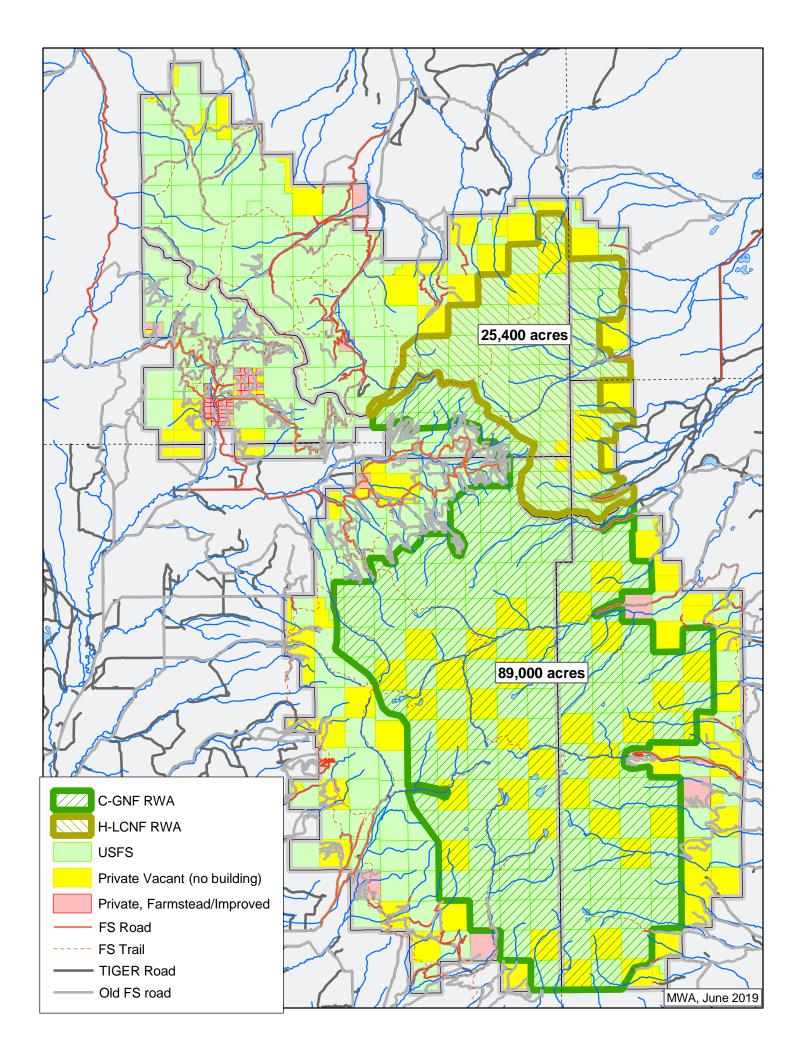
### **Montana Wilderness Association Organizational Comments**

Appendix A: Attachments

- I. Big Pryor Mountain Photo of "abandoned mine"
- II. Crazy Mountains
  - A. Proposed RWA boundary map
  - B. 1987 Settlement Agreement
  - C. Letter from Garber to Burton Pretty on Top
  - E. S. 2751, 100th Congress, 1988
  - F. H.R. 2743, 103rd Congress, 1993
- III. Gallatin Forest Partnership
  - A. GFP Comments on DEIS and Draft Plan
  - B. Agreement
- IV. Notes from Fighting Butte



II. Abandoned "Mine" in Big Pryor Proposed RWA



## ATTACHMENT "A"

# SETTLEMENT AGREEMENT TO THE APPEAL OF THE GALLATIN NATIONAL EXPERT:

### APPEAL OF THE GALLATIN NATIONAL FOREST PLAN BY THE CRAZY MOUNTAINS CULTURAL PRESERVATION ASSOCIATION

For the purposes of resolving the appeal by the Crazy Mountains Cultural Preservation Association, the appellants and the Forest Service agree to the following:

### Forest Service Actions:

- 1. As a means to insure that the Grow people are informed and involved in Forest Service decisions that could have an effect on traditional cultural properties in the Grazy Mountains, I designate the Grow Indian Cultural Commission to participate as a "consulting party" as defined in 36 CFR 800.1(d)(1).
- 2. The objectives of having a dissignated "consulting party" are to have a formal process which would allow the Grow Tribe to comment on proposals in the Grazy Mountains which may affect them and designate the Grow Indian Guitural Commission as the group to contact in case there are ever any cultural remains uncovered.
- 3. The Gallatin National Forest would recognize the importance of the Grazy Mountains to the Craw people by including such a statement in the Forest Plan. The Forest Service will propose this through a Plan amendment.

### Crazy Mountains Cultural Preservation Association Actions:

- 1. The Crazy Mountains Cultural Preservation Association (appellant) agrees to withdraw their appear of the Gallatin National Forest Plan and ElS. Appellant agrees to inform the Chief of the Forest Service of their withdrawal of the appeal.
- 2. The appellant agrees that the Forest Sandos can designate the Crow Indian Cultural Commission as the "consulting party" of the Crow Tribs which the Gallatin National Forest will formally use for commenting on various activities which may have an effect on the Crow people.

DALABLE

Regional Forester

Northern Region

120

JOHN PRETTY ON TOP

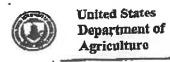
DATE

Crazy Mountains Cultural Preservation Association

Crow Indian Cultural Commission

JUL 23 192 9:49

ARR FRT FITE PARE non



Forest Service Gallatin National Forest P. O. Box 130 Bozeman, MT 59771

File Code: 1550/2360 Special Interest Areas

Date: July 2, 1998

Mr. Burton Pretty On Top Tribal Cultural Director Crow Nation P.O. Box 159 Crow Agency, MT 59022

Dear Mr. Pretty On Top:

Based on your recent conversation with Debbie Johnson, I want to assure you that your request for our attention regarding the management of the Crazy Mountains has not been ignored or overlooked. The Rangers and Staff have continued to work diligently on this issue and have raised questions requiring your input. We feel that we have a good relationship with our Crow neighbors and wish for that relationship to continue.

As you are aware, Laws, Executive Orders, regulations and policies regarding tribal relations have not been written with the intent of resolving land use conflicts. As such, we need to work together to develop a land use strategy that is best for the land and its resources. We do recognize the "sacredness" of the Crazy Mountains as you and others before you have described. We welcome the opportunity to work with you on ways to protect the sacredness of these Mountains that is satisfactory to Crow cultural belief while still allowing us to provide for other uses of public lands.

As Walt Allen has discussed with you, the use of public lands for religious purposes alone does not preclude other uses from occurring. Therefore, it is important for the public to understand why the Crazy Mountains are important to the Crow people. Your involvement and input to this process is critical. I would like my staff to be able to further discuss with you the importance of increasing public awareness of the sacredness of the Crazy Mountains and how best to minimize the increased use that may result from that awareness. This approach could be used as a foundation to start a dialogue with adjacent landowners and various user groups in identifying issues and developing travel management alternatives for the Crazy Mountains. The three District Rangers, Debbie Johnson and Terri Marceron of my staff and Bill Fortune of the Lewis and Clark NF are willing to work with you and other interested publics on developing a stategy that would allow public input in the development of alternatives for future decisions which may or may not coincide with our Forest Plan Revision process.

Without public involvement and evaluating other resource and use issues, any decisions made with regard to travel management in the Crazy Mountains would be challenged and most likely end up in court. We have not, at this time, identified any other resource issues that would warrant our immediate closing of roads, trails, or areas from motorized use. We would like to work closely with you on



identifying potential issues, realizing it will take time. I acknowledge your urgency in wanting to as sure protection of sacred areas in the Crazy Mountains, however, using religion alone to exclude other uses of public lands has not been well supported by case law and may not have the same end result you may be striving for.

With regard to our Forest Plan and the settlement agreement, we stated we would amend our Forest Plan to include a statement that the Crazy Mountains are sacred to the Crow Nation. This has not been done to date. Making that statement in a public document has the potential to draw greater attention to a "use" that we understand requires as much isolation as possible. We would like your advice and counsel on pursuing this matter if it is still an important issue to the Crow Tribal Council and needs our immediate attention to amend our Forest Plan, or if we may best address this issue in our upcoming Forest Plan Revision process.

We appreciate your patience. We realize our progress may seem slow, but we have considered a number of possible strategies. It is time for us to return to the table and consider these efforts in greater detail. Please continue to work with Walt Allen (406) 587-6752 and Debbie Johnson (406) 932-5155 on scheduling further work sessions and formulating an approach for addressing issues and travel management in the Crazy Mountains. Please contact me, Walt, or Debbie if you have any questions. We look forward to working with you.

Sincerely,

DAVID P. GARBER

Forest Supervisor

cc: G.Flora, Lewis & Clark NF

B.Fortune, Lewis & Clark NF

R.Inman, SO

W.Allen, SO

D. Johnson, Big Timber RD

T. Marceron, Livingston RD

**\$2751** 

Melcher (D-MT) 10/18/1988 (1208 lines) Engrossed (passed) in Senate

To designate certain lands in Montana as wilderness, to release other forest lands for multiple use management, and for other purposes.

\\ Italic text

Calendar No. 1124 100th

CONGRESS 2d Session

S. 2751

AN ACT

To designate certain lands in Montana as wilderness, to release other

forest lands for multiple use management, and for other purposes.

//Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, \That this Act may be referred to as the "Montana Natural Resources Protection and Utilization Act of 1988".

### FINDINGS AND PURPOSES

- Sec. 2. (a) The Congress finds that--
- (1) many areas of undeveloped National Forest System lands in the State of Montana possess outstanding natural characteristics which give them high values as wilderness and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;
- (2) the Department of Agriculture's second roadless area review and evaluation (RARE II), and other studies of National Forest System lands in the State of Montana and the related congressional review of such lands have identified areas which, on the basis of their landform, ecosystem, associated wildlife, and location, will help to fulfill the National Forest System's share

Deerlodge National Forests. Land and resource management plans for these National Forests prepared in accordance with the Forest and Rangeland Remarks wable Resources Planning Act of 1974, as amended by the National Forest ment Act of 1976, shall emphasize achieving the purposes for which the at is designated.

### SPECIAL STUDY AREAS

Sec. 10. (a) (1) The Crazy Mountains Land Consolidation Study Area in the Gallatin and Lewis and Clark National Forests, Montana, comprising approximately one hundred nine thousand five hundred acres, as generally depicted on a map entitled "Gallatin and Lewis and Clark Land Consolidation Study", dated October 1988, shall, notwithstanding any other provision of this Act, be managed in accordance with the

Gray Mon 109,500

provisions of Public Law 95-150. The Forest Service shall complete a study of public and private land consolidation alternatives for this area and shall transmit such study to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate no later than January 1, 1991.

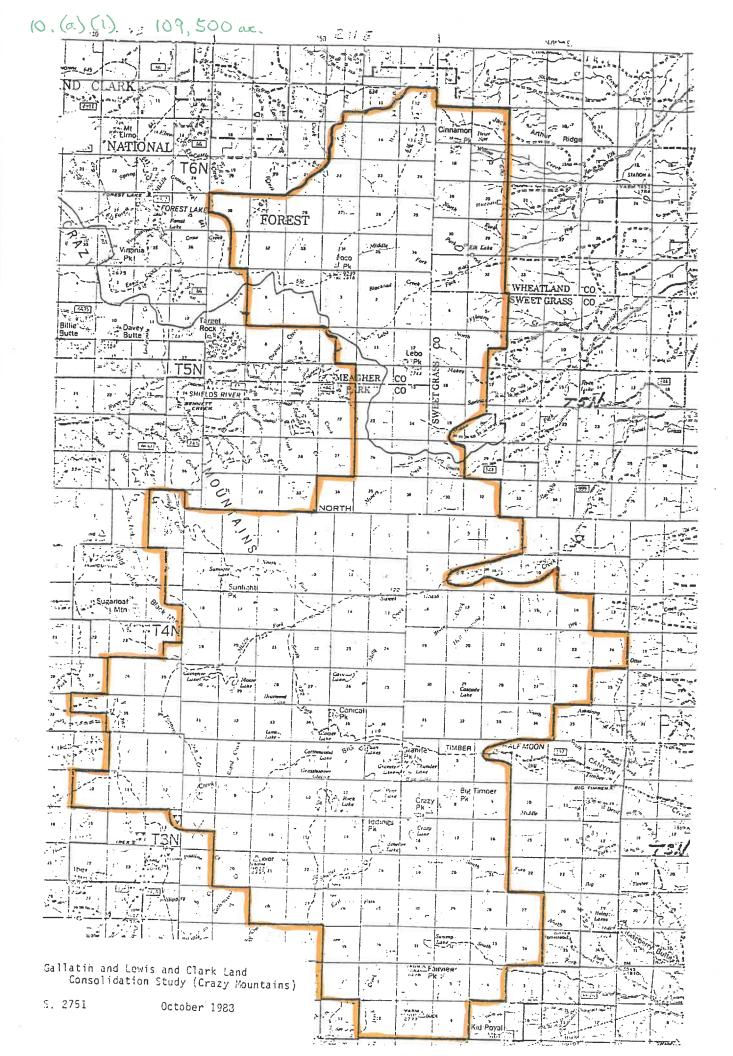
(2) The Porcupine-Buffalo Horn Study Area in the Gallatin National F., Montana, comprising approximately fifty-two thousand acres as ge ally depicted on a map entitled "Gallatin Wilderness and Wilderness Study Areas--Proposed", dated October 1988, shall be reviewed by the Secretary to evaluate the wilderness potential of the area; to analyze the motorized and non-motorized dispersed recreation use in the area; to evaluate the amount and distribution of recreation use including trail use; and to evaluate potential conflicts between various uses. This study shall be completed and submitted to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate no later than January 1, 1991. The area shall, notwithstanding any other provision of this Act, be managed in accordance with the provisions of Public Law 95-150.

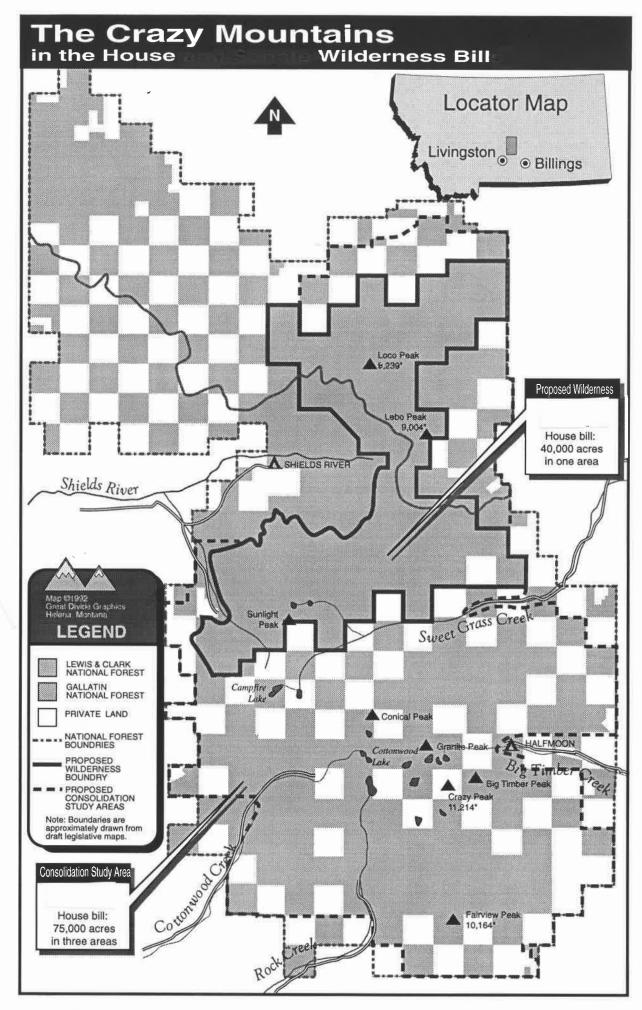
Parcupine Bullion Direct
Star & Drawn
52,000

(3) The Sawtooth Mountain Study Area in the Gallatin National

Forest, Montana, comprising approximately twenty-one thousand five hundred acres, as generally depicted on a map entitled "Gallatin Wilderness and Wilderness Study Areas--Proposed", dated October 1988, shall be reviewed by the Secretary to evaluate and report on the wilderness potential of the area and alternatives for providing public access to Federal lands in the area. The study shall be transmitted to the Committee on Energy and Natural

Saw tooth Mrx Studinkun 21,500





H.R. 2473, 103rd Congress, 1993



Custer Gallatin National Forest Attn: Forest Plan Revision Team P.O. Box 130 (10 E Babcock) Bozeman, MT 59771

Submitted online at:

https://cara.ecosystem-management.org/Public/CommentInput?project=50185

Re: Draft Revised Forest Plan and DEIS

June 6, 2019

Dear Forest Planning team,

On behalf of the Gallatin Forest Partnership, please accept these comments on the Custer Gallatin National Forest's Draft Revised Forest Plan and Environmental Impact Statement. We want to thank the Forest planning team for including many of the recommendations submitted by our Partnership within the range of alternatives being considered for the Gallatin and Madison Ranges. We continue to believe our agreement offers the best solution for the long-term management of these two ranges, to protect the wildlife, clean water, wild lands and recreation opportunities so enjoyed by the growing communities of Livingston, Bozeman and Big Sky.

In these comments, we've identified some key pieces of our agreement that appear to be missing. We believe incorporating these elements of the agreement into your final decision would both better reflect our agreement and strengthen the final forest plan. We are also submitting the latest list of businesses, organizations and individuals who have endorsed the Partnership agreement to demonstrate the growing public support for our proposal.

Thank you for the opportunity to offer these comments for your consideration.

### Land allocations and designations:

### West Pine Backcountry Area (3.7.18):

Thank you for your good faith attempt to model the West Pine BCA after our proposed West Pine Wildlife Management Area. While the plan components for this area in the draft forest plan represent *parts* of the GFP agreement for West Pine, there are some key pieces of our agreement missing. It is important to the Partnership that the entirety of our vision for these landscapes be implemented; otherwise it threatens the integrity of our collaborative agreement. There are a few things that we believe must be represented in the forest plan, and there are some places where we would like to see the draft plan components strengthened.

### Desired Conditions (MG-DC-WPBCA):

We proposed three "management goals" for West Pine with equal weight and want to ensure that they are represented by three desired conditions in the final forest plan. Currently there is only one desired condition, focused on quiet, nonmotorized recreation. Our shared values for protecting wildlife and wild character are central to our recommendations. As a result, we recommend two additional desired conditions, similar to the language included for the Cabin Creek Recreation and Wildlife Area (MG-DC-CCRW):

- Wildlife habitat for big game, grizzly bears and other native species provides foraging, security and migration corridors to allow wildlife to coexist with human use of the area
- The area retains its wild, remote and natural character.

If you do not feel that the entire suite of these desired conditions fit within the definition of a Backcountry Area, then we recommend crafting a special management area (SMA) that could reflect our three equally important desired conditions for West Pine to ensure that future managers understand the intent of the management direction.

### Additional Plan Components for West Pine Backcountry Area:

We also recommend the Forest incorporate some additional plan components (goals, objectives, guidelines) into the West Pine area to reflect more of our management recommendations for West Pine. The draft plan misses some of these components, particularly the objectives around future mechanized trail development and wildlife.

The Partnership agreement recommends allowing mountain bike use on the existing system trails in West Pine currently open to foot and horse travel only. While we understand the forest plan cannot make travel plan decisions, we would like to see some acknowledgement that this recommendation requires further action by the Forest Service. We suggest incorporating an objective with a specific timeline by which a travel plan decision will be made for this area to bring the forest plan and travel plan into alignment if the analysis demonstrates it is feasible.

The Partnership agreement also identifies two areas where new trail construction could be considered to enhance the connectivity of the West Pine trail network. Again, we understand that forest plan cannot make these site-specific decisions, so we recommend an objective regarding enhancing trail connectivity by identifying opportunities to connect existing trails to create loop rides or to connect to other parts of the trail network.

Finally, for each of the agreement's land designations, we identified the need to ensure no net change in system trails or trail density. We would like to see clearer guidance in the forest plan to ensure the existing development footprint in the WSA does not continue to expand.

### **Buffalo Horn Backcountry Area (3.7.16)**

Again, the Partnership appreciates the effort by the Forest Service to incorporate elements of our agreement into the plan components proposed for the Buffalo Horn Backcountry Area in Alternative C. We are encouraged to see the willingness to tailor management direction for specific backcountry areas in response to the unique characteristics of the area by incorporating our somewhat different recommendations for Buffalo Horn and West Pine.

Once again, there are some elements of our agreement that are missing or that we would like to see strengthened in order to ensure that our agreement is fully reflected in the final plan. In developing our recommendations for the Buffalo Horn area, we looked to the Cabin Creek Recreation and Wildlife Area as an example.

### Desired Conditions (MG-DC-BHBCA):

As we noted in our comments on the West Pine Backcountry Area, we would like to see additional desired conditions identified for the Buffalo Horn Backcountry Area. This area provides important wildlife habitat for a range of species migrating from Yellowstone National Park. It is also a popular recreation destination in all seasons, particularly for the Big Sky community.

These high wildlife and recreation values require proactive management to prevent the degradation of the important wildlife habitat values and increased conflicts between wildlife and recreationists.

As we identified in our comments regarding West Pine, we believe the desired conditions must reflect the importance of managing for wildlife and wild land values as well as recreation. We recommend incorporating additional desired conditions similar those additions we identified for West Pine:

- Wildlife habitat for big game, grizzly bears and other native species provides foraging, security and migration corridors to allow wildlife to coexist with human use of the area.
- The area retains its wild, remote and natural character.

### Additional Plan Components:

As a partnership, many of our discussions regarding the Porcupine-Buffalo Horn area revolved around balancing recreation use with the needs of wildlife for secure habitat. Minimizing trail density is one way to ensure wildlife still have places to go without regular human use which the DEIS speaks to (3.10.6, p. 483).

Within the Porcupine Buffalo Horn area, there is a proliferating network of non-system, user created trails between the Big Sky snowmobile trail and Highway 191. This creates issues for wildlife by degrading secure habitat and for recreationists who are using some of these non-system trails that have become popular.

To address this issue, the Partnership's agreement recommends that:

• Immediately following completion of forest plan revision conduct travel analysis for all trails within the P-BH area, designate additional system trails as necessary, and allow no new trail construction following this process.

We would like to see <u>an objective that commits the Forest Service to conducting this travel analysis</u> within a certain time frame and in coordination with Montana Fish, Wildlife and Parks. For example, such an objective could read:

 Within 3 years, initiate travel analysis for the Buffalo Horn Backcountry Area to evaluate the area's trail network, including non-system trails, to identify and designate the necessary trail network.

We support the Forest Service getting a handle on user created non-system trails, freezing the overall trail density and where possible removing redundant trails in the Buffalo Horn backcountry area.

Finally, there is no mention in the plan components for the Buffalo Horn backcountry area of the Grizzly Bear Primary Conservation Area. This designation will at least partly drive management decisions in the Buffalo Horn backcountry area and should be incorporated into the plan components for the area.

### **Hyalite Recreation Emphasis Area (3.7.13):**

Thank you for including the Partnership's expanded Hyalite REA boundary in Alternative C. We believe including the Sourdough and S. Cottonwood drainages as well as the entire landscape in between more appropriately reflects the area of the northern Gallatin Range that sees the highest recreation pressure. We are encouraged that the Forest Service is looking for ways to address this level of use in balance with protecting the other natural resource values found in this part of the Gallatin Range.

We reviewed both the forest wide plan components that would direct management of REAs and the specific plan components for Hyalite. We offer the following recommendations and additions to clarify and strengthen these portions of the plan and better reflect the Partnership's full agreement.

### Forest wide direction for Recreation Emphasis Areas (2.4.47):

Because the intent of the Partnership's agreement is to maintain the recreational access in Hyalite as it is today, we are concerned with some of the language in the desired conditions for the semi-primitive nonmotorized (SPNM) winter allocations, which include Sourdough and Hyalite in Alternative C.

Specifically, the desired condition for SPNM winter (FW-DC-ROS 06) includes the phrase "Trails are generally un-groomed …." This could be interpreted to mean that groomed trails for nonmotorized winter recreation in both Sourdough and Hyalite are not allowed. We support the SPNM winter designation for the northern part of the Gallatin Range. To

avoid confusion or changes in interpretation down the road, however, we recommend deleting the language that "trails are generally un-groomed" from the SPNM winter nonmotorized desired condition.

The forest wide direction for all recreation emphasis areas also raised some questions for the Partnership that could affect management of the Hyalite REA.

The guideline regarding construction and management of temporary roads, skid trails and landings suggests the Forest Service is thinking about preventing the proliferation of user created trails in heavily used recreation areas. We are encouraged by this forethought. However, user created trails become established in other ways in addition to active timber management. It may be useful to develop an additional guideline focused on preventing the general development of user created trails.

Recreation emphasis areas are identified as suitable for "a high density of recreation development." (FW-SUIT-REA) We would like to see a clearer definition of "high density" in this context. Does this mean suitable to absorb a lot of people or suitable for increased development such as more paved campgrounds, more developed facilities, etc.? Please add a definition of "high density recreation development" to the glossary.

The only new recreation development in Hyalite envisioned by the Partnership would be new single-track trails to create loop rides and better trail connectivity outside of the Wilderness Study Area. We don't see "high density" developed recreation sites in the area or a greatly expanded development footprint. If the definition of high density is incongruent with the Partnership's vision of limiting development beyond trail-building to improve trail connectivity and loop opportunities, then an additional plan component is required in the Hyalite REA management direction to clarify that new development should be limited to trails.

### Desired Conditions (3.7.13 MG-DC-HREA):

We are disappointed that the desired conditions for Hyalite Recreation Emphasis Area almost exclusively focus on recreation with only passing mention of the area as a municipal watershed. We recommend additional desired conditions be developed that speak to protecting the wildlife and wild values of the area as well as more specifically ensuring a clean, reliable water source for Bozeman.

### Additional Plan Components:

In order to more fully reflect the Partnership's agreement, we recommend the following changes and additions to the plan components for the Hyalite Recreation Emphasis Area:

MG-STD-HREA O1 in Alternative C captures the Partnership's recommendation that
no new motorized trails be constructed. However, we also want to ensure that areas
and trails that are currently non-motorized stay non-motorized. The ROS maps are at
such a coarse scale, it is difficult to be sure this is the case. As a result, we recommend

- Standard 01 be changed to read "construction <u>and designation</u> of new motorized trails shall not be allowed."
- Alternative C includes a lakeshore development objective (MG-OB-HREA) that
  warrants clarification to reference Hyalite Reservoir. As it reads now, this objective
  could mean any lake in the area, including Hyalite, Emerald and Heather Lakes, which
  would not be appropriate locations for lakeshore development or developed day use
  areas.
- Similar to the objectives regarding day use areas at MG-OB-HREA, we would like to see the addition of a new objective regarding new trail construction in the front country of HREA to create loop opportunities. For example, "Per decade, two additional trail connections will be developed or converted from nonsystem trails outside of the WSA to enhance loop opportunities and trail connectivity.
- While other designated areas include a goal regarding partnerships with NGOs, this
  plan component is missing from the HREA components. We recommend adding a new
  goal regarding development and continuation of partnerships with NGO's to increase
  maintenance and funding capacity within the HREA.
- Forest wide direction for Backcountry Areas includes a standard designed to minimize
  the impact of access to or development of minerals (FW-STD-BCA 07). We recommend
  adding a similar standard to the Hyalite Recreation Emphasis Area as mapping by The
  Wilderness Society of Gallatin National Forest mining claims and oil and gas leases
  indicates some old claims within the boundary of the Hyalite Recreation Emphasis
  Area.

### Recommended Wilderness in the Gallatin and Madison Ranges (3.7.5)

The Gallatin Forest Partnership recommended four specific areas for future wilderness designation and made management recommendations specific to the areas within the Partnership's agreement. We are pleased to see our four areas and many of the management recommendations reflected in Alternative C for the Gallatin Range and portions of the Madison Range.

These site-specific recommendations were carefully negotiated by the specific organizations participating in the partnership and incorporate commitments to other stakeholders. We noticed that the Draft EIS (p. 823) identifies 2,060 acres of over-snow motorized opportunity that would be lost in Alternative C's proposed Gallatin RWA. We did not intend to close areas legally open to snowmobiling in the Gallatin Range and drew our boundaries for our proposed Gallatin RWA accordingly. In the Final EIS, we recommend using the same buffers for each alternative in order to get the most accurate analysis of the impacts of various land allocations on recreation.

### **Additional Plan Components**

 Both the Draft EIS and Recommended Wilderness Analysis identify the presence of mineral encumbrances in the Cowboy Heaven and Gallatin RWAs, as does mapping by the Wilderness Society. Given the presence of these claims and the lack of any suitability determinations regarding leasable or locatable minerals and RWAs, we recommend including the same standard found in the forest wide direction for Backcountry Areas (FW-STD-BCA 07) to minimize the impact of access to or development of these minerals on the wilderness characteristics of these areas.

In order to maintain and/or enhance the presently existing wilderness character in the recommended wilderness areas proposed for the Gallatin and Madison Ranges, we recommend adding a guideline regarding system trails similar to one proposed for existing designated Wilderness areas (FW-GDL-DWA 01). This guideline reads: To maintain areas of undeveloped wilderness character, there should be no net increase in miles of system trails within wilderness. However, trail re-routes for resource protection or after natural occurrences such as fire, floods, windstorms, and avalanches should utilize the best long-term sustainable routes with minimal trail infrastructure. This would be consistent with the Partnership's desire to see our agreed upon RWAs managed more like designated wilderness areas to protect the opportunity for future designation. An additional desired outcome of the Partnership's agreement is to prevent increased trail density in the backcountry which could degrade wildlife habitat security. This guideline would help achieve that outcome in the Gallatin and Madison Range RWAs.

### **General Recreation:**

Outside of our proposed designations, the Partnership identified several key areas in the Gallatin Range and along the western flank of the Absaroka Wilderness where the Forest Service could enhance diverse recreation opportunities, cooperative land stewardship, and public land access. While some of these recommendations cannot be implemented through the forest plan, this document does set the stage for what will be possible to implement in the future.

After reviewing the forest wide Recreation direction in the draft plan and the Recreation Opportunity Spectrum maps for each alternative, we've identified the following issues that need to be addressed in the final plan:

Electric Bikes: We appreciate the Forest's fore thought in developing plan components
regarding emerging recreational technologies (2.4.33 RECTECH). Electric mountain bikes
represent one such emerging technology. The Gallatin Forest Partnership believes that ebikes should be considered motorized recreation and not mechanized. We would like to
see a suitability component added to the RECTECH section that clearly states e-bikes are
motorized vehicles and are only suitable on designated motorized routes and trails and/or
in areas with an ROS classification that allows motorized recreation (semi-primitive
motorized, roaded natural, and rural recreation).

We also recommend adding electric bikes to the types of vehicles described in the desired conditions for semi-primitive motorized ROS, roaded natural and rural recreation ROS, (FW-DC-ROS 07, 09 and 11) and listing them as suitable for these ROS designations.

• Livingston Peak to Mill Creek area: Recognizing the relative lack of moderate semiprimitive non-motorized trails in the Livingston area, the Partnership identified some
opportunities on the east side of the Paradise Valley, along the western boundary of the
Absaroka-Beartooth Wilderness, where it could be possible to develop new nonmotorized trails. However, in every alternative, the summer ROS maps included in
Appendix A of the DEIS show a stretch of primitive ROS classification that will preclude
this opportunity. This area roughly includes the sections of land surrounding Dexter Peak
between the North fork of Strawberry Creek and Fire Creek.

Designating this area as primitive in every alternative does not present a full range of alternatives for consideration. We would like to see these sections changed to a semi-primitive nonmotorized ROS to allow for possible new nonmotorized trails if determined to be feasible.

Similarly, on the north side of Livingston Peak, there is a small area of semi-primitive motorized ROS classification where we envision opportunities for some nonmotorized trail development. The GFP would like to see this area included in the semi-primitive nonmotorized ROS classification instead, to ensure the opportunity to develop new nonmotorized trails accessible from Livingston if shown to be fiscally and ecologically sustainable.

### Wildlife:

The Gallatin Forest Partnership recognizes that the Gallatin and Madison Ranges are home to some of our most rare and iconic wildlife species due to the wild, roadless habitats found here. Ensuring healthy wildlife populations and habitats as well as co-existence among people and wildlife is a core, unifying value of our partnership and the foundation of much of our agreement.

We also recognize that expanding recreation use – of all types – is putting increasing pressure on wildlife in the Gallatin and Madison Ranges because more people are exploring deeper into the backcountry where wildlife find their most secure habitat.

In general, we feel the draft plan fails to grapple with the potential future conflicts between increased recreational use and wildlife habitat in several ways:

- Wildlife, secure habitat and connectivity are not mentioned as a significant or important resource in the desired conditions for the proposed designations in the Madison, Henrys Lake and Gallatin Mountains Geographic Area (3.7).
- The plan narrowly defines human-wildlife conflicts around food attractants and focuses on conflicts between humans and grizzly bears. (See FW-DC-WL 07, MON-WL-03) We believe human-wildlife conflicts also include things such as displacement of wildlife from critical habitat or den abandonment by species such as wolverine and bears. We also believe the people can have a broad range of impacts on and conflicts with more species than just grizzly bears.

The monitoring plan suggests the only human-wildlife conflict that the Forest Service will track is related to food attractants and grizzly bears. This narrow scope will provide no data to inform adaptive management in the event of conflicts related to human safety and/ or the degradation of secure habitat due to expanding recreation pressure.

Much of the public debate regarding the forest plan revision in the western part of the Custer Gallatin National Forest has revolved around current and future impacts of expanding recreational use on the cherished wildlife in this geographic area. This revised plan needs to enable the Forest Service to adaptively manage recreation in response to future impacts of recreation especially as climate change affects wildlife habitat occupancy, migration and seasonal needs. As a result, we suggest the following ways to strengthen the plan components for the Madison and Gallatin Ranges with regard to wildlife and recreation:

• Add a guideline similar to Guideline 02 in the forest wide direction for big game (FW-GDL-WLBG 02) which suggests scheduling and locating management activities to minimize disturbance of wild ungulates on winter ranges and during the reproductive season. This new guideline should focus on limiting recreation use/ access of all types during similar times of the year when wildlife energy demands are high. It should also include species in addition to wild ungulates where the DEIS identified that recreation may have an impact, such as wolverine and grizzly bears (DEIS, pgs. 380-385 and pgs. 400-409). Such a guideline would incorporate the GFP recommendation that the Forest Service use tools such as seasonal closures to limit recreation use during sensitive times for wildlife.

This guideline would also be consistent with Montana Fish, Wildlife and Parks management of their Wildlife Management Area in the southern Gallatin Range. This guideline could either be incorporated into the forest wide direction or added to the management direction for the Madison, Henrys' Lake and Gallatin Mountains GA. At minimum, we'd like to see it incorporated into the designations for the Gallatin Range, especially the backcountry areas.

- We would encourage the Forest to develop objectives related to the installation of signage related to wildlife closures.
- Northern Gallatin Key Linkage Area: We support the concept of a key linkage area designation outside of the more protective designations of backcountry, recreation emphasis and recommended wilderness areas. We see this as a potentially useful tool to manage areas outside of core habitats to ensure the broader landscape continues to allow wildlife migration and movement.

At the same time, the full implementation of our agreement over time is important to all of us. We included the following recommendation in our proposal for a West Pine Wildlife Management Area, which now appears to be in conflict with the proposed management direction for the northern Gallatin key linkage area:

Develop two new trails in the area as feasible based on terrain, habitat, and budget to improve trail connectivity. The first trail would connect the existing West Pine trail to the North Dry Creek trailhead outside of the WSA, creating a loop ride. **The second trail would head north from the existing Dry Divide Trail (#135) and connect into the Bear Lakes Trail (#53) as practical based on terrain.** If these routes are not practical, other trail routes should be considered in the area of similar length so as to provide a similar quality trail experience. Beyond these proposals, there should be no net change in the system trails. (emphasis added)

Part of the second proposed connector trail is outside the boundary of the West Pine backcountry area reflected in Alternative C. As the management direction for the key linkage area is currently written, such a connector trail could not be built in the key linkage area.

We believe the management guidelines for the northern Gallatin key linkage area need refinement. A full range of alternatives for management of key linkage areas has not been considered. These areas are either designated and managed according to three guidelines (FW-GDL-WL 02, 03, and 04) as reflected in Alternatives B, C and D or they do not exist at all. We recommend the Forest consider the following additional management options for this linkage area:

- Adjust the boundary of the northern Gallatin key linkage area to protect the opportunity to build the connecting trail envisioned by the Partnership agreement. Specifically, Sections 28, 33; Township 3S 7E seem to contain the most likely corridor for a north-south connector trail based on a review of maps and Google Earth images. These are the sections we propose excluding from the key linkage area. In addition, this summer offers an opportunity to get out on the ground to survey this opportunity prior to making a final decision on boundaries for the linkage area. We would be happy to participate in a field trip to look at this area, but at minimum someone with trail expertise could hike the area.
- Replace the complete prohibition on building new trail with seasonal and/or timing restrictions on the building and use of these trails during sensitive times for wildlife.
- Finally, the current boundary for the northern Gallatin key linkage area overlaps with the Hyalite Recreation Emphasis Area. This may be redundant if the additional plan components we suggest in our comments on the HREA are incorporated. The Partnership's proposal for the Hyalite Watershed Protection and Recreation Area envisioned a level of protection for wildlife to maintain connectivity even in the context of heavy recreational use.

• Monitoring: The Gallatin and Madison Ranges are extremely valuable for both recreation and wildlife and these values are interconnected. The presence of healthy wildlife populations in an intact ecosystem enhances the recreation experience. Yet, we all know that increased recreation pressure and/or poorly managed recreation of all types can negatively impact wildlife. Monitoring and adaptive management are essential to achieving sustainable recreation management and ensuring wildlife populations in the Madison and Gallatin Ranges continue to thrive.

Recognizing that much is unknown regarding the impacts of increasing recreation on wildlife habitat security, occupancy and connectivity, we believe the Forest needs to develop a more robust monitoring program related to wildlife and recreation. This monitoring program should include partnerships with agencies such as Montana Fish, Wildlife and Parks, universities such as Montana State University and non-governmental organizations which can help the Forest Service collect appropriate and necessary data, driven by agency developed monitoring questions. These partnerships can also help the agency secure additional funds and labor for this monitoring. Forest wide goal 04 (FW-GO-WL 04) sets the stage for this type of multi-party monitoring which is fundamental to enabling adaptive management and will be essential to building public support for some limits on access to public lands trails.

The Forest Service and its partners should be monitoring both wildlife occupancy of key habitats and recreation use trends (including volume of use) over time in these same key habitats. With regard to recreation, the monitoring questions in the draft plan are solely focused on activities such as trail maintenance being accomplished.

We strongly encourage the Forest to develop better monitoring questions related to this issue such as:

- o Is recreation use displacing wildlife populations from critical habitat?
- o Is there an increase in wildlife habitat fragmentation due to recreation activities?
- How is the type of recreational use changing? What are the broader use trends with regard to recreation?
- How is the volume of recreational use changing in areas of critical habitat over time?

We also recommend improved outcome and/or implementation indicators for the three general wildlife monitoring questions (MON-WL-01, MON-WL-02 and MON-WL-03). Specifically, the following indicators should be added to the monitoring plan:

- #/types/locations of barriers to wildlife movement and migration on the landscape;
- #/location of incidents of wildlife displacement;
- #/types/locations of changes in wildlife use; and
- o % change in unfragmented wildlife habitat.

Finally, we strongly recommend the Custer Gallatin work with MT Fish Wildlife and Parks to monitor wildlife occupancy and recreation use in high value habitats and areas of concern to examine how wildlife occupancy changes over time in relation to recreation use (including, but not limited to: types of recreation use, location of activities, duration of activities, and number of people).

#### Water:

We appreciate the attention given to aquatic resources in the draft plan. We are pleased to see that the streams identified on our priority list of Wild and Scenic eligible streams in their public lands reaches (Big Creek, Cabin Creek, Gallatin River, Upper Hyalite Creek, Madison River and the Yellowstone River) are all included in the Forest's list of potential eligible wild and scenic rivers (Table 27).

Hyalite and Bozeman Creeks are identified as priority watersheds in the Watershed Condition Framework and are a focus for ongoing restoration work. However, there are no plan components included in the Hyalite REA, which includes both watersheds in Alternative C, related to this work. We recommend adding an objective to the Hyalite REA plan components committing the Forest to accomplishing a reasonable number of restoration projects in these watersheds to improve their functioning from "at risk" as currently identified. (see 2.3.4, p. 22 and 3.7.13, p. 184).

#### **Conclusion:**

The Gallatin Forest Partnership appreciates the opportunity to participate in this forest plan revision and has invested heavily in developing a broadly supported durable solution for the Gallatin and Madison Ranges. We thank the Forest for considering elements of our agreement in the range of alternatives analyzed as part of this process. We hope you will consider the additional plan components identified within these comments to strengthen the final forest plan and better reflect our full agreement.

We look forward to continuing to work together and with the Custer Gallatin to implement our agreement through this plan revision and beyond. Thank you for your hard work on this planning process and for your commitment to the stewardship of the Custer Gallatin National Forest.

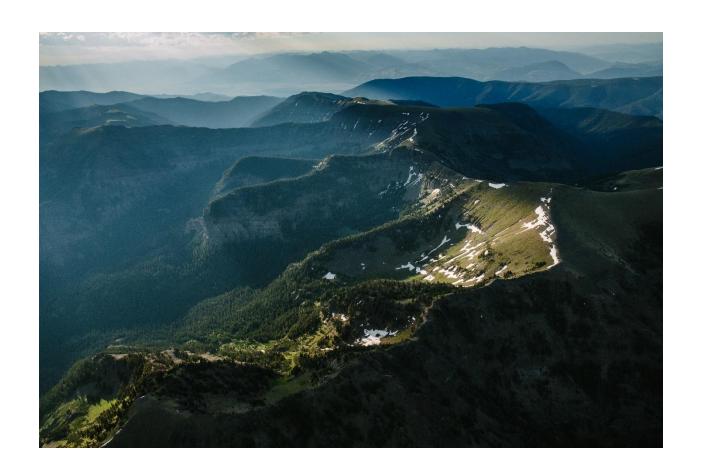
Sincerely,

### The Gallatin Forest Partnership

Members of the Gallatin Forest Partnership signing this comment letter include:

- John Mutter, Gallatin Valley Back Country Horsemen
- Steve Johnson, Big Sky
- Mike Fiebig, American Rivers and Montana Backcountry Alliance
- Denise Wade, Big Sky
- Darcie Warden and Ryan Cruz, Greater Yellowstone Coalition

- Hilary Eisen, Winter Wildlands Alliance and Outdoor Alliance-MT
- John Greene, Livingston Bike Club
- Emily Cleveland, Montana Wilderness Association
- Dane Rider, Montana Chapter, Backcountry Hunters & Anglers
- Adam Oliver, Melissa Cronin & Ian Jones, Southwest Montana Mountain Bike Association
- Barb Cestero, The Wilderness Society
- Tom Owen, Big Sky Mountain Bike Alliance



# Gallatin Forest Partnership Agreement

Final

January 2018

### **Table of Contents**

Introduction	3
Membership	4
Shared Interest Statement	6
Summary of Individual Recommendations	7
Gallatin and Madison Geographic Area	8
Gallatin Forest Partnership Agreement Map	10
Designations	11
Hyalite Watershed Protection and Recreation Area	11
Porcupine-Buffalo Horn Wildlife Management Area	14
Recommended Wilderness	16
West Pine Wildlife Management Area	19
Recreation	21
Gallatin Range, outside of proposed designations	21
Gallatin Corridor Day Use Management Area	22
East side Paradise Valley – Mill Creek & Mission Creek Travel Planning Areas	23
Invasive Weeds	25
Wildlife	27
Water	29
Outfitting and Guiding	31
Wildland, Prescribed Fire and Timber	33
Appendix A: Gallatin Forest Partnership Charter	35

### **Gallatin Forest Partnership**

### Introduction:

The Gallatin Forest Partnership formed in November 2016 as a diverse group of citizens, landowners, entrepreneurs, recreational interests, businesses and natural resource professionals with a shared and direct connection to southwest Montana's Gallatin and Madison Ranges. The Partnership's shared goal was to craft management recommendations for the Custer Gallatin National Forest's management plan revision process.

Over the course of 2017, the Gallatin Forest Partnership worked together with the primary purpose of creating a shared vision and management recommendations for the public lands managed by the Custer Gallatin National Forest in the Gallatin and Madison Ranges. This proposal will be presented to Custer Gallatin National Forest officials as part of the scoping process on the draft Forest Plan/ Proposed Action released by the CGNF in early January 2018.

The following *Gallatin Forest Partnership Agreement* represents the results of our collaborative discussions. Topics and specific geographic areas were discussed individually and tentative agreement was reached on each. Tentative agreements were captured in writing and edited by the group to ensure we accurately reflected the nature of our agreements. Each member of the partnership agreed to each topic individually and to the agreement as a whole.

Decisions were made according to the process outlined in the Gallatin Forest Partnership Charter, which is included as an appendix at the end of this document. Each member's signature below demonstrates their support for the Agreement in its entirety.

### **Gallatin Forest Partnership Membership**

The voting members of the Gallatin Forest Partnership include the following individuals and organizations/ constituencies.

Adam Oliver, Southwest Montana Mountain Bike Association

Barb Cestero, The Wilderness Society

**Christian Appel,** Montana Backcountry Hunters and Anglers

Darcie Warden, Greater Yellowstone Coalition

Denise Wade, Lone Mountain Ranch

Hilary Eisen, Winter Wildlands Alliance & Outdoor Alliance-MT

lan Jones, Southwest Montana Mountain Bike Association

John Greene, Livingston Bike Club

John Mutter, Gallatin Valley Backcountry Horsemen

Melissa Cronin, Southwest Montana Mountain Bike Association/ Big Sky Mountain Bike Alliance

Mike Fiebig, American Rivers & Montana Backcountry Alliance

Sally Cathey, Montana Wilderness Association

**Steve Johnson**, *Big Sky* 

Tom Owen, Big Sky Mountain Bike Alliance

Whitney Tilt, Mountain Sky Guest Ranch

### **Shared Interest Statement:**

The Gallatin Forest Partnership is a coalition of partners coming together to create a shared vision for public land within parts of the Bozeman, Yellowstone, and Hebgen Ranger Districts. We represent diverse voices and aim to create broadly supported recommendations for the Forest Service's revision of the Custer Gallatin forest plan.

We want to see a forest plan that provides thoughtful management for the future of our backyard public lands, and preserves the health and integrity of the resource. We identified the following shared values that will inform our recommendations:

- <u>Ecological</u>: We agree on the value of fish and wildlife habitats, clean water, clean air, and diverse forests. We recognize the uniqueness of western part of the Custer Gallatin National Forest and its role in the Greater Yellowstone Ecosystem. Protecting the health of these ecological values is a commonality of our work together.
- Economic: We agree that our local economies are fundamentally connected to the public land in the Gallatin and Madison Ranges. Both the unique natural values (fish & wildlife, clean water, clean air) and recreational access to public lands make our area an attractive place to live, work, recreate, and visit, bringing diverse and extensive financial contributions to the local and state economy through special use permitting, contracting, recreational access, and the ecosystem services (such as clean water, clean air, productive forests, healthy fisheries, and abundant wildlife) that the Forest provides.
- <u>Recreation</u>: We agree there is enormous recreation value to residents and visitors alike. There is a wide spectrum of recreation activities that occur on our public lands. We believe we need to manage recreation to ensure the quality of diverse recreation opportunities and to sustain the integrity of the natural landscape in the face of increasing visitation.
- <u>Social</u>: We agree on the value of working together. We seek solutions that respect the ways that we enjoy the land and create balance between human uses and protection of the natural values of our public lands for future generations.
- Wilderness Character: We recognize the value in sustaining a wild and natural Greater Yellowstone Ecosystem. Maintaining diverse opportunities for solitude, primitive and quiet types of recreation are key to the uniqueness of this ecosystem.

### **Gallatin Forest Partnership**

### **Summary of Individual Recommendations:**

### **Invasive Weeds**

The Partnership recommends a cooperative and adequately funded invasive species plan to identify, manage and eradicate noxious and invasive weeds.

### Wildlife

The Partnership recommends maintaining and enhancing the current high-quality habitat and connections that ensures the diversity and abundance of wildlife species in the Gallatin and Madison Ranges. This includes identifying high value habitats like winter range and migration routes as well as working with partners to gather data and educate the public about safe recreation in important wildlife habitats.

### **Water Resources**

The Partnership recommends maintaining the ecological health, clean water and connected character of the headwaters streams in the Gallatin and Madison Ranges in order to sustain the vibrant, low-impact recreation in the area.

### **Outfitting and Guiding**

The Partnership recommends establishing sustainable (socially, administratively and ecologically) levels of outfitted and guided activities to protect public land resources and provide economically viable business opportunities.

### Wildland, Prescribed Fire and Timber

The Partnership recommends focusing active vegetation and fire management outside of designated areas and in the Wildland Urban Interface to reduce the risk posed by high severity fires and restore more resilient conditions to forested habitats.

### Designations

The Partnership proposes a combination of conservation and recreation designations in the heart of the Gallatin Range and portions of the Madison Range to protect wildlife habitat, clean water, undeveloped lands and diverse recreation access. The map of the Gallatin Forest Partnership's Agreement depicts the exact locations and types of designations we have agreed to.

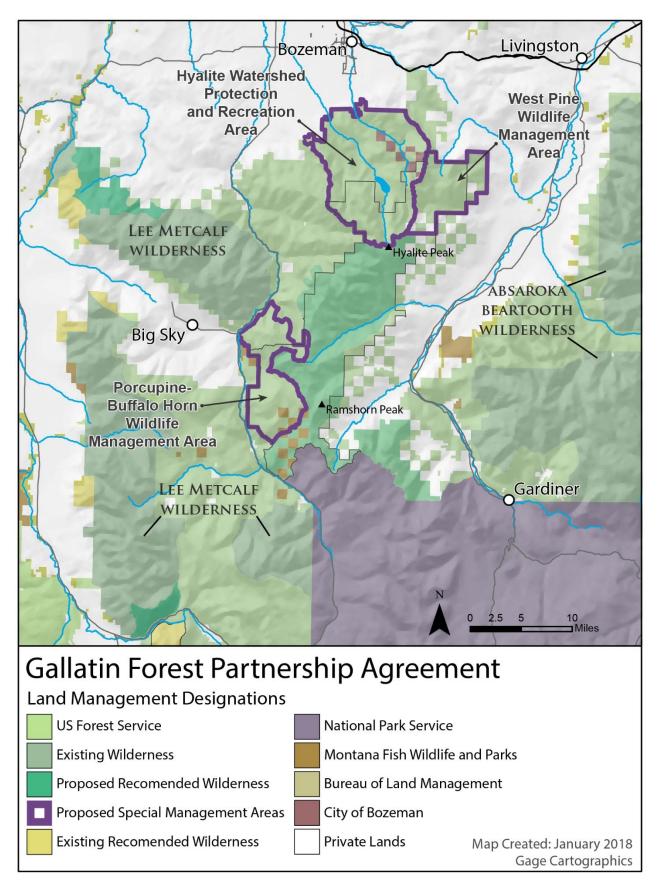
### Recreation

Outside of the proposed designations, the Partnership identifies several key areas in the Gallatin Range and along the western flank of the Absaroka Wilderness where the Forest Service could enhance diverse recreation opportunities, cooperative land stewardship, and public land access.

# Gallatin and Madison Geographic Area A Brief Sense of Place

- The area is defined by its mountains and rivers. Moving east to west, the Yellowstone, Gallatin, and Madison rivers, and the Gallatin and Madison mountain ranges.
  - The Yellowstone River arises on the Continental Divide in the southeastern corner of Yellowstone National Park and flows northward and eastward across Montana. The upper river connects the towns of Gardiner, Emigrant and Livingston, and the people and landscapes in between. It is framed to the west by the Gallatin Mountain Range and Hyalite Peak (10,229').
  - The Gallatin River originates at 9,950 feet above sea level in Yellowstone National Park and flows some 120 miles to help form the Missouri River at Three Forks. It connects the towns of West Yellowstone, Big Sky, and Bozeman, and the broader Gallatin Valley. Along its course the river is framed by the Gallatin Range to the east and the Madison Range and Spanish Peaks to the west. Topped by Hilgard Peak (11,316'), the Madison Range is part of the western ramparts of the Greater Yellowstone Ecosystem.
  - The Madison River arises at the confluence of the Firehole and Gibbon rivers in Yellowstone National Park, and flows some 183 miles to its confluence with the Jefferson and Gallatin rivers to form the "Mighty Mo." The river emerges from the park into a landscape framed by mountains, connected with broad grassland valleys. The river knits together the towns of West Yellowstone, Ennis and Three Forks, and smaller communities in between.
- The region has a rich, colorful history, both typical of the American West, yet unique, with ancestral use by Native Americans followed by cattlemen, miners, and homesteaders. The Gallatin National Forest was designated by Congress in 1899 at the urging of President Theodore Roosevelt.
- Much of the landscape is public land, especially the forestlands. The U.S. Forest Service is the largest landowner in the region, with lands managed by the Custer Gallatin National Forest, and the Beaverhead Deerlodge National Forest.
- The region provides a distinct rural quality of life that is highly valued by residents and visitors alike.
- The region enjoys a diverse economy with ranching and agriculture still a dominant part of the landscape and with recreation and tourism a growth industry.
- The Gallatin and Madison ranges provide myriad front and back country recreational opportunities ranging from motorized to primitive wilderness experiences across all four seasons as well as substantial, long-term commercial recreation interests.

- Gallatin County is one of the fastest growing counties in the United States. In just two
  decades, at conservative growth rates, the population of Bozeman/Gallatin County,
  Montana will be equal in size to Salt Lake City. Park and Madison counties are also
  undergoing significant growth.
- With significant growth in the Urban-Wildlife Interface, wildfire, cost of services, and other related issues will increasingly demand the attention of federal, county, and city managers.
- The region supports a rich diversity of habitats and plants and animals that depend on them. Examples of this diversity include, but not limited to: vital habitats supporting the recovery of grizzly bear and gray wolf, Yellowstone and westslope cutthroat trout, trumpeter swan and bald eagle, as well as big game species, like elk, bighorn sheep, pronghorn, and mule deer.
- The region is rich in natural resources, open space, and access to public lands. In addition, it
  is home to Montana State University, provides a regional hub for health care, enjoys good
  highway and rail connections, and is supports Montana's busiest airport.



### **Designations**

The Partnership proposes a combination of conservation and recreation designations in the heart of the Gallatin Range and portions of the Madison Range to protect wildlife habitat, clean water, undeveloped lands and diverse recreation access. The map of the Gallatin Forest Partnership's Agreement depicts the exact locations and types of designation.

### **Hyalite Watershed Protection and Recreation Area**

### **Background:**

The Hyalite Watershed at the northern end of the Gallatin Range is a popular recreation destination in all seasons. The watershed also provides the majority of Bozeman's municipal water supply.

The area sees heavy recreation pressure and visitation in all seasons due to its proximity to Bozeman. Various trails and areas are open to diverse forms of recreation, including mountain biking, motorcycling, hiking, horseback riding, skiing (both backcountry and cross country), ice climbing, rock climbing, paddling and snowmobiling.

In winter, visitation is focused in the upper reaches of the drainage, with the majority of traffic traveling to the reservoir and beyond (67.9%). Findings show approximately 18,765 cars passed by the lowest counter along the road (at the entrance gate) between January and March 2013 with 12,742 passing by the counter just below the reservoir.

http://hyalite.org/what-we-do/road-use-study/Winter%20Road%20Use%20Study.pdf. While there's never been a similar study done in the summer, visitation from May through the return of winter is an order of magnitude higher, with full parking lots and busy trails throughout the season.

The popularity of the area, combined with its high water and natural resource values, necessitates the Forest Service and the public to work cooperatively to ensure proactive management and sufficient funding.

### Management goals:

- To protect the Hyalite and Bozeman Creek watershed(s) to ensure a clean and reliable municipal water source for the city of Bozeman.
- To maintain and, where appropriate, enhance the existing high quality and diverse recreation experiences offered in the watershed.
- To protect the wild and remote character of the high peaks in the upper reaches of the drainage.

To manage for stable and resilient wildlife populations.

### **Management recommendations:**

- Areas and trails that are currently non-motorized will stay non-motorized, and no new motorized trails will be constructed.
- In the portions of the Hyalite watershed that are within the Hyalite-Porcupine-Buffalo Horn WSA, there shall be no new trail construction to ensure the high peaks (Flanders, Mt. Bole, Divide Peak, Maid of the Mist) and alpine basins currently without trails continue to provide remote, pristine, and wild backcountry character.
- As recreational use increases in the Hyalite Watershed Protection and Recreation Area, the Forest Service should consider managing more trails through time-share trails agreements such as the one currently in place for the Emerald Lake trail.
- Investments in new trail development to create better connections and loop opportunities could be made in the parts of the watershed that are outside of the Wilderness Study Area. Trails should be maintained throughout the Recreation Area.
- Identify opportunities in winter to provide greater access and shared multi-use trails for winter non-motorized recreation.
- The Forest Service should increase enforcement efforts to ensure that recreational use is confined to those routes and areas where it is allowed.
- The Forest Service should develop partnerships with non-government organizations to increase maintenance and funding capacity within the recreation area;
- The Forest Service should develop a fee-based system (ie: annual pass, parking permit fee, etc) for all or part of the Hyalite Watershed Protection and Recreation Area with revenues generated used to support investments in recreation infrastructure and enforcement in the HWPRA, freeing appropriated recreation funds for use in other parts of the Gallatin Range.
- The area should be withdrawn from all forms of appropriation under mining laws and from disposition under laws pertaining to mineral and geothermal leasing.

- Establish baseline data regarding existing recreational use as well as wildlife occupancy and known movement patterns. Monitor ongoing recreational and wildlife use of the WMA to ensure increased recreational use is not having a detrimental impact on wildlife.
- Active vegetation management can occur outside of the WSA and inventoried roadless areas to address watershed health and wildfire hazards. Within the WSA and inventoried roadless areas prescribed fire can be used for active vegetation management.

Approved by unanimous consensus of the Gallatin Forest Partnership on November 27, 2017.

### Porcupine-Buffalo Horn Wildlife Management Area

### Background:

The Porcupine-Buffalo Horn area in the southern Gallatin Range, due to its proximity to Yellowstone National Park, provides important wildlife habitat for a wide range of native species, including elk, grizzly bear, moose, bighorn sheep, and wolverine. Due to these habitat values, the area includes nine sections of Montana Fish Wildlife and Parks Gallatin Wildlife Management Area intermingled with Custer Gallatin National Forest lands. The area provides important habitat connectivity between the Gallatin and Madison Ranges for migrating wildlife moving out of Yellowstone.

This area is also a popular recreation destination in all seasons, particularly for the Big Sky community. Various trails and areas are open to diverse forms of recreation, including mountain biking, motorcycling, hiking, horseback riding, cross country skiing and snowmobiling. Outfitters and guest ranches along Highway 191 also regularly use the trails. The Big Sky Snowmobile trail connects Buffalo Horn to Porcupine Creek and the Portal Creek trailhead to the north.

Recreational use is currently managed with some seasonal limits in the summer. The MFWP sections are closed to visitors from December 1 – May 14<sup>th</sup> each year to protect wildlife during the critical winter season. <u>CGNF trails</u> in the area are open to bicycles from June 16-March 31<sup>st</sup> and to motorcycles from June 16 – September 4<sup>th</sup>. There is a designated snowmobile play area on the north slope of Eaglehead Peak around Golden Trout lakes.

The high wildlife and recreation values require proactive management strategies to prevent degradation of the important wildlife habitat values and increased conflicts between wildlife and recreationists. The management goals and recommendations for the Porcupine-Buffalo Horn Wildlife Management Area were developed based on the Congressionally designated Cabin Creek Wildlife Management Area in the Madison Range and the Rocky Mountain Front Conservation Management Area on the Helena Lewis and Clark National Forest.

### Management goals:

- To conserve, protect and enhance important fish and wildlife habitats.
- To maintain existing recreation access consistent with the goal of protecting the fish and wildlife habitat values.
- To maintain the presently existing wilderness character of the area.

### Management recommendations:

- The area should be withdrawn from all forms of appropriation under mining laws and from disposition under laws pertaining to mineral and geothermal leasing.
- No commercial timber harvest or new road construction should be permitted.
- To the extent compatible with the protection and conservation of wildlife within the area,
  - maintain existing non-commercial recreational access.
  - o maintain outfitting and guide operations and opportunities in this area.
- Establish baseline data regarding existing recreational use as well as wildlife occupancy and known movement patterns. Monitor ongoing recreational and wildlife use of the WMA to ensure increased recreational use is not having a detrimental impact on wildlife.
- Immediately following completion of forest plan revision conduct travel analysis for all trails within the P-BH area, designate additional system trails as necessary, and allow no new trail construction following this process.
- Maintain, and as necessary adjust, existing seasonal closures to recreational use to ensure the protection of secure wildlife habitat and connectivity.
- As recreational use increases in the Porcupine-Buffalo Horn Wildlife Management Area, manage trails through time share trails agreements such as those currently in place for heavily used trails in the northern Gallatin Range to minimize conflicts between different types of recreational uses.
- The Forest Service should increase enforcement efforts to ensure that recreational use is confined to those routes and areas where it is allowed.
- The Forest Service should develop partnerships with non-government organizations to increase maintenance within the Wildlife Management area.
- The Forest Service and Montana Fish Wildlife and Parks should consolidate the checkerboard land ownership pattern that currently exists around Ramshorn Lake and in the Porcupine and Buffalo Horn drainages to improve management of the area, including trails and recreation access.

Approved by consensus of the Gallatin Forest Partnership (GVBCH thumbs sideways, all others thumbs up) on November 27, 2017.

#### **Recommended Wilderness**

## **Background**

The Custer Gallatin National Forest (CGNF) holds some of the wildest public lands in Montana and beyond. Nearby communities have discussed the management of these wild places for decades. The Gallatin and Madison Ranges have a long management and legislative history associated with protecting the existing wilderness characteristics of this landscape. This corner of the Greater Yellowstone ecosystem includes important fish and wildlife habitat as well as world class primitive recreation opportunities.

The management goals and recommendations presented in this agreement only apply to the four proposed Recommended Wilderness areas described below and do not reflect agreement regarding Recommended Wilderness management policy generally.

## **Management Goals:**

- To maintain and/or enhance the presently existing wilderness character;
- To conserve and protect wildlife and fish habitat;
- To provide primitive recreational opportunities for present and future generations;
- To secure a permanent endowment of wilderness in the Gallatin Range for future generations.

#### **Management Recommendations:**

- The Gallatin Forest Partnership recommends that portions of the following areas be recommended as wilderness in the revised forest plan (See attached map). These sitespecific recommendations were negotiated by the specific organizations participating in the GFP and incorporate commitments to other stakeholders.
  - Cowboy Heaven: The recommended wilderness connects the Spanish Peaks and Bear Trap Canyon units of the Lee Metcalf Wilderness. It is also adjacent to the Beaverhead-Deerlodge National Forest's recommended wilderness directly to the west. This area was left out of the 1983 Lee Metcalf wilderness bill yet remains a wild and untrammeled place today. This recommended wilderness should exclude the #405 trail and the #401 trail to its junctions with the #405.
  - Hyalite-Porcupine-Buffalo Horn Wilderness Study Area: The core of the WSA from Hyalite Lake south to the boundary of Yellowstone National Park, including some small adjacent roadless areas, should be recommended as wilderness, excluding the otherwise identified Hyalite Watershed Protection and Recreation

Area, Porcupine-Buffalo Horn and West Pine Wildlife Management Areas. The majority of this area was proposed to be designated Wilderness in statewide wilderness legislation that passed both chambers of Congress in 1988.

- <u>Sawtooth Inventoried Roadless Area</u>: The Gallatin Forest Partnership recommends the Sawtooth IRA along the border of Yellowstone National Park be recommended as wilderness, excluding the Sphinx Mountain area.
- Addition to the <u>southern end of the Taylor Hilgard unit</u> of the Lee Metcalf Wilderness: This roadless addition to the Taylor Hilgard unit has steep terrain and no trails.
- The following management recommendations apply to the four areas specifically identified above as the GFP's agreed upon recommended wilderness areas. These management recommendations are specific to the areas within the GFP agreement and are not intended to influence recommended Wilderness management elsewhere on the forest:
  - Manage to protect the opportunity for inclusion in the National Wilderness Preservation System.
  - Manage to maintain the undeveloped, untrammeled, natural characteristics and to provide outstanding opportunities for solitude or primitive and unconfined recreation.
  - Prohibit uses (such as motor vehicles, aircraft, and mechanical means of transport) that are not allowed within Congressionally designated Wilderness Areas.
  - Maintain the Windy Pass cabin rental opportunity in the Gallatin Range recommended wilderness, as consistent with maintaining the existing wilderness character.
  - Withdraw from all forms of appropriation under mining laws and from disposition under laws pertaining to mineral and geothermal leasing.
  - Do not permit commercial timber harvest or new road construction.
  - Do not permit new communication sites or new utility corridors; existing sites should be removed if/when possible. While there are existing communications sites along the edges of the GFP's proposed Gallatin Range recommended

wilderness, they should not preclude recommending this portion of the area as wilderness.

- Allow restoration activities (like the use of prescribed fire or weed management) when necessary where the activities protect and/or enhance the existing wilderness character.
- Maintain outfitting and guiding opportunities consistent with the existing wilderness character.
- The Forest Service and Montana Fish Wildlife and Parks should consolidate the checkerboard land ownership pattern that currently exists at the southern end of the Gallatin Range recommended wilderness to improve management of the area, including trails and recreation access.
- Establish baseline data regarding existing recreational use as well as wildlife occupancy and known movement patterns. Monitor ongoing recreational and wildlife use of the recommended wilderness areas to ensure increased recreational use is not having a detrimental impact on wildlife.

Approved by unanimous consensus of the Gallatin Forest Partnership on November 27, 2017.

## **West Pine Wildlife Management Area**

## **Background:**

The northeast corner of the Hyalite-Porcupine-Buffalo Horn Wilderness Study area remains wild, remote and relatively untraveled. It provides important habitat for myriad species of wildlife, including elk, bighorn sheep and mule deer and serves as an important migration corridor for wide ranging species including, but not limited to, grizzly bears.

The area was burned in 2003 in the Fridley fire and public access from the east is limited due to adjacent private lands. Two trailheads – West Pine and North

Dry Creek – just outside the boundary of the Wilderness Study Area serve as access points for an existing mountain bike trail and additional trails open to foot and horse travel.

#### **Management Goals:**

- To conserve, protect and enhance important fish and wildlife habitats;
- To maintain and enhance semi-primitive, non-motorized recreation opportunities;
- To maintain the presently existing wilderness character of the area.

## **Management Recommendations:**

- The area should be withdrawn from all forms of appropriation under mining laws and from disposition under laws pertaining to mineral and geothermal leasing.
- No commercial timber harvest or new road construction should be permitted.
- Active management for ecological resource benefit is allowable to restore or enhance wildlife habitat and reduce wildfire hazards in the Wildland Urban Interface consistent with the 2001 Roadless Rule.
- To the extent compatible with the protection and conservation of wildlife within the area,
  - maintain existing non-commercial, non-motorized semi-primitive recreational access.
  - o Allow mountain bike use on all existing Forest Service system trails in the area.
  - o Maintain outfitting and guide operations and opportunities in this area.
- To ensure the protection of secure wildlife habitat and connectivity, maintain and, as necessary, adjust existing seasonal closures to recreational use.

- Develop two new trails in the area as feasible based on terrain, habitat, and budget to improve trail connectivity. The first trail would connect the existing West Pine trail to the North Dry Creek trailhead outside of the WSA, creating a loop ride. The second trail would head north from the existing Dry Divide Trail (#135) and connect into the Bear Lakes Trail (#53) as practical based on terrain. If these routes are not practical, other trail routes should be considered in the area of similar length so as to provide a similar quality trail experience. Beyond these proposals, there should be no net change in the system trails.
- Establish baseline data regarding existing recreational use as well as wildlife occupancy and known movement patterns. Monitor ongoing recreational and wildlife use of the WMA to ensure increased recreational use is not having a detrimental impact on wildlife.

Approved by consensus of the Gallatin Forest Partnership (GVBCH thumbs sideways; all other partners thumbs up) on November 27, 2017.

## **Recreation:**

Outside of the proposed designations, the Partnership identifies several key areas in the Gallatin Range and along the western flank of the Absaroka Wilderness where the Forest Service could enhance diverse recreation opportunities, cooperative land stewardship, and public land access.

## **Gallatin Range: General management recommendations**

**Background:** The GFP is proposing a combination of conservation designations to protect roughly 233,000 acres of the Gallatin Range. There are several key portions of this range for which we do not propose specific designations, but do have some management recommendations to address access issues and management/ stewardship opportunities. We have identified four general areas:

- the Gallatin roaded area from the proposed Hyalite Watershed Protection and Recreation area south to Portal Creek road;
- the public/private checkerboard lands on the east side of the Gallatin Range outside of the WSA;
- the Chestnut Mountain, Frog Rock, Goose Creek area; and
- the Gallatin Corridor Day Use Area.

All of these areas provide access into the GFP's designated areas, provide high quality recreation experiences for a diversity of uses in their own right, and in many cases, are in the wildland urban interface identified by community wildfire protection plans.

**Gallatin Roaded Area:** This part of the Gallatin Range is heavily roaded and in various stages of regeneration from past timber harvests and forest fires. The area provides opportunities for a variety of recreation including summer motorized recreation and groomed snowmobiling in the winter.

#### Management goals:

- Enhance diverse recreation opportunities;
- Improve watershed health and landscape resilience.

#### Management recommendations:

After forest planning, conduct travel analysis and trails planning in order to
provide more high-quality recreation experiences including some use-specific
trails, "destination" trails and improved trail connectivity from the north to south
to link the communities of Bozeman/Gallatin Gateway to Big Sky and West
Yellowstone.

- Utilize restoration focused active vegetation management to move the landscape's forest habitats to a more resilient condition and reduce fuels in the Wildland Urban Interface.
- Continue reducing the number of unneeded legacy roads by decommissioning them or converting them to recreation trails as appropriate.
- Consider trailhead facilities and access for vehicles with trailers for existing and new trail heads.

**East side of the Gallatin Range, outside of the WSA:** The east side of the Gallatin Range is a complex checkerboard of public and private land ownership which makes management and access challenging.

#### Management goals:

- Facilitate cooperative stewardship and land management;
- Address wildfire hazards and public access issues.

#### Management recommendations:

 Support continued Forest Service work with landowners on the east side of the Gallatin Range to consolidate checkerboard lands in order to facilitate improved land management and access.

#### **Chestnut Mountain, Frog Rock, Goose Creek area:**

- Management goals:
  - Continue the current management direction for this area.

## • Management recommendations:

• If possible, improve connectivity by trail between the Goose Creek and Chestnut trailheads.

## **Gallatin Corridor Day Use Management Area**

#### Background:

The Gallatin Corridor area along the western flank of the Gallatin Range, receives significant and growing pressures from recreation users of many types due to its proximity to Yellowstone National Park and the Big Sky community. River access throughout the corridor is used extensively by rafters, kayakers, and anglers. Various trailheads along Highway 191 also provide access to the mountains for diverse forms of recreation, including mountain biking, motorcycling, hiking, horseback riding, cross country skiing and snowmobiling. Outfitters and guest ranches along Highway 191 also regularly use the trails.

## Management goals:

- Mitigate the impact of growing use of CGNF lands along the Gallatin corridor, by maintaining and, in some cases, enhancing trailhead access and facilities.
- Engage and train volunteer resources where feasible to accomplish this goal.

## Management recommendations:

- As recreational use increases in the Gallatin Corridor Day Use Area, manage heavily used trailheads with conflicting uses through shared trails agreements such as those currently in place for heavily used trails in the northern Gallatin Range.
- Regularly maintain high usage trailhead access points and facilities, including trash
  pickup, toilet cleaning and resupply, road repair (top dress, fill potholes, grading), and
  public notice updates.
- Where feasible (given land available and other limitations), expand parking and provide turnaround for trailer rigs at trailhead locations.
- Existing trails should be inventoried and signed to clarify which trails are open and which trails are closed.
- Increase enforcement efforts to ensure that recreational use is confined to those routes and areas where it is allowed.
- Develop partnerships with non-governmental organizations to increase maintenance, awareness, monitoring and education with volunteers within the Gallatin Corridor Day Use Area. Consider hiring a "Gallatin River Ambassador" and instituting a "Respect the River" program over the summer season.
- Harden access sites and boat ramps as needed, add education, stewardship and interpretive information (e.g. Lava Lake/35 mph Bridge area). Decrease sedimentation from trails, roads and river access points along the Gallatin River corridor.

## East side Paradise Valley – Mill Creek and Mission Creek Travel Planning Areas:

**Background:** The Gallatin Forest Partnership recognizes that there is a relative lack of moderate grade semi-primitive non-motorized trails in the Livingston area. We have identified some opportunities on the east side of the Paradise Valley where we encourage the Forest Service to build new or rehabilitate existing trails to meet this need.

## **Management Goals:**

- Maintain the current diverse recreation settings and opportunities in these areas;
- Enhance semi-primitive, non-motorized access outside of Wilderness.

## **Management Recommendations:**

- Withdraw the areas around Emigrant Peak from all forms of appropriation under mining laws and from disposition under laws pertaining to mineral and geothermal leasing.
- Invest in new trail development outside of Wilderness, while maintaining a semiprimitive, non-motorized recreation setting between Pine Creek and Mill Creek and the lands around Livingston Peak trailhead.
- Ensure land allocations do not conflict or prohibit these future trail opportunities.

Approved by unanimous consensus of the Gallatin Forest Partnership on January 8, 2018.

## **Invasive Weeds**

## **Background**

Invasive weed control is a problem vexing land managers and users. Invasive weeds threaten to alter the ecosystem by outcompeting native plant life. They also affect wildlife habitat, alter fire frequency, and change soil nutrients as stated in the Custer Gallatin National Forest's specialist report on existing conditions of invasive weeds.

Disturbances of varying kinds aid invasive weeds' aggressive spread. Disturbances include wind, water and wildlife, but it is known that humans are the main contributor to the spread of weeds. This assertion is re-iterated by a majority of weeds on the CGNF located within 2000 feet of a disturbed area (roads, trails, recreation sites, developed facilities and other activity areas). [1]

Increasingly there is also evidence that weed control programs can be harmful to native plants and biodiversity when herbicides are improperly applied. Habitats once occupied with native forbs are being converted to stands of non-native pasture grasses in the name of weed control.

As the Forest Service determines its guiding plan for the coming decades, the comprehensive weed management plan is critical. The Gallatin Forest Partnership also recognizes that weed control is an on-going effort and funding is limited. Due to the magnitude of the problem and funding limitations, it is imperative that the Forest Service create a strategic plan for invasive weed prevention, identification, management and eradication. The specialist report points to prevention as the most effective strategy for weed management, for both economic and ecological reasons.

To achieve a plan that prioritizes prevention while also managing and potentially eradicating invasive and noxious weeds, it will be important for the Forest Service to:

- Inventory weed populations. This includes collecting data on location, species, and infestation size.
- Prioritize species based on ecological and economical threat, and the capability to manage and control. Including but not limited to species listed as noxious by the state and counties (e.g., spotted knapweed, Canada thistle, houndstongue, leafy spurge, common tansy[TW1])
- Consider the cost/benefit of management and prioritize location, species and method of treatment
- Evaluate most effective treatment method (manual, mechanical, biological, agricultural, chemical)

## **Management Goals**

 Identify, manage and eradicate noxious and invasive species on the Custer Gallatin National Forest.

## **Management Recommendations:**

- Adequately fund invasive species management planning and implementation plan. The plan should include a public education effort and aggressive on-the-ground management and surveying.
- Engage with relevant entities (MSU Extension, county extension offices, adjacent landowners, etc.) in applying for cooperative grants & seeking funding on a national level for weed management.
- Create a "clearinghouse" for invasive weed locations and information. A version of the clearinghouse should be available for public review to aid volunteer weed management efforts.
- Seek out partnerships with organized, volunteer stakeholder groups to tackle weed management on highly-used corridors (create an adopt-a-trailhead program). Also, train willing partners in proper weed identification to help fill out the CGNF "clearinghouse."
- In partnership with adjacent landowners, MSU extension, and others, develop a set of best management practices, and ensure that all forest users are using these best management practices to prevent the spread of invasive and noxious weeds.

[1] Existing Conditions, Invasives report

Approved by unanimous consensus of the Gallatin Forest Partnership on January 8, 2018.

#### Wildlife

## **Background:**

The 20-million-acre Greater Yellowstone Ecosystem is the realm of grizzly bears, bison, wolves, and the large elk herds and is well known as one of the last remaining intact temperate ecosystems in the world. As wild as it is rare in today's rapidly changing world, Greater Yellowstone still represents one of the best examples of unspoiled nature once found across the American West.

A significant portion of the Custer Gallatin National Forest is part of the Greater Yellowstone Ecosystem (GYE). Notably, the Gallatin Range is the last unprotected mountain range connected to Yellowstone National Park. Its wild, roadless lands are home to some of our most rare and iconic wildlife species and is *the* doorstep for Yellowstone in terms of wildlife connectivity. The forest and its variety of habitats provides an important travel corridor for wildlife coming from the park, winter range for foraging ungulates, and secure cover for bears, elk and bison through the Gallatin and into the Madison Range.

In the face of a changing climate several things need to be in place to support the wildlife on the forest: habitat connectivity, core secure habitat, quality and diversity of habitat. The Gallatin Forest Partnership identified the following desired conditions to ensure healthy wildlife populations, healthy wildlife habitat and co-existence among wildlife and humans.

The Gallatin Forest Partnership understands the Forest Service manages the habitat for native species. The desired conditions and recommendations reflect the Forest Service's ability to manage wildlife habitat to best maintain and enhance wildlife on the Custer Gallatin National Forest (CGNF).

#### **Management Goals:**

- Ensure current diversity and abundance of wildlife species in the Gallatin and Madison Mountain Ranges.
- Maintain and enhance core secure habitat.
- Maintain and enhance habitat connectivity.
- Maintain and enhance habitat quality and diversity for native species.

#### **Management Recommendations:**

Identify critical big game habitat, migration pathways and corridors important to species
movement across the landscape and manage as appropriate consistent with the entire
agreement.

- Continue to work with Montana Fish Wildlife and Parks to obtain best available science regarding wildlife movement and habitat needs.
- Seek out partnerships with wildlife organizations to broaden the data for the Forest Service to manage wildlife habitats.
- Develop forest plan components that will protect and preserve these areas and processes, and restore them including trail closures when necessary.
- Develop coordinated administrative actions that result in cross-boundary recognition and protections for migration routes to ensure the region's iconic wildlife survive in a time of climate change and increasing human pressure.
- Educate the general public about responsible and safe interaction with wildlife across the forest. Invest in partnerships for this educational effort.
- Monitor wildlife and recreationists movements in highly recreated areas to gain understanding of recreational impact on wildlife movement.
- Identify high diversity and high value habitats to manage for keystone species indefinitely.
- Utilize adaptive management techniques to remain flexible and respond to terrestrial changes due to climate change.

Approved by unanimous consensus of the Gallatin Forest Partnership on January 8, 2018.

#### Water

## **Background**

The headwaters of some of the most spectacular and important waterways in our region emanate from the Gallatin and Madison Ranges in the Custer Gallatin National Forest (CGNF). Large rivers such as the Yellowstone, Gallatin and Madison, as well as mountain streams like Big Creek, Taylor Fork, Hyalite Creek and Spanish Creek, all owe at least part of their flow to precipitation that falls, collects and percolates through these mountains. The water in these headwaters streams remains clean and cold thanks to their high elevation, relatively low incidence of riverside development, and the thousands of acres of roadless lands that surround them. These rivers and streams support rare and iconic species such as grizzly bears, wolverines, Yellowstone cutthroat trout and Westslope cutthroat trout, as well as a number of thriving towns and agricultural lands surrounding the national forest. This area is renowned for its world-class recreational opportunities and thriving outdoor industry, much of which takes place in, on or along its rivers and streams.

Threats to these rivers do exist. Growing population centers and development in the wildland-urban interface, increasing outdoor recreation, warming temperatures, invasive species and the potential for new hydropower projects, water storage proposals, and transbasin diversions in a climate-altered and carbon-constrained future emphasize the importance of permanently protecting the most important streams in the area.

Consistent with our focus on water and wildlife throughout the partnership agreement, and our engagement in administrative tools that the Forest Service has at its disposal, we encourage the use of all management tools to conserve our watersheds. These include the creation of management areas and geographic areas that prioritize watershed health, utilization of best management practices in restoration and enhancement projects, collaboration with other entities for on the ground stewardship and education, utilization of the administrative protections required for inventoried wild and scenic eligible streams, and the monitoring and adaptive management that is consistent with the best available science in the field.

#### **Management Goals**

- Maintain the ecological health of headwaters streams, focusing especially on the fish and wildlife habitat that occurs in and along rivers in the Gallatin and Madison Ranges
- Preserve the wild, clean, cold, connected character of headwaters streams in the area
- Sustain vibrant, low-impact recreational resources in the area

## **Management Recommendations**

- 1. Ensure that streams inventoried by the Forest as eligible under the Wild and Scenic Rivers Act are maintained as free-flowing and that their outstanding values are maintained or enhanced, as required by law and policy. A priority list of Wild and Scenic eligible streams, in their public lands reaches, includes Big Creek, Cabin Creek, Gallatin River, Upper Hyalite Creek, Madison River and the Yellowstone River.
- 2. Identify, protect and enhance riparian areas, streambeds and water resources that provide native fish spawning and wildlife habitat.
- 3. Address aquatic invasive species in collaboration with the Greater Yellowstone Coordinating Committee, the State of Montana and local groups.
- 4. Identify and protect important cold-water fish refugia for the life of the plan.
- 5. Restore riparian areas and high-altitude wetlands with green infrastructure such as beavers and beaver mimicry, and by monitoring water quantity and thermal character (e.g. Swan Creek).
- 6. Identify and protect source-water needs for Bozeman, Big Sky, Gardiner, Livingston and West Yellowstone for the life of the forest plan. Prioritize the use of green infrastructure and conservation to meet future needs.
- 7. Identify and enhance, sustainable water-based recreation needs for the life of the forest plan. Become a leader in sustainable recreation as our region grows in population by promoting stewardship, education, accountability and ownership through outreach, engagement and local partnerships with recreation and conservation organizations.

Approved by unanimous consensus of the Gallatin Forest Partnership on February 15, 2018.

## **Outfitting and Guiding recommendations**

## Background:

Outfitting and guiding is a time-honored use on the Custer Gallatin National Forest, and permitted operators offer a wide range of recreation services across the forest.

Thirty five percent of the Forest Service's Region 1 outfitters and guides operate on the Custer Gallatin National Forest, representing approximately 175 outfitter and guide permittees. Horseback rides and rafting/boating represent the highest amount of authorized days. Other activities include environmental education, fishing, hunting, hiking, and backpacking in the summer and fall. Snowmobile guiding and rentals represent the largest amount of authorized days in the winter.

Across the country, the Forest Service's outfitting permitting system is clogged up and the Custer Gallatin is no exception. Existing permit holders are experiencing challenges in growing their authorized permit days and/or expanding into new uses or seasons. New permits are not being issued. The Custer Gallatin reports receiving dozens of requests annually from both commercial and noncommercial operators who would like authorized permits on the forest.

#### Goals:

 Establish sustainable (ecologically, administratively and socially) levels of outfitted and guided activities to protect public land resources and provide economically viable business opportunities.

#### Recommendations

- Conduct a programmatic analysis of the overall capacity of the Custer Gallatin National
  Forest for permitted outfitted/guided user days. The Forest should establish the levels
  of outfitted use it can manage administratively, ecologically, and socially. The Custer
  Gallatin initiated work on this type of analysis in 2015 but does not currently have the
  capacity to finish.
  - When analyzing capacity, consider seasonality of use so that activities that occur in completely different seasons or locations are not competing for the same user days
- Work with outfitters to adapt the allocation of user days to address needs related to ensuring business viability and stability. For example:

- do not penalize outfitters by decreasing user days based on 5-year average of actual use. Instead, account for 75% of allocated user days as potential full usage.
- Allow outfitters to request pool use days up to 2 years in advance of anticipated need to enable outfitter business planning.
- Based on sustainable levels identified in the programmatic analysis, work to increase flexibility in the administration of outfitting and guide special use permits in the following ways:
  - Allow existing outfitters to allocate user days to other related and less useintensive activities (for example, switching hunting use days to horse riding or backpacking) when environmental and economic conditions warrant.
  - Work with education and youth oriented programs to grow the next generation
    of National Forest enthusiasts by streamlining the permitting process for
    education and youth oriented programs.
  - When existing outfitters and permit holders offer youth and/or educational programs, allow them to apply for educational user days instead of using other permitted use designations such as horse, fish, hike, etc.
  - Ensure the outfitter and guide program can respond to changing demographics and recreation interests by encouraging additional outfitting and guide services on the forest beyond traditional uses like hunting, fishing, and horseback riding.
- Improve reporting requirements and transparency in reporting to ensure outfitters are complying with permit requirements as outlined in the approved operations plan and best practices for outfitting on shared public lands.
- Consider credits for stewardship activities (ie: clearing system trails, weed management etc) conducted by outfitters on public lands and encourage coordination of these activities with other stewardship groups through the CGNF volunteer coordinator.

Approved by unanimous consensus by the Gallatin Forest Partnership on January 8, 2018.

## Wildland, Prescribed Fire and Timber

## **Background**

The Madison and Gallatin Ranges have a long, well-documented history of wildland fire. The predominant fire regimes for our area of interest are low-frequency/high-severity in nature, which result in "stand-replacing" fire events, returning the forest to early successional stages for regeneration. This pattern of large, stand replacing fires can threaten private property, structures, and human safety. In addition, large stand replacing fires have the potential to adversely impact watersheds, fisheries, and other natural resources including suitable commercial timber areas.

Fire management by the USFS in the CGNF has evolved significantly since the last forest plans, with updates and amendments in 2006 and 2011. These changes "allow consideration of one or more management strategies for unplanned, naturally-caused fire to achieve a variety of management objectives." Reasons for these changes include a reevaluation of the role fire plays in the health of the ecosystem, together with the realities of constrained budgets for fire suppression, as well as the risks associated with suppression.

Of particular interest are the wildland-urban interface and major travel corridors that are highly valued resources in our area, and constrain land managers' ability to use fire to restore ecosystems.

#### **Management Goals:**

- Outside of the GFP's agreed upon designated areas, focus active management of fire
  and timber on restoring the forest habitats of the Gallatin and Madison Ranges to more
  resilient conditions based on the natural range of variation where necessary and
  appropriate.
- Focus active vegetation management in the Wildland Urban Interface to reduce the risk posed by high severity wildfire to homes, infrastructure, and municipal water supplies.

## **Management Recommendations:**

- Manage hazardous fuel loads using all the tools in the toolkit including timber harvest, prescribed fire, as well as support for private landowner management of fuels on their property and around their structures. This recommendation will help reduce the impacts and costs of wildfires.
- Use prescribed fire where and when appropriate to modify fuels on National Forest lands with an emphasis on areas outside of the suitable timber base.

- Coordinate with local fire authorities in surrounding communities to support private property owner education and sensible incentives for management of wildland-urban interface concerns.
- Prioritize as forest management goals increasing the diversity of forest species, age class and stand size, with particular focus on the restoration of whitebark pine.
- Develop vegetation management projects in a manner consistent with the <u>principles</u> developed by the <u>Montana Forest Restoration Committee</u> which represent a broadly supported zone of agreement for ecologically-appropriate, scientifically-supported forest restoration.

Approved by unanimous consensus by the Gallatin Forest Partnership on January 8, 2018.

#### Appendix A:

# Gallatin Forest Partnership Charter

January 3, 2017

The Gallatin Forest Partnership is a diverse group of citizens, landowners, entrepreneurs, recreational interests, businesses and natural resource professionals who have a shared and direct connection to the Custer Gallatin National Forest lands found in portions of the Bozeman, Hebgen and Yellowstone Ranger Districts in southwest Montana.

#### **PURPOSE**

Over the course of the year 2017, the Gallatin Forest Partnership will work together with the primary purpose of creating a shared vision and management recommendations for the public lands managed by the Custer Gallatin National Forest located on portions of the Bozeman, Hebgen and Yellowstone Ranger Districts. This proposal will be presented to Custer Gallatin National Forest officials as the desired management direction for the Custer Gallatin National Forest lands found in these portions of the Bozeman, Hebgen and Yellowstone Ranger Districts for the upcoming forest plan revision.

#### **MEMBERSHIP**

Membership in the Gallatin Forest Partnership is designed to be representative of those who care about the Custer Gallatin National Forest in southwest Montana.

Initial members of the Gallatin Forest Partnership represent the following constituencies:

American Rivers

Big Sky Mountain Bike Alliance
Gallatin Valley Backcountry Horsemen
International Mountain Bicycling Association

Lone Mountain Ranch
Montana Backcountry Alliance

Montana Wilderness Association Southwest Montana Mountain Bike

Alliance

Montana Outdoor Alliance Mountain Sky Guest Ranch
The Wilderness Society Winter Wildlands Alliance

The U.S.F.S. and Montana Fish, Wildlife and Parks will be invited to attend in an advisory capacity.

#### Responsibilities:

Membership is defined as those who are willing to regularly attend meetings and who agree to participate according to the terms of this charter. Members will:

- Engage in collaborative problem solving to find solutions that address the range of interests brought to the table. Members must be willing to seek agreements that meet the variety of interests included in Gallatin Forest Partnership not just their own.
- Work with their own groups, organizations, and constituencies to understand and articulate their interests, to secure their on-going input and, as appropriate, to build support for final proposals,
- Adhere to the charter and code of conduct,
- Periodically review membership; identify missing interests; and recruit, as needed new members to ensure diverse participation in the collaborative,
- Participate actively in meetings. Only through constructive dialogue among diverse stakeholders can the Gallatin Forest Partnership achieve its purpose.

Members will strive to attend all meetings and assigned committees. If unable to attend, members shall notify the steering committee in advance of the meeting. Each organization listed as a member may designate and educate an alternate. Recognizing that there are inevitable conflicts in scheduling that may prevent full attendance, the member will seek to be informed of actions taken at meetings at which the member is absent. Decisions made in a members' absence are binding. Members will be replaced if too many meetings are missed, as determined by the members.

Gallatin Forest Partnership will periodically review its membership to ensure that all interests are represented. If a change in membership results in the absence of a specific interest, Gallatin Forest Partnership will recruit new members who can represent the same interest and/or perspective.

A new member may be nominated by a current member and approved by our decision-making process, whether or not the nominee is in attendance. New nominations will be discussed in executive session where only members are present. A new group or person that attends and wants to join may be nominated and decided upon at that meeting. If that potential member is not nominated at that time, he or she may attend two more meetings which indicates significant interest and may ask for another vote at that time. Any new members will agree to conduct themselves according to this charter and code of conduct.

Sub-committees may be appointed as necessary to work on specific issues or tasks and report back to the full group. Committees shall function according to this charter and may recruit non-members to participate in committees based on their knowledge or experience on specific issues.

## **COORDINATION**

The Gallatin Forest Partnership will select a steering committee to organize regular meetings by consensus of a quorum of the full Gallatin Forest Partnership. The steering committee will be responsible for convening Gallatin Forest Partnership meetings, setting meeting agendas, facilitating meetings, providing oversight, and serving as points of contact for communications. The steering committee will supervise the preparation of Gallatin Forest Partnership documents

and strive to ensure that all relevant duties are accomplished. The steering committee will rotate facilitating meetings and performing other duties required.

#### **OBSERVERS**

Members of the public may have observer status at any meeting. Observers may make or submit a comment to the Gallatin Forest Partnership during the Public Comment Period at the end of each meeting.

#### **QUORUM**

At any meeting of the Gallatin Forest Partnership where significant decisions will be made, at least 50% plus one member of the total number of members eligible to cast votes, must be present to create a quorum. For the purposes of calculating a quorum, members who miss three consecutive meetings will not be included in the calculation of the quorum for that meeting. Voting members may assign proxies to other voting members by notifying the steering committee prior to the meeting. A member who has assigned his/ her proxy to another voting member will be considered present for the purposes of calculating a quorum.

Meetings may be held where a quorum is not present, but no decisions may be made in these low turnout meetings.

#### **EXECUTIVE SESSIONS**

The Gallatin Forest Partnership may occasionally designate part of a meeting as an executive session where only members are present to discuss sensitive topics such as new member nominations. These sessions will be identified on the agenda and organized in such a way that observers will know the start/end times of the public portions of the meeting.

#### **DECISIONS**

Decisions made by the Gallatin Forest Partnership will be input that may or may not be adopted by the Forest Service. A formal decision process will be used to generate official Gallatin Forest Partnership input and comments to the Forest Service on behalf of Gallatin Forest Partnership.

The Gallatin Forest Partnership will approach its deliberations as a collaborative problem-solving body seeking to produce consensus recommendations that address, insofar as possible, the needs and interests of all participants. As necessary, the group will work jointly to educate and build understanding regarding the participants' values and interests related to the issues, while also developing a baseline understanding of essential information and identifying zones of agreement.

Collaborative problem-solving is most successful when parties agree that their major interests have been heard, considered meaningfully, that other participants have made every effort to address their interests in any final recommendations, and that the final recommendations accurately characterize any outstanding differences.

The Gallatin Forest Partnership will strive for consensus on all decisions.

Consensus means the willingness to go along with the decision either in active support of it or in not opposing it. The goal is for support of consensus decisions. Votes will be conducted via thumb-raising, full support (thumb up), can live with (thumb sideways), opposition (thumb down).

Where participants vote thumb sideways they will be required to explain their concerns or reservations, and they will be duly noted. When participants vote thumb down, they will be required to explain their vote and provide an alternative, as discussed below. A sideways thumb cannot be interpreted as the intent to defer or delay a decision.

Consensus agreements will be built by those present.

Tentative agreements may be made at meetings pending the opportunity for members to consult with their necessary constituencies. This will be done on a timely basis.

The commitment to work for consensus means that members will:

- Participate in the give and take of the process in a way that seeks to understand the interests of all;
- Actively generate proposals thought to be workable for all, and
- Work together to reach consensus.

If the group is in general agreement on an issue with the exception of one or two members, the group will ask the dissenting members what it would take for them to raise their thumb. Dissenting members are responsible for proposing alternatives they believe might achieve group consensus.

The meeting facilitator will call for decisions. On some very straightforward, simple matters, the meeting facilitator may simply ask verbally for consensus, and if no objection is raised, a decision will be taken. Decisions of the Gallatin Forest Partnership will be recorded in the meeting notes. Voting members may assign proxies to other voting members by notifying the steering committee prior to the meeting.

The Gallatin Forest Partnership always strives for consensus. However, if consensus cannot be reached on any given decision, the Gallatin Forest Partnership may choose to bring in an impartial facilitator from outside of the group to help come to a solution. Should impasse not be resolved, the Gallatin Forest Partnership will provide no management recommendation to the U.S.F.S. on that subject or area of conflict.

#### RECORD KEEPING

Official record keeping and communication functions will be the responsibility of the steering committee, including taking minutes, attendance and other record-keeping functions. It is the intention of the Gallatin Forest Partnership to make all its official proceedings openly accessible

to all interested parties upon request. Records of attendance will be brought to each meeting of the Gallatin Forest Partnership.

Official minutes of each meeting shall be compiled and circulated to members at the first practical date after a meeting. Notes from a prior Gallatin Forest Partnership meeting will be approved at the following Gallatin Forest Partnership meeting. All official Gallatin Forest Partnership committees should provide a written summary of decisions made at each of their meetings to the Gallatin Forest Partnership.

Minor revisions to notes prior to the next meeting may be made through independent contact with the steering committee, although any changes from original drafts may be subject to discussion from other Gallatin Forest Partnership members during the subsequent meeting where notes are approved.

#### **COMMITTEES**

The Gallatin Forest Partnership may form unofficial subcommittees or working groups to advance tasks necessary to fulfill its purpose. Subcommittees or working groups shall report activities and findings during agenda items placed on a full Gallatin Forest Partnership membership meeting at the discretion of the *steering committee*.

#### FINAL RECOMMENDATIONS

The Gallatin Forest Partnership will strive to reach agreement on recommendations to the USFS by the fall of 2017. The Gallatin Forest Partnership will compile its decisions and recommendations in a "Gallatin Forest Partnership Agreement" document signed by all members of the Gallatin Forest Partnership. This document will be delivered to the Supervisor of the Custer Gallatin National Forest for inclusion in the forest plan revision record as part of the local community's expression of its thinking regarding future management of the portions of the Bozeman, Hebgen and Yellowstone Ranger Districts. Further, each member of the Gallatin Forest Partnership agrees to support the entire Agreement and its recommendation without exception.

#### **PUBLIC COMMENT PERIOD**

Gallatin Forest Partnership wishes to take comment from the public who are not members. Each meeting of the Gallatin Forest Partnership will end with a designated public comment period. The public comment period will not exceed 10 minutes in length. Members of the public are encouraged to be concise with their comments and to not exceed 3 minutes in duration. The meeting facilitator has the authority to ask commentators to summarize their comments to stay within the 3 minutes period. The members of the Gallatin Forest Partnership will refrain from questions and answers during the public comment period.

#### **EXTERNAL COMMUNICATIONS**

Members of Gallatin Forest Partnership who represent larger stakeholder groups are encouraged to communicate with those they represent to ensure that their decisions reflect the desires of their communities and organizations. However, INSERT NAME agrees to not

widely circulate meeting notes, draft ideas and proposals, maps etc. via email, social media or other channels until the group has agreed on a common message to be shared via public statements, outreach, and/or maps summarizing the group's work. Meeting minutes (which represent summaries of decisions made) may be shared after they have been approved by the group at a regular meeting. No preliminary decisions should be shared publicly by any participants unless there is joint agreement on the message to be shared.

If the Gallatin Forest Partnership reaches agreement on recommendations and/or proposals, joint earned media efforts and public outreach are important tools to strengthen trust and commitment to the group. The communications and outreach strategy around any joint agreements will be developed together.

#### **AMENDING THIS CHARTER**

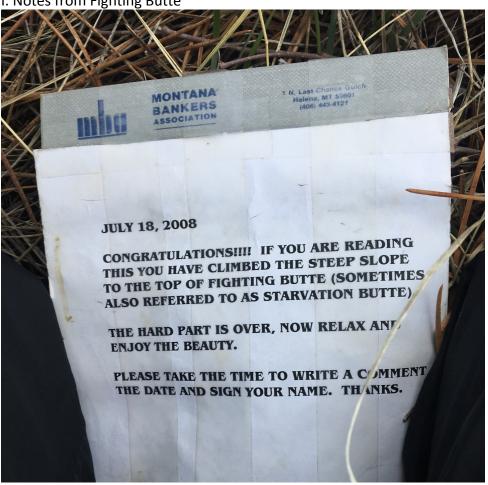
This charter may be amended according to the decision-making process outlined above.

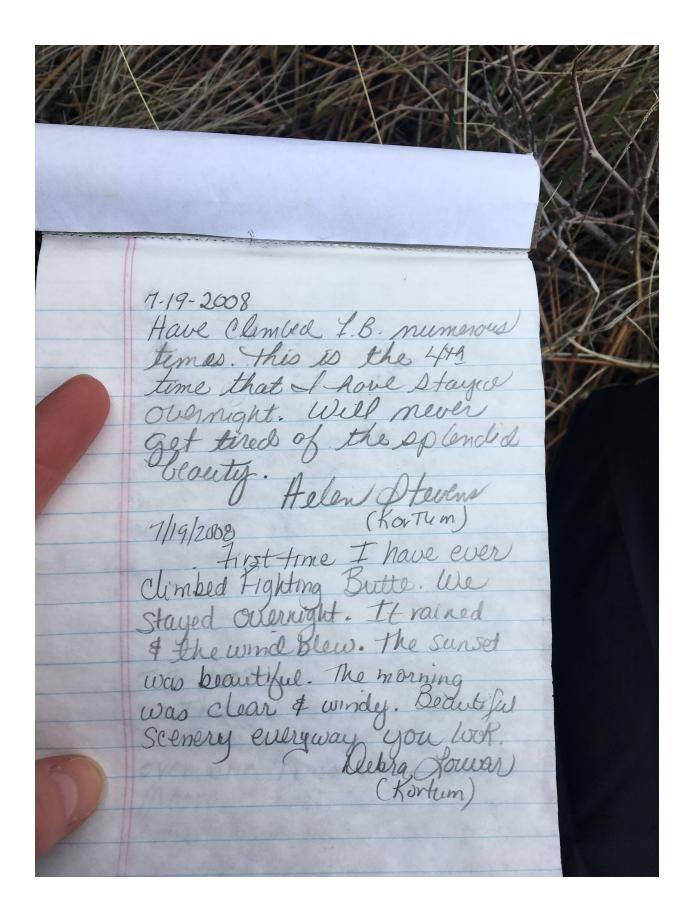
#### DISSOLUTION

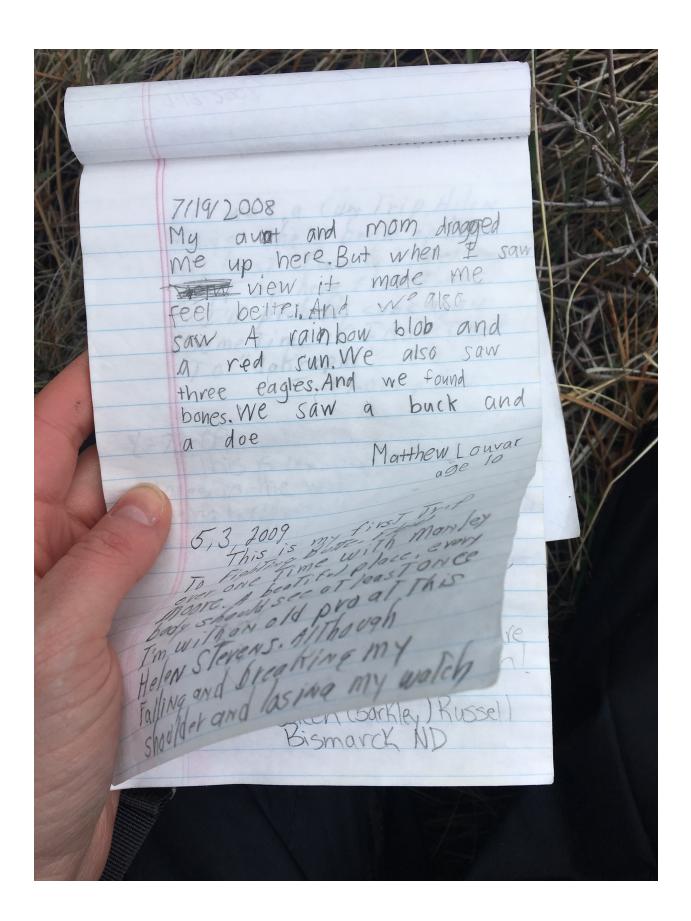
The Gallatin Forest Partnership may at any time receive a call for dissolution from one of its voting members. The decision to dissolve the Gallatin Forest Partnership will use the same consensus decision process as is used in all other decisions.

Approved by unanimous consensus of the Gallatin Forest Partnership, January 3, 2017.

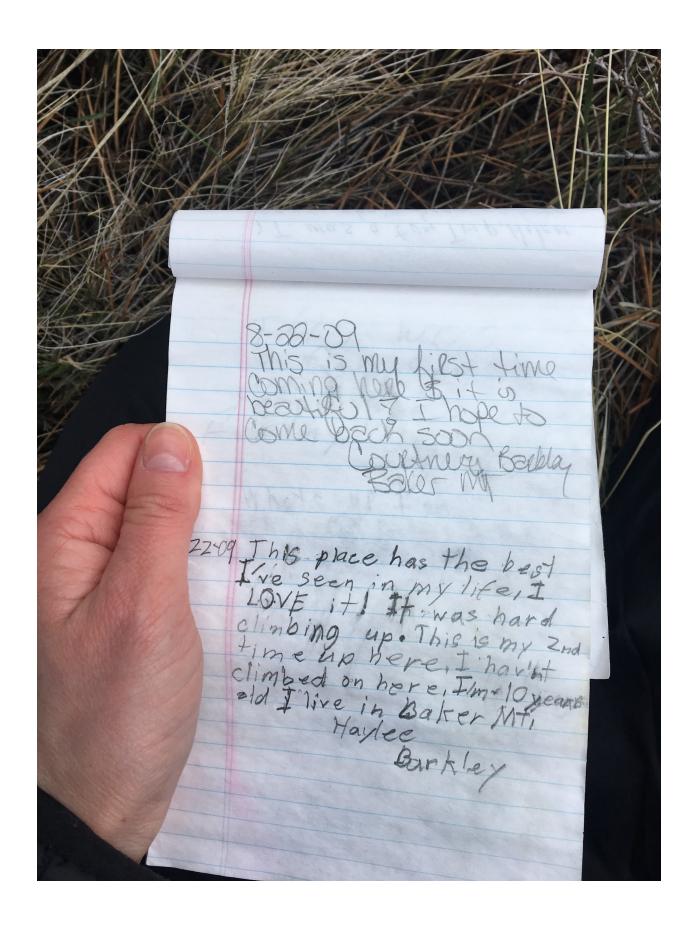
I. Notes from Fighting Butte

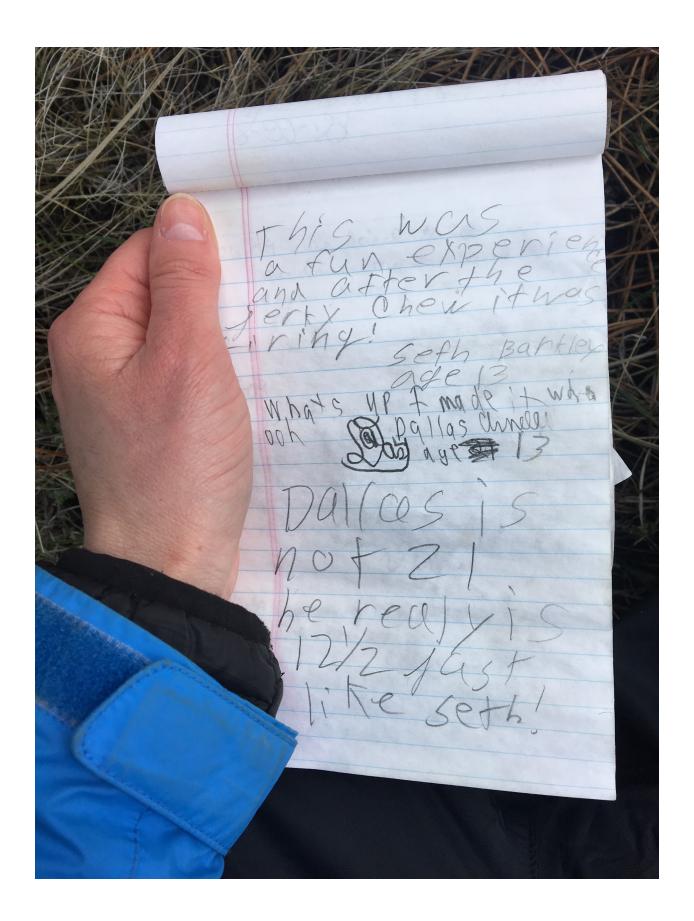




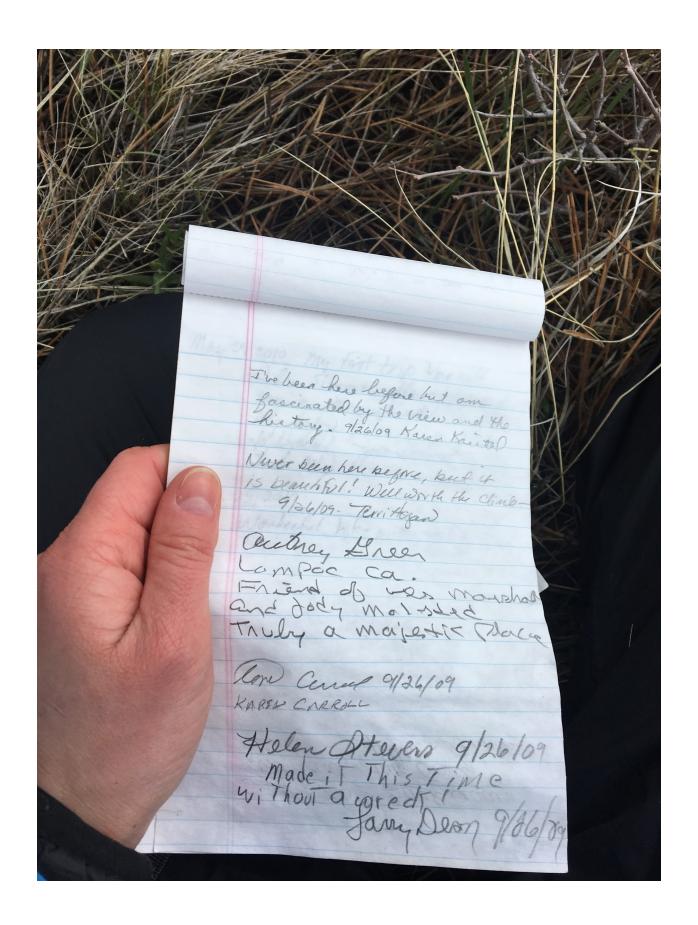


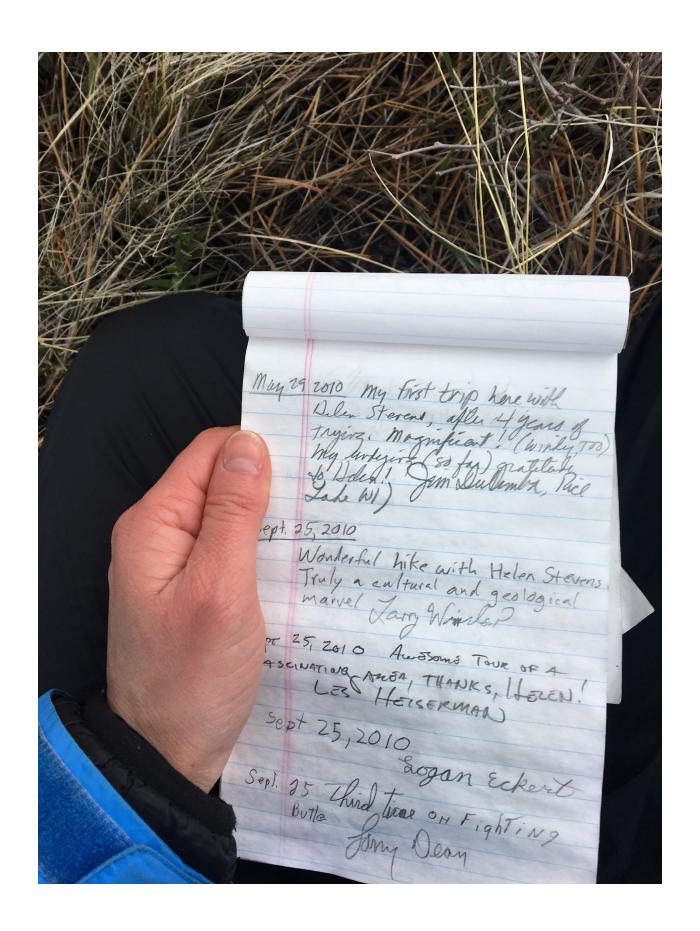
iT was a fun Trip, Helen Says she's been up here at least Twenty Times and slept up here four Times. I'll probably come again Some Time it I don't get To "dakrepid" Larry Deary 8-22-09
This is one of my favorile
places in the world! The been
coming here with my dad since
was a child of today I'm here with my 8 xr. old son Matthew,
my boby sister (our they, my
nephew 5eth niece Haylee + my
fousin Dollas. So happy to share
this amazing place with them!
Hope to be pack soon!
Coleen Barkle, Russell
Bismarck ND

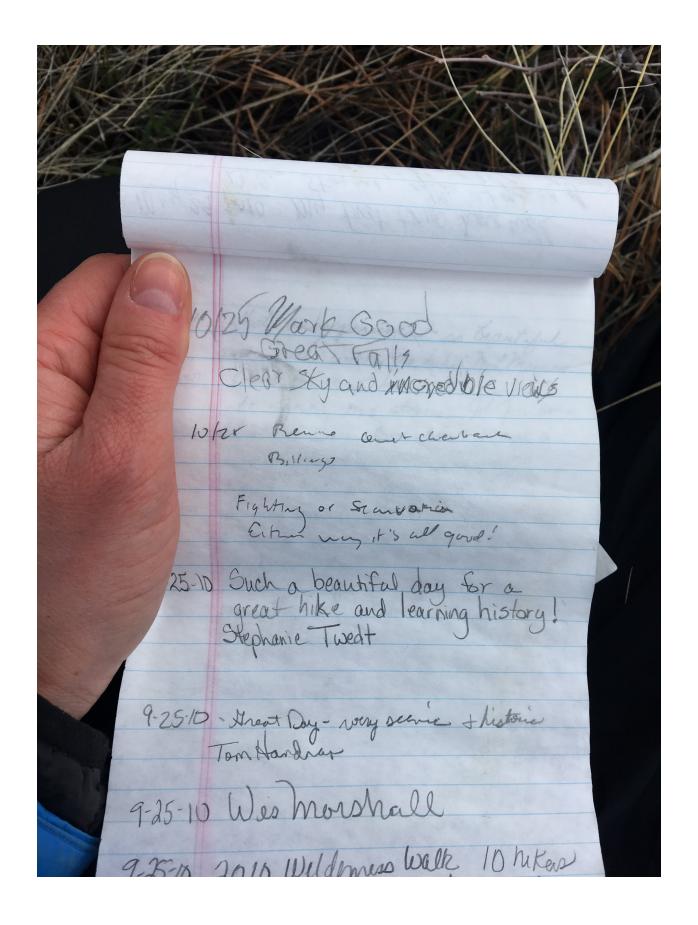


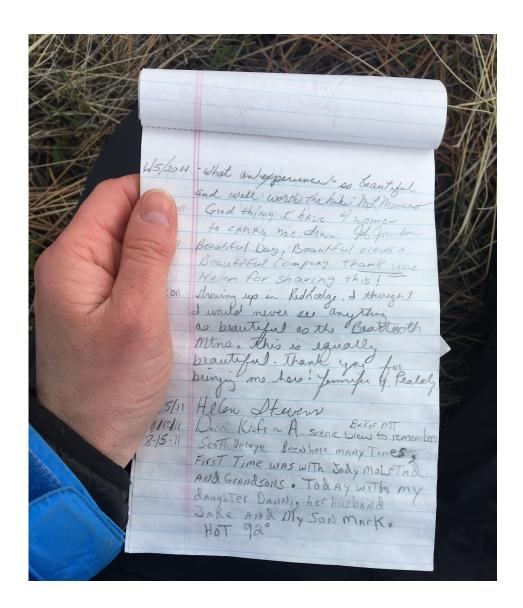


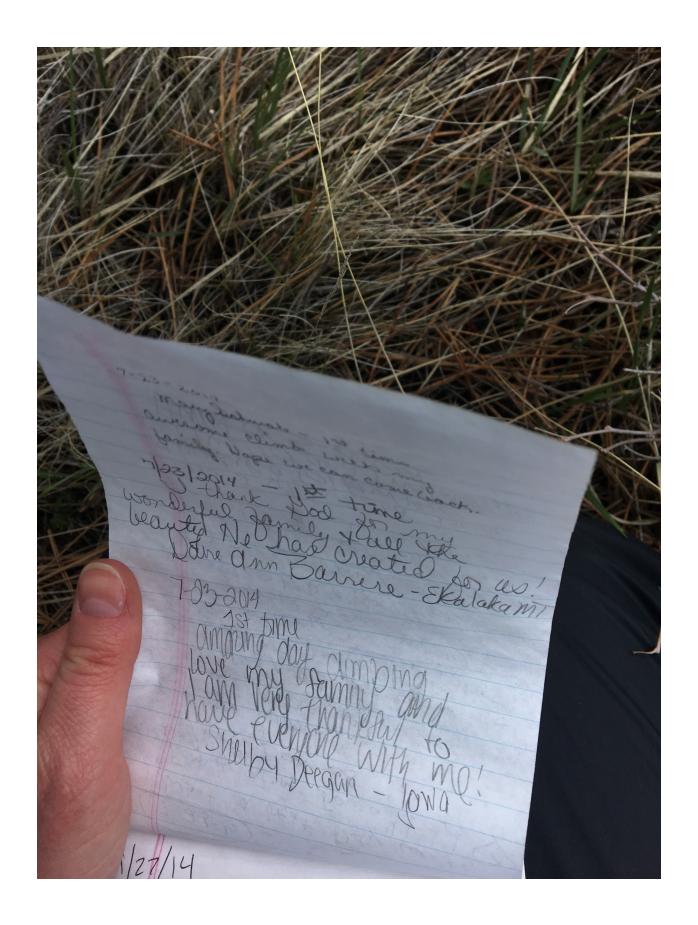
9-26-09 We deired to come up her cause my husband had never been up here. Jeff & Jody Bullion 26-09 What a beautiful sight. One of the most spectacular views The seen, Mark Good-Great Falls Caril Haverland 1/26/69 Representing NY here-what a view. I've never seen anything like it! Opsica Theiner 9-26-09 Pactly Place great view.



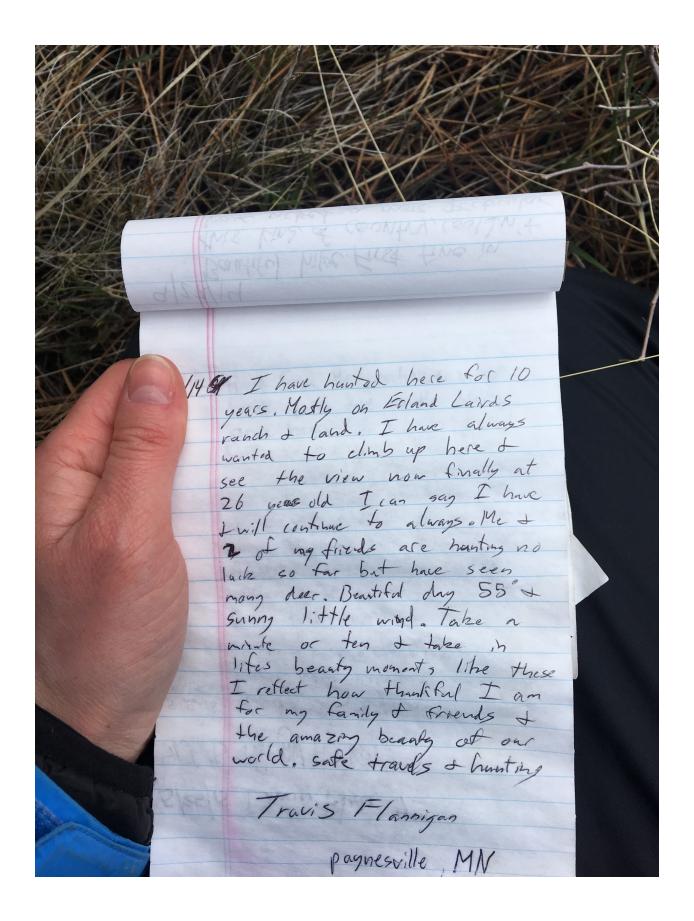


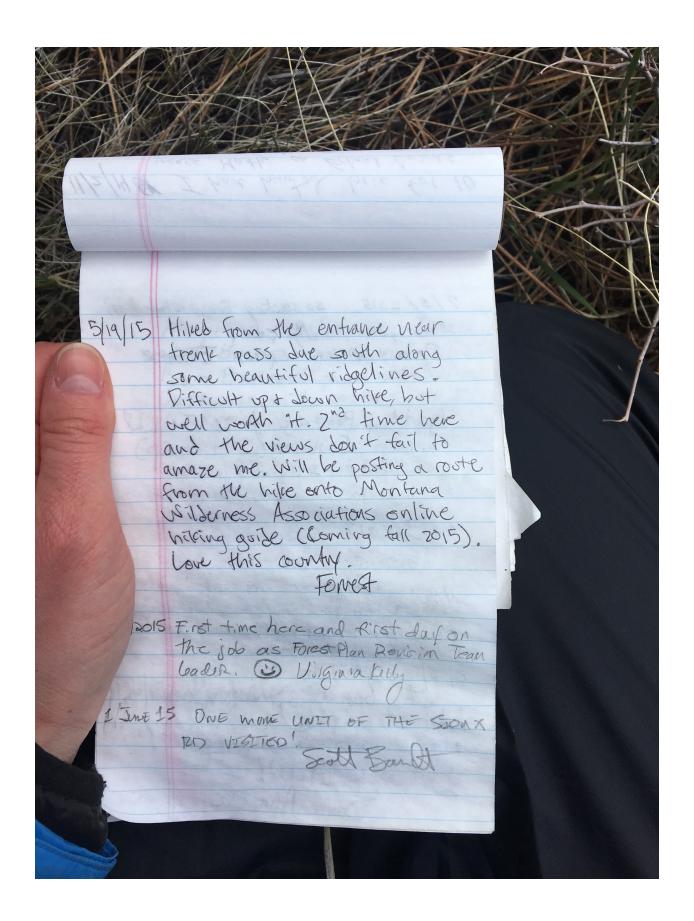


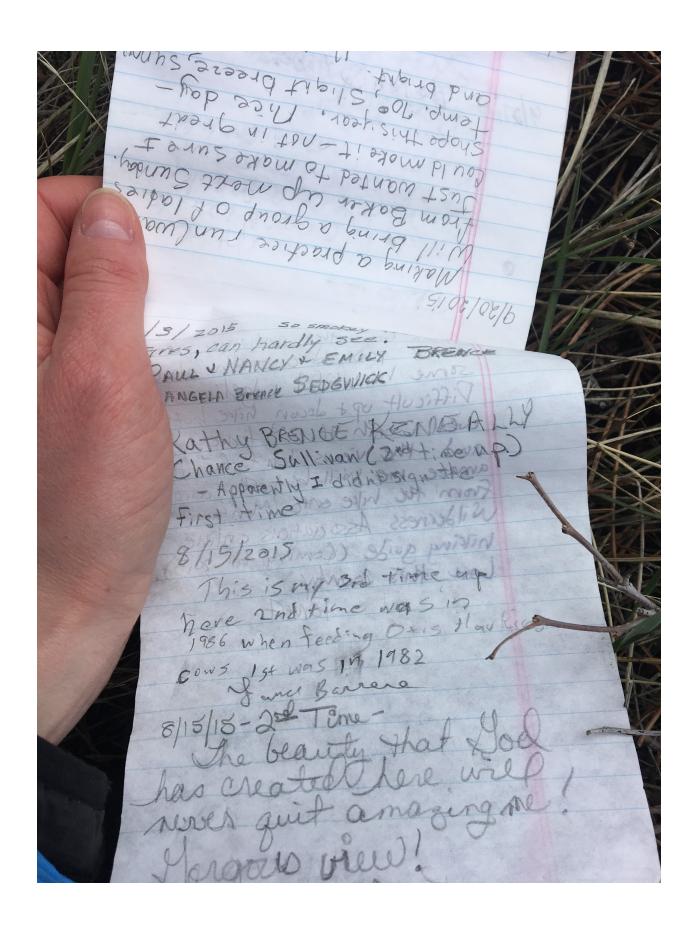


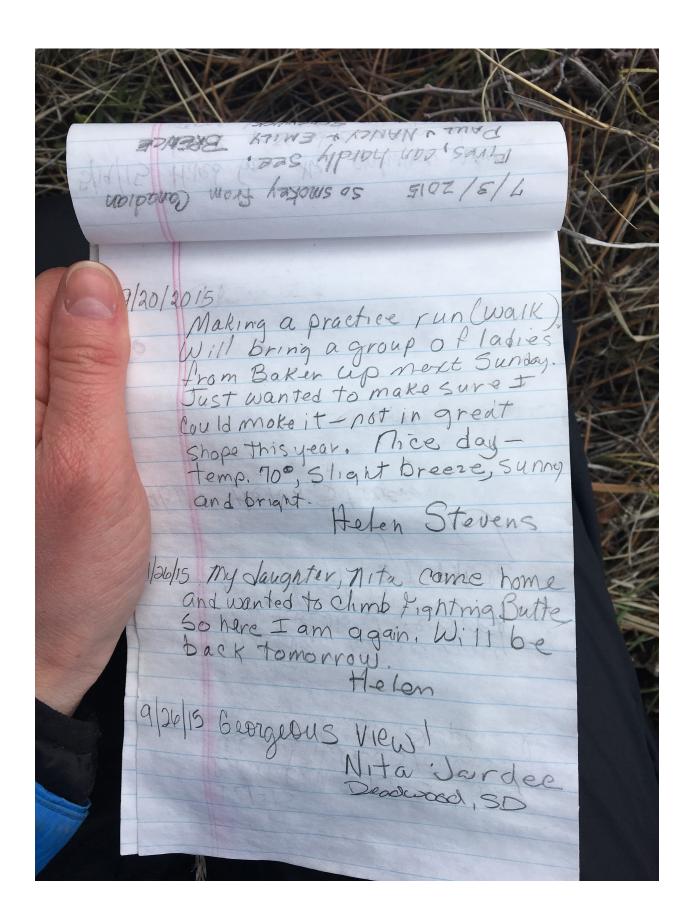


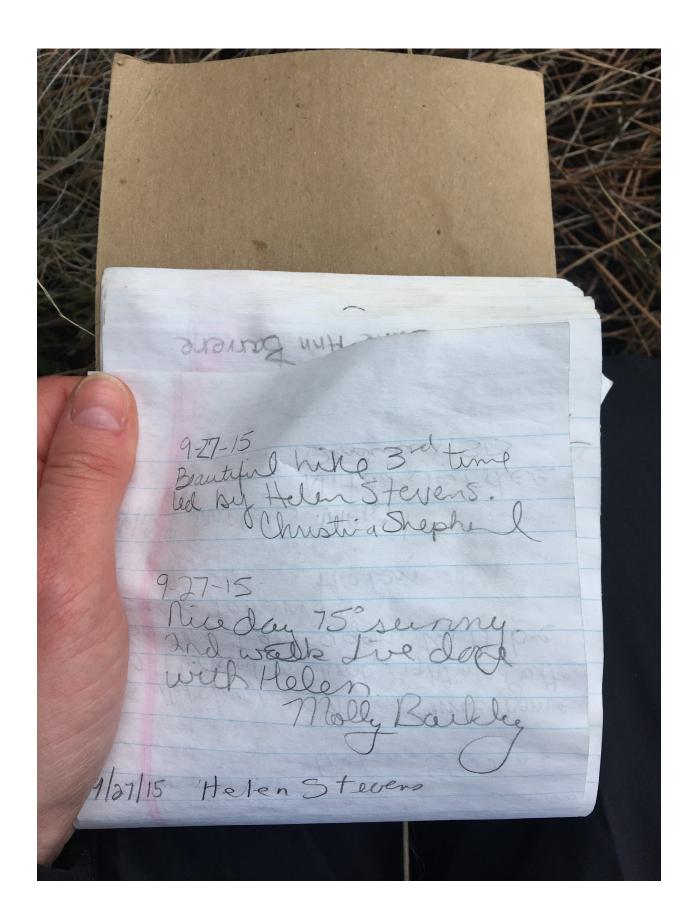


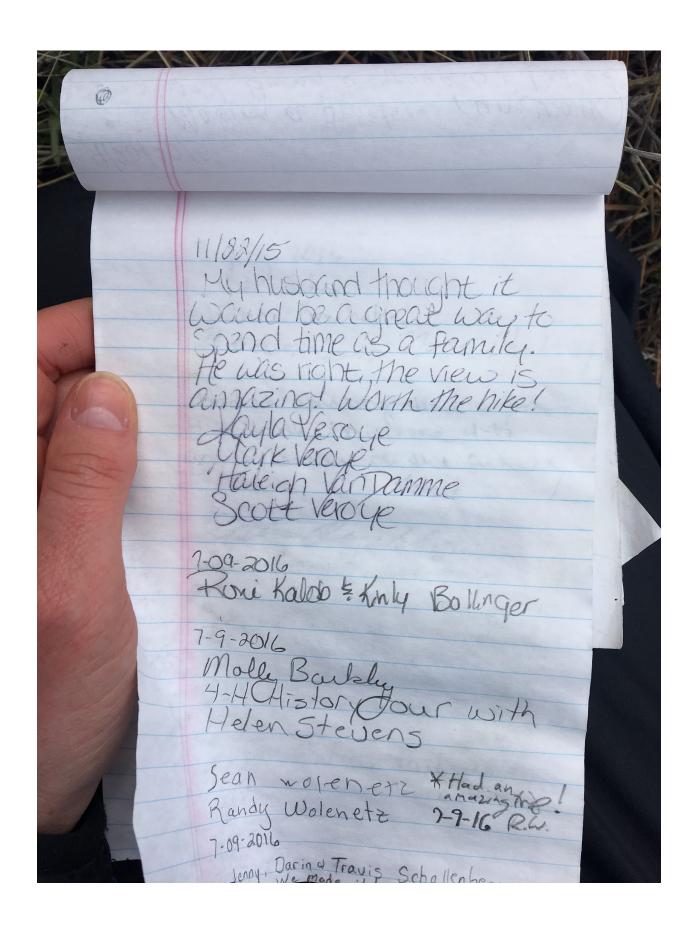


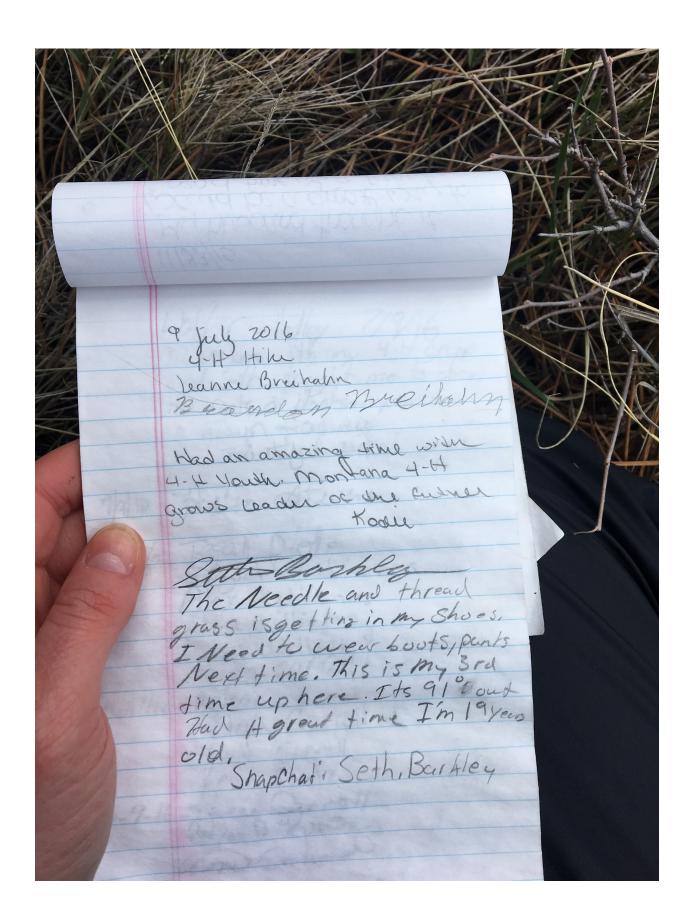












williams

