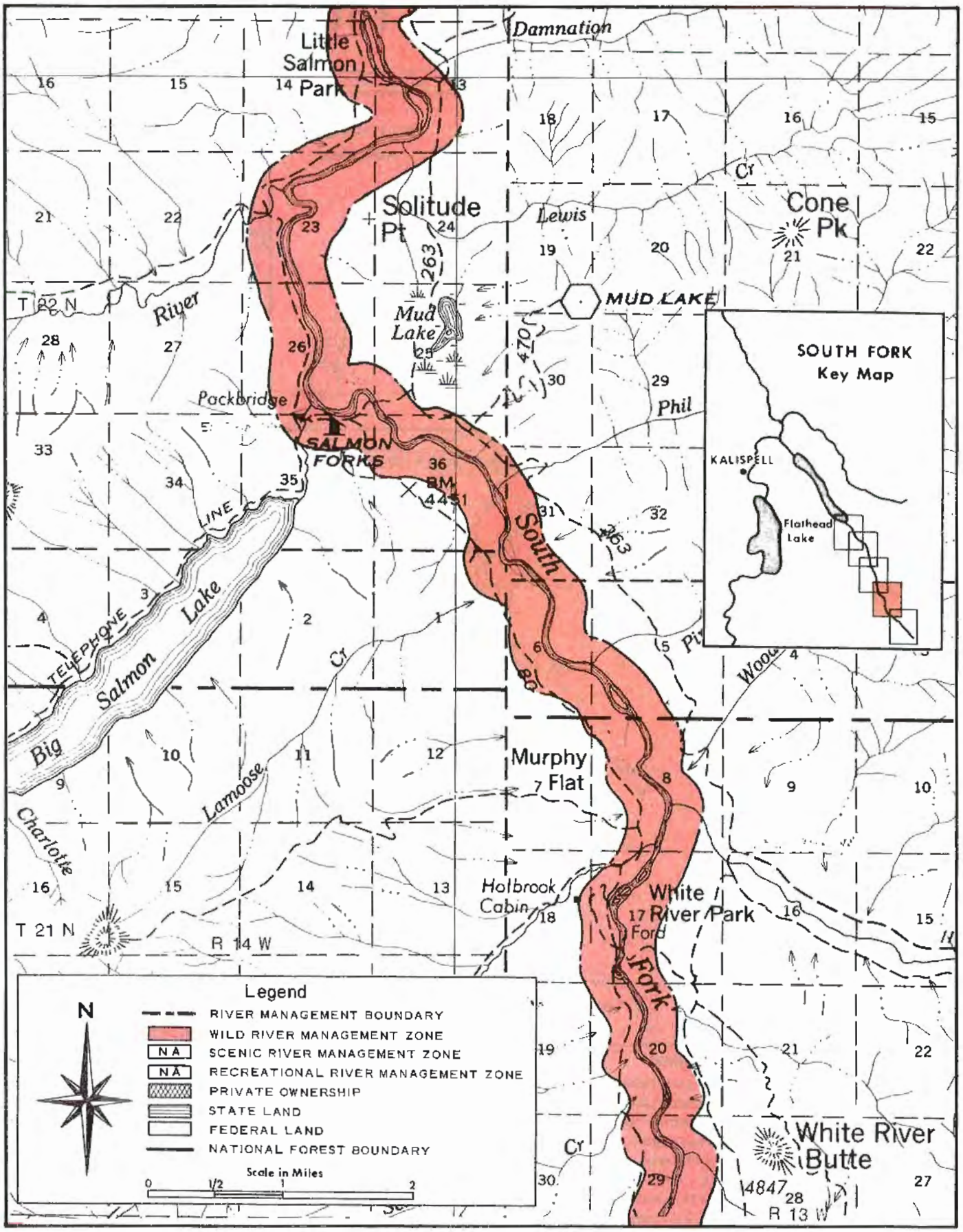
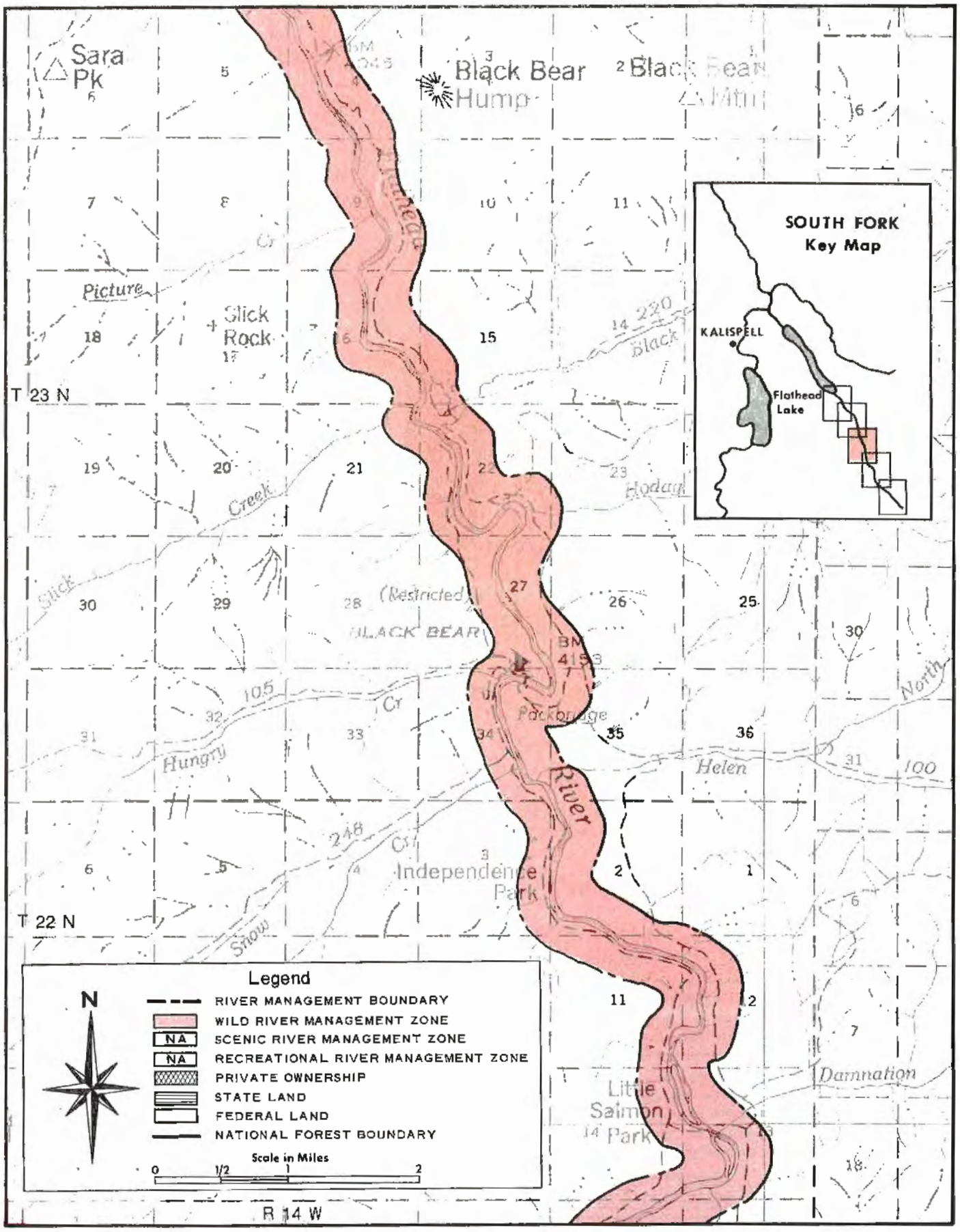
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2
N
T 32 N
T 31 N
R 19 W
R 18 W
West Glacier
Ousel Pk
Pyramid Pk
Great Bear Mtn
Mt Penrose
Belton Pt
Desert Mtn
BM 6370
BM 3261
Hills
Lincoln
Mocassin
Pyramid
Deerlick
Remington
Royal
Olive
Emery
Creek
Cr

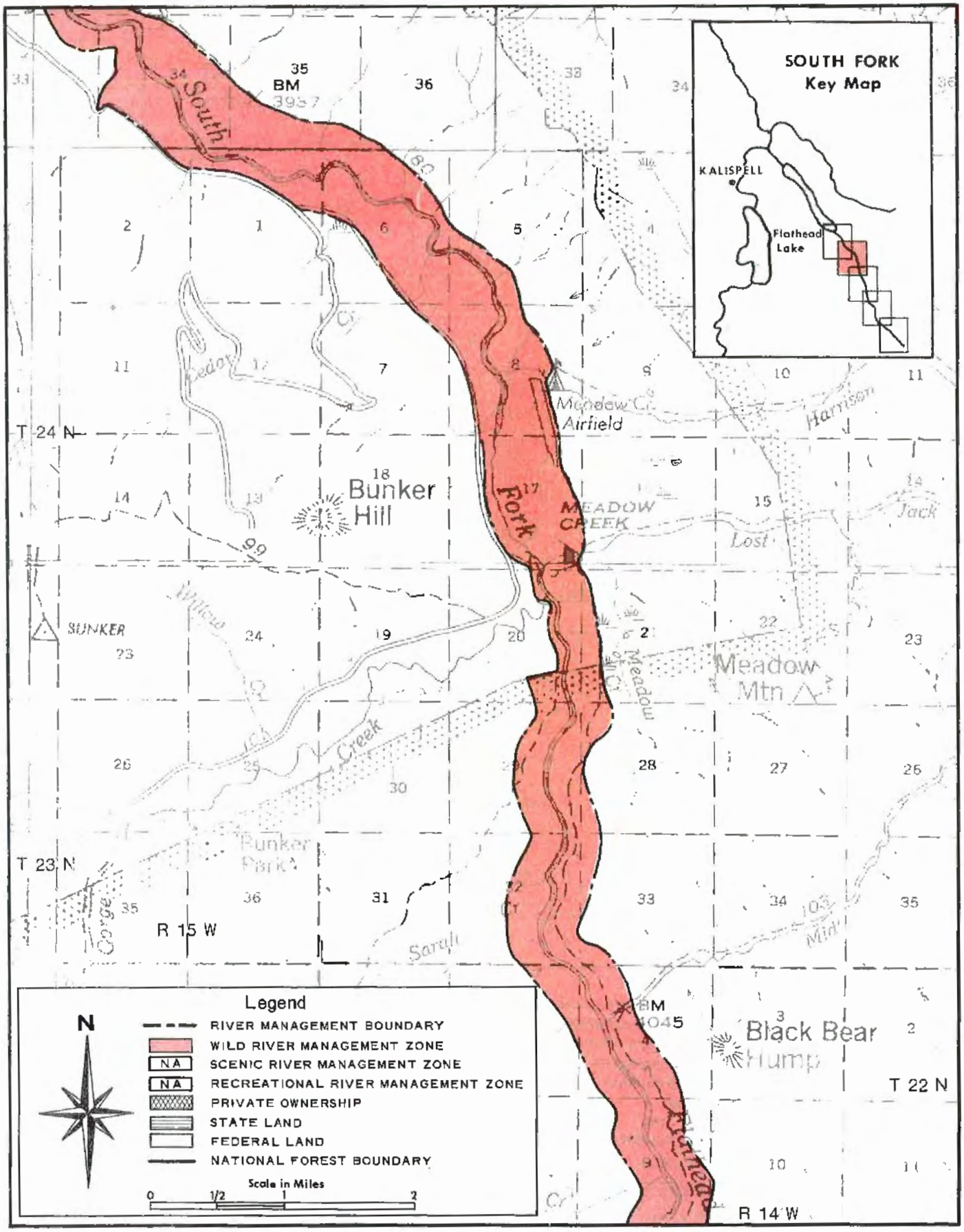

MIDDLE FORK
Key Map
KALISPELL
Flathead Lake
T 32 N
T 31 N
R 19 W
West Glacier
Park Headquarters
Grizzly
Halfmoon Lake
Desert Mtn
BM 6370
Legend
N
RIVER MANAGEMENT BOUNDARY
NA WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2

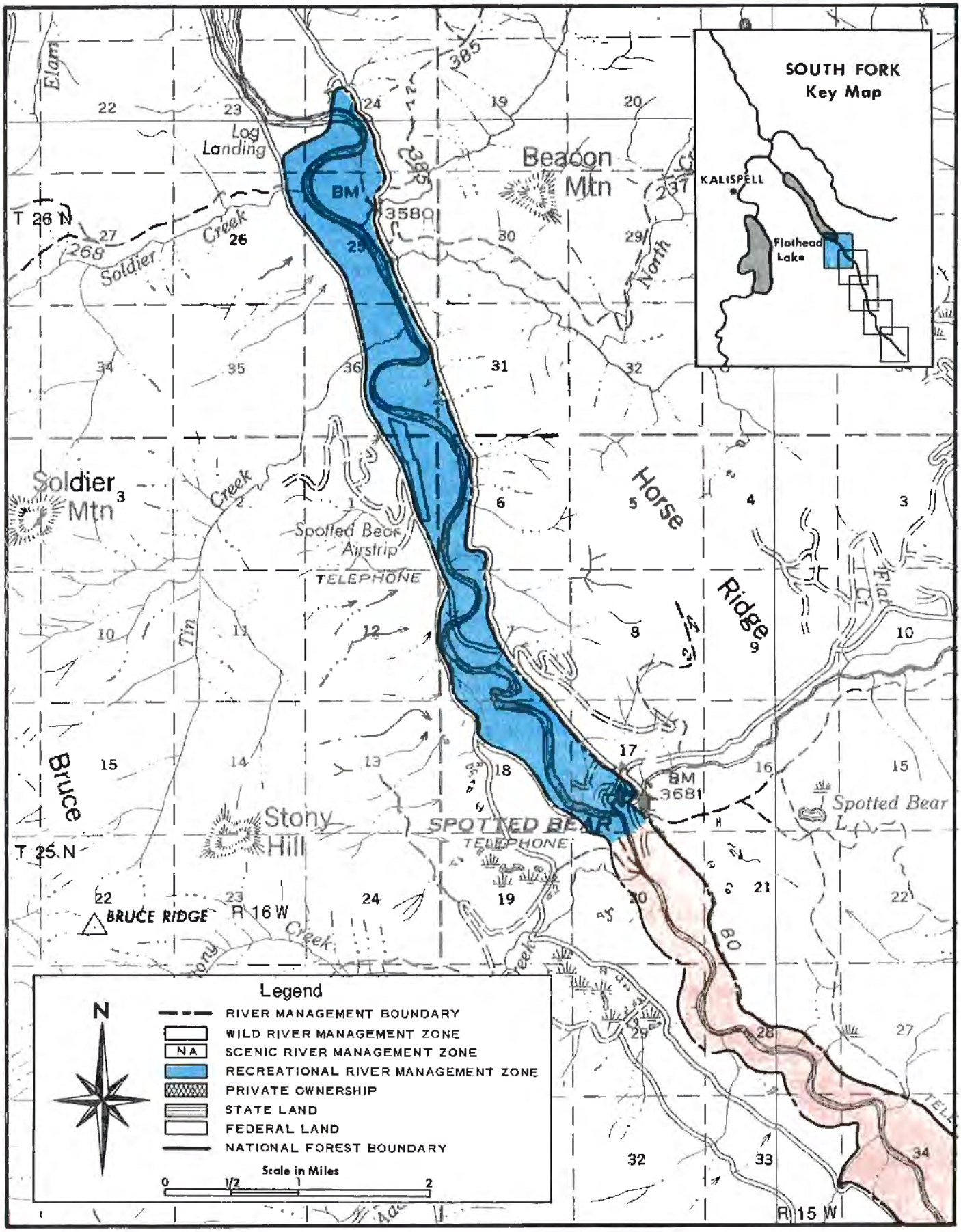
RIVER BOUNDARY LOCATION




Little Salmon Park
Damnation
Solitude Pt
Lewis
Cone Pk
MUD LAKE
Mud Lake
River
Packbridge
SALMON FORKS
BM 4451
South
Phil
Big Salmon Lake
TELEPHONE LINE
Lamoose
Charlotte
Murphy Flat
Holbrook Cabin
White River Park
Ford
Fork
White River Butte
4847
T 22 N
T 21 N
R 14 W
R 13 W
SOUTH FORK Key Map
KALISPELL
Flathead Lake
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
NA RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2


Sara Pk
Black Bear Hump
Black Bear Mtn
Slick Rock
Picture
Creek
Slick
Hungry
Cr
Snow
Black
Hodag
Restricted
BLACK BEAR
Packbridge
Helen
North
Independence Park
Little Salmon Park
Damnation
River
T 23 N
T 22 N
R 14 W
SOUTH FORK
Key Map
KALISPELL
Flathead Lake
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
NA RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2


SOUTH FORK
Key Map
KALISPELL
Flathead Lake
South
Fork
Bunker Hill
MEADOW CREEK
Meadow Cr.
Airfield
Meadow Mtn
Black Bear Hump
Bunker Park
SUNKER
Harrison
Lost
Jack
Creek
Sarah
Cedar
Willow
Gorge
Mid
T 24 N
T 23 N
T 22 N
R 15 W
R 14 W
BM 3937
BM 4045
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
NA SCENIC RIVER MANAGEMENT ZONE
NA RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0 1/2 1 2


SOUTH FORK
Key Map
KALISPELL
Flathead Lake
Beacon Mtn
Log Landing
BM
3580
T 26 N
Soldier Creek
Soldier Mtn
Spotted Bear Airstrip
TELEPHONE
Horse Ridge
Bruce
Stony Hill
SPOTTED BEAR
TELEPHONE
BM
3681
Spotted Bear L
T 25 N
BRUCE RIDGE
R 16 W
R 15 W
Legend
N
RIVER MANAGEMENT BOUNDARY
WILD RIVER MANAGEMENT ZONE
NA
SCENIC RIVER MANAGEMENT ZONE
RECREATIONAL RIVER MANAGEMENT ZONE
PRIVATE OWNERSHIP
STATE LAND
FEDERAL LAND
NATIONAL FOREST BOUNDARY
Scale in Miles
0
1/2
1
2

Economic Analysis of Smoky Range and Spruce Park Projects

Note: The following is based on information contained in two letters from the Federal Power Commission to the Forest Service. The first letter, dated February 16, 1972, provided the basic text and an economic analysis. The second letter, dated May 16, 1974, updated the analysis with more recent costs. The 1974 figures have been inserted to update the 1972 text.

"The only two potential developments on these reaches worthy of investigation are the Smoky Range project on the North Fork, and the Spruce Park project on the Middle Fork". (The Smoky Range project is estimated to have a benefit-cost ratio of 1.03 and is now economically feasible. The Spruce Park project was found to have a benefit-cost ratio of only 0.66. The analysis of these developments is based on July 1973 power values and price levels.*)

"Our economic analysis assumptions and project descriptions are presented below:

"The Smoky Range project would be located on the North Fork of the Flathead River 63 miles upstream from Flathead Lake. The gross storage would be 1,650,000 acre-feet, of which 1,510,000 acre-feet would be usable for flood control and power generation. The gross head would be 350 feet. Five 66 megawatt generators would provide a total installed plant capacity of 330 megawatts.

"The total project cost is estimated to be $238,000,000 based on July 1973 price levels. The total annual cost based on a 5-3/8 percent interest rate is estimated to be $14,953,000. The project benefits, itemized below, include power, flood control, and recreation. The at-site power benefits are based on an alternative oil-fired steam-electric peaking plant. Flood control and recreation benefits were estimated by the Corps of Engineers.

"Smoky Range Benefits and Costs

Annual Benefits		
Power		
At-site:		
Capacity:	330 MW @ $20.80/kW year	$6,900,000
Energy:	587 GWh @ 10.49 mills/kWh	6,150,000
Downstream:		
Energy:	122.5 GWh @ 10.49 mills/kWh	1,290,000
Total Power Benefits		$14,340,000
Flood Control		800,000
Recreation		250,000
Total Annual Benefits		$15,390,000
Total Annual Costs		$14,953,000

*This wording is not included in quotes because of a change made in the text. The 1972 Federal Power Commission letter stated that neither Smoky Range nor Spruce Park were economically justified. From 1972 to 1974 the benefit-cost ratio for Smoky Range has increased from 0.95 to 1.03. Since 1.0 is the break-even point for economic feasibility, a change in wording was required.

"The Spruce Park project would be located on the Middle Fork of the Flathead River, 50 miles above its confluence with the North Fork. The gross storage would be 610,000 acre-feet, of which 600,000 acre-feet would be usable for flood control and power generation. The rated head on the proposed plant would be 860 feet. Two 190 MW generators would provide a total installed plant capacity of 380 MW.

"The total project cost is estimated to be $322,000,000, based on July 1973 price levels. The total annual cost, based on a 5-3/8 percent interest rate, is estimated to be $20,292,000. The project benefits shown below only include power, since flood control benefits are negligible.

"Spruce Park Benefits and Costs

Annual Benefits		
Power		
At-site:		
Capacity:	369 MW @ $16.63/kW year	$ 6,150,000
Energy:	420 GWh @ 12.80 mills/kWh	5,400,000
Downstream:		
Energy:	175 GWh @10.49 mills/kWh	1,840,000
Total Annual Power Benefits		$13,390,000
Total Annual Costs		$20,292,000

"The alternative source of electric generation that would be constructed to serve the area load, in lieu of these projects, is assumed to be an oil-fired steam-electric plant.

"There are no known future major transmission lines that are proposed to cross reaches of the Flathead River under study."

Economic Feasibility

The following comments are based on conversations between the Forest Service and the Federal Power Commission regarding the significance of a hydroelectric project which has been evaluated as economically feasible--such as Smoky Range.

The Federal Power Commission has evaluated potential sites in the Columbia River Basin, inclusive of Smoky Range and Spruce Park, with the use of broad-base data. These evaluations lead to a determination of estimated benefit-cost ratios which are commonly used for comparison purposes among potential projects as an indication of relative feasibility. This data is especially useful to interested developers who wish to concentrate further study on the most feasible sites.

A favorable economic analysis does not mean that a project could or should be constructed since this is only one of a number of considerations which must be made. For example, analysis must also be made concerning the environment, employment, and distribution of power.

ACTION PLAN

The Congress gave direction for management of rivers included in the Wild and Scenic Rivers 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 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 national 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, archeologic, 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 proposed 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 proposed 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 Rivers 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 project 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 appraisers--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 pbulic to traverse the edge of private land to fish. This access would be adequate.

Scenic easements would not affect, without the owner's consent and just compensation, 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 proposed River Management Zone would not be used as a base for land exchange.

Management Guidelines

This section contains proposed management guidelines for each classification of the river. These guidelines would be used by the Forest Service to develop a management plan coordinating 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 the types of restraints on private land. Guidelines for commercial development are not specific and would be decided 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 proposed 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 or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America."

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 Rivers 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 management measure to obtain use data, distribute visitors, and improve visitor behavior.

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 capability. 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 significantly affect (1) 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 to be 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. Existing clearing and runway surface could be maintained, but continued trail access for mechanized equipment would not be permitted.

Fire Management

1. Fire management objectives would give preference to suppression methods which least alter the landscape. This need would be reflected in preplanning for fire suppression (plans which otuline 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 Rivers 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 management measure to obtain use data, distribute visitors, and improve visitor behavior.

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, 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.

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 significantly affect (1) 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 manmade improvements such as highways and bridges. Water quality monitoring would be continued at established stations. If adverse trends are detected and found to be 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 Department of Fish and Game 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 toward 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 it 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. Fire management objectives would give preference 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. Signs on public land 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 Portions 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 of residential lots resulting from new subdivision would be 5 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 subdivisions 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 proposed 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 proposed 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 proposed 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).

Recreational 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 Rivers 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 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 regulation system could be used as a management measure to obtain use data, distribute visitors, and improve visitor behavior.

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 oppor-

tunities 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, archaeologic, and similar sites or areas would be protected. Viewing wildlife is a recreational opportunity which would be favored over recreation development 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 proposed 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 significantly affect (1) 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 manmade improvements such as highways and bridges. Water quality monitoring would be continued at established stations. If adverse trends are detected and found to be man-caused, appropriate action would be taken to correct the problem.

*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.

2. In the case of conflict over the use of water, the minimum flows established by the Montana Department of Fish and Game 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.

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 toward 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 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 so they complement the river environment.

2. Signs on public land 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 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 of residential lots resulting from new subdivision would be 2 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 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 proposed 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 proposed 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.

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Kossak Bridge