

# *Upper Missouri River Breaks National Monument*

**BLM**



Lewistown Field Office

*National Landscape Conservation System  
FY 2010 Manager's Report*



# Upper Missouri River Breaks National Monument

## FY2010 Manager's Report

October 1, 2009-September 30, 2010

### *Introduction*

**NAME:** Upper Missouri River Breaks National Monument

**MANAGER:** Gary Slagel

**ADDRESS:** Central Montana District Office  
920 NE Main Street  
Lewistown, MT 59457  
(406) 538-1950  
[http://www.blm.gov/mt/st/en/fo/lewistown\\_field\\_office/UM.html](http://www.blm.gov/mt/st/en/fo/lewistown_field_office/UM.html)  
Montana State Office  
Central Montana District Office

**ESTABLISHED:** Presidential Proclamation #7398, January 17, 2001

**ACREAGE:** 377,346 acres

**STAFFING:** 2 Range Management Specialists  
1 Wildlife Biologist  
1 Hydrologist  
1 Natural Resource Specialist (Weeds)  
1 Park Ranger  
1 Park Ranger Career Seasonal (Vacant)  
1 Range Technician Career Seasonal  
1 Supervisory Outdoor Recreation Planner  
1 Interpretive Center Director  
1 Office Assistant  
1 Law Enforcement Ranger  
1 Maintenance Worker Career Seasonal

Staff located in Lewistown, Fort Benton, and Havre, MT.

### **KEY RESOURCES AND VALUES:**

- Upper Missouri National Wild and Scenic River (149 miles)
- Lewis and Clark National Historic Trail
- Nez Perce National Historic Trail
- 6 Wilderness Study Areas
- 1 Area of Critical Environmental Concern
- Diverse Wildlife Species
- Diverse Recreational Opportunities

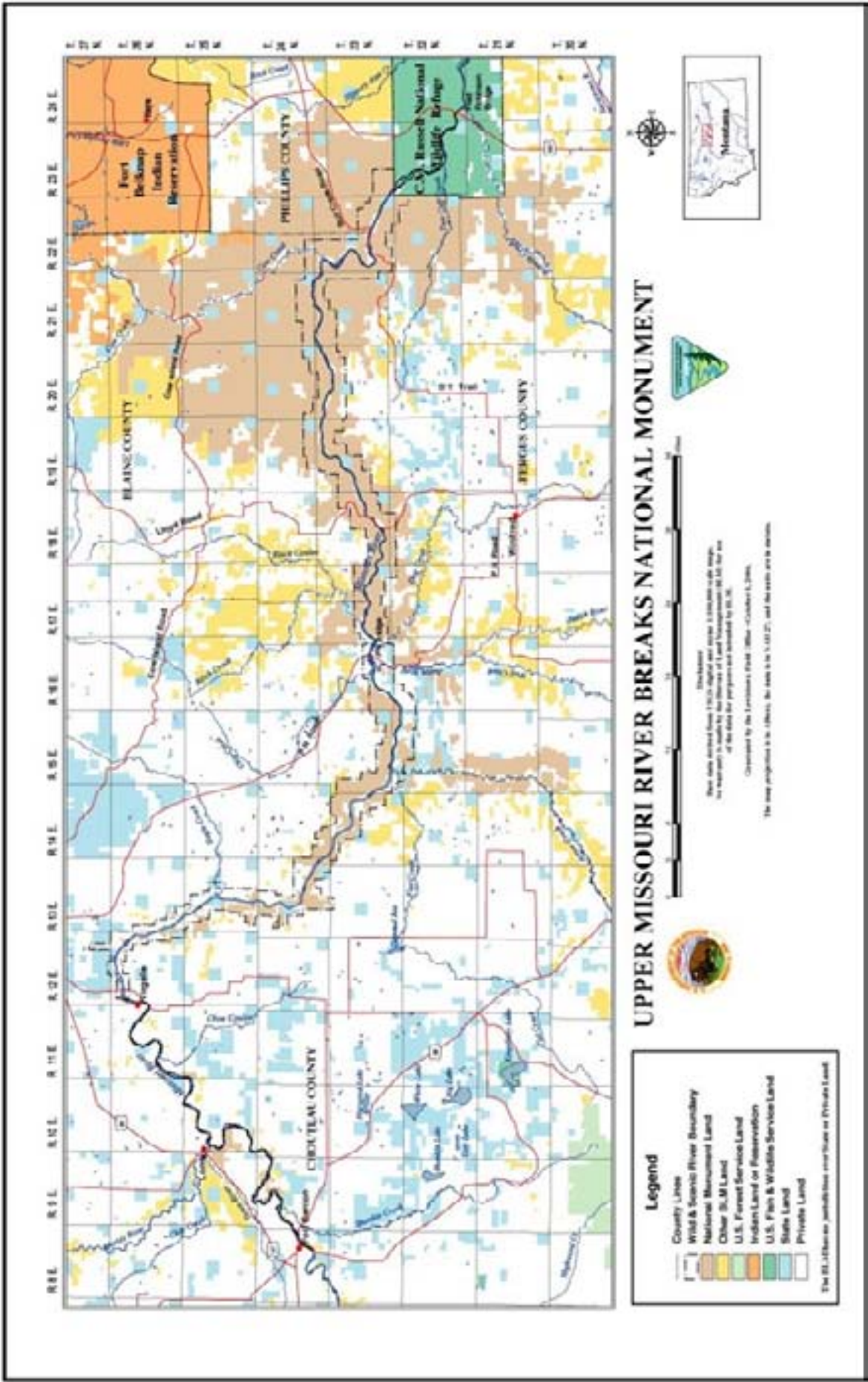
## **ANNUAL VISITATION:**

The Upper Missouri River Breaks National Monument (Monument) had approximately 30,055 visitors partaking in the Monument's diverse activities at developed and dispersed recreation areas. This large Monument has state highways and county road systems traversing its interior and many scattered private land parcels, making exact visitor counts hard to determine. Visitor use on the Upper Missouri National Wild and Scenic River (UMNWSR) which transects the Monument consisted of 5,051 registered boaters, for an estimated 15,153 visitor days, in fiscal year ten (FY 10). Sixty-one percent of the boaters were Montana residents, and 39% were non-residents. In addition to registered boaters, overnight visitation at James Kipp Recreation Area, a major campground in the Monument popular for elk viewing, fishing and hunting, recorded 3,586 campers for an estimated 10,758 visitor days. Use in the uplands is not counted due to remoteness of the area; however, the majority of the use is during hunting season, September through November. Some hiking occurs during the summer, but use is unknown.

Visitation at the Missouri River Breaks Interpretive Center located in Fort Benton, was approximately 6,000 visitors. Almost 1,000 students received educational programming at the center or off-site.



*A river view along the Upper Missouri River Breaks National Monument*





## ***Land Use Planning***

### **Overview**

The Upper Missouri River Breaks National Monument Record of Decision and Approved Resource Management Plan (RMP) were approved by the Bureau of Land Management's Montana/Dakotas State Director on December 4, 2008. The Monument received three appeals on the plan claiming: the plan violated the National Environmental Policy Act (NEPA), the Wild and Scenic Rivers Act, the National Historic Preservation Act, the Federal Land Policy and Management Act, the Presidential Proclamation establishing the Monument, the Bureau of Land Management's (BLM) decision to exclude grazing as a significant issue for the Monument RMP and Environmental Impact Statement (EIS) is arbitrary and capricious, and, that BLM failed to consider or manage the Monument to restore cottonwood gallery ecosystems and/or otherwise achieve potential natural community for riparian resources. As of April, 2011 briefs by plaintiffs and defendants have been submitted to the court.

The implementation plan was completed in 2009 with the help of Washington Office personnel and the entire Monument team. In 2010, that initial plan was simplified into a more user friendly document for both staff and the public. As of the date of this report, that simplified plan has been given to the Central Montana Resource Advisory Committee (RAC) for review and comment.

### **Implementation-Level Planning**

Transportation and oil/gas field development plans were included and completed when the RMP for the Monument was approved. In 2010, as an American Recovery and Reinvestment Act (ARRA) project, numbered road signs were installed for the majority of the roads within the Monument. However, there were instances where roads on public land behind private land did not get signs installed due to landowner's reluctance to allow Bureau of Land Management (BLM) personnel across their property to install the signs.

### **Land Use Plan Implementation**

Implementation of the RMP is on-going. Of major importance in FY 10 was the completion of a Proper Functioning Condition (PFC) assessment on 124 miles of the 149 mile Upper Missouri National Wild & Scenic River. This assessment utilized the National Riparian Service Team (NRST), a full ID Team of resource professionals, and provided opportunities for grazing permittees and interested publics to attend and understand how assessments are accomplished. The report will be completed in FY11.

## ***Protecting America's Natural Resources***

### **Notable Natural Resources**

#### *Protection*

- Riparian areas within the Monument are generally functioning at or near their capability, which in most cases is proper functioning condition or making progress towards proper functioning condition although ecological status varies depending on site location. With assistance from the National Riparian Service Team in 2010, the Monument completed an assessment of riparian conditions on the Missouri River on all BLM administered lands within the Monument. All reaches, which include 110 miles administered by BLM, were in proper functioning condition. Riparian habitat capability is being somewhat limited within the Upper Missouri River by flow regulation from upstream dams and invasive plant species. Grazing was determined to be a minimal factor or driver for existing conditions. Changes are continually being made to address areas impacted by livestock grazing, and measures are being taken to control or eradicate noxious weeds and invasive woody plants. Evaluation of recreational impacts to woody riparian areas has been initiated, with impacts to woody plant succession and wildlife habitat being of primary concern. Although none of the reaches were considered to be at ecological potential, most riparian areas are meeting standards or making progress towards meeting standards, and continue to improve following changes in grazing management over the past 20 – 30 years.



***Riparian Area at Cow Island.***

- Throughout the Monument, the Missouri River is listed as a water quality impaired stream by the Montana Department of Environmental Quality. Although most pollutants are from upstream sources, non-point source pollution from altered streamside zones is identified as a contributor of pollutants. On BLM managed lands, those allotments meeting upland and riparian health standards are at least partially mitigating non-point source pollution. Since generally most upland and riparian areas within the Monument are meeting standards or improving, mitigation of non-point source pollution would also be improving.

- Bald eagles have been delisted; Only three nests were active in 2004, nine active nests inventoried in 2008, two additional nesting territories were established in 2009, and one new territory was established in 2010.
- Some declines in the size of prairie dog towns have been noted following outbreaks of sylvatic plague. Overall acreage of prairie dog towns continues to increase within the Monument as towns expand due to drought, areas decimated by plague are re-established, or new towns are discovered.
- Sage grouse trends have been static over the long term with slight declines in the last 3 – 5 years in areas north of the Missouri River.
- Big game winter habitat condition has been improving with management and monitoring of upland and riparian health standards.
- Big horn sheep and elk populations continue to increase and expand into unoccupied habitat. This could provide additional opportunities for wildlife viewing and hunting, except for limited public access. Current bighorn sheep and elk numbers are above the population goals set by Montana Department of Fish, Wildlife, & Parks. These numbers continue to climb due to limited public access for hunting.



***Upper Missouri River Breaks National Monument Bighorn Sheep***

***Primary challenges***

- The management of invasive plant species in the Upper Missouri Breaks National Monument is tailored to keeping newly introduced species from becoming established through Early Detection and Rapid Response, and keeping established invasives from escaping the river corridor and invading uninfested areas. In some focused areas, where management has been consistent, the population of invasive plants is decreasing with some areas recovering with more desirable plant species. Some areas are not returning to native/desirable plant populations and are being replaced with annual plant species and, in some instances, other perennial invasives. In more remote areas, where management is inconsistent due to accessibility and weather, invasive species continue to persist.
- Invasive plant species have continued to persist in the Monument particularly along the river corridor. Some species will always be a significant vegetative component of the river bottoms they now infest. New invaders such as tamarisk, purple loosestrife, common tansy, and perennial pepperweed are being inventoried/monitored annually to keep very small populations from becoming established. Recreation sites such as campgrounds are being treated to reduce the risk of spread from these areas to other areas of the Monument and to address introductions due to recreational activities.
- The establishment and spread of cheatgrass, regardless of ecological conditions, is becoming more widely distributed on river bottoms along the Missouri River. Results of monitoring and upland assessments indicate, at least in some localized areas, that it is outcompeting and replacing native grass species. If this trend continues, at some point, ecological processes and conditions will worsen impacting grazing and wildlife.

- Historically recreation sites were established in riparian woodland habitat. These areas are the most limited and most valuable habitat for the greatest number of species within the Monument. Recreational use is causing short term impacts by disturbing wildlife species within this habitat or is completely removing this habitat from use by many species, including many designated sensitive species. Many migratory birds, including bald and golden eagles, and other raptors are intolerant of human disturbance and will abandon nesting, roosting, or feeding areas due to human presence. The long term impact from this use, permanently alters the vegetation and reduces its suitability for many species. This includes removal of vegetation, compaction of soils, transport of noxious weeds, and the risk of escaped campfires completely removing this important habitat.
- Current bighorn sheep are above the population goals set by Montana Department of Fish, Wildlife, & Parks (FWP). These numbers continue to climb due to limited public access for hunting. Bighorn sheep populations are at risk for disease outbreaks due to high numbers and densities, which could cause a collapse of these herds for many years to come.
- Elk numbers continue to exceed FWP population goals and are starting to have an impact on mule deer winter habitat, limiting available forage for wintering mule deer. These numbers continue to climb due to limited public access for hunting. Uncontrolled elk numbers have been shown to reduce mule deer numbers across several western states, by reducing the quality of the habitat.



*Upper Missouri River Breaks National Monument Elk*



## Land Health Assessments

During the 2010 fiscal year no new land health assessments were completed; however, preliminary work to complete evaluations of land health assessments for the 45,279 acre Two Calf watershed plan was initiated. Rangeland health evaluations, determinations and appropriate NEPA documentation allowing for grazing permit renewals for the 25,966 acre Woodhawk Allotment/Watershed Plan were completed. Implementation of the decisions has not occurred due to a lawsuit being filed regarding the grazing of the allotments associated with the Woodhawk decisions and the Monument RMP.

Allotment monitoring and allotment compliance inspections are essential in determining that implemented management actions and terms and conditions of grazing permits are being followed, thus improving or maintaining rangeland health. In fiscal year 2010 , eleven allotments consisting of 56,086 acres were monitored using various methods depending on management and monitoring objectives. In addition to the allotment monitoring, 49 allotments were inspected for conformance with the authorized grazing seasons and livestock numbers. There were no reported cases of unauthorized use.

- Proper Functioning Condition (PFC) assessments were completed covering six miles in the Al's Creek and the Cow Creek drainages.
- The WSR has 149 miles of riparian, wildlife, and streamside habitat were monitored along the Missouri River.
- There are 20 riparian projects that were maintained to include pasture drift fences, offsite livestock watering systems, and enclosures.
- Upland and riparian conditions were assessed on 10,000 acres within the Al's Creek and Sneath Common Grazing Allotments to determine if land health standards are being met.
- Numerous grazing allotments received supervision and compliance visits throughout the Monument.
- Ten thousand acres of upland habitat were inventoried for sensitive plant and animal species and big game.



*Cow Creek Assessment Within Als Creek Allotment.*

- Ten thousand acres were monitored for sage grouse.
- Thirty thousand acres of wildlife winter range was monitored for utilization of key browse species.
- Three miles of abandoned barbwire fence was removed to eliminate barriers to wildlife movement.
- Six spring improvements were maintained for upland birds.
- Crews maintained 15 wildlife escape ramps in livestock waters.
- Plant and wildlife monitoring was completed in 31 grazing allotments.
- The Havre and Lewistown range staffs responded to several FOIA requests for riparian, upland and range monitoring data, maps and grazing permits. This turned out to be a significant workload that impacted staff time and seasonal funding that could have been used toward on-the-ground accomplishments.



*BLM staff extending a wing of riparian enclosure into the Missouri River*

### Inventory Efforts

- The 149 mile river corridor from Fort Benton to the James Kipp Recreation Area was inventoried for the presence of invasive and noxious plant species. This information was gathered to compare data with baseline information collected prior to 2001. This effort will allow the BLM to assess current management of invasive plants and develop a new management plan for the Monument. Approximately 22,100 acres were surveyed which included the annual efforts to document new invaders (salt cedar, perennial pepperweed, purple loosestrife, and Dalmatian toadflax) as part of the Early Detection and Rapid Response program.
- In the fall of 2009, over 50 radios were attached to soft-shelled turtles in the lower portion of the Monument. A graduate student from Montana State University, in cooperation with BLM, FWP, & United States Fish and Wildlife Service (USFWS), is conducting research on winter habitat and movements throughout the summer and fall till river ice up. The project will identify important wintering and nesting areas to



allow for protection in future management.

- MT FWP and USFWS continue to survey Endangered Pallid Sturgeon numbers, to document success of stocking efforts and recruitment of young fish into the population.

## Restoration Efforts

- Implementation of Integrated Weed Management continues with many different activities. Biological, chemical, and manual treatments were made on 15 different invasive species in the Monument.

Treatment Method	Acres Air	Acres Ground	Total Acres
Chemical - Herbicide	0	1,451	1,451
Chemical - Insecticide	0	0	0
Physical - Manual	0	50	50
Physical - Mechanical	0	0	0
Biological Control - Non-classical	0	0	0
Biological Control - Classical	0	2	2
Fire	0	0	0
Acres Bio-expansion	0	1,000	1,000
Acres Bio-established	0	506	506
Acres Inventoried	0	22,100	22,100
Acres Monitored	0	3,234	3,234
Totals	0	28,343	28,343

- Early Detection and Rapid Response for salt cedar was initiated in 2001. Several individual trees had been documented to that point and there was great potential to be more along the 149 miles of river. From 2002 to 2005 all mature trees were identified and removed from the river corridor. However, in the years that followed, many new infestations were observed at the mouths of drainages along the lower reach of the river. These new infestations were all about 1-2 years old and ranged from several to several hundred individual plants. The plants were never more than 8-10 inches in height. New infestations were observed annually from 2005 to 2008, and were always treated by hand pulling and removing the plants from the sites. The sites were monitored annually once the infestation was documented. Field work in 2009 resulted in the absence of any new infestations and no reoccurrence at old sites. In 2010, the BLM completed a complete inventory for salt cedar and more than a dozen other invasive plants. Only one salt cedar plant was found along the entire 149 miles of river showing that Early Detection and Rapid Response can work.



*A salt cedar seedling amongst other vegetation*

- Leafy spurge is a significant problem throughout the river corridor. It infests many areas near water and desirable vegetation that limit the tools available for management. The leafy spurge flea beetle (*Apthona* spp.) has long been a part of our integrated management program. Its application has been throughout the Monument and there are now no infestations that are absent of the flea beetle. In 2010, BLM began a new approach to using this biological control agent. Instead of releasing relatively few insects on large infestations with the hope that the beetle populations will grow over time, staff have initiated the first inundative release on a small area of leafy spurge near The Wall primitive recreation area. The idea behind this strategy is to apply the flea beetle like a “herbicide” so that the large numbers of flea beetles significantly impact the smaller infestation of leafy spurge. If this strategy works, there is significant potential to address leafy spurge more proactively where management has previously been limited.
- Six hundred live sagebrush seedlings were planted into crested wheatgrass stands to restore native species and improve wildlife habitat on 200 acres.
- One hundred native shrub and tree seedlings were planted along the Missouri River to improve wildlife habitat and improve native woodland riparian community.



## ***Protecting America's Heritage Resources***

### **Notable Heritage Resources**

- Upper Missouri National Wild and Scenic River. The centerpiece of the Monument encompassing a 149 mile section of river it was first officially recognized by the State of Montana in 1966 as a component of the Montana Recreational Waterway System.
- Lewis and Clark National Historic Trail. The 149 mile section of the Missouri River became a component of the Lewis and Clark National Historic Trail in 1978. Passing through the area in 1805 Captain Meriwether Lewis was compelled to write some his most eloquent journal entries.
- Nez Perce (Nee-Me-Poo) National Historic Trail. Formally designated in 1989, approximately 15 miles of this trail passes through the Monument and bisects the river corridor near Cow Island where a skirmish between the Nez Perce and the U.S. Army was fought in 1877.
- Wilderness Study Areas. Six Wilderness Study Areas were identified by the BLM in the Montana Wilderness Inventory of 1980 and are managed under the Interim Management Policy until Congress either designates these lands as wilderness or releases them for other purposes.



***Lewis & Clark Re-enactors, May 31, 2005 at Eagle (Stonewall) Creek***

## *Current Conditions of the Notable Heritage Resources*

- Upper Missouri National Wild and Scenic River. The Upper Missouri's uniqueness, special values and wild and scenic qualities were instrumental in the National Wild and Scenic designation on October 12, 1976. Of special note is the fact that the Upper Missouri contains segments of all three river classifications contained in the Wild and Scenic Rivers Act of 1968. These classifications are Wild, Scenic and Recreational. To this day the Upper Missouri remains relatively unchanged and its settings vary from riparian vegetation, to the unique and beautiful "White Cliffs", to the sharply carved and rugged "Badlands", to the rolling, pine and juniper covered slopes of the "Breaks". These contrasting habitats provide for a diverse and plentiful wildlife population, numerous recreational opportunities, livestock grazing and other multiple use activities.
- Lewis and Clark National Historic Trail. The 149 segment of the trail located within the Monument is unequivocally described by visitors as the most visually unspoiled portion of the entire route travelled by the Corps of Discovery in 1803-1806. Fortunately for 21st Century visitors the words penned by Captain Lewis on May 31, 1805, "As we passed on it seemed as if those scenes of visionary enchantment would never have an end", hold true to this day as travelers are rewarded with glimpses at every bend of the river the same awe inspiring views observed by the explorers.
- Nez Perce (Nee-Me-Poo) National Historic Trail. Though the segment of this trail within the Monument is minor it makes up for its shortcomings by offering visitors an unsurpassed glimpse of the trail as it once was. Visually unspoiled and geographically altered only by the hand of Mother Nature, the trail crosses the Missouri River at Cow Island, a natural river crossing known to Native Peoples for thousands of years. Though privately owned the "Crossing" is a critically important point of the trail and remains today as it was in 1877.
- Wilderness Study Areas. The six WSA's within the Monument are monitored on a minimum standard of surveillance that ensures compliance with the Interim Management Policy and Guidelines for Lands under Wilderness Review (IMP).

## **Restoration Efforts**

- In October 2009 the Forest Service's Historic Preservation Team (HPT), under an Intra Government Order (IGO), brought a crew over to work on the Gilmore Cabin. The historic Gilmore Cabin has been open to users, and is often occupied in the fall during bighorn hunting season. Past work on the cabin by well-intentioned but misguided people included installing vinyl windows, removing the historic cabinets because of rodent problems, and placing sheetrock in the cabin. The HPT removed the sheetrock and vinyl windows; replaced two rotten logs, including one sill log; installed tongue and groove flooring over the existing planks; rebuilt two interior doors; and installed a kitchen cupboard. The Monument purchased a Vogelzang cast iron wood burning cook stove to place in the cabin since there is no heating or cooking stove in the cabin. Staff will be writing a business plan to determine the feasibility of converting this to a rental cabin.



*Gilmore Cabin - highlighting new floor, windows, table, and counter.*

- Work continued on the Gilmore Cabin in July 2010. The Preservation Team returned to redaub some of the log walls, sand and seal the wood floor, install two new wood interior doors (one of which has salvaged stiles), place mop board, and construct a wooden counter for the main living space, four sets of bunk beds, ten chairs, and a table for eight. All of the furnishings were constructed by the Preservation Team with the assistance of one BLM firefighter. Staff still need to determine if the existing outhouse will continue to serve the needs of the cabin users or if the Monument will need to construct an accessible vault toilet, mimicking the design of the current outhouse but on a larger ADA-compliant scale.

### **Other Accomplishments**

- Two historic properties were protected this year with the reconstruction of existing, but dilapidated fences. A post and wire fence was built around the historic Middleton Cabin, and a new gate was installed and fence was reconstructed at the Nelson Homestead.

## ***Providing Recreation and Visitor Experiences***

### **Overview**

- General visitation at the Missouri River Breaks Interpretive Center for FY 2010 was about 6,000 visitors.
- Seven hundred and fifty students attended over 63 educational programs at the center. Educational programs were delivered to about 125 students off-site. Fifty visitors attended evening interpretive programs about Teddy Roosevelt and the Plight of the Pallid Sturgeon. Five groups (164) people received tours of the interpretive center.



***Students gather outside the center before their programs begin.***

### **Facilities, Construction, and Maintenance**

#### ***Signing Efforts***

The sign plan is complete. Using a seasonal crew, numbered transportation signs were installed in FY 10, identifying those roads open/seasonally open to the public. Issues associated with this project were lack of permissive access to install signs on BLM land behind private land. A transportation plan map has not been completed to date due to need to correct some signing issues.

#### ***Facility Condition***

Facilities at remote boat camps include vault toilets, fire rings, 3-sided shelters (at 2 sites) are all in good condition. Natural and constructed boat ramps are in excellent condition. See “v.” below for boat ramp ARRA project.

### *New or ongoing construction*

See section titled “Your Recovery Dollars at Work” for Recovery Project funding.

### *Annual, operational, and deferred maintenance completed.*

Majority of maintenance needs are associated with the UMNWSR and remote boat camps: fire ring maintenance, vault toilet maintenance, enclosure maintenance are ongoing as funding and personnel allow. The general condition of these facilities is good.

### *Deferred maintenance*

Deferred maintenance is being reduced commensurate with maintenance funding. Smaller projects are completed with summer seasonal crews and youth hires.

## **Comprehensive Travel and Transportation Management**

### *Modes of recreational travel*

Off-road travel is prohibited except for emergency or administrative purposes. Both motorized and non-motorized boating occurs on the UMNWSR; mountain bikes are allowed on open/seasonally open roads in the uplands; hiking occurs mainly during hunting season, as does horseback riding.

### Status and Implementation of comprehensive travel and transportation management plan

A travel plan was completed during the RMP process, utilizing the Bureau’s road terminology in place in 2006. This terminology classified roads as collector, local, and resource roads. Washington Office Instruction Memorandum 2006-173, updated Bureau policy for the use of terms and definitions associated with the management of transportation-related linear features, including standard terms used for defining roads, primitive roads and trails. The BLM committed to update the road terminology through implementation of the approved plan.

Utilizing the Bureau’s road terminology in place in 2006, roads are classified into three categories (collector, local, resource) and assigned to one of five maintenance levels. 342 miles of road are identified as resource roads, 41 miles as local roads, and 21 miles of collector roads. These 404 miles of roads are designated open or limited, open to all forms of motorized and mechanized use consistent with management objectives. There are 293 miles of road open yearlong and 111 miles of road open seasonally (limited).

### *Opportunities challenges and trends*

Currently, the Monument has lawsuits pending against the approved plan. A main reason for the lawsuits is our road density.

A significant challenge the public and staff continue to face is lack of legal public access to large areas of the Monument. Numerous easements are required, and lack of a Realty Specialist on the Monument’s table of organization is a challenge. In March of 2011, a District Judge in the 17th Judicial District, Blaine County, ruled in favor of the private landowner against Blaine County’s claim of a public prescriptive easement over a road providing major access to large blocks of public land within the Monument.



## Recreation Fee Program

### *Fee Sites*

- The Missouri River Breaks Interpretive Center standard amenity fee is \$2.00 per person age 16 or older. All federal passes (senior pass, access pass, etc.) are accepted.
- James Kipp Recreation Area. Fee campground, 12.00 per night. Discounted rate for holders of federal passes (senior pass, access pass, etc.)

### *Special Recreation Permits*

- In the Upper Missouri National Wild and Scenic River, Special Recreation Permits are limited based on the Monument's RMP. The limit number of Special Recreation commercial permits is 23 for commercial recreational use on the Missouri River and related land in the Upper Missouri National Wild and Scenic River. There are 19 active permits currently issued. One time use Special Recreation Permits are not limited but will be issued on a case by case basis. In FY 2010 seven one time use permits were issued.
- In the Uplands Special Recreation Management Area, there are six active Special Recreation permits issued for commercial outfitting and guiding. All Special Recreation Permits are very important economically to the sustainability of small towns near the Monument.

### *Revenue generated*

- James Kipp Recreation Area: \$29,841
- Upper Missouri National Wild and Scenic River Commercial Special Recreation Permits \$7,829
- Uplands Special Management Area Commercial Special Recreation Permits: \$4,966
- Interagency Recreation passes: \$1,020

### *Priorities for the expenditure of collected recreation fees*

- The James Kipp Recreation Area spent \$25,308 or 98% of its earned revenue to enhance the recreation experience of campers and fisherman at the site. Carry over monies are used to hire park ranger seasonals and start off maintenance contracts for the coming fiscal year.
- Collected recreation fees are primarily used for the service and maintenance of developed public access sites and developed boat camps within the river corridor. Services include, vault toilet pumping, trash sanitation service and cleaning contracts.
- There are 22 concrete vault toilets located within developed public access sites and developed boat camps within the UMNWSR corridor. Sites with year round paved or gravel road access are serviced annually. However, many of the developed boat camps are in isolated, hard to access locations that require locally contracted septic tank maintenance special service vehicles. Because of the unique inaccessibility issues related to these sites servicing of certain vaults is often conducted every other year.
- Trash removal dumpsters are located at three developed public access sites with a total of eight dumpsters requiring varying degrees of service based on seasonal use. All of the sites are located at remote campgrounds with road distances exceeding 100 miles round trip from landfill operation centers.
- One developed public access site at a remote location more than 100 miles roundtrip from the nearest community with a large diversified population is serviced by a private janitorial contract that is administered on a yearly basis with varying degrees due to seasonal use.

*Other Non-Recreation Fee Monies:*

- One film permit was issued in FY 2010 highlighting the Upper Missouri National Wild and Scenic River. The permit was issued for television based programming. A Nebraska Public Broadcasting Service (PBS) organization filmed documentary footage based on the book; The “Great Plains, America’s Lingering Wild” by Michael Forsberg. The crew spent four days filming in the White Cliffs section of the river with plans to wrap up additional filming in the spring of 2011. The Great Plains is scheduled for National television release by PBS in fall 2011.



**Great Plains Documentary film crew near Hole-in-the-Wall, River Mile 63**

## ***Your Recovery Dollars at Work***

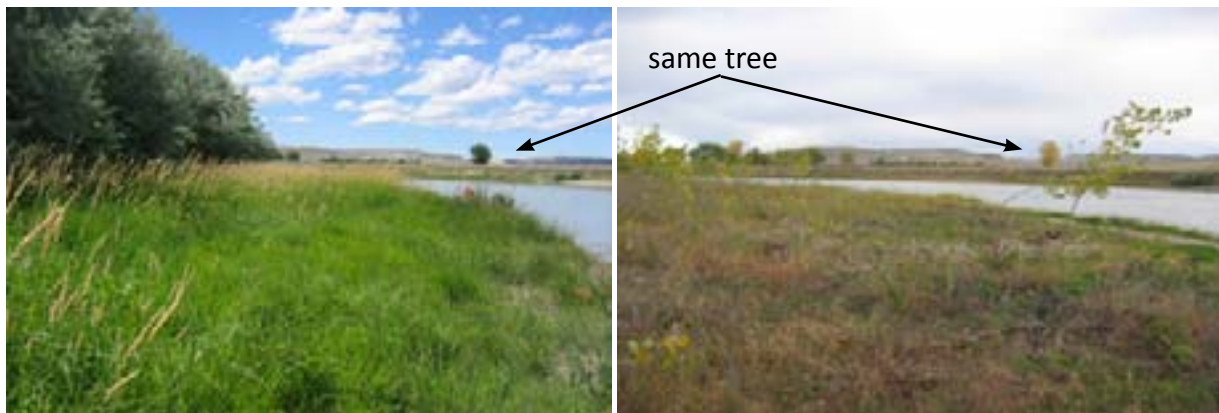
The following projects were completed in FY 10 utilizing American Recovery and Reinvestment Act (AARA) funding:

- Boat ramp replacement at Judith Landing: project was complete in October of 2010, not quite in FY 10, but delays were unforeseen. This project greatly benefits the boating/floating community by replacing an old, unsafe concrete boat ramp with a new ramp. An in-state business benefitted from this project and a total of four jobs were supported by the funding. Total investment in this project was \$109,500.



***Judith Landing boat ramp – completed in October 2010***

- Invasive Species Management: Funds were used for a contract for Russian Olive removal. Total investment in this project was \$28,500.



- Travel Plan Sign Installation: Funds were used to hire four seasonal college students to install numbered road signs that identify roads within the Monument that are open or seasonally open. Funds were also used to purchase equipment (power augers) and tools (cordless drills) to assist in installation of the signs. Total investment in this project was \$95,000.



*Newly installed numbered road sign within the Monument*

- Coal Banks Landing contact station: \$350,000 was obligated to construct an 850 square foot contact station at Coal Banks Landing. This building will be used to register/greet the public floating the Missouri River and to provide them with safety, weather, campsite, hazards and other information. Building will be complete in Spring FY 11.



*Coal Banks Landing contact station under construction*



- In 2009 the Central Montana District received ARRA funding for two Section 110 inventory projects. From May to June, 2010, contractor Steve Aaberg inventoried 3,535 acres along Cow Creek and Bull Creek in the Upper Missouri River Breaks National Monument. During the course of the inventory he documented 22 historic and pre-contact sites, including some historic rock art, and also documented what may be a skirmish site along the Nez Perce National Historic Trail. Staff worked with the contractor in September 2010 to grid the potential skirmish site with metal detectors in an attempt to determine the extent of the site and hopefully confirm this site as a Nez Perce War skirmish site. The final report was submitted in December 2010.



*Historic petroglyph of priest (?) identified during ARRA inventory*



*Site Steward Tom Darnell metal detecting with contract crew.*

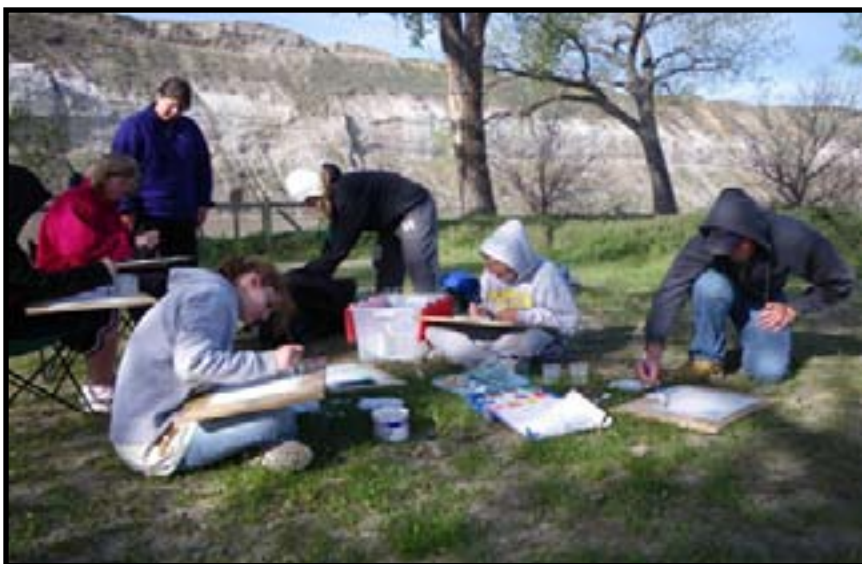
- Monument staff have been collaborating with the Montana Preservation Alliance who are working on a challenge cost share project, funded by the Forest Service. This project will complete a landscape assessment of the Nez Perce Trail through the Judith Basin and across the Missouri River. Since the Nez Perce National Historic Trail's Comprehensive Management Plan is being rewritten, this effort is timely.

## ***Engaging Youth in America's Great Outdoors***

### **Youth Engagement**

- Funding through Take It Outside allowed the Missouri River Breaks Interpretive Center to provide river trips to school groups of underserved students from very rural areas surrounding the Monument. Over 150 students in five grades were able to participate in the Journey Through the Monument river trip program on the Wild and Scenic Upper Missouri River and the Marias River through this funding. It also provided enough funding to assist with a Teachers' Orientation river trip for new teachers/schools to the river trip program. This river trip gave teachers on-the-river experience for logistics, camp protocol and educational hikes and stations. Funding also allowed the interpretive center to purchase high quality PFD's (life jackets), sleeping bags and tents. These items are being loaned out to school groups to provide better, more reliable gear for the comfort and safety of the students and river trip participants.

***Students from Big Sandy on their Journey through the Monument river trip, referring to river maps while they drift.***



***Students work on art lessons at Slaughter River campground.***



## Youth Employment

- Two of the four seasonal Park Rangers selected to perform duties with the River Management Station fall under the youth employment criteria. These rangers conducted multi-day patrols of the UMNWSR via canoe, kayak, motorized watercraft and foot providing visitors services, campground maintenance, search and rescue assistance, and natural resource monitoring throughout the season. Patrol zones encompass the entire river corridor as well as uplands areas. More than 40 separate patrols were conducted in FY 10 with a cumulative total of 1,941 river miles travelled.



*Youth Seasonal "River Rangers" on patrol during the FY 10 season.*

- Montana Conservation Corps youth were utilized to remove 2.5 miles of abandoned barbed wire fence, which was an obstacle to wildlife and was cluttering public lands.
- Cody Harris, geography major at University of Montana, came to work for us. In addition to completing Section 106 inventories, Cody has monitored sites and helped document previously unrecorded sites. Most notably he updated our site and survey atlas, digitizing all of the data gathered over the last three years. When the decision is made to expand the Montana Geographical Information System (GIS) database capabilities our data will be current as of 2010.



*Cody Harris, STEP employee*

## Educational Outreach

- The Monument entered into a second year of Educational Outreach with Native American students in FY 10 with a somewhat different approach from the programs previous year. This year the program was designed to expose Native American students to the types of natural resource careers available within the BLM and to provide them an opportunity to gain valuable job experience during their break from college. Native Americans are currently greatly under-represented in natural resource professions. Our goal is to create and maintain an open network of communication by working to develop an outreach program for natural resource students and provide meaningful hands-on experience along with educational instruction opportunities.
- Monument staff participated in judging northern Montana Regional Science Fair, and gave wildlife presentation at the local university class.



Students assist BLM by accomplishing field projects and gain knowledge about resource management career opportunities within the organization. In FY 10 active recruitment of students did not begin until late May and with many students already committed to summer employment and internships the decision was made to recruit eligible Native students under the Student Temporary Employment Program (STEP). Of the three students recruited only one met all the necessary requirements to be accepted under the STEP. With the season already well underway this student was assigned duties as a Park Ranger and participated in all aspects related to that position. Opportunities to engage in other resource management related occupations were hindered because of the short timeframe of employment; however, feedback from the student upon her departure, her co-workers and supervisors indicated the experience was informative, educational and highly beneficial to all involved. Our desire is to continue this worthy program in the future to promote diversity in the workforce, expose, educate, and perhaps one day inspire Native American students to seek careers within the BLM. To date this program has not reached its full potential but can and will with timely approval.



## ***Partnership and Volunteer Efforts***

### **Overview**

- The LFO has entered into assistance agreements with both Montana State University and the University of Montana for different projects. University of Montana graduate student Bob O’Boyle is completing National Register of Historic Places (NRHP) nominations for two historic properties along the Missouri River, the Ervin Cabin and the Nelson Homestead. His proposal included completing dendrochronological work to assess the age of the logs used in the historic buildings, but the lab in Arizona has been less than responsive. He submitted those nominations in July, 2009. Mr. O’Boyle presented the Nelson Homestead nomination to the State Historic Preservation Review Board at their September 2009 meeting in Lewistown. Edits to the document will be finalized this year and will be submitted to the State Keeper in September 2010. The Ervin Homestead nomination will be submitted to the Review Board in 2011, after the restoration work on the cabin is completed.
- The Monument created a site stewardship program with Montana State University (MSU) and Project Archaeology. Our first volunteer training was held in 2009 in Lewistown. BLM anticipated having volunteers participate who would be interested in monitoring sites in the Upper Missouri River Breaks National Monument. Instead, people from across the state (from Sydney to Missoula) attend the training, with the intent of taking the training home to implement with federal and state agencies at their homes. In July 2010 the Monument conducted our second training, with another training scheduled in October in Helena sponsored by the Helena National Forest. Participants in the 2010 class came from Lewistown as well as state parks in Billings and Lolo. The design for the program comes from a petroglyph located along the Missouri River in central Montana.



### **Volunteer Accomplishments**

- Upper Missouri National Wild and Scenic River volunteer work force. Volunteers provided exemplary support to the river operations program serving in various capacities such as campground hosts, visitor contact representatives, administrative assistants and field staff to include assistance with National Public Lands Day activities.
- Additional partnership agreements are currently in draft stages with the Friends of the Monument and Montana State University’s Undaunted Stewardship program and should be finalized in FY 11.

**Upper Missouri National Wild and Scenic River Volunteer Contributions FY 2010**

Partner/Volunteer Position	Project Name and Description	Accomplishments		Monetary and In-Kind Contribution
		Number of Volunteers	Hours Contributed	Value (\$20.85 per hour)
Camp Host	James Kipp Recreation Area	4	2,504	\$50,706.00
Camp Host	Judith Landing Recreation Area	3	744	\$15,512.00
Camp Host	Coal Banks Landing Recreation Area.	2	600	\$12,510.00
Volunteer	Upper Missouri National Wild & Scenic River Field Staff-Campsite Monitoring	2	112	\$2,335.00
Volunteers	Fort Benton River Management Station Administration Assistant	1	104	\$2,168.00
Volunteers	James Kipp R.A. NPLD Field Staff	14	112	\$2,335.00
	<b>TOTAL</b>	<b>26</b>	<b>4,176</b>	<b>\$85,566.00</b>

- Five volunteers contribute fifty hours monitoring historic properties within the Monument. Work included photographing site conditions, noting changes in condition, and assisting in metal detection at a possible Nez Perce War skirmish site. Total value = \$1042.50.



*Site Steward Clint Loomis at the Keaster Bison Kill Site*



*Volunteer Campground Host at James Kipp Recreation Area*



*Volunteer Campground Host at Coal Banks Landing with BLM Park Ranger*





*With assistance from the GeoCorps Volunteer, Interpretive Center volunteers learn about geologic layers near Geraldine, MT.*

Certified Interpretive Guide training was provided to Missouri River Breaks Interpretive Center education docents, one seasonal park ranger (interpretive specialist) and one partner from the River and Plains Society in Lolo Montana. This four-day training was offered through the National Association for Interpretation by Alan Leftridge in Lolo, MT.

- At the center, nine volunteers contributed more than 480 hours toward the educational programming at the interpretive center. One intern/volunteer with GeoCorp (through a partnership with Geological Society of America) also provided geological training for the docents and BLM staff. The education assistant position was funded by a Washington Office grant through the youth initiative effort. The GeoCorp intern contributed 320 hours of volunteer labor to the center in FY 10, for a total of 800 hours of volunteer labor.
- \$16,680 in labor was contributed to the Missouri River Breaks Interpretive Center by volunteers in 2010.
- At Missouri Breaks Interpretive Center a concerted effort to provide better organization and utilization of volunteer hours reduced the amount of time required of docents to provide educational programs in FY 10. School groups requesting more than one program were rotated through in a sequential or linear fashion as opposed to a cyclical or rotating fashion as in the past. This single change in scheduling decreased the demand for volunteer hours by almost two thirds. Docents prepared ahead of time then arrived at their required times for the schools, stepping in and handing off students in a seamless effort.

## Partnership Accomplishments

- The Center also has a Memorandum of Understanding (MOU) in place with the Fort Benton Chamber of Commerce and the Retired Seniors Volunteer Program (RSVP) in Great Falls. The interpretive center works cooperatively with the Chamber to provide training and sharing of volunteer staff with each other. The BLM also provides limited staffing assistance at the Fort Benton Visitor Center (located downtown) during the summer months. The MOU with RSVP provides additional insurance protection and other benefits for BLM volunteers that sign up with RSVP. For example, travel insurance is available should anything happen to a volunteer while driving to and from the work site. These benefits go directly to the volunteer, not BLM, but are an additional benefit that BLM can offer to these volunteers as a result of the MOU with RSVP.
- Additional partnerships for the center include the City of Fort Benton to assist with outdoor maintenance such as mowing, irrigation, snow removal and the River and Plains Society who provide part-time front desk staffing assistance during the peak summer season.
- The Missouri Breaks Interpretive Center has a partnership with the local historical group, The River and Plains Society (RPS) of Fort Benton. This partnership is accomplished through an assistance agreement in which BLM provides RPS with 5,000 dollars each year (this is year four of a five year agreement) and in turn, RPS provides staffing assistance at the interpretive center front desk for three or four days per week during the peak summer season - Memorial Day through September 30th each year.

## Science

### Overview

- In FY 2010 BLM awarded Dr. Ray Rogers of Macalester College a \$10,000 Challenge Cost Share (CCS) to complete a variety of interpretive and educational materials for the Upper Missouri River Breaks National Monument, with an additional goal being to train undergraduate geology students and advance science discovery in the Monument. This first year of our three year project staff hope to identify fossil localities that could be the focus of interpretation, and then develop a theme for the interpretation. Monument staff also hope to begin compiling a floater's guide and sign information and start planning for a video project. Dr. Rogers and his students began work in July 2010.
- One potential obstacle in the completion of this agreement is that the President's proposed budget for FY 2011 has no funding for Challenge Cost Share. Unless the CCS program gets funding the Monument will either have to develop a different partnership mechanism or Macalester College may have to proceed without federal funding.
- During this period Dr. Rogers and Dr. Curry Rogers received official notice from the National Science Foundation (NSF) that their grant to support research and student training in the Monument through 2014 will be funded.
- On April 15, 2010, two men were found illegally excavating historic privies on public land within the Fort Benton National Historic Landmark. BLM now has a solicitation out now to complete a commercial value determination on the artifacts that were recovered, and staff are in the process of drafting the archaeological damage assessment. The investigation is ongoing and will continue into next year's reporting period.

## ***Outreach, Environmental Education, and Interpretation Efforts***

### **Visitor Centers**

- The Missouri Breaks Interpretive Center (MRBIC) interprets the natural and cultural history of the Monument and the Upper Missouri National Wild and Scenic River. The main interpretive theme is “How the Land and the River Have Shaped Human History, and How Human History now Shapes and Preserves the Land and the River”. Included within this main theme are subthemes, such as 1) Geology, 2) Flora and fauna of the river and the uplands, 3) Steam boating history of the river, 4) The Nez Perce flight from the army in 1877 and their crossing at Cow Island, 5) The many cultures of people who have called this place home and 6) The freighting history that gave rise to the importance of Fort Benton as the worlds’ innermost port. Leave No Trace programming is also included in many programs.



*The Upper Missouri River Breaks National Monument Interpretive Center in Fort Benton opened in fall 2006 and also holds offices for the River Management Station staff.*

- Visitation increased during the Interpretive Center’s fourth year and the demand for education and interpretive programs increased as well. This may be due to the economy showing signs of improvement. This year a number of schools traveled over three hours to attend educational programs at the center.
- General visitation at the Missouri River Breaks Interpretive Center for FY 2010 was just under 6,000 visitors. Educational programs were delivered to about 125 students off-site. Of this number 750 students attended over 63 educational programs at the center. Also included in FY 10 totals are 50 visitors who attended evening interpretive programs about Teddy Roosevelt and the Plight of the Pallid Sturgeon. Five groups (164 people) received tours of the interpretive center.

## Environmental Education

Environmental education programs at MRBIC include:

- Aquatic Ecology
- Who Goes There? (animal tracks)
- It's All in Your Head (skulls and animal adaptations)
- Bird Adaptations
- Mineral Alley (about dinosaurs and geology of the Monument)



## Cultural programs at MRBIC include:

- Must Cultures Collide? (a program about the Nez Perce War of 1877),
- Bullwhacker Freight Company (freighting history in the Monument),
- Miss Mae Flannagan (historical reenactment of her story aboard the steamboat Eclipse, last boat to leave Fort Benton in summer 1887).



## Interpretation

Various programs about the Upper Missouri River Breaks National Monument are provided throughout the year to special interest groups, service clubs and professional organizations. These programs are provided by the interpretive center director to approximately 150 people off-site.



*An education docent portrays Mrs. Bullwhacker for the students' education program.*

*Teddy Roosevelt (right) was an occasional traveler through the lower reaches of what is now the Upper Missouri River Breaks National Monument. This program was provided by an individual through Humanities Montana.*



- Pallid Sturgeon have survived in the Missouri River since the age of the dinosaurs. A fisheries biologist from MT Fish, Wildlife and Parks presented a program in 2010 about the last remaining individual pallids and efforts being taken to prolong their survival.

#### *Interpretive products and services*

- The Missouri River Breaks Interpretive Center provides both personal and non-personal interpretation inside the center and on the short interpretive trail located between the center and the Missouri River.
- Programs provided at the Missouri River Breaks Interpretive Center have been provided to local, area and state school students, K – 12 as well as university students. Additional programming targets visitors during the peak tourist season to include boaters, families and tour groups that are traveling through the area.
- In October 2009 Archaeologist Zane Fulbright participated in the Montana History Conference. He participated in a panel of federal archaeologists, and gave a presentation entitled “Missouri River Manors: Historic Agricultural Settlement along the Upper Missouri River Breaks.” The talk and PowerPoint presentation explored how the promise of free land and hopes for a prosperous agricultural experience lured many settlers to the Missouri River Breaks. The BLM’s interpretive and preservation efforts were also highlighted.
- Mr. Fulbright also presented an overview of the BLM’s cultural resource program to the Lewistown Kiwanis. He gave a brief history of the local program, and then highlighted what the BLM has been doing regarding resource protection, preservation, and interpretation. Members expressed interest in the Site Stewardship program, as well as involving Boy Scouts in hands-on resource protection.
- Members of the public, the Montana Historical Society, academia, civic organizations, and the Central Montana RAC are frequent recipients of the Monument’s interpretive programs.
- In August 2010, Zane Fulbright joined members of the Central Montana Resource Advisory Council (RAC) on a canoe trip from Judith Landing to Stafford Ferry. Points of interest were the PN Ranch, Murray Dugout, and the Hagadone Homestead. The PN Ranch is privately owned, but is within the boundaries of the Judith Landing Historic District, which is listed on the National Register of Historic Places



*Central Montana RAC members and Friends of the Missouri Breaks Executive Director on Missouri River*

## ***Manager's Corner***

In FY 10, the entertainment industry started to show increased interest in the Monument and surrounding uplands. Whether it has been filming a hunt, or reenacting Lewis and Clark activities, the number of permits issued for filming activities has been on the rise. The Monument issued five such permits in FY 10 which were at least partially on BLM administered land within the Monument. These episodes have aired nationally on the Travel Channel and public television in Nebraska. Interest continues to increase with more permits requested in FY11, focusing primarily on documentary type of filming.

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