

Comprehensive Conservation Plan

Lost Trail National Wildlife Refuge

September 2005

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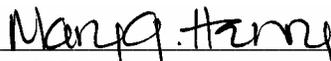
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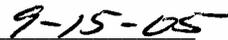
Comprehensive Conservation Plan Approval

Lost Trail National Wildlife Refuge

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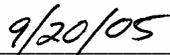


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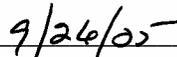


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Summary

This is the summary of the Comprehensive Conservation Plan (CCP) for the Lost Trail National Wildlife Refuge, Montana.

Although the Lost Trail National Wildlife Refuge currently administers the Swan River National Wildlife Refuge and five waterfowl production areas, the CCP only addresses management of the Lost Trail National Wildlife Refuge.

The National Wildlife Refuge System Improvement Act of 1997 requires that a CCP be developed for every unit of the National Wildlife Refuge System by 2012.

The CCP describes how Lost Trail National Wildlife Refuge will be managed during the next 15 years to fulfill its congressionally designated purposes.

BACKGROUND

The 9,225-acre Lost Trail National Wildlife Refuge is located approximately 20 miles northwest from the town of Marion (southwest of Kalispell), in Flathead County, Montana.

This refuge was established in 1999 as the 519th refuge in the National Wildlife Refuge System of the U.S. Fish and Wildlife Service.

Establishment Purposes

- For use as an inviolate sanctuary, or for any other management purpose, for migratory birds.

(Migratory Bird Conservation Act)

Habitat management needs to maintain a mosaic of plant communities for a diversity of foraging and nesting migratory birds.

Plant communities need to be managed for a variety of cover conditions and water levels, with areas of disturbance minimized.

- For the development, advancement, management, conservation, and protection of fish and wildlife resources.

(Fish and Wildlife Act)

- For (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of endangered species or threatened species.

(Refuge Recreation Act)

- For the conservation and enhancement of fish and wildlife.

(Fish and Wildlife Coordination Act)

- Parts of the refuge are mitigative properties in lieu of losses to Flathead WPA. The purpose is to protect and maintain wetland habitat for migratory birds, other animals, and plants; to restore floodplain acreage to its historical role; and to enhance the survival prospects of endangered and threatened species.



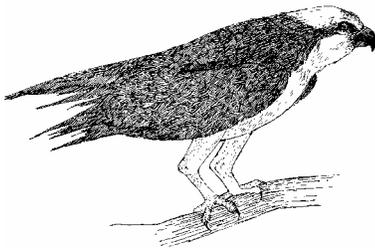
Lost Trail National Wildlife Refuge, Montana

HABITATS AND WILDLIFE

Lost Trail National Wildlife Refuge is a breathtakingly beautiful area nestled in the Pleasant Valley in northwestern Montana. It can best be described as a long valley crossed by Pleasant Valley Creek and encompassing the 182-acre Dahl Lake. The refuge encompasses wetlands, lush riparian corridors, uplands dominated by prairie and tame grasses, and temperate forests dominated by lodgepole pine and Douglas-fir.

Many of the existing wetlands in the refuge have been altered by water impoundments that created cropland and grazing opportunities before the establishment of the refuge. The channelized nature of some streams, altered for flood protection and irrigation, has removed them from their historical riparian habitat condition and function.

Mallard, lesser scaup, northern shoveler, cinnamon teal, and Canada geese are common breeders in the refuge. A variety of Neotropical migratory birds



Osprey
© Cindie Brunner

such as grasshopper and Savannah sparrows nests in the refuge. Raptors such as golden eagles, ospreys, and northern harriers are common sights at the refuge.

Deer and elk winter in the refuge, with the current winter elk population estimated at over 300 animals. Moose, black bear, mountain lion, wolverine, beaver, and badger are other mammals that also occur in the refuge.

Most fish found in Pleasant Valley Creek show stunting. Although none occur presently, it is likely the creek historically supported redband trout and westslope cutthroat trout. The federally listed bull trout occurs outside the refuge in the Fisher River watershed.

Spotted and Pacific chorus frogs occur at the refuge, which is home to the largest concentration of boreal toads in the Rocky Mountains.

Species of concern that reproduce in the refuge include the bald eagle (federally threatened), black tern, boreal toad, and Spalding's catchfly (federally threatened). The Canada lynx (federally threatened) and the trumpeter swan occasionally use refuge habitats. The threatened grizzly bear and gray wolf occur in Pleasant Valley.

CULTURAL HERITAGE

Native American occupation sites have been documented within the boundaries of the refuge. Petroglyphs that document this early human presence are still in existence in the refuge.

Prior to refuge establishment, the site of Lost Trail National Wildlife Refuge encompassed areas used for domestic cattle grazing and public school building sites. Two of the three historical ranch sites in the refuge are eligible for nomination to the National Register of Historic Places.

PUBLIC USE AND THE ECONOMY

Current use of the refuge includes wildlife observation and photography, environmental education, and hunting of deer, elk, mountain grouse, and turkey.

Located in one of the fastest-growing counties in Montana, ranching, recreation, and timber harvest are the main land uses near the refuge.

THE PLANNING PROCESS

The environmental analysis process—as directed by the National Environmental Policy Act—was followed to develop the CCP for the refuge.

Public, partner, and agency involvement was coordinated by the refuge planning team. During the scoping process, major issues were raised by refuge staff, the Montana Department of Fish, Wildlife and Parks, other federal agencies, refuge partners and neighbors, and the general public.

Some of the major issues raised by other agencies and the public have been addressed in the CCP as follows:

As a result of agency and public participation, the CCP provides for coordinated efforts to control or eradicate invasive plants. This will be achieved through a variety of habitat management methods such as grazing, herbicide applications, rest, and prescribed fire.

The CCP calls for continued studies to ensure adequate water rights exist and that habitat management does not cause loss of water downstream from the refuge.

Wildlife and their habitat will receive foremost consideration. Management for conservation of the grizzly bear and gray wolf will strive to minimize conflicts with humans.

The refuge will ensure that management activities do not harm cultural sites. Furthermore, public uses will be allowed and

managed in a way that will not degrade wildlife habitat. The refuge will continue to provide hunting, wildlife photography, nature trails, and fishing opportunities.

The refuge will pursue adequate refuge staffing levels and public facilities to fulfill its goals and vision.

MANAGEMENT DIRECTION

This vision for the refuge is based on the establishment purposes of the refuge, resource conditions and potential, and the issues.

Refuge Vision

Lost Trail National Wildlife Refuge is an integral part of the Columbia River ecosystem and the Pleasant Valley community.

The refuge is a place where wetlands, streams, native grasslands, and forests have been conserved, enhanced, and restored. These habitats support a variety of migratory birds, species of concern, and other associated wildlife and plants.

People learn about and appreciate the natural and cultural environment of the refuge and enjoy opportunities for wildlife-dependent recreation.

Partnering with others fosters natural and cultural resource conservation for the benefit of present and future generations.

These goals were developed to guide achievement of the vision.

- **Riparian Habitat Goal.** Restore, enhance, and maintain a mixed deciduous and coniferous riparian habitat to support indigenous wildlife species and perpetuate the ecological integrity of the Fisher River watershed.
- **Wetland Habitat Goal.** Provide breeding, resting, and feeding habitat for wetland-dependent species of northwestern Montana by restoring, maintaining, and enhancing a mosaic of lake, semipermanent, seasonal, temporary, and saturated wetlands.
- **Grassland Habitat Goal.** Restore, enhance, and maintain Intermountain grasslands, with an emphasis on native bunchgrass prairie to provide habitat for migratory birds, species of concern, and associated wildlife species.
- **Forest Habitat Goal.** Enhance and maintain Douglas-fir, ponderosa pine, aspen, and cottonwood forested habitats within the context of the Fisher River watershed for migratory birds, species of concern, and other associated wildlife species.
- **Invasive Plant Goal.** Native plant communities, composition, occurrence, and density exist without degradation by invasive plants and support associated wildlife.
- **Migratory Bird Goal.** Preserve, restore, and enhance the ecological diversity and abundance of migratory birds of the Intermountain West forest, wetland complexes, riparian habitat, and bunchgrass prairie.
- **Endemic Wildlife Goal.** Restore and maintain resident and endemic wildlife populations of northwestern Montana to maintain and enhance species diversity of Lost Trail National Wildlife Refuge and Fisher River watershed.
- **Species of Concern Goal.** Contribute to the conservation, enhancement, and recovery of endangered, threatened, and species of concern populations in Lost Trail National Wildlife Refuge and Fisher River watershed.
- **Cultural Resource Goal.** Protect, manage, and interpret archaeological, cultural, and historical resources present at Lost Trail National Wildlife Refuge for the benefit of present and future generations.
- **Public Use Goal.** Provide quality wildlife-dependent recreational and educational opportunities for persons of all abilities to learn, understand, and enjoy the Intermountain ecosystem of northwestern Montana; the associated fish, wildlife, and plants of Lost Trail National Wildlife Refuge; and the National Wildlife Refuge System in a safe and compatible manner.
- **Administration Goal.** Provide staffing, funding, and facilities to maintain the long-term integrity of habitats and wildlife resources of Lost Trail National Wildlife Refuge in supporting the achievement of ecosystem and National Wildlife Refuge System goals.
- **Partnership Goal.** Promote and develop partnerships with adjacent landowners, public and private organizations, and other interested individuals to preserve, restore, and enhance a diverse and productive ecosystem of which Lost Trail National Wildlife Refuge is an integral part.

OUTCOME OF THE PLAN

The CCP calls for habitat restoration through full staffing, along with increased compatible public use that is limited when needed to protect wildlife, habitats, and cultural resources.

The staff will manage refuge habitats through:

- restoration of native vegetation, especially prairie grasses and forest;
- restoration of the natural hydrology of Dahl Lake, Pleasant Valley Creek, and wetlands;
- control of invasive plants.

Achieving the refuge's goals, migratory and other birds, large and small mammals, amphibians, reptiles, and fish will inhabit quality habitats where they will feed, loaf, rest, and reproduce.



Spruce Grouse

Species of concern, especially federally listed species, will receive adequate protection and find their life cycle needs met when migrating through or recolonizing the area of the refuge.

Known cultural resources will be protected. The refuge will pursue partnerships and coordination with the state to research and catalog unknown cultural resources.

Compatible public use will receive a boost, especially the priority wildlife-dependent uses:

- Hunting
- Fishing
- Wildlife observation
- Wildlife photography
- Interpretation
- Environmental education

The refuge will pursue administrative independence from the National Bison Range National Wildlife Refuge Complex, as well as funding for seven full-time employees and one half-time employee to manage the refuge and its waterfowl production areas. A contact station will provide information for visitors once budget allows for its construction.

1 Introduction



Dahl Lake, in the midst of the refuge, is nestled in the Pleasant Valley.

This comprehensive conservation plan (CCP) is the result of an environmental assessment (EA) that evaluated alternatives for the management of the Lost Trail National Wildlife Refuge in northwestern Montana (figure 1).

The Lost Trail National Wildlife Refuge lies in the west-central portion of Flathead County, Montana, approximately 25 air miles west of Kalispell (figure 1). To get to the refuge, visitors travel 20 miles on Highway 2, west to Marion, and northwest 20 miles through Haskell Pass.

The congressionally designated refuge boundary encompasses approximately 9,225 acres. Within the designated boundary, the Service manages approximately 7,885 acres (figure 2). A mosaic of valley meadows and wetlands, and sloping uplands dominated by forest, comprise the refuge. Located in an Intermountain drainage known locally as Pleasant Valley, the refuge has elevations ranging from 3,488 to 4,600 feet.

AREA DESCRIPTION

Lost Trail National Wildlife Refuge is nestled in the Pleasant Valley, which was formed during the last glacial period in North America. Pleasant Valley sits atop a vast, relatively uniform expanse of the Belt Rock formation called the Purcell Alticline.

Pleasant Valley is located in the Salish Mountains among medium-elevation mountains such as Ashley Mountain (6,300 feet) to the north and Murr Peak (6,763 feet) to the south, near the confluence of the boundaries of the Flathead, Kootenai, and Lolo national forests (figure 3).

The Whitefish Mountains lie northeast of the refuge, beyond which Glacier National Park and the Continental Divide are found. The Purcell

Mountains are directly west, and Little Bitterroot and Flathead lakes lie southeast of the refuge. Further east are the breathtaking Mission and Swan mountain ranges. The Cabinet and Bitterroot mountains are west of the refuge.

The refuge administers McGregor Meadows, Batavia, Blasdel, Smith Lake, and Flathead waterfowl production areas (WPAs), which comprise the northern half of the Northwest Montana Wetland Management District (WMD). The refuge also administers the Swan River National Wildlife Refuge. This CCP does not address administration of these units. These WPAs and the Swan River National Wildlife Refuge will be addressed in separate CCPs.

U.S. FISH AND WILDLIFE SERVICE AND THE REFUGE SYSTEM

The U.S. Fish and Wildlife Service (Service, USFWS) is the principal agency responsible for conservation of our Nation's fish, wildlife, and plant resources. This responsibility is shared with other federal agencies and state and tribal governments.

The mission of the U.S. Fish and Wildlife Service is working with others to conserve, protect, and enhance fish, wildlife, plants, and their habitats for the continuing benefit of the American people.

The Service manages a diverse network of more than 540 national wildlife refuges within the National Wildlife Refuge System, which encompasses 95 million acres of lands and waters. Lost Trail is 1 of 22 national wildlife refuges in Montana.

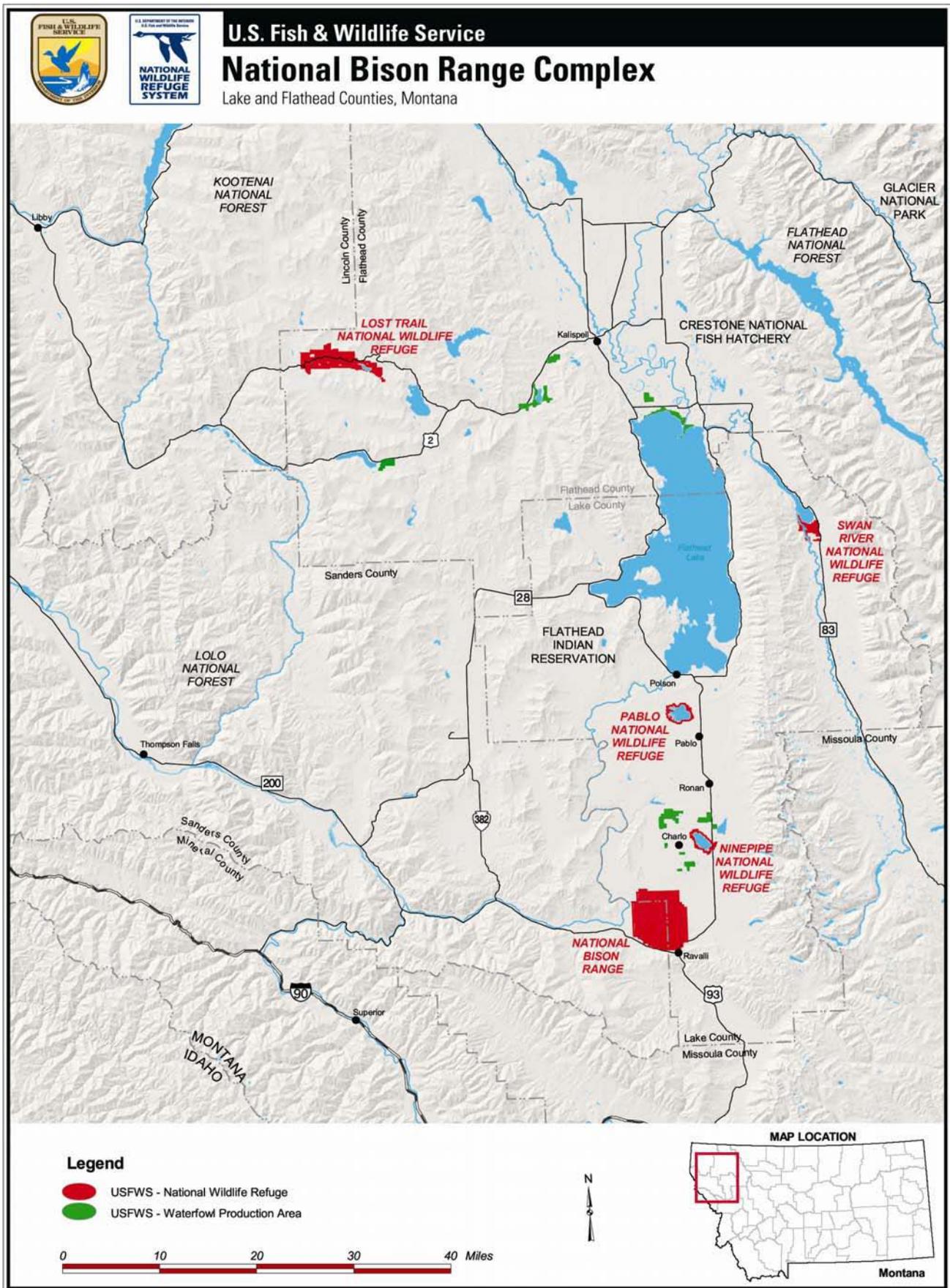


Figure 1. Vicinity map for Lost Trail National Wildlife Refuge, Montana

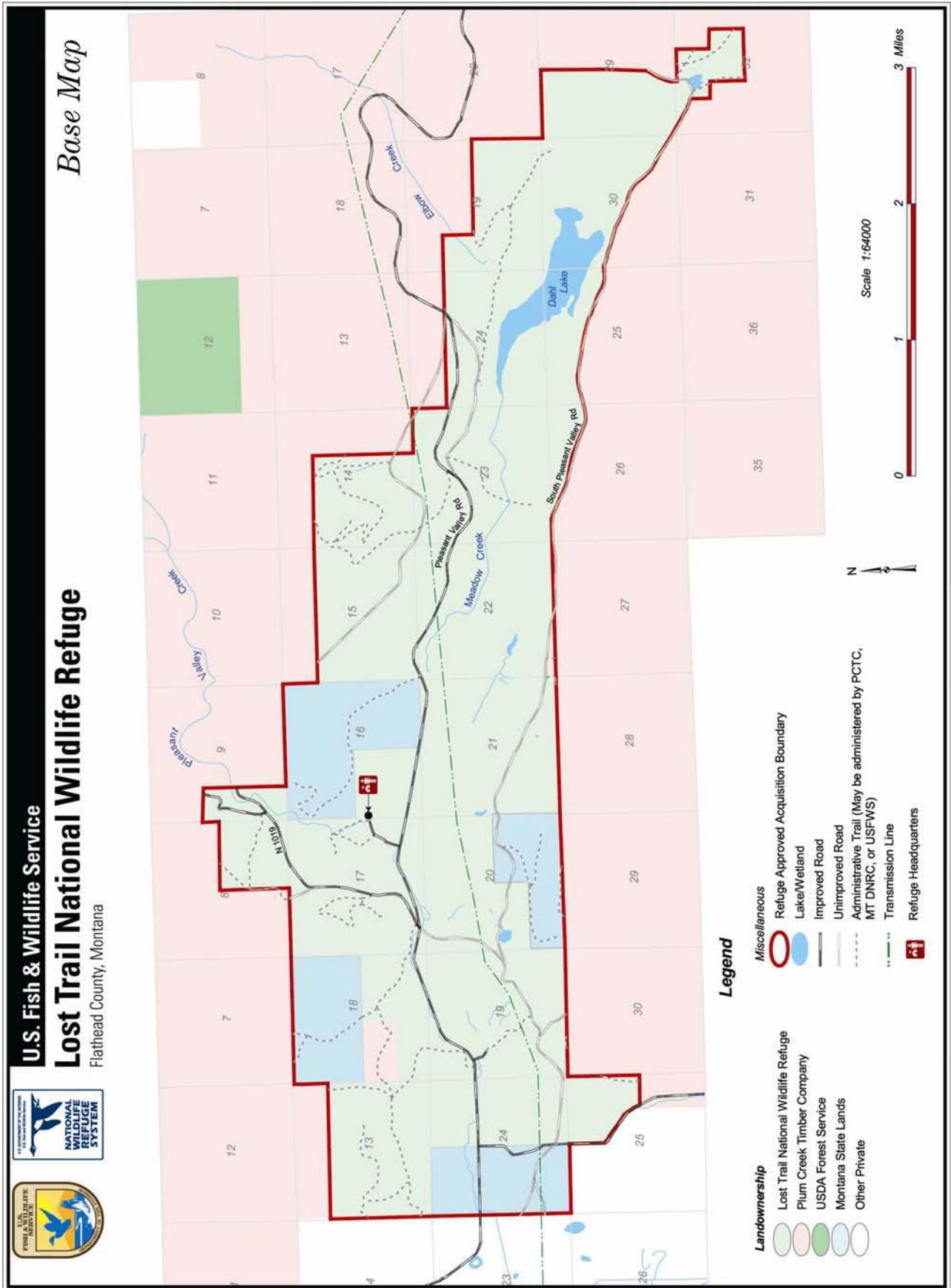


Figure 2. Base map for Lost Trail National Wildlife Refuge, Montana

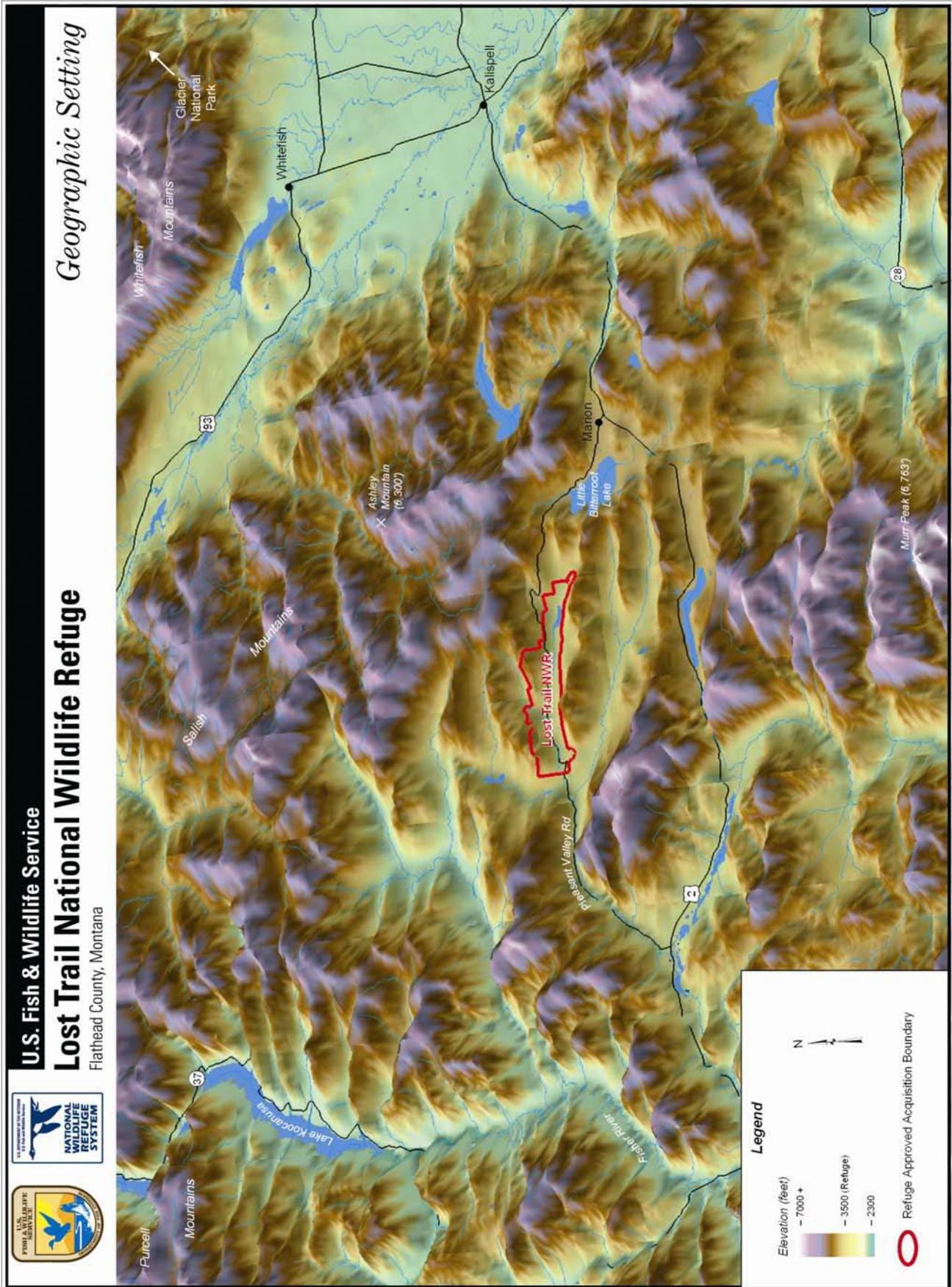


Figure 3. Geographic setting of Lost Trail National Wildlife Refuge, Montana

The mission of the National Wildlife Refuge System is to administer a network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.

Operation and management of national wildlife refuges are influenced by a wide array of laws, treaties, and executive orders (see appendix A). The primary guidance comes from these laws:

- National Wildlife Refuge System Administration Act of 1966, as amended
- National Wildlife Refuge System Improvement Act of 1997 (Improvement Act)

All national wildlife refuges are established with the following goals (Service Director's Order No. 132):

- Fulfill our statutory duty to achieve refuge purpose(s) and further the Refuge System mission.
- Conserve, restore where appropriate, and enhance all species of fish, wildlife, and plants that are endangered or threatened with becoming endangered.
- Perpetuate migratory bird, interjurisdictional fish, and marine mammal populations.
- Conserve a diversity of fish, wildlife, and plants.
- Conserve and restore, where appropriate, representative ecosystems of the United States, including the ecological processes characteristic of those ecosystems.
- Foster understanding and instill appreciation of fish, wildlife, and plants, and their conservation, by providing the public with safe, quality, and compatible wildlife-dependent public use. Such use includes hunting, fishing, wildlife observation and photography, environmental education, and interpretation.

These goals help step-down the Refuge System mission and principles of the 1997 amendments to the National Wildlife Refuge System Administration Act. These goals articulate the foundation for stewardship of the Refuge System and define the unique niche it occupies among various federal land systems.

The Improvement Act calls for making opportunities for wildlife-dependent recreation, as long as they are compatibly managed with other purposes and do not conflict with other use. Service policy allows use if it is appropriate (appendix A).

An appropriate use:

contributes to the Refuge System mission, the refuge's major purposes, or refuge goals or objectives;

is a priority wildlife-dependent public use (fishing, hunting, wildlife observation and photography, environmental education, and interpretation); *or*

supports the safe and effective conduct of a priority public use.

It is the policy of the federal government—in cooperation with other nations and in partnership with states, local governments, Indian tribes, and private organizations and individuals—to administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the benefit of present and future generations.

To maintain the health of individual national wildlife refuges, and the Refuge System as a whole, managers must anticipate future conditions—to avoid adverse effects and take positive actions to conserve and protect refuge resources. Effective management also depends on knowledge of larger systems and resource relationships.

PURPOSE AND NEED FOR A CCP

The National Wildlife Refuge System Administration Act, as amended by the Improvement Act, requires that CCPs be in place for all national wildlife refuges within 15 years of enactment (2012).

A CCP is needed to guide the conservation and use of resources on the newly established (1999) Lost Trail National Wildlife Refuge for the next 10–15 years.

In general, a CCP serves to do the following:

- Ensure that the purpose of the refuge and mission of the National Wildlife Refuge System are being fulfilled.
- Ensure that national policy direction is incorporated into refuge management.
- Ensure that opportunities are available for interested parties to participate in the development of management direction.
- Provide a systematic process for making and documenting refuge decisions.
- Establish broad strategies for refuge programs and activities.
- Provide a basis for evaluating accomplishments.

REFUGE OVERVIEW

Lost Trail National Wildlife Refuge was established on August 24, 1999, and became the 519th refuge in the National Wildlife Refuge System.

Appendix A provides further information about the establishment history of the refuge.



Eugene Hester/USFWS

Canvasback Duck

PURPOSES

The purposes for the refuge are set out in the authorities for acquisition (below), and are summarized here.

Lost Trail National Wildlife Refuge was established for...

- use by migratory birds, with emphasis on waterfowl and other waterbirds*
- the conservation of fish and wildlife resources*
- fish- and wildlife-oriented recreation*
- the conservation of endangered or threatened species*

Management is dictated, in large part, by legislation that created the refuge and defines the purposes for which the refuge was established. Five authorities exist for the acquisition and establishment of the refuge:

- Migratory Bird Conservation Act, “...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.”

Habitat management needs to maintain a mosaic of plant communities for a diversity of foraging and nesting migratory birds. Plant communities need to be managed for a variety of cover conditions and water levels, with areas of disturbance minimized.

- Endangered Species Act of 1973 (ESA)
- Fish and Wildlife Act, “...for the development, advancement, management, conservation, and protection of fish and wildlife resources.”
- Refuge Recreation Act, “...for (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of endangered species or threatened species.”
- Fish and Wildlife Coordination Act, “...for the conservation and enhancement of fish and wildlife.”

Parts of the refuge are mitigative properties (obtained from the Montana Power Company [MPC] in lieu of losses to Flathead WPA attributed to past and future operations of Kerr Dam). The purpose is to protect and maintain wetland habitat for migratory birds, other animals, and plants; to restore floodplain acreage to its historic role; and to enhance the survival prospects of endangered and threatened species.

ECOSYSTEM SETTING

The refuge is part of the ecosystem designated by the Service as the Missouri, Yellowstone, Columbia River (MOYOCO) ecosystem (figure 4). The Columbia River watershed primarily falls into the Service’s Region 1, a different administrative area. The Improvement Act and planning policy requires CCPs to show how refuge management contributes to the Service’s ecosystem goals.

The mission for the MOYOCO ecosystem is to maintain, restore, and enhance riparian and watershed functions for the benefit of trust resources, Service properties, and the American public. This includes preservation and restoration of grasslands, riparian areas, and wetland habitats and conservation of endangered, threatened, and other species of special concern. The habitat and wildlife goals and objectives for the refuge contribute to the MOYOCO ecosystem mission.

MANAGEMENT CONSIDERATIONS

This section describes other management considerations for habitats, wildlife, and administration of the refuge.

Habitats

The wetland reserve program (WRP) project has the following goals that relate to Pleasant Valley Creek:

- Address habitat needs for a diversity of fish and wildlife with a priority for species most impacted by degraded condition; beaver; moose; and species of concern such as bull, westslope cutthroat, and redband trout.

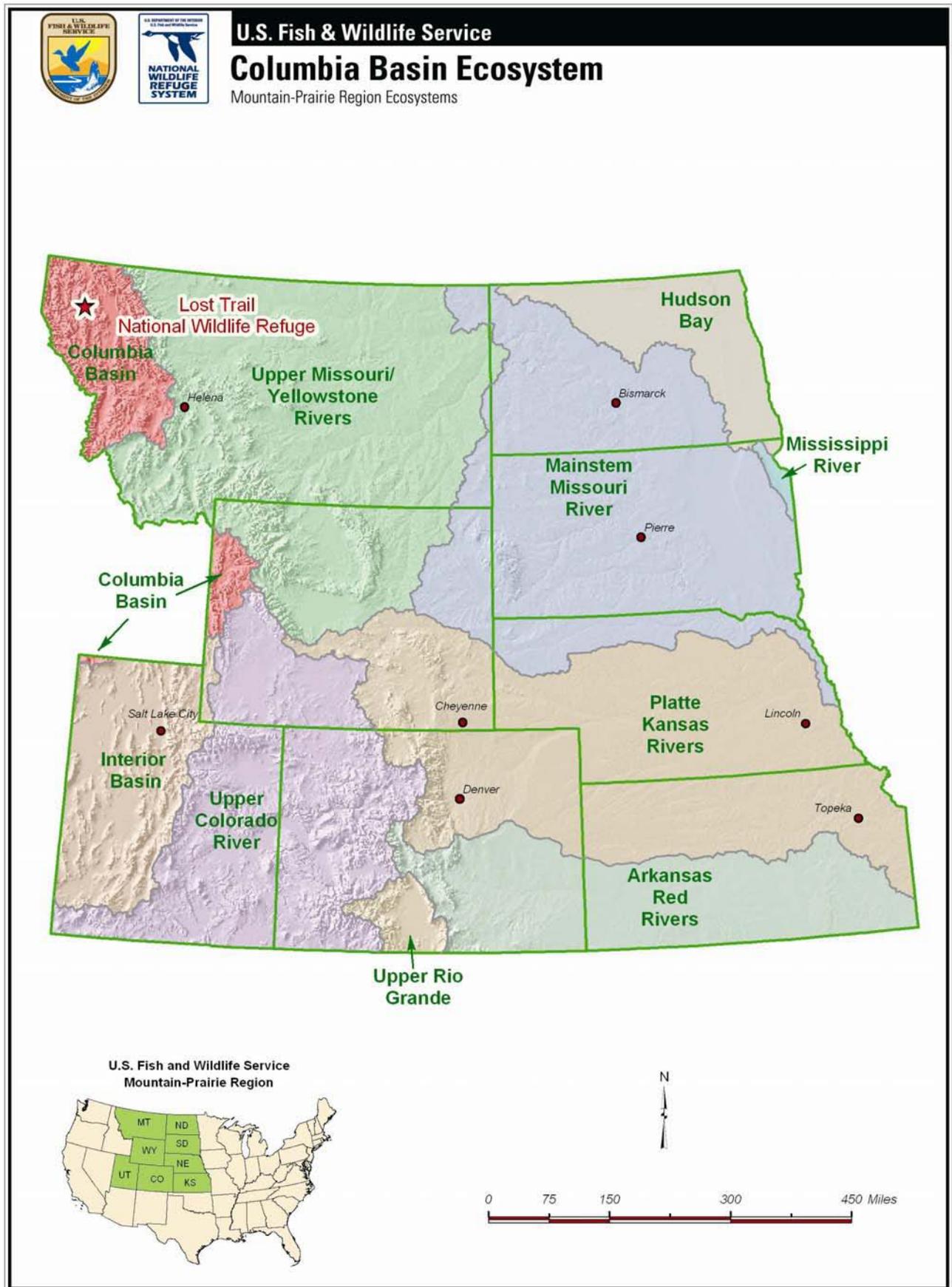


Figure 4. Columbia Basin ecosystem

- Restore wetland hydrology and vegetation to historic conditions.
- Restore streams to historical channels and/or function, where feasible.
- Restore fisheries habitat and aid fish passage to tributary channels, where feasible.

(The glossary entry for “wetland reserve program” provides further information.)

Although management of forest habitat is not a priority for the refuge, as a wildlife steward, the Service needs to determine what is within refuge boundaries and not impact species of concern and their biological potential.

Wildlife

Since Lost Trail National Wildlife Refuge was purchased as mitigation for habitat losses associated with Flathead WPA, management emphasis is placed on improving wetland-dependant species diversity and maintaining healthy self-sustaining populations of these species. Refuge managers primarily use habitat management to improve species diversity and to sustain or improve wildlife populations. Thus, wildlife management objectives are directly linked to habitat objectives.

Lost Trail is a new refuge that, until recently, had only one full-time employee. It is essential to gather baseline data on habitat and wildlife use of the refuge to evaluate the refuge’s potential to contribute to the conservation, enhancement, and enjoyment of the wildlife of the Rocky Mountain West. Emphasis for wildlife during the term of this plan will be on monitoring and evaluating species richness and populations, developing management plans, and using the principles of adaptive resource management to enhance wildlife populations.

Enabling legislation for the refuge also emphasized the conservation of fish and wildlife resources, and the conservation of endangered or threatened species. Big game species that occur on the refuge include elk, white-tailed deer, mule deer, moose, black bear, and mountain lion.

The refuge is important winter habitat for a herd of more than 300 elk. Winter is a critical time for ungulate survival. Animals that may have occupied thousands of acres of summer and fall range can be seasonally confined to relatively restrictive area. These wintering areas have limited forage and extreme environmental conditions, which can cause physiological stress. Almost 40 percent more food is required in winter to generate energy for daily metabolic and activity requirements. Mackie et al. (1998) observed that “deer survive primarily by supplementing energy resources accumulated prior to winter with energy intake from sub-maintenance winter diets.” This requires behavior that emphasized energy conservation. Inactivity provides an energetic

advantage for animals exposed to cold; forced activity caused by human disturbance exacts an energetic disadvantage. Management for elk will concentrate on providing healthy native winter habitat with limited disturbance.

The refuge is challenged to manage for predator species diversity and health along with other native species. Although predators are of secondary importance after native birds for management to meet refuge purposes, they are critical to maintaining ecosystem health and are popular with refuge visitors.

The ESA requires federal agencies to carry out conservation (recovery) programs for listed species, and to ensure that agency actions are not likely to jeopardize the continued existence of listed species or adversely modify or destroy their critical habitat.



John and Karen Hollingsworth/USFWS

The gray wolf is a federally threatened species.

- The refuge currently supports one active bald eagle nest.
- Gray wolves denned within 0.25 mile of the refuge in the 1990s. Although wolves are not breeding in Pleasant Valley at this time, neighboring packs and dispersers occasionally frequent the refuge.
- The refuge lies in an area designated as management situation II under the interagency Grizzly Bear Guidelines (USDA Forest Service 1986). Grizzly bears occasionally inhabit the area, but lack of highly suitable habitat and security precludes extensive use. The grizzly bear is important, but not the primary use of the area and the refuge will not be managed exclusively for the grizzly bear at the expense of other priority species.
- The refuge contains only marginal habitat for Canada lynx; even intensive management for lynx habitat may not result in lynx using the refuge. If conflicts arise, the needs of the lynx may not be the primary consideration in habitat management.

- Bull trout, a federally listed species, exists in the Fisher River watershed downstream from the refuge. It is unknown if this species ever existed on the habitats which today comprise the Lost Trail National Wildlife Refuge.

Public Use

Hunting, fishing, wildlife observation and photography, environmental education, and interpretation are priority public uses of the Refuge System, when compatible with the main mission of wildlife conservation (Improvement Act).

The Service's stewardship responsibilities will ensure that priority uses, when found compatible, will receive enhanced and highest consideration in refuge planning and management over other general public uses.

Administration

House Report 105–106 (accompanying the House of Representatives version of the Improvement Act) encourages refuge managers to take reasonable steps to obtain outside assistance if adequate finances are not available to manage a priority use in a compatible manner.

Refuge staff needs to work closely with state, community, and conservation partners to help obtain resources to manage priority uses.

BACKGROUND

In 1985, the Service evaluated ecosystem and Refuge System needs in Flathead and Lake counties, Montana, and prepared a land acquisition and development plan. The plan identified more than 11,000 acres of wetlands and uplands in Flathead Valley that are suitable for wetland-dependent wildlife production and management. Dahl Lake and surrounding wetland habitats were identified.

The establishment of much of the refuge was the result of a mitigative settlement between the MPC, the Confederated Salish and Kootenai Tribes (CSKT), and the Service. A summary follows, with details found in appendix A.

The MPC operated Kerr Dam, a hydro-generating facility located on the Flathead River. In 1985, the Federal Energy Regulatory Commission (FERC) identified hydro-project impacts to aquatic and wildlife resources on the Service-administered Flathead WPA at the north end of Flathead Lake.

In 1998, FERC issued a settlement order that required the MPC to acquire 3,911 acres of suitable replacement habitat as mitigation for wildlife losses and impacts on the WPA. The MPC purchased the Lost Trail Ranch with the intent of conveying 3,112 acres to the Service. Two parcels of the ranch were identified as mitigative replacement habitat (figure 5):

- Dahl Lake (approximately 160 acres) with 2,452 acres of surrounding habitat
- Restorable wetlands (500 acres) on the west end of the ranch

There is a draft habitat development plan for the refuge as part of this FERC-approved settlement. The plan addresses habitat enhancements on the refuge for mitigation of habitat and wildlife losses.

After review of the proposed parcels, and in consideration of other wildlife needs, the Service proposed acquisition of the remaining ranch tracts for establishment of a national wildlife refuge. In 1998, a preliminary project proposal, conceptual management plan, and environmental assessment for acquisition were prepared.

The name of the refuge was selected very early during the acquisition phase. "Lost Trail National Wildlife Refuge" was chosen because the former private lands that now comprise the refuge were known locally as the Lost Trail Ranch. The Service wanted to aid in the public's identification of the refuge.

The conceptual management plan provided a general description of the operations and management for the newly established refuge, as outlined in the preferred alternative of the environmental assessment for the creation of the refuge.

During the interim acquisition period (1998–1999), the Natural Resources Conservation Service (NRCS), in conjunction with the MPC, acquired a WRP easement on 1,770 acres of the ranch (figure 6). This easement allows for the restoration of the hydrology of the area.

The refuge acquisition was completed on August 24, 1999, by the realty division at the Service's Region 6 headquarters (Lakewood, Colorado). Approximately 3,112 acres were conveyed to the Service through the mitigation. The remainder of the property was proposed to be acquired through the Migratory Bird Conservation Fund, subsequently establishing the 7,885-acre Lost Trail National Wildlife Refuge.

The refuge encompasses 7,885 acres of its designated 9,300-acre legislative boundary. There are 1,440 acres of state land leases within the legislative boundary that are not owned by the Service.

The 2001 decision to allow hunting at the refuge followed the completion of an environmental assessment for hunting options, strategies, and effects (details are in appendix A).

When considering other uses, the refuge manager will prepare a compatibility determination when necessary. Appendix B displays the compatibility determination for the refuge.

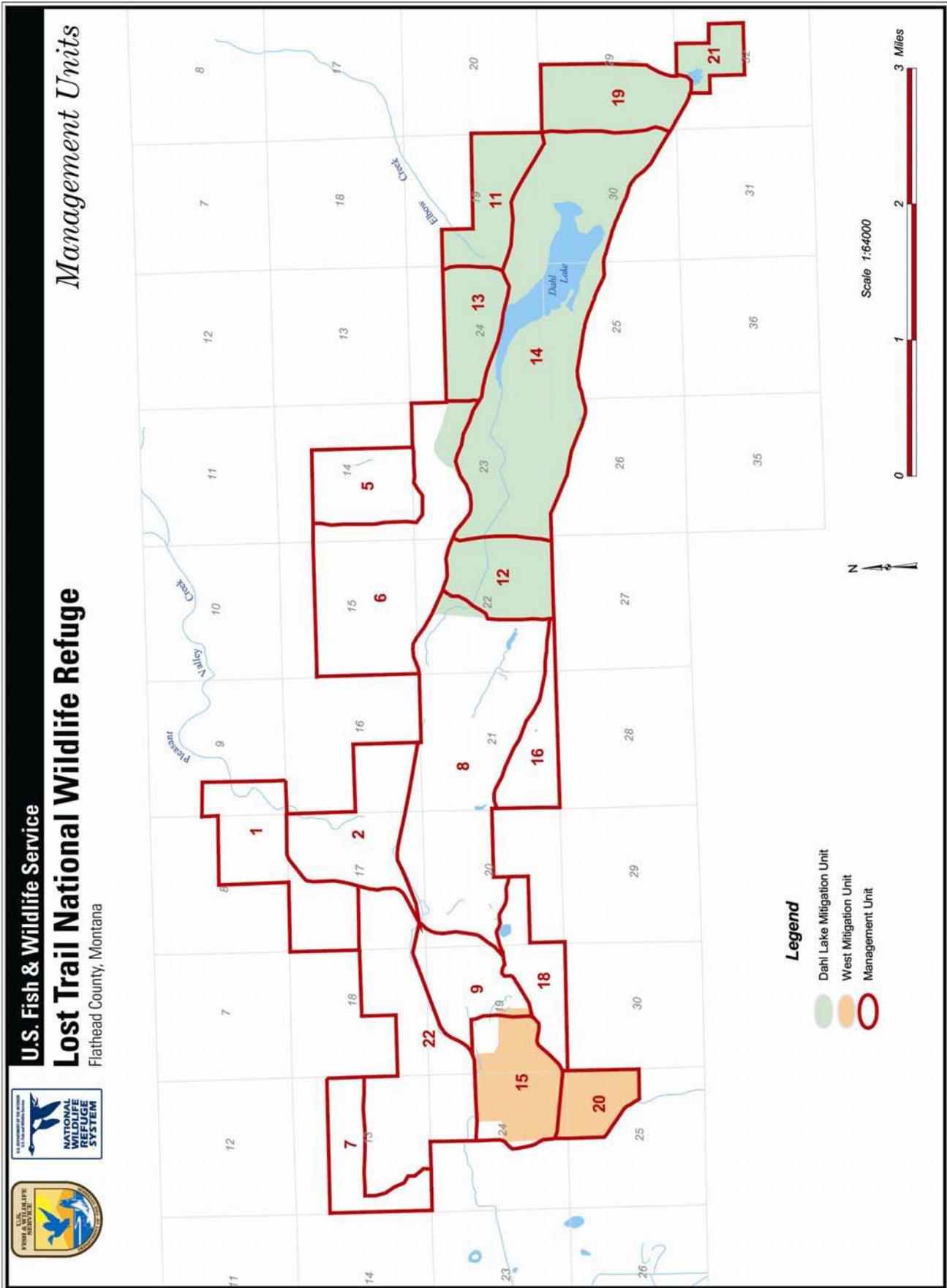


Figure 5. Management units for Lost Trail National Wildlife Refuge, Montana

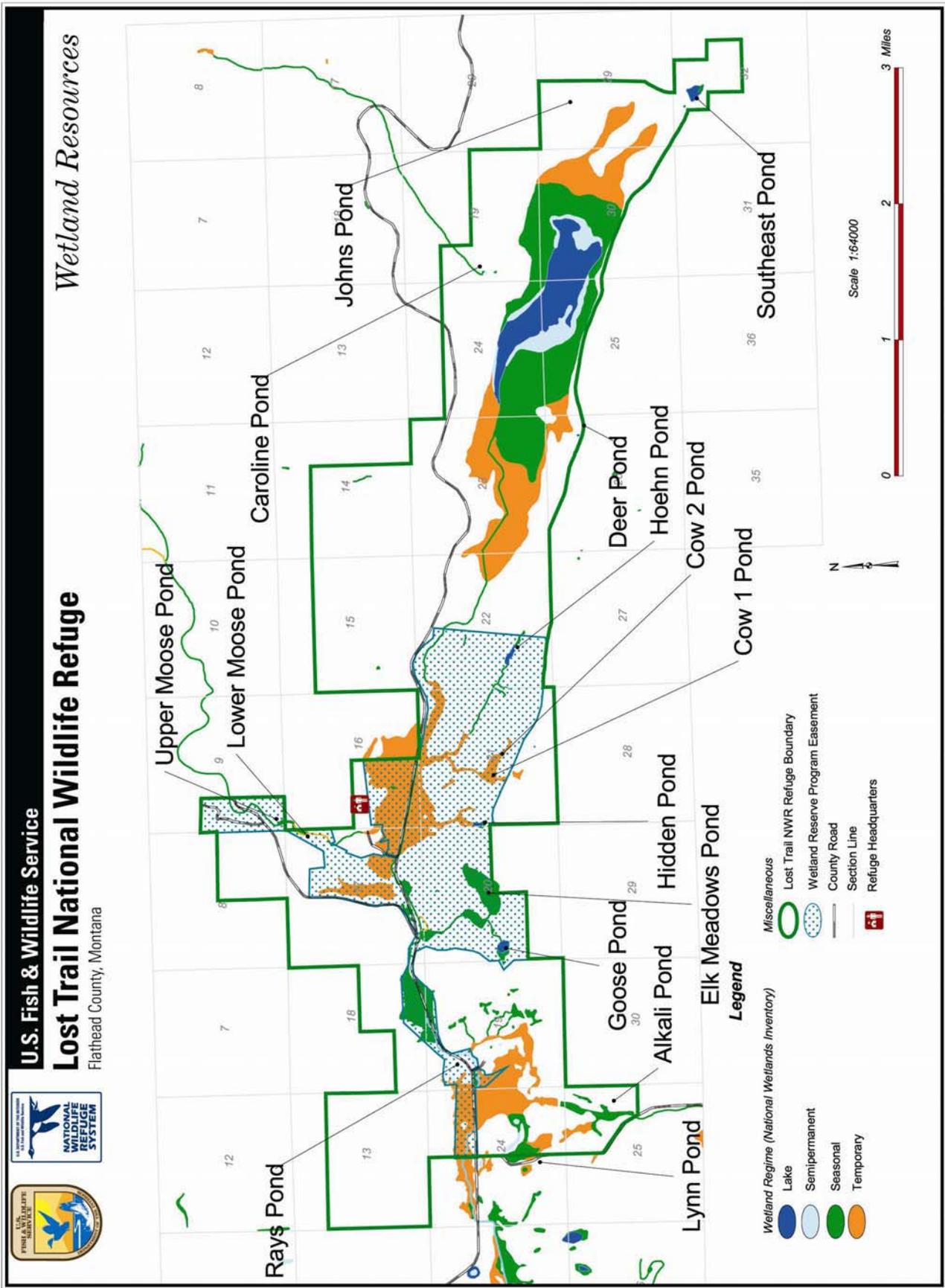


Figure 6. Wetland resources of Lost Trail National Wildlife Refuge, Montana

Wildlife-dependent recreational use programs will be offered only to the extent that staff, funds, and facilities are sufficient to develop and operate programs to safe, quality standards.

REFUGE VISION STATEMENT AND GOALS

VISION

Lost Trail National Wildlife Refuge is an integral part of the Columbia River ecosystem and the Pleasant Valley community.

The refuge is a place where wetlands, streams, native grasslands, and forests have been conserved, enhanced, and restored. These habitats support a variety of migratory birds, species of concern, and other associated wildlife and plants.

People learn about and appreciate the natural and cultural environment of the refuge and enjoy opportunities for wildlife-dependent recreation.

Partnering with others fosters natural and cultural resource conservation for the benefit of present and future generations.

GOALS

A goal is a descriptive, broad statement of desired future conditions that conveys a purpose, but does not define measurable units. Goals for the refuge will direct work at carrying out the refuge’s mandates and achieving the purposes.

These goals are derived from the vision statement and the refuge’s purposes to reflect the refuge’s contribution to the Refuge System. The following goals for the refuge reflect the core mission of the



Hooded Merganser with Brood

John and Karen Hollingsworth/USFWS

Service to protect fish, wildlife, and plant resources while providing compatible opportunities for the public to appreciate and enjoy the natural environment of the region.

Riparian Habitat Goal

Restore, enhance, and maintain a mixed deciduous and coniferous riparian habitat to support indigenous wildlife species and perpetuate the ecological integrity of the Fisher River watershed.

Wetland Habitat Goal

Provide breeding, resting, and feeding habitat for wetland-dependent species of northwestern Montana by restoring, maintaining, and enhancing a mosaic of lake, semipermanent, seasonal, temporary, and saturated wetlands.

Grassland Habitat Goal

Restore, enhance, and maintain Intermountain grasslands, with an emphasis on native bunchgrass prairie to provide habitat for migratory birds, species of concern, and associated wildlife species.

Forest Habitat Goal

Enhance and maintain Douglas-fir, ponderosa pine, aspen, and cottonwood forested habitats within the context of the Fisher River watershed for migratory birds, species of concern, and other associated wildlife species.

Invasive Plant Goal

Native plant communities, composition, occurrence, and density exist without degradation by invasive plants and support associated wildlife.

Migratory Bird Goal

Preserve, restore, and enhance the ecological diversity and abundance of migratory birds of the Intermountain West forest, wetland complexes, riparian habitat, and bunchgrass prairie.

Endemic Wildlife Goal

Restore and maintain resident and endemic wildlife populations of northwestern Montana to maintain and enhance species diversity of Lost Trail National Wildlife Refuge and Fisher River watershed.

Species of Concern Goal

Contribute to the conservation, enhancement, and recovery of endangered, threatened, and species of concern populations in Lost Trail National Wildlife Refuge and Fisher River watershed.

Cultural Resource Goal

Protect, manage, and interpret archaeological, cultural, and historical resources present at Lost Trail National Wildlife Refuge for the benefit of present and future generations.

Public Use Goal

Provide quality wildlife-dependent recreational and educational opportunities for persons of all abilities to learn, understand, and enjoy the Intermountain ecosystem of northwestern Montana; the associated fish, wildlife, and plants of Lost Trail National Wildlife Refuge; and the National Wildlife Refuge System in a safe and compatible manner.

Administration Goal

Provide staffing, funding, and facilities to maintain the long-term integrity of habitats and wildlife resources of Lost Trail National Wildlife Refuge in supporting the achievement of ecosystem and National Wildlife Refuge System goals.

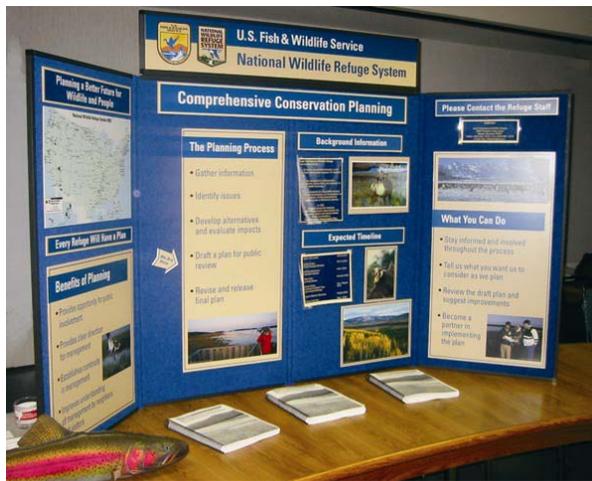
Partnership Goal

Promote and develop partnerships with adjacent landowners, public and private organizations, and other interested individuals to preserve, restore, and enhance a diverse and productive ecosystem of which Lost Trail National Wildlife Refuge is an integral part.

2 Planning Process

The Service followed the planning steps below to determine the future management of the refuge, in a thorough manner that meets requirements of the National Environmental Policy Act (NEPA) and Service policy.

The CCP process consists of a series of steps that are displayed sequentially. However, CCP planning, with NEPA analysis and documentation, occurred simultaneously. Although public involvement is listed as part of two steps, the Service took public input throughout the planning process.



Bernardo Garza/USFWS

Information about the process helped the public be involved.

- Preplanning (form a planning team, review available data, organize efforts)
- Initiate public involvement and scoping (public input gathered on issues)
- Develop draft vision and goal statements
- Develop and analyze draft alternatives, including a proposed action (includes developing draft objectives)
- Prepare documentation of the NEPA analysis, including the draft plan (proposed action alternative)
- Conduct internal review (Service, state, and tribal partners) and gather public input on draft document
- Analyze and respond to public comments

Appendix D contains a summary of the comments provided to the Service by agencies, public groups, and individuals during the comment period for the draft CCP and EA. The Service has provided a response for each comment category.

- Select one of the alternatives, which becomes the CCP
- Make revisions as necessary and prepare the final CCP
- Approve and carry out the CCP
- Monitor and evaluate actions and results

The planning team (appendix C) carried out the planning steps of the process. The team prepared the draft CCP and EA and, subsequently, this final CCP.

Coordination with the public, local groups, and other agencies was essential in developing a realistic, meaningful plan. A summary of this consultation and coordination is in appendix D.

DECISIONS MADE

Based on the analysis documented in the EA that was incorporated into the draft CCP, the following decisions were made by the Service's regional director for Region 6 (Mountain–Prairie Region), headquartered in Lakewood, Colorado.

The type and extent of management and public access that will occur on the Lost Trail National Wildlife Refuge.

Whether or not the management and public access on the Lost Trail National Wildlife Refuge would have a significant impact on the quality of the human environment.

As part of the Service's decision-making process, an EA was developed in accordance with the NEPA. Four alternatives provided options for addressing management concerns and for resolving public issues. This CCP is the result of that process.

Appendix E (environmental compliance) contains the "Environmental Action Statement" and "Finding of No Significant Impact" for this CCP.

STEP-DOWN PLANS

Step-down management plans describe how specific strategies in the CCP will be carried out—schedules for management (e.g., habitat, public use, fire, and safety)—to meet CCP goals and objectives.

One step-down management plan has been completed. The hunt plan was completed to open the refuge to hunting starting the fall 2002 season (see details about the hunting environmental analysis in appendix A).

Six additional step-down plans need to be developed or updated:

- Occupational safety and health—*required*
- Inventory and monitoring of populations—*required*
- Habitat management practices—*required*
- Fire management—*required*
- Invasive species management
- Public use
- Habitat management plan

PLAN REVISION

Plans are dynamic—management strategies need to be periodically reviewed and updated. This CCP will be reviewed at least annually to determine if it requires any revisions.

Monitoring and evaluation will determine whether management activities are achieving the refuge purposes, vision, and goals. When significant new information becomes available, ecological conditions change, major refuge expansion occurs, or other needs are identified, the CCP can be revised.

Revision should occur, at a minimum, every 15 years. If the plan requires a major revision, the CCP process starts anew. Plan revisions require NEPA compliance. The public will continue to be informed of and involved with any revision to the CCP.

PUBLIC INVOLVEMENT

The NEPA process was used by the Service to engage the public in refuge planning, while determining whether the proposed action for management of the refuge would have significant effects.

Scoping is the term for requesting input from the public, in this case, regarding management of a refuge. The primary thrust for the planning process was to provide a forum for ideas and issues to be shared, reviewed, and evaluated among agency staff and the public.

Comments were reviewed to identify issues—public concerns about or advocacies for future management of the refuge. These issues are addressed in the CCP, other plans, and decision documents.

Public scoping was initiated in January 1998, when issue workbooks were mailed and open houses were held for public input on management for all the refuges of the National Bison Range Complex. An open house was held in March 2001 to request public comment on hunting at the refuge.



Bernardo Garza/USFWS

The public meets with refuge staff to talk about the draft plan.

The public review of the draft CCP and EA was conducted from July to August 2005. Appendix D further describes the public involvement process, including the Service's responses to comments received during the public comment period.

ISSUES

This section describes issues regarding the refuge that were identified during public scoping.

Habitat Management

Water rights and loss of water downstream due to refuge restoration projects are of concern.

- The public wants the Service to explain hydrology restoration, the purpose, and its impacts.
- Rumors of filling or draining Dahl Lake were questioned.

The CCP will describe the purposes for water management and its impacts.

Strong support and concern exists for the control or eradication of invasive plants.

- Individuals do not want the Service to change land management practices on the refuge so that the distribution of invasive plants increases.
- Concerns were expressed about native plant restoration and control or reduction of reed canarygrass. Reed canarygrass is present on the refuge, yet has been kept down by grazing.
- There were many disagreements about the most acceptable and efficient control methods.

The CCP will outline objectives and strategies for management of invasive plants, as well as for native grass restoration.

Grazing practices and intensity are general issues.

- A local comment suggested grazing opportunities be continued, but in a compatible manner. Comments regarding the loss of a working ranch seem to center partially on the loss of possible grazing lands.

The CCP will review grazing as a land management tool.

Wildlife Management

The public advocates strongly for giving wildlife and their habitat foremost consideration.

- Wildlife-dependent uses must be given a high priority for consideration due to the requirement of the Improvement Act, yet the public had a concern for wildlife to come first.
- The refuge needs to be managed in accordance with the establishing purposes and provide for the conservation and enhancement of fish and wildlife.



John Stehm/USFWS

White-tailed Deer

- Some individuals suggested the refuge had more biological potential for deer, elk, and upland birds than for waterfowl, and could be an important wildlife habitat corridor.
- The refuge has a history of gray wolves occupying the area and conflicts with neighboring ranchers. As a national wildlife refuge, consideration must be given for wolf presence, yet it must be managed in response to depredation problems in compliance with the ESA and wolf recovery plan. It is also possible that grizzly bears use the area to some degree; bears will have to be managed for conservation of the species and to minimize conflict with humans.
- Questions were raised regarding the biological potential for reintroduction of species such as the trumpeter swan and Columbian sharp-tailed grouse.
- For a range of management activities, the public wanted to understand how the management techniques were decided and what effects could be expected, for example:
 - how population targets are derived;
 - what effects fences or the lack of fences could have on habitats, wildlife, and public use;
 - what impacts could be caused from water manipulation and hunting.

The CCP will contain management direction that addresses the establishing purposes for the refuge.

Traditional Use

The CSKT are concerned that refuge management activities not harm cultural sites.

- The tribes want a cultural resource survey conducted to define the extent of Native American use and identify sites. The refuge is part of the aboriginal homelands of the CSKT.
- The tribes voiced an interest in subsistence hunting on the refuge.
- The Service may accommodate Native American traditional use, while maintaining the integrity of the refuge.
- Public comments against Native American use generally stem from not understanding the legal requirements and criteria for administering these types of uses.

The CCP will explain traditional uses and provide for a quality public experience for all.

Social concerns for the loss of a working ranch surrounded the acquisition of the ranch.

Ranching is the cultural history of Pleasant Valley, and cattle grazing will be reviewed for opportunities as a land management tool.

Public Use

Public use was considered highly desirable, yet many wanted it managed in a way that did not degrade wildlife habitat.

- Many desire hunting as a recreational use and want access across the refuge for hunting opportunities on neighboring lands.
- A few commenters requested trapping access on the refuge, yet the majority of opinions were that trapping should not be allowed.
- Photography, nature trails, and fishing are popular requests, along with a few requesting horseback riding, snowmobiling, and cross-country skiing.
- Some individuals would like to see no recreational uses allowed.
- Some commenters were concerned about impacts to habitats that timber company crews have during access to the refuge.

The CCP will contain management direction for public use determined compatible with refuge purposes.

Administration

The public was concerned about facilities, refuge expansion outside of designated boundaries, and adequate refuge staffing.

- Facilities were of concern. Many buildings exist on the refuge. It needs to be determined which facilities to use for administrative purposes, along with where to place new structures (e.g., parking lots and signs) for minimal impact to wildlife.
- There were concerns about collaboration with the MPC on issues of access to refuge easements.
- There were concerns about whether the Service would be committed to the time and money required to maximize the potential for use of additional property.

The CCP will display the staff and funding required to effectively administer uses and manage for fish and wildlife.

3 Refuge Resources



Bernardo Garza/USFWS

Meadow, forest, and a distant aspen stand provide habitat diversity for wildlife on the refuge.

This chapter describes the physical, biological, and cultural resources and conditions in the Lost Trail National Wildlife Refuge. Also included is a wilderness review, along with descriptions of the socioeconomic setting, administrative setting, and partnerships.

Appendix A contains further details about water rights, species of concern, cultural resources, and public use.

Tables 1 and 2 summarize the existing resources and conditions on the refuge, as well as the socioeconomic setting and administration.

PHYSICAL RESOURCES

The soils, along with the water resources, provide the basis for the vegetation and conditions that create habitats for fish, wildlife, and plants.

SOILS

Pleasant Valley was formed during the Pleistocene Epoch by glacial contraction, and expansion and sedimentation activity after glacial melt at the end of the last ice age. The glaciers pushed south out of Canada to smooth and shape the underlying Precambrian Belt rocks, a sedimentary formation deposited more than a billion years ago. This bedrock is visible on the higher hills along the north edge of

the refuge and in some road cuts along the main road through the refuge.

Glacial deposits sit atop the older Belt Rock formation, which faulted over younger Paleozoic rocks (Alt and Hyndman 1986). Receding glaciers often leave behind enclosed basins, some of which now contain lakes. The Thompson and McGregor lakes and other popular lakes south of the refuge are examples of these pothole lakes. Dahl Lake, in the eastern part of the refuge, is another example.

Soils consist of loams—silt, sandy, gravelly, and clay loams. The soils formed in glacial deposits typically are loamy-textured with varying amounts and sizes of rock fragments. Most of these soils have a high component of volcanic ash in the surface layer. After the glaciers receded, a period of volcanic activity in the Northwestern United States deposited volcanic ash on much of the area. The eruption of Mount Mazama (now Crater Lake, Oregon) about 7,000 years ago is thought to have dropped up to 2 feet of volcanic ash in northwestern Montana. This pale brown ash is still visible in some forested areas under the forest litter.

Soil texture is determined by the relative amounts of sand, silt, and clay, along with rock fragments if present. When glaciers grind up Belt rocks, they create silt or very fine sand-sized particles. Volcanic ash is also mainly silt-sized particles. The soils in the refuge contain significant amounts of silt and very fine sand.

Table 1. Summary of the natural resources of Lost Trail National Wildlife Refuge, Montana

<i>Physical Resources</i>	<i>Habitat</i>	<i>Wildlife</i>
<p>— The refuge occurs in the glacially formed Pleasant Valley sheltered by the Salish Mountains.</p> <p>Soils contain significant amounts of silt and sand; organic soils occur around Dahl Lake and well-drained loamy soils are in the uplands.</p> <p>— Elbow Creek and several unnamed drainages fill the 216-acre Dahl Lake. Pleasant Valley Creek drains into the Fisher River watershed (part of the Columbia River headwaters).</p> <p>— The refuge is part of the MOYOCO ecosystem.</p>	<p>— Ponding and channeling of creeks provided irrigation and flood prevention. Pond habitat provides waterfowl habitat and breeding sites for boreal toads.</p> <p>Warm water temperature and increased siltation are the result of decreased stream depth, straightening of the channel to aid irrigation, and reduced vegetation. Creeks no longer support a large native fishery.</p> <p>— Riparian shrublands important to migratory birds such as the willow flycatcher are in good condition along the north end of Pleasant Valley Creek.</p> <p>— The Dahl Lake wetland complex and isolated wetlands cover more than 1,000 acres.</p> <p>Wet meadows have mostly introduced meadow grasses dominated by reed canarygrass and Garrison creeping foxtail. Wetland vegetation provides habitat for many waterfowl and waterbirds.</p> <p>— More than 1,000 acres of native, bunchgrass prairie provides wildlife cover and nesting habitat. Palouse prairie is a rare ecosystem.</p> <p>— Lodgepole and ponderosa pine, and Douglas-fir are common forest species. These forests provide habitat for wildlife such as woodpeckers, owls, deer, elk, bears, and mountain lions.</p> <p>— All habitat types have been invaded, to different degrees, by nonnative invasive plant species such as spotted knapweed, tansy ragwort, foxtail, and reed canarygrass. These invasive plants have reduced native species diversity.</p>	<p>— Common breeding waterfowl include mallard, lesser scaup, shoveler, and teal. Fall waterfowl populations are low.</p> <p>— Nesting waterbirds include red-necked and horned grebes, killdeer, black tern, and sandhill crane.</p> <p>— Neotropical migratory birds, including grassland species such as vesper, savannah, and grasshopper sparrows, nest on the refuge. Many grassland species are experiencing population declines on a national level, likely due to habitat loss.</p> <p>— Populations of white-tailed and mule deer have been increasing steadily in the vicinity of the refuge. Approximately 300 elk winter on the refuge.</p> <p>Fencing poses a hazard to wildlife. The Rocky Mountain Elk Foundation (RMEF) has assisted refuge staff to remove more than 25 miles of fence remaining from ranching activities. Approximately 20 miles of unnecessary fence remain.</p> <p>— Small mammals include river otter, beaver, coyote, and wolverine. Ground squirrels are an important source of protein for predators, but can compete with other wildlife for forage and cause soil erosion.</p> <p>— Resident birds include black-capped chickadee, great horned owl, hairy woodpecker, nuthatches, and golden eagle. Upland game birds include spruce grouse and turkey.</p> <p>— All fish found in Pleasant Valley Creek on the refuge show stunting (yellow perch, northern pike minnow, and pumpkinseed), except redband shiners and suckers.</p> <p>It is likely Pleasant Valley Creek historically supported redband and westslope cutthroat trout.</p> <p>— Species of concern that reproduce on the refuge include bald eagle, black tern, boreal toad, and Spalding's catchfly.</p> <p>Species of concern that use the refuge occasionally include grizzly bear and gray wolf.</p> <p>Canada lynx and trumpeter swan are species of concern that occur in Pleasant Valley. The refuge is in an important grizzly corridor.</p>

Table 2. Summary of the cultural resources, socioeconomic and administrative settings, and partnerships for Lost Trail National Wildlife Refuge, Montana

<i>Cultural Resources</i>	<i>Socioeconomic Setting</i>	<i>Administration</i>	<i>Partnerships</i>
<p>— Native people of the area were the Bitterroot Salish, Pend d'Oreille, and Kootenai, some of which are today members of the CSKT of the Flathead Indian Reservation.</p> <p>Teepee rings and other native occupation sites and use sites are documented.</p> <p>Native people hunted deer and elk, harvested huckleberries and camas bulbs, and traded furs with settlers.</p> <p>— Europeans settled in Pleasant Valley in the 1880s. The Jackson and Orr–Gardiner ranches are eligible for nomination to the National Register of Historic Places. The Doll Ranch has not been evaluated for eligibility.</p> <p>The Great Northern Railroad's main east-to-west line ran through Pleasant Valley from 1892 to 1904.</p>	<p>— The refuge is located in Flathead County—the fastest-growing county in Montana. The county population is 76,269 with 14.6 persons per square mile.</p> <p>Ranching and timber harvest are the main types of land use near the refuge.</p> <p>More than 3,250 businesses occur in the county, with 49,466 employees. Median household income is \$34,466.</p> <p>Nonresident travel numbers increased 7.6–63 percent at state entry points.</p> <p>— Existing roads provide access for wildlife observation, hunting, and other public use.</p> <p>— Some areas of the refuge have been open to deer, elk, mountain grouse, and turkey hunting since 2002. Waterfowl hunting is not allowed due to low numbers of ducks and geese on the refuge in the fall.</p> <p>— Fishing is not allowed due to the lack of viable fisheries and ongoing wetland restoration.</p> <p>— A public use handout and signs provide limited interpretive materials.</p> <p>— Environmental education includes some in-school presentations and on-site habitat improvements, monitoring, and surveys.</p>	<p>— There are 1,440 acres of state lease land. The refuge holds the lease on three of these pieces. A neighboring landowner holds the fourth lease for grazing.</p> <p>Habitat protection efforts include conservation easements purchased by the NRCS.</p> <p>Five land inholdings will be evaluated for acquisition or protection when available. Four state tracts and one Plum Creek Timber Company (PCTC) tract are within the legislative boundary of the refuge.</p> <p>Land acquisition outside the refuge boundary is not needed. Habitat protection via conservation easements will be evaluated.</p> <p>— The headquarters complex was remodeled from part of the horse arena. Wells, septic systems, storage, shops, and horse barns provide the infrastructure.</p> <p>Culverts and cattle guards occur on 27 miles of roads.</p> <p>Approximately 2 miles of interior fence remain. Refuge staff and volunteers from the RMEF have removed the rest.</p> <p>— Lost Trail is a satellite refuge of the National Bison Range Complex. The refuge has two full-time employees, the refuge manager and a biologist. Seasonal employees and one to five volunteers provide assistance during the summer.</p>	<p>— Partnerships have been essential in carrying out refuge programs.</p> <p>— Partnerships have been established with Montana Fish, Wildlife and Parks (MFWP) for support with refuge establishment and planning, as well as with the hunting program.</p> <p>— Flathead and Lincoln counties, PCTC, U.S. Department of Agriculture (USDA) Forest Service, McGinnis Meadows Guest Ranch, and Montana's Department of Natural Resources and Conservation (DNRC) provide support including road and fence maintenance, invasive plant management, and fire protection.</p> <p>— A partnership with the NRCS exists to manage the wetland restoration program.</p> <p>The RMEF has funded wildlife habitat improvement projects such as invasive plant control and removal of more than 50 miles of interior barbwire fence in the last 5 years.</p> <p>— Pleasant Valley School, Montana Academy, Flathead Audubon, and Montana Conservation Corps (MCC) are partners in providing educational activities.</p>

Bottomland Soils

A glacial lake covered much of the Pleasant Valley at the end of the last ice age. Although most of the valley is now drained, the stream gradients are so low that water accumulates in the floodplain during spring runoff. Dahl Lake is a remnant of this old glacial lake.

Organic soils are found around Dahl Lake. The very poorly drained Barzee soils are adjacent to the lake and have stratified muck more than 50 inches thick. The McLangor soils are also very poorly drained mucky peat, but have stratified silt loam layers below 16 inches.

The floodplains are dominantly Meadowpeak silt loam, a deep, poorly drained soil. The profiles are silt loam and very fine sandy loam. Buried, brown ash layers can be found in these soils. Small areas of Blacklake mucky peat are found in slightly lower, wetter areas. These very poorly drained soils are similar to Meadowpeak, except they have 8–16 inches of mucky peat over the silt loam and very fine sandy loam textures. Along the edges of the floodplain on slightly higher areas are Whitebear–Dahlake silt loams. These somewhat poorly drained soils also have deep silt loam and very fine sandy loam textures, but they are sodium-affected with pH values as high as 10.0.

Some stream and lake terraces and small alluvial fans are adjacent to the floodplain. Perma and Dominic soils on the stream terraces formed in alluvium and have loamy surfaces, but are very gravelly loams to extremely gravelly loamy sands underneath. The Tally soils have deep sandy loam profiles. These soils are well-drained or somewhat excessively drained. The lake terrace soils formed in glaciolacustrine deposits and dominantly silt loam profiles. Some soils are sodium-affected and are somewhat poorly drained. The soils on alluvial fans generally have deep silt loam profiles, but some have gravelly or very gravelly textures below about 2 feet. They are somewhat poorly drained or well drained.

Upland Soils

The upland soils generally formed in deep, glacial deposits. Rock fragments are varying in size from small pebbles to stones. Rangeland areas are dominantly Prospect and Finleypoint soils. These soils are well drained and have dark-colored, loamy surfaces. Prospect soils have less than 35 percent rock fragments in the profile and Finleypoint soils have 35–60 percent. Forested areas are dominantly Courville and Winfall soils—loamy textures with 35–60 percent rock fragments. The Courville soils have a pale brown ash-influenced surface layer.

The Belt formation bedrock outcrops occur in some areas where glacial deposits have eroded away or were thin deposits. These bedrock areas are

generally along the north part of the refuge at higher elevations. Soils formed in this bedrock are the shallow Rockhill and Sharrott soils, and the deeper Winkler soils. Some of these areas have remnants of deep, glacial deposits.

WATER RESOURCES

The refuge is located in a long, narrow east–west valley in which Pleasant Valley Creek flows south out of the Salish Mountains and moves westward (figure 7).

The creek is joined by the Meadow Creek ditch, which partially drains from the west end of Dahl Lake. The lake is filled by Elbow Creek and several unnamed drainages that end before the lake and seep into the wetland. Pleasant Valley Creek starts north of the refuge headquarters and flows south to the county road before heading west to drain into the Pleasant Valley–Fisher River, a tributary of the Fisher River.

The Fisher River watershed complex is part of the headwaters of the Columbia River. The Fisher River is a tributary of the Kootenai River and leads to Lake Pend Oreille, which is drained by the Columbia River. The Fisher River corridor is part of a large watershed conservation effort for native fish. The corridor was established by MFWP with an easement on PCTC land (figure 7).

In the eastern part of the refuge lies Dahl Lake, which is approximately 216 surface acres at 3,511 msl contour. There are six intermittent creeks within the drainage area of the lake—all of these creeks end as they enter the valley floor, and none of them have channels that connect to the lake. An explanation for this may be that the valley floor is like a large porous sponge, from a deposit of glacial till, that pulls surface water to join the groundwater rather than form stream channels (Pierce 2001).

Throughout the rest of the Pleasant Valley Creek drainage, eight other intermittent creeks exist—only two of their channels connect to the creek. This area was glaciated by the Cordilleran Ice Sheet, whose terminus was not too far south from Pleasant Valley.

Hydrology of Pleasant Valley

The drainage area for Pleasant Valley Creek, as it leaves the refuge, is 53.6 square miles. For management reasons, this area has been delineated into three drainages (figure 8).

- Basin 1—53.6 square miles; terminates downstream at the western edge of the refuge
- Basin 2—31.1 square miles; at the current earthen check dam on Pleasant Valley Creek for Dahl Lake
- Basin 3—29.4 square miles; at an abandoned check structure on Pleasant Valley Creek

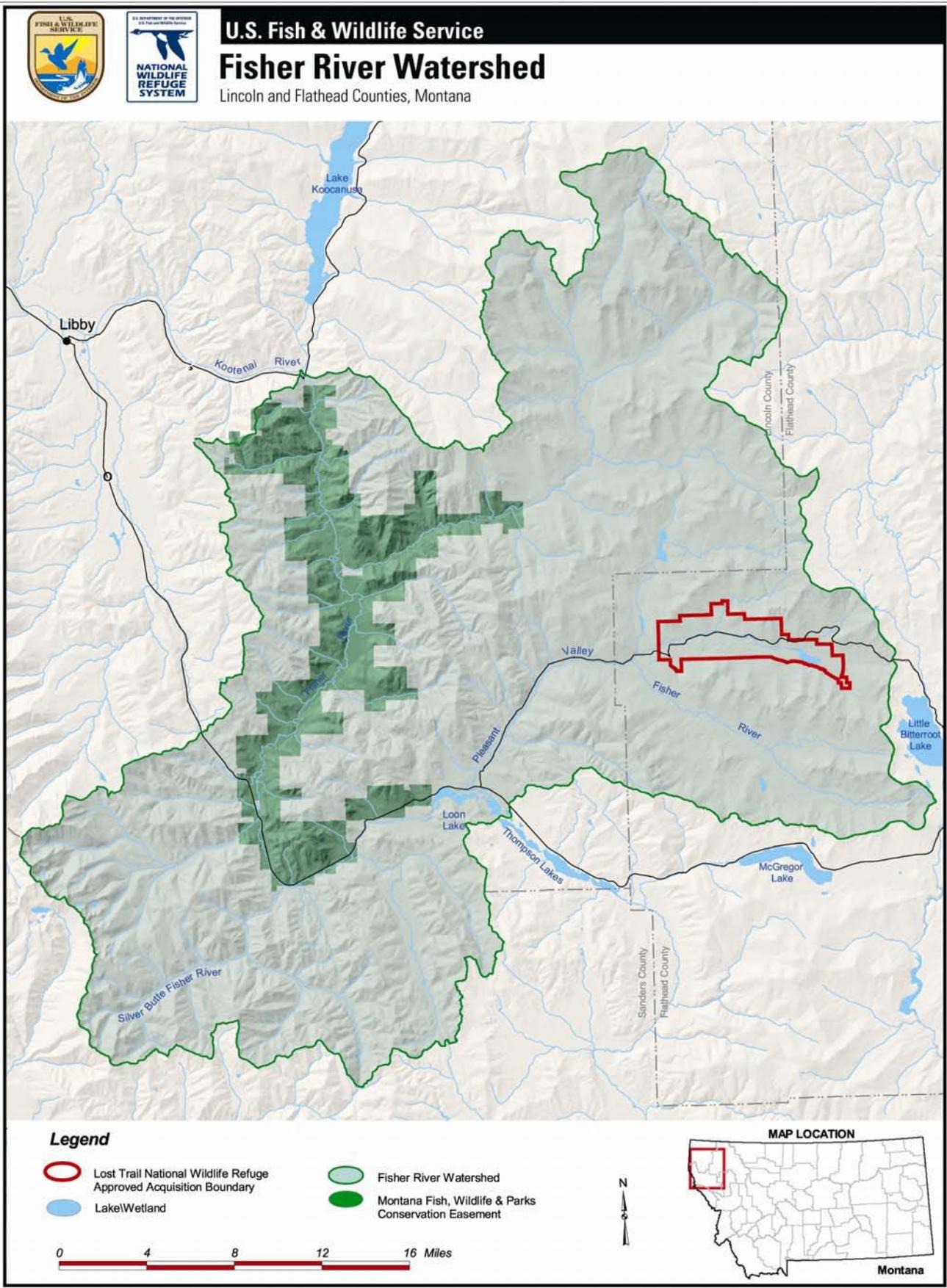


Figure 7. Fisher River watershed, Montana

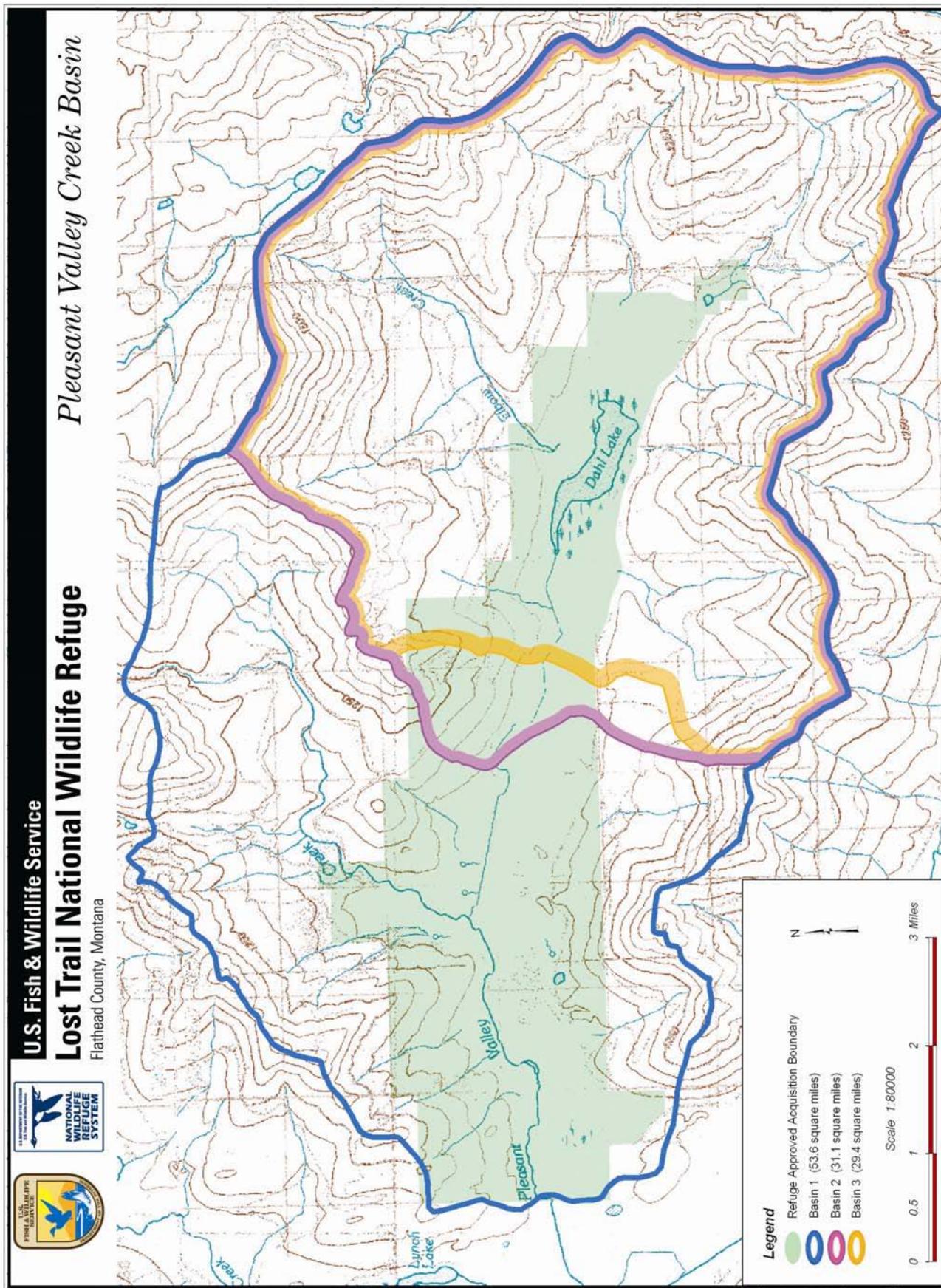


Figure 8. Pleasant Valley Creek basin, Montana

Within the drainage area of Dahl Lake are six intermittent creeks. All six of these creeks terminate on entry to the valley floor; none of them has channels that connect to the lake. Throughout the rest of the Pleasant Valley Creek drainage, there are eight other intermittent creeks; only two of their channels connect to the creek.

This area was glaciated by the Cordilleran Ice Sheet, whose terminus was not too far south from Lost Trail Valley. There appears to be widespread lake sediments formed by glacial damming of the valley. These sediments restrict water infiltration and groundwater flow. One possible explanation for the terminus of the streams is that the hillslopes are comprised of permeable fan gravels, yet the valley floor is less permeable (Pierce 2001).

Dahl Lake does not appear as though it had a natural outlet channel. The linear shape of the outlet channel suggests that it was constructed. Historically, this channel and a dam allowed irrigators to back up water into the meadow around the lake and time the release best to manage their fields. The NRCS has an easement on the property where the outlet structure is located; the purpose of which is to restore the system to its natural hydrology.

Runoff predictions are based on average annual runoff numbers developed by the NRCS. Research for this area shows 7.2 inches of surface runoff for mountainous elevations of 4,000 feet and 10 inches for the elevation of 5,200 feet (Ralph Bergentine, NRCS, personal communication).

Table 3 shows the results of the runoff-mapping analysis. The basins were divided into elevation bands. The area in acres was multiplied by inches of rain, divided by 12, and totaled to predict runoff in acre-feet.

Table 3. Runoff predictions for Lost Trail National Wildlife Refuge, Montana

<i>Elevation (feet)</i>	Basin 1 West Drainage		Basin 2 Middle Drainage		Basin 3 Dahl Lake	
	<i>Runoff (inches acre-ft)</i>					
4,000	7	5,085	7	511	7	5,426
4,000–4,400	8	2,465	8	132	8	3,641
4,400–4,800	9	1,203	9	26	9	2,217
4,800	10	273	10	0	10	920
Basin Totals	9,026		669		12,204	
Runoff Total = 21,899 acre-feet						

Water Rights

The refuge currently owns the necessary water rights to maintain existing wetlands in their present condition.

The earliest livestock water and irrigation claims for the refuge date back to 1890 and 1899, respectively. The amended irrigation claims describe 1,572 acres irrigated with 10,930 acre-feet per year.

The combined irrigation diversion rate at the western edge of the refuge is 20 cubic feet per second (cfs). This flow value does not include areas that are subirrigated by check structures with no flow rate claimed on the water right. It is important to note that the irrigated acreage figure does not include several natural wetlands. Filing on naturally subirrigated areas such as pasture and wetlands was not required under the statute establishing the adjudication.

The temporary preliminary decree for the Fisher River basin (76C) was issued in 1985. The basin was one of the first to be reviewed by the state through the water rights adjudication process. A complete list of water rights is in appendix A.

Some of the water rights were not accurately described in the preliminary decree. When the MPC negotiated transfer of the property to the Service, a water rights specialist was retained to review and amend the water rights. The validity of the water rights was documented, but some errors were found. Amendments that corrected the errors were submitted to the water court on August 2, 1999, and accepted in a decision by the chief water judge on June 29, 2005.

The largest irrigation claim is on Dahl Lake. Historically, the lake would back up and cause the small valley to flood, after which the water was released downstream in Pleasant Valley Creek. Although refuge stream flows and pond elevations have been monitored for several years to better understand available water, the effort has been hampered by extremely dry conditions.

John Westenberg of Land and Water Consulting, Inc., Missoula, Montana (personal communication) reviewed the water rights before the Service received this property and presented changes to the water court. Westenberg documented that the revised water rights reflect historical use of the water. Any hydrologic restoration that would create larger and more diverse wetlands would need studies to determine the availability of additional water and would need examination to see if changes or new water rights are necessary.

The water claims filed by the Lost Trail Ranch (before refuge establishment) received no objections from other users during the adjudication of the basin that occurred in the 1980s. This is an indication that the former ranch and general area experience few water conflicts.

Climatic Conditions

Precipitation is the most important criteria used to predict stream flow. At a nearby weather station called Pleasant Valley (southeast of the valley at 3,600 feet in elevation), the average annual precipitation for a 25-year period is 18.6 inches. A majority of the Lost Trail basin is 1,000 feet higher in elevation than this weather station, resulting in greater rainfall; therefore, another annual precipitation value was used. It came from a map of the entire state of Montana (made by Oregon State University and funded by the NRCS). This work more

accurately predicts 22 inches, as established by the 1961–1990 data sets. The Service is currently in the process of using several different predictive equations to estimate water supply.

Climatological data for 1931–1960 was supplied by the U.S. Department of Commerce, Environmental Data Service published in June 1968. This data set, while rather dated, summarizes the most comprehensive elements to climate that could be located. Table 4 displays this data, which is likely a compilation of sites; a nearby site might be more accurate, but none nearby collect evaporation or humidity.

Table 4. Climatological data for 1931–1960 near Lost Trail National Wildlife Refuge, Montana

<i>Climatological Factor</i>	<i>Time Period</i>	<i>Measurement</i>
Precipitation	Wettest month (June)—mean total precipitation	2.34 inches
	Driest month (August)—mean total precipitation	0.97 inches
	Mean annual total precipitation	19.00 inches
	Mean annual total snowfall	85.00 inches
Temperature	January—normal daily maximum temperature	30.0°F
	January—normal daily minimum temperature	10.0°F
	July—normal daily maximum temperature	80.0°F
	July—normal daily minimum temperature	43.0°F
	Average annual temperature (at Glacier National Park, ~10,000 feet in elevation)	42.1°F
	Annual heating degree days	approximately 10,000 days
Humidity	Mean annual relative humidity	70 percent
Wind	Mean annual wind speed (prevailing winds from the west)	6 mph
	July—annual fastest wind speed (wind from the northwest)	72 mph
Evaporation	Mean annual class A pan evaporation	35 inches

AIR QUALITY

Air quality in the area of the refuge is considered good, with no nearby manufacturing sites or major air pollution sources.

Particulate matter (PM₁₀) is a measure of tiny liquid or solid particles in the air that is respirable in the lungs. In the area of the refuge, carbon from automobiles and diesel engines; soot from slash burning, forest fires, fireplaces, and wood stoves; and dust associated with wind-blown sand and dirt from roadways, fields, and construction sites may all contribute to particulate matter.

Air quality receives protection under several provisions of the Clean Air Act, including the national ambient air quality standards (NAAQS) and the prevention of significant deterioration program. Montana has adopted additional standards under the Montana ambient air quality standards.

Air quality problems in Montana are usually related to urban areas and mountainous topography or river valleys that are sensitive to temperature inversions. Particulate matter and carbon monoxide are the air pollutants that have the greatest adverse impact on Montana's air quality.

The major sources of particulate matter are vehicles traveling on unpaved roads, sand and gravel from winter traction material, and residential wood burning. The major sources of carbon monoxide in Montana are motor vehicles and residential wood burning. The other criteria air pollutants under the NAAQS are lead, nitrogen dioxide, ozone, and sulfur dioxide.

The area around Kalispell was designated a nonattainment area and was not in compliance for PM₁₀ in 1989. A monitoring study indicated that material from road dust, gravel roads, parking lots, and construction activities in Kalispell were the main sources of the area's particulate matter.

Burning from wood stoves and open fires were secondary sources of PM₁₀. A technical committee developed control strategies that were applied to an area within 1 mile of the city limits. Attainment designation for the area will probably be achieved in the near future.

Between 1986 and 1995, national average concentrations of carbon monoxide decreased 37 percent and national emissions decreased 16 percent, despite the fact that there was a 31 percent increase in total vehicle miles traveled in the United States.

BIOLOGICAL RESOURCES

This section describes the existing and potential plant and animal communities for the refuge.

HABITAT

Habitat types consist of subirrigated wet meadows, grassy uplands, and coniferous forests (figure 9). The subirrigated wet meadows are composed

primarily of introduced meadow grasses dominated by reed canarygrass and Garrison creeping foxtail, and basin wildrye, cattail, rush, and sedge. Table 5 lists and quantifies the vegetative resources.

Upland areas are composed of a mosaic of prairie grasslands consisting of the following:

- cool-season native grasses—rough fescue, Idaho fescue, bluebunch wheatgrass, Columbia and Richardson's needlegrass, and needle and thread
- nonnative grasses—smooth brome, timothy, redtop, and Kentucky bluegrass
- invasive plants—spotted knapweed and tansy ragwort
- a diversity of native forbs

Coniferous forests are dominated by lodgepole and ponderosa pine, and Douglas-fir. Other forest species include subalpine fir, grand fir, Engelmann spruce, western larch, and juniper. Small pockets of quaking aspen, birch, and cottonwood are located throughout the refuge.

Table 5. Vegetative communities¹ of Lost Trail National Wildlife Refuge, Montana

<i>Riparian Area and Wetland</i> (species acres)		<i>Native Grassland</i> (species acres)		<i>Nonnative Grassland</i> (species acres)		<i>Shrubland</i> (species acres)		<i>Forest and Woodland</i> (species acres)		<i>Nonvegetated Area</i> (species acres)	
Reed canarygrass	973	Idaho fescue	2,146	Foxtail	1,007	Fringed sage	24	Lodgepole pine	1,212	Open water	107
Sedge	275	Western wheatgrass	758	Kentucky Bluegrass	62	Snowberry	17	Douglas-fir	926	Unknown	63
Rush	126	Rough fescue	279	Cheatgrass	36	Shrubby cinquefoil	16	Ponderosa pine	779	Structures	28
Pond-lily	83	Bluebunch wheatgrass	101	Redtop	23			Quaking aspen	76	Gravel pit	10
Alkaligrass	37	Wildrye	75	Poa	6			Western larch	14		
Willow	13	Needlegrass	20					Engelmann spruce	6		
Alder	6	Junegrass	43								
Total	1,721	Total	3,422	Total	1,134	Total	57	Total	3,013	Total	101

Total Refuge Acres = 9,225^{2,3}

¹Derived from the National Vegetation Classification System, alliance level

²The refuge acreage includes state land leases.

³Total acreage figures add up to 9,347 because of how open water and lake acreages are used, and depending on climatic conditions.

Riparian Habitat

Much of the riparian habitat in the Western United States has been lost or degraded due to flood control, irrigation projects (Hendrickson and Kubly 1984), grazing (Bock 1993), logging, and housing development.

Riparian shrubs—alder and willow—occur along Pleasant Valley Creek (USFWS 1982). Meadow

Creek is a constructed ditch that flows out of the west end of Dahl Lake, across an open meadow, and into Pleasant Valley Creek at the horse ranch. From there, the stream flows through cottonwoods, willows, and a water control structure at refuge headquarters, before leaving the refuge. Deciduous, riparian woodlands of aspen and cottonwood occur in small patches (USFWS 1982).

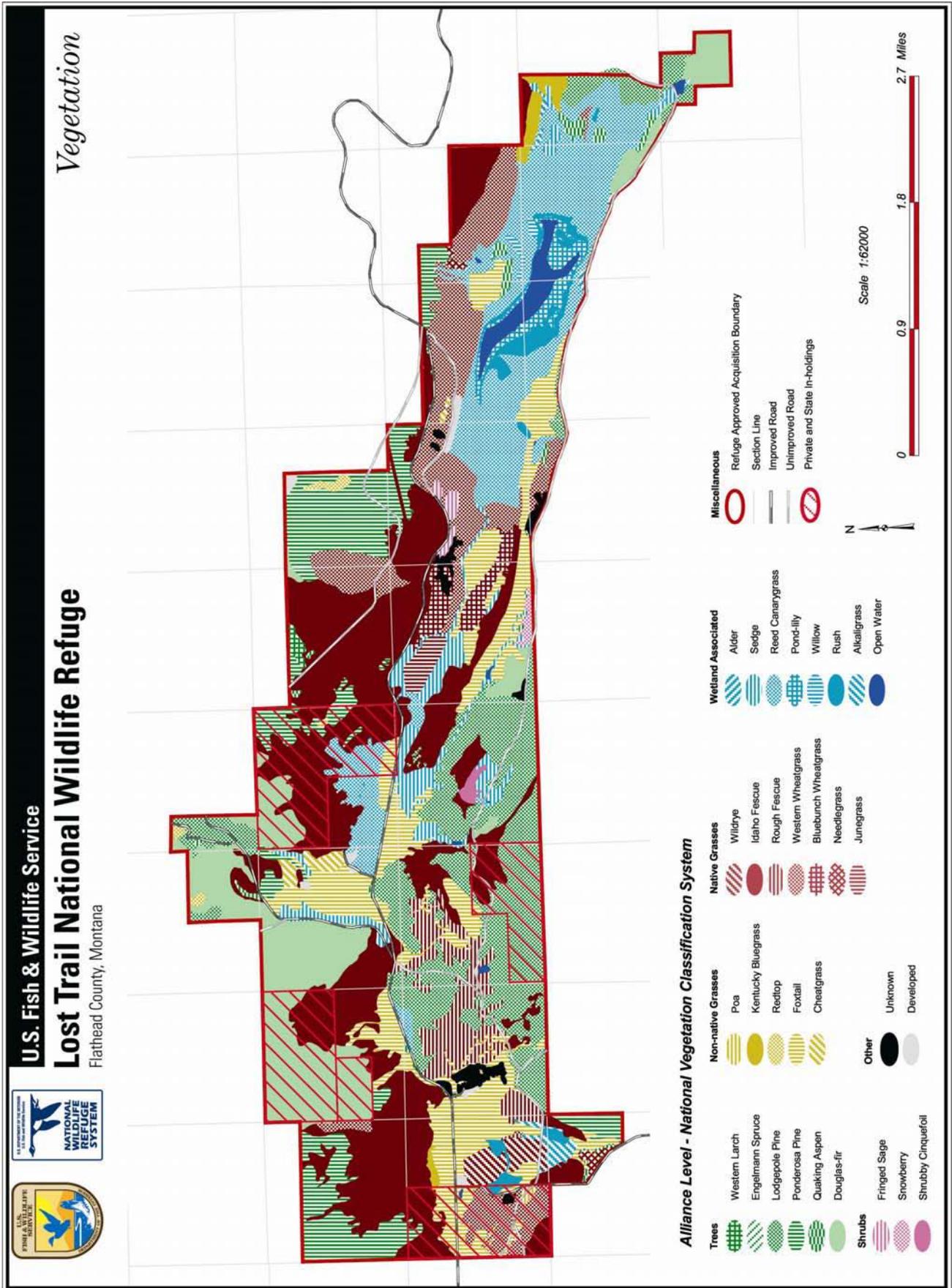


Figure 9. Vegetation of Lost Trail National Wildlife Refuge, Montana

Riparian Shrublands

Riparian shrublands consist of tall shrubs such as alder, willow, birch, and dogwood. This habitat is important foraging and nesting habitat for a diverse set of migratory birds, including many priority species (as designated by Montana Partners in Flight [MPIF]) such as the willow flycatcher, gray catbird, warbling vireo, MacGillivray's warbler, and lazuli bunting. As the Montana Bird Conservation Plan points out, this habitat is also used by common species such as song sparrows, which should respond quickly to restoration efforts, in line with the concept of "keeping common birds common" (Casey 2000).

The north end of Pleasant Valley Creek has been mostly undisturbed for approximately 10 years and is in relatively good condition. Prior to that, some selective logging occurred. Preliminary bird surveys suggest use by passerines such as song sparrows, and ruby-crowned and golden-crowned kinglets.

The willow flycatcher is a priority 2 species for riparian shrub habitat (designated by MPIF), and occurs in the Pleasant Valley Creek corridor. These birds breed in riparian habitat with a midstory of 6- to 7-foot alders or willows interspersed with openings (Casey 2000).

Conservation

Plans are in draft form to improve the stream channel of Pleasant Valley Creek to create or enhance fish habitat by restoring sinuosity on the south end where it was channelized and straightened. The NRCS is in the process of formalizing restoration plans for Pleasant Valley Creek (figure 6).

The plan calls for restoration of stream sinuosity and streambank vegetation. Lower Moose Pond (see figure 6) is an artificial impoundment that was developed when the refuge was a working cattle ranch. This pond provides waterfowl habitat and in 2002 it was one of the two largest reproductive sites for boreal toads in the Rocky Mountains.

Wetland Habitat

Wetland habitat consists of the Dahl Lake wetland complex along with isolated wetlands that are seasonal, temporary, permanent, and semipermanent (figure 6). The wetland habitat on the refuge has tremendous biological potential.

The refuge has four permanently flooded wetlands or ponds:

- Southeast Pond is surrounded by alders and lodgepole pine; species recorded include moose, lesser scaup, and olive-sided flycatcher
- wetland south of Pleasant Valley Road near the South 1019 intersection (Goose Pond); species recorded include deer, elk, marten, Canada goose, mallard, wigeon, and common goldeneye

- upper wooded pond on Pleasant Valley Creek (Upper Moose Pond), excavated and diked, surrounded by tamarack, poplar, birch, aspen, and Douglas-fir; species recorded include bufflehead, horned grebe, and hooded merganser
- Lower Pond on Pleasant Valley Creek (lower Moose Pond), excavated and diked, is surrounded by alders and grasses; species recorded include boreal toad, long-toed salamander, deer, elk, marten, Canada goose, mallard, wigeon, and common goldeneye
- other artificial ponds—Caroline, Cow 1, Cow 2, Deer, Hidden, Hoehn, Johns, Ray's, Southeast

There is an unknown amount of fens on the refuge. Fens are wetlands dominated by emergent sedge vegetation. They occur in northern regions that have an underlying layer of peat covered with many species of mosses and aquatic macrophytes. A fen is similar to a bog, but is alkaline rather than acidic, with a much higher nutrient content. Fens gain nutrients found in precipitation, surface water, and groundwater, whereas bogs are fed by nutrients in precipitation only (Aerts 1999). Wet meadows are like fens, but are much more numerous across the country.

Most species use different types of wetlands to meet their life history requirements. For example, American bitterns nest in shallow water (less than 4 inches deep) with dense, robust emergent vegetation, while trumpeter swans will nest in water greater than 20 inches deep. Both black terns and trumpeter swans need abundant, floating, dead vegetation.



Ray Washak/USFWS

Wetlands along the refuge's tour route.

Species of concern (as designated by MPIF) that have been documented using refuge wetlands include the bald eagle (threatened) and several category 2 species (horned grebe, hooded merganser, black tern, and willow flycatcher).

Wetlands with diverse emergent vegetation, seed-producing annuals interspersed, and open water with submergent vegetation provide the habitat requirements of many waterfowl and waterbirds

(Cowardin et al. 1979). Emergent vegetation such as cattail, rush, and bulrush is critical to successfully raising a brood, with a variety of uses from foraging habitat to escape cover. Submergent vegetation (e.g., pondweed, mint, and horsetail) provides seeds and the substrate necessary for invertebrate populations that are food for waterfowl.

Dahl Lake Complex

Dahl Lake is a natural lake that spills over to the west into the surrounding wetland complex in high-water years. This complex naturally fluctuated in water level seasonally and yearly, creating an array of temporary, seasonal, and semipermanent wetlands.

Around 1940, the natural spillway for Dahl Lake was channelized and directed through a ditch system named Meadow Creek. These actions, which reduced the lake's water level and dried up surrounding wet meadows, were done to increase hay pasture. The resulting reduction of surface water and loss of wetland vegetation has made these areas less conducive to use by waterfowl and other waterbirds.

Meadow Creek extends westward through the valley from the western end of Dahl Lake. Portions of the creek were more recently dredged to increase water flow efficiency for irrigation. Historical and current aerial photos show the area as a complex of temporary and seasonal wetlands, with seepage and overflow out the west end of the complex.

The National Wetland Inventory (NWI) data (1982) for the Dahl Lake complex identified the following wetland types:

- Approximately 182 acres (different than table acreage) of open water
- 80 acres of semipermanent wetlands (water through spring and summer and frequently into fall and winter)
- 432 acres of seasonal wetlands (water in spring and early summer, but generally dry by late summer and early fall)
- 376 acres of temporary wetlands (water for only a few weeks after snowmelt and few days after heavy rainstorms)

Dahl Lake has submergent vegetation such as mint and pondweed. It is used by black terns (candidate species, category 2), soras, waterfowl, and sandhill cranes. Lower Moose Pond and Dahl Lake host the largest populations of boreal toads in the Rocky Mountains.

Semipermanently flooded wetlands include areas surrounded by hardstem bulrush. Intermittently flooded wetlands include a few wet patches of alkaligrass mixed with bluegrass. Saturated wetlands cover 15 acres (USFWS 1982) of wet sedge areas.

Seasonally flooded wetlands consist of reed canarygrass with small, intermingled sedge patches. Historically, these areas probably included mainly sedge, rush, cattail, and bulrush vegetation. Isolated seasonal wetlands are surrounded by bulrush. Seasonal wetlands provide abundant invertebrate foods and nesting cover for species that nest over water.



Dave Menke/USFWS

Cinnamon Teal

Temporarily flooded wetlands consist of subirrigated pastures with Garrison creeping foxtail. Alder and willow historically occurred along the ditches. Birds breeding in these wetlands include savannah sparrow, sandhill crane, and common snipe. Temporary wetlands are important for breeding waterfowl, especially early nesters such as mallards and teal, because they provide isolation and spacing and because their shallow waters warm rapidly to provide the first invertebrate foods in spring (Swanson et al. 1974, Baldassarre and Bolen 1994).

Conservation

Many of the refuge's wetlands have potential for restoration to basins that discharge and recharge on a seasonal basis, with either naturally occurring runoff or water control structures. A restored Dahl Lake complex will have the potential to provide habitat for trumpeter swans (candidate species, category 1).

The NRCS bought a permanent easement on 1,770 acres of refuge wetland (figure 6) for the WRP. The emphasis of the WRP is to protect, restore, and enhance the functions and values of wetland ecosystems to attain:

- first and foremost, habitat for migratory birds and wetland-dependent wildlife, including threatened and endangered species;
- protection and improvement of water quality;
- reduction of water flows due to flooding;
- recharge of groundwater;

- protection and enhancement of open space and aesthetic quality;
- protection of native plants and animals;
- contribution to education and scientific scholarship.

The WRP helps eligible landowners protect and restore the original hydrology, native vegetation, natural topography, and values of wetlands in the agricultural landscape. The national WRP goal is “no net loss of wetlands” (USDA NRCS 2000).

Grassland Habitat

A diverse set of grasses cover the majority of the refuge. The main grass types include tall and medium-tall bunchgrasses, and some planted areas of medium-tall sod. Basin wildrye occurs in the bottomlands of more moist sites (75 acres). More than 2,400 acres of uplands have fescue species intermixed, in some low areas, with 882 acres of wheatgrass and redtop-dominated areas. Planted areas of foxtail and Kentucky bluegrass cover more than 1,000 acres. The area south of the county road (includes the WRP easement) has a wide diversity of sedges, native grasses, and forest.

There are more than 1,000 acres of relict, native, bunchgrass prairie that provides wildlife forage, cover, and nesting habitat. Idaho fescue and western wheatgrass have very good to excellent palatability and are good in energy value as forage for deer and elk (Mueggler and Stewart 1980). These grasses also provide fair to good cover for nongame birds (Dittberner and Olson 1983, Tirmenstein 1999). Upland grasslands and one unit of bottomland grasslands (figure 5; mitigation units 11–14, 19) surround the Dahl Lake wetland complex, and have many areas important for waterfowl.

Prior to establishment, the refuge was a working cattle ranch. Some areas have been overgrazed, leading to weedy areas and sparse vegetation with low productivity. The impact of defoliation on plant vigor is depression of herbage and flower stalk production. Adequate plant vigor and productivity are essential to regain the climax grassland community, with native plants occurring in their natural, “correct” percent compositions.

Conservation

For vigor to recover in grassland species such as Idaho fescue, areas of extremely poor vigor may need 6–7 years of rest, while bluebunch wheatgrass can take up to 10 years (Mueggler 1975). In areas of intermediate vigor, Idaho fescue may be able to recover after 3 years of protection (Mueggler 1975). Once vegetation targets are met, some disturbance is required to maintain vigor unless native herbivores are concentrating in these areas.

Conservation is essential for Palouse prairie, which is listed as a rare ecosystem exhibiting a 98 percent decline (Noss et al. 1995). Native bunchgrass prairie is an important habitat coverage that is limited in the Northwestern United States. These upland grasslands overlay rolling topography that grades into forest habitat and encompass approximately 1,500 acres. Most of these upland grassland areas are comprised of native grasses (figure 9).

Birds key into vegetation structure and litter for nest site selection rather than plant species composition (Cody 1968, Wiens 1969, Kantrud and Higgins 1992). Tame grasses can provide suitable habitat for ground-nesting birds; however, it is important to maintain and restore native plant communities, where feasible, to meet Refuge System goals and further initiatives such as “Bring Back the Natives.”

Forest Habitat

Forest habitat is composed of coniferous and deciduous forest occupying approximately 3,000 acres of the surrounding slopes of the valley. Dominant tree species include lodgepole pine, Douglas-fir, ponderosa pine, and quaking aspen. Other species found include western larch, Engelmann spruce, subalpine fir, grand fir, spruce, juniper, black cottonwood, and white birch (figure 9).

Stands of large ponderosa pine historically dominated most dry forest sites in western Montana. These dry forests are also composed of a mix of ponderosa pine and Douglas-fir. Logging and fire suppression have resulted in an alteration of tree age-class structure, physical structure, density, and species composition (Barrett 1979, Schubert 1974, Shepperd et al. 1983). Large, old-growth trees in open settings have been replaced with dense stands of younger trees.

Although forest habitat types have been initially classified (figure 9), a more thorough evaluation is needed to determine the amount of open areas, and provide species-specific coverage types. Initial efforts grouped the largest area possible for dominant tree species; other available habitat types may be inclusions within large forest areas.

Aspen groves are important components of the diverse habitats on the refuge. These areas provide food and nesting habitat for a variety of wildlife. Aspens are important for stabilizing soil and watersheds. Healthy stands of trees, with shrub and herbaceous understories and tree litter, provide nearly 100 percent vegetative cover. Soil cover and the intermixture of herbaceous and woody roots protect soil, except during very intense rains (DeByle 1985a).

Associated Wildlife

Many priority bird species are closely associated with old forest stages and snags, such as the Lewis's woodpecker, pileated woodpecker, olive-sided flycatcher, white-breasted nuthatch, and Williamson's sapsucker, all of which have been documented on the refuge. Regional populations have decreased due to the reduction of old forest stages.



Dave Menke/USFWS

Lewis's Woodpecker

Olive-sided flycatchers, flammulated owls, and black-backed woodpeckers (priority 1 species for the MPIF program) are found, respectively, in open-canopy woodlands, open-canopy ponderosa pine, and closed-canopy lodgepole pine.

Golden eagles have nested in Douglas-fir in the PCTC lands immediately adjacent to the refuge. Yellow-billed cuckoos are a federal candidate species that could be using the cottonwood–aspen woodland associations.

While the refuge does not have enough forest habitat to provide all life requirements for the grizzly bear, gray wolf, and Canada lynx, with the large, surrounding, land tracts owned by the USDA Forest Service and PCTC, refuge lands could provide an important linkage area for these species. Grizzly bears and gray wolves are known to occur in the surrounding forested area, and Canada lynx could potentially be using the refuge as a corridor or foraging area.

The refuge harbors large wintering deer and elk populations. They use the dry forest areas of ponderosa pine and Douglas-fir. Elk live in high elevations in semi-open forests and mountain meadows during the summer. In the winter, elk migrate to lower sheltered valleys, windswept meadows, and lower wooded slopes. Tree lichen is important forage for deer and elk during winter (Baty et al. 1996), with their typical diet consisting of mainly grasses, sedges, and forbs.

Wild Merriam's turkeys were transplanted to Pleasant Valley in 1999. Although, turkeys are not indigenous to Montana and are not a priority species

for management, they are a popular game species and are considered for habitat management to better serve the public. Turkey hunting is open in fall and spring on the refuge, except in the bottomlands between south of the county road and north of South Pleasant Valley Road.

Merriam's turkeys are associated with the edges of ponderosa pine, lodgepole pine, and Douglas-fir forests, where there are open areas for foraging and mating (MacDonald and Jantzen 1967). Turkeys use forested areas as cover from predators and for tree-roosting at night. Open areas provide a greater abundance of insects for young poults and females. This varied habitat of both open and covered areas is essential for wild turkey survival. Most turkey sightings have occurred in the refuge's mixed-conifer and hardwood areas and meadows surrounding the Dahl Lake complex.

A bald eagle has nested in the aspens on the north side of Dahl Lake for several years. Many migratory songbirds and woodpeckers use aspen for foraging and nesting habitat, especially moist aspen sites where bird species diversity tends to be higher than stands on dry sites (DeByle 1985b). Ruffed grouse use aspen communities extensively for an abundant and nutritious food source, as well as for courting, breeding, and nesting (DeByle 1985b).

Young aspen provide browse for deer and elk, especially valuable during fall and winter when protein levels are high relative to other browse species (Tew 1970). Aspen also provide thermal cover for deer and elk, which is important for summer shade and winter warmth. Moose use aspen in summer and winter (DeByle 1985b).

Invasive Plants

Invasive plants have undergone extensive range expansion. They often create dense stands that turn native plant communities into weed wastelands. The presence of invasive plants can alter the functioning of ecosystems by loss of wildlife habitat, displacement of native species, change in carrying capacity from reduced forage production, lower plant diversity, and increased soil erosion and sedimentation.

The refuge has not yet been inundated with a large number of invasive plant species. Spotted knapweed and tansy ragwort are the two most common and noticeable invasive plants. Kentucky bluegrass has invaded some areas of the refuge. Sulfur cinquefoil exists on the refuge, intermingled with the native cinquefoil, and the extent of this problem has yet to be defined. Foxtail species, reed canarygrass, and St. Johnswort are other invasive plants that are impacting native species diversity and wildlife habitats.

Control of invasive plants is costly in time and money, and requires careful planning, implementation, and monitoring as defined by a plan to be successful.

Native plant restoration is planned for the WRP easement, and will be conducted through the partnership with the NRCS.

Spotted Knapweed

Spotted knapweed is fairly dispersed over the refuge and is likely to become dominant without control efforts. Spotted knapweed aggressively invades grassland and early successional forest sites (Rice et al. 1997a). As spotted knapweed increases on a site, other species decline and there may be up to a 60–90 percent decrease in graminoid production (Harris and Cranston 1979, Bucher 1984, Morris and Bedunah 1984).

Tansy Ragwort

Tansy ragwort is a new, encroaching plant that occurs in many isolated pockets on the refuge; eradication may be possible if heavy effort is put into its control early.

The refuge participates in a working group that coordinates control of tansy ragwort within the area. Ragwort locations were mapped and treated with hand pulling and herbicide in 2000, 2001, 2002, and 2003. Chemical and biological controls are the two most common methods used for these invasive plants. Evaluation of biological control agents is essential prior to release to ensure they do not alter or disrupt the native insect community, especially pollinators.

Foxtail

More than 1,000 acres of foxtail occur on the refuge. Foxtail plants are palatable, but are a poor nutrition forage grass for deer and elk. Foxtail can provide some nesting cover for waterfowl (Hitchcock 1971). Foxtail species are often seeded along with timothy; the result is reduced plant diversity from vigorous spreading and domination of the area occupied.

For effective control, elimination methods are used with simultaneous introduction of a desirable competitor (Weaver et al. 1990).

Reed Canarygrass

Dahl Lake water levels have been stabilized at a lower level for multiple years to promote drying of the upper portions of the meadow for hay pasture. A consequence of these stabilized water levels is increased cattail and reed canarygrass, which has likely reduced the area's attractiveness to waterfowl (Smith and Kadlec 1986). In the past, cattle grazing kept the reed canarygrass in check to some degree.

Reed canarygrass has taken over the majority of the Dahl Lake complex at 780 acres (most occurs in units 14 and 19; figure 5). In unit 14, the largest section of canarygrass is still interspersed with native sedges and, therefore, has a greater chance for restoration

to native species. Control efforts are needed to stop the canarygrass from taking over the entire wetland complex.

Although some waterfowl species use reed canarygrass as nesting substrate, it is not a native plant species. Reed canarygrass often grows into a monoculture, reducing species diversity. A return to native plant diversity will include species such as cattail and bulrush, along with a variety of wetland plants such as sedge, mint, and pondweed. These native plants will increase food resources and nesting substrates for a greater diversity of wildlife.

Fire Regime

Limited historical fire regime information is available. Wildland fires range from smoldering duff to stand-replacing crown fires. Fire ignitions are classified as natural or human caused. Lightning is a natural, random weather event. Human-caused fire is accidental, negligent, or deliberate arson. An ignition from either source developing into a spreading wildland fire is dependent on many variables, primarily weather, topography, and available forest fuels.

Fire has a demonstrable effect on wildlife habitat through its effects on food plants. The combination of opening up stands by killing overstory trees, reducing competition by removing understories, and rejuvenating sprouting plants through the top-kill can significantly increase the availability of palatable browse and forage.

Information presented here was obtained from the USDA Forest Service, Canoe Gulch Ranger Station in Libby, Montana. The Pleasant Valley area has been designated a “fire group six habitat” by the USDA Forest Service:

- Douglas-fir is both the indicated climax species and a vigorous member of seral communities usually occurring at elevations of 3,000–6,500 feet. It is not uncommon for Douglas-fir to dominate all stages of succession.
- Ponderosa pine, western larch, and lodgepole pine are components within this habitat group.
- Whitebark pine can be found at the upper elevation sites.
- Subalpine fir and spruce are essentially absent, although there is a tiny bit of Engelmann spruce on the south side of the refuge.
- Various shrubs and moist site forbs such as kinnikinnick dominate the undergrowth, along with pinegrass and elk shrub.

Fire history studies conducted in southwestern Montana (sites similar to forest immediately north of the refuge) indicate fire was an important agent in

controlling density and species composition. Low- to moderate-severity fires converted dense stands of pole-sized or larger trees to more open conditions. Subsequent light burning maintained stands in a parklike state. Frequent low- to moderate-severity fires favored larch and ponderosa pine over Douglas-fir in stands where these species occurred. Severe fires probably occurred on dense, fuel-heavy sites and resulted in stand replacement that favored lodgepole pine.

Fire's role as a seedbed-preparing agent for Douglas-fir shows this species establishing itself on a variety of seedbeds and that it is not dependent on mineral soil conditions for successful regeneration. Fire's role as a stand-replacement agent is more pronounced when the natural, fire-free interval is increased.

Fire occurrence and intensity is dependent on the area's wet and drier habitat types. Fire occurrence is indicated within the Grubb Mountain area (immediately north of the refuge) by the recorded fire suppression actions—12 lightning-caused and zero human-caused fires since 1908 when records were initiated. Human activity such as piling slash from timber harvest, piling poles from thinning, and filter strip rows from road construction contribute to and influence fire behavior. Naturally occurring, dead, forest fuels occur from insect disease, snow breakages, and windthrow throughout the drainage. The highest hazard fuel loading occurs in remaining thickets of lodgepole pine that sustained mortality from mountain pine beetles.

There is little, if any, evidence of pine beetle mortality within forested areas on the refuge. There is widespread, hazardous fuel loading in the mixed conifer, Douglas-fir, and western larch stands that have a lodgepole pine component.

Historical fire return intervals are around 125 years in the Grubb Mountain area. Fire scar recordings were conducted on burned larch in September 1995 on north-facing slopes of the Grubb Mountain area. Scar records on a larch tree showed a tree age of 325 years (felled in 1985), with three scars recording fires during the years of 1785, 1889, and 1939.

Fires in the Grubb Mountain area have been of mixed intensity, with more mortality and stand replacement occurring on drier sites. There have been eight recorded fires within 2 miles of the refuge boundary since 1908; two of these fires occurred on present refuge lands (township 28 north, range 27 west, sections 13 and 24).

The most recent wildland fire was the Little Wolf fire of August/September 1994. This fire had moderate-intense fire behavior and spread through Douglas-fir, larch, and ponderosa pine communities on previous ranch lands within sections 14 and 15, and PCTC lands in sections 3, 4, 10, and 11 north of the refuge boundary. Approximately 300 acres

within the refuge were burned. This lightning-caused fire was a stand-replacement fire. Ponderosa pine and larch seedlings were hand planted in 1995 within the burn area.

Wildland fire season in Montana officially begins May 1 and runs through early September. Seasonal weather patterns may extend or shorten the fire season, resulting in a seasonal-dependent fire risk.

WILDLIFE

A list of animal and plant species that occur on or near the refuge can be found in appendix E.

Migratory Birds

Documentation of bird occurrence and use is not well developed for this new refuge. Two point-count surveys were initiated in 2000.

The first survey consists of 20 points along the South Pleasant Valley and the county roads. This survey encompasses various habitats including grassland, wetland, and forest. The second survey is a walking survey along Pleasant Valley Creek. It starts in riparian forest on the north end of the refuge and ends in riparian grassland by the county road. These surveys were developed to determine species presence and use, to develop a species list for the refuge, and to monitor the effect that implementation of the NRCS restoration projects will have on birds.

The MPIF program uses a system that identifies species of conservation priority in each of its planning units, rather than writing planning information for all species. If conservation measures are focused on these species and their habitats, it is expected that other species in the area will benefit as well. MPIF has identified a pool of species that represents priorities for conservation action within the state. A species may be considered a priority for several different reasons, including global threats to the species, high concern for regional or local populations, and high state responsibility for conserving large or important populations of the species.

MPIF has also identified target habitats for conservation and study in the northern Rocky Mountains. The refuge contains three of these habitats—ponderosa pine forest, grassland, and marsh/wetland.

Waterbirds

The Dahl Lake wetland complex is an Intermountain valley, wetland system that provides habitat for many species. These types of wetlands support nesting populations of many common waterfowl, shorebird, and other waterbird species, as well as some upland species.

The wetland complex has potential for nesting waterfowl and rails, along with the entire Intermountain valley, wetland-priority species, and

some prairie–pothole species, as defined by Partners in Flight Montana Bird Conservation Plan. These species include the following:

- common loon
- trumpeter swan
- black, common, and Forster’s terns
- Clark’s and horned grebes
- black-crowned night-heron
- black-necked stilt
- Wilson’s phalarope
- yellow-headed blackbird
- American bittern
- Le Conte’s sparrow



James C. Leupold/USFWS

Yellow-headed Blackbird

The complex can provide important migration habitat as well for transient shorebirds, waterfowl, and sandhill cranes.

The remoteness of the refuge, and the potential for less human disturbance and recreation, may encourage use by species that are most sensitive to disturbance. Freeze-up on Dahl Lake generally occurs by mid-November and ice remains until late March or April, limiting use of the area by late-season migrating and wintering wetland-dependent species.

Waterfowl

Fall populations of waterfowl on the refuge appear to be low compared to other areas in western Montana.

Wetland habitats support many species of waterfowl. Commonly observed species include: mallard, cinnamon teal, common goldeneye, redhead, ring-neck, lesser scaup, common merganser, gadwall, American wigeon, hooded merganser, wood duck, northern pintail, northern shoveler, bufflehead, ruddy duck, and Canada goose. Pair-count data indicates all of these species may nest on the refuge, with the most commonly observed pairs being mallard, lesser scaup, northern shoveler, cinnamon teal, and ruddy duck.

Duck pair counts have been conducted on Dahl Lake and other wetlands since the refuge’s establishment. Pair-count data will only establish an estimate of how many pairs are nesting. Average brood size, hen success, and survival to fledging must also be calculated to determine production.

$$\begin{aligned} \text{Duck production} = & \textit{number of pairs} \\ & \times \textit{average brood size} \\ & \times \textit{nest success} \\ & \times \textit{constant of 0.7 survival to} \\ & \quad \textit{fledging} \end{aligned}$$

Nesting success of approximately 15–20 percent is suggested to maintain stable duck populations (Cowardin et al. 1985, Greenwood 1986, Klett 1988).

Current staffing levels and management obligations do not allow time for these calculations to be determined on site. Biologists from the National Bison Range Complex calculate data on average brood size yearly, using surveys conducted on WPAs in the WMD, and on Ninepipe and Pablo national wildlife refuges. Hen success and survival are constants, as determined by literature and past nest dragging conducted by the Montana Cooperative Wildlife Research Unit.

The National Bison Range Complex completes two aerial surveys for geese that include the refuge. These surveys are done with partners—the CSKT, MFWP, and Avista Utilities. The goose pair-count was not conducted for several years, but has been resumed; the data from these surveys is important for evaluating population trends from year to year, and are used by MFWP for hunting regulations. The goose brood survey is used to calculate production.

Goose populations and production are high in northwestern Montana; therefore, geese are not a priority species. The goose nesting structures existed prior to refuge establishment; since they are in good condition and there is not an overabundance of geese in the Pleasant Valley watershed, they will likely be retained.

Nest predation by mammals and, to a lesser extent, by birds is the major proximate cause of nest failure (Cowardin et al. 1985, Greenwood et al. 1987, Klett et al. 1988). Predation can be limited directly through predator trapping, and indirectly through habitat manipulation and expansion to increase nest security. Predator control is often expensive and time consuming.

Another limiting factor to duck production is forage. Aquatic invertebrates play a critical role in the diet of most female ducks during the breeding season. Ducklings feed on aquatic invertebrates until approximately 1-month-old, and then gradually increase consumption of seeds and vegetation. Primary foods of hens and broods of many waterfowl

species shift from invertebrates in spring and early summer to seeds and vegetation by fall. While the high-protein foods are required for reproduction and growth, the high-energy foods more available later in the season are critical for migration.

Human disturbance can negatively affect waterfowl production by decreasing the number of breeding pairs, hatching success, and survival of the young. Disturbance during pair bonding, and nest building and initiation can cause waterfowl to nest elsewhere or not at all. Several studies have identified human disturbance as the cause of nest desertion, especially during early incubation (Korschgen and Dahlgren 1992). Flushing hens away from the nests, leaving eggs exposed to predators and the elements, can affect nest success. Human-created trails and markers may also lead to increased predation rates on hens and eggs. Disturbance during brood rearing may break up and scatter broods, leaving them vulnerable to predation, exposure, and starvation.

Shorebirds and Waders

Other wetland-dependent species are important to ecosystem health and many are listed as priority species under the Shorebird Conservation Plan and the MPIF initiative. These species are difficult to record with traditional monitoring and general observation. Monitoring such as taped calls may be needed to record their presence.



Great Blue Heron

Lee Karney/USFWS

Waterbirds known to nest on the refuge include red-necked and horned grebes, killdeer, and black terns.

Two pair of sandhill cranes has inhabited the refuge during spring and summer for the last 4 years; colts have been observed, so nesting has occurred. Eared grebes are common on Dahl Lake, and pied-billed grebes are observed on the refuge. Eighteen Wilson's phalarope were observed during the 2002 duck pair counts. Other species migrating through or nesting include the great blue heron, spotted sandpiper, common snipe, American bittern, sora rail, gulls, and dowitchers. It is unknown to what extent shorebirds are using this wetland complex.

Young shorebirds are especially vulnerable to mortality from hay cutting. In Harney Basin, Oregon, it was estimated that one operator killed 400–600 shorebirds (primarily Wilson's phalarope) by mowing between July 1 and 13 (Oring et al. 2003).

Unlike ducks, shorebirds, and especially the Wilson's phalarope, tend to remain in hay meadows to feed after hatching. Consequently, even the early-nesting species are vulnerable to mowing.

Species of shorebirds known to breed in the northern Rocky Mountains that are listed as priority 3 (important) for conservation value include black-necked stilt, American avocet, greater yellowlegs, willet, spotted sandpiper, Wilson's phalarope, and common snipe. The long-billed curlew is listed as priority 4 (very important). Snowy plover, killdeer, and upland sandpiper, may also occur in the area but are not listed as priority species. Twenty-three additional species occur annually as migrants, six in moderate numbers, and 17 in small numbers.

The American bittern is as a priority 3 species for the MPIF initiative. They are a secretive species, which makes them difficult to monitor and, therefore, it is hard to determine occurrence and abundance. The biological potential exists for bitterns at the refuge; surveys have not been conducted. Bitterns may nest in reed canarygrass (Dechant et al. 1999) and prefer relatively large wetlands (7.5 acres). Bitterns will not tolerate haying, mowing, or grazing during or immediately prior to nesting season.

One of the goals of the U.S. Shorebird Conservation Plan is to ensure that adequate quantity and quality of shorebird habitat is maintained at the local level. The plan addresses individual regional plans, with Lost Trail National Wildlife Refuge falling in the Intermountain West subregion. By monitoring and protecting shorebird habitat, the refuge can aid the Intermountain West in obtaining two of their regional goals. The habitat management goal is to maintain and enhance diverse landscapes that sustain thriving shorebird populations. The monitoring and assessment goal is to acquire information on shorebird distribution and abundance for shorebird conservation.

Other Migratory Birds

The MPIF Plan (2000) and the Service's office of migratory bird management (1995) have prepared

lists of bird species of concern. The Partners in Flight Draft Montana Bird Conservation Plan identifies priority, Neotropical, migratory bird species and associated habitats in Montana. Partners in Flight uses a system that identifies species of conservation priority in each of its planning units rather than writing plans for all species. Focusing conservation measures on these species and their habitats should benefit other less imperiled species. Species may be considered a priority due to global threat to the species, high concern for regional or local populations, or high state responsibility for conserving large or important populations of these species.

Priority habitats that occur on the refuge include: Palouse prairie, montane shrublands, dry forest, burned forest, moist Douglas-fir and grand fir forest, quaking aspen, cottonwood and quaking aspen, riparian shrub, riparian coniferous forest, prairie potholes, and wetland (see table 6).

Grassland birds show the most consistent population declines of all groups of birds monitored by the breeding bird survey. Loss of habitat, as prairies and grasslands were converted to crop and hay lands, is the primary reason many grassland bird species are on the decline.

Other problems that have plagued the nesting success of grassland species, which could be minimized with refuge management practices, include grazing regimes, invasive plants, habitat fragmentation, and shrub and tree encroachment. The refuge has more than 3,400 acres of native prairie. Much of the converted cropland could also be restored to native grasses.

Two Neotropical migratory bird survey routes have been conducted annually on the refuge since 2000. The first of these routes follows the Pleasant Valley and South Pleasant Valley roads. The other survey is located on Pleasant Valley Creek, running from its inception on to the refuge to Pleasant Valley Road. Migratory bird surveys are conducted in daylight hours using bird songs as the primary method of detection. Neither of these surveys adequately covers upland habitats.

Relatively little is known about the abundance and population trends of most species of nocturnal owls in North America. In the last few decades, there has been increasing concern over the status of both diurnal and nocturnal raptors. Birds of prey are high on the food chain and are highly susceptible to changes in the environment, making them good indicator species.

Most species of owls are poorly monitored by existing Neotropical migratory bird surveys. Broadcast surveys are one of the most widely used techniques to locate and survey owls. Broadcasting recordings of owl vocalization can increase calling rates. In September 1999, standardized owl monitoring

surveys were developed—Guidelines for Nocturnal Owl Monitoring in North America (Takats 2001).

Table 6. List of priority, Neotropical migratory birds for habitats on Lost Trail National Wildlife Refuge, Montana

<i>Habitat Type</i>	<i>Priority Species</i>
Palouse Prairie	Burrowing owl Columbian sharp-tailed grouse Grasshopper sparrow Long-billed curlew Northern harrier Short-eared owl
Montane Shrubland	Calliope hummingbird Clay-colored sparrow MacGillivray's warbler Nashville warbler
Dry Forest	Blue grouse Cassin's finch Chipping sparrow Flammulated owl Lewis's woodpecker Red crossbill
Burned Forest	Black-backed woodpecker Olive-sided flycatcher Three-toed woodpecker Townsend's solitaire
Moist Douglas-fir and Grand Fir	Pileated woodpecker Plumbeous/Cassin's vireo Sharp-shinned hawk Townsend's warbler Williamson's sapsucker
Quaking Aspen	Red-naped sapsucker Ruffed grouse
Cottonwood and Aspen	American redstart Downy woodpecker Killdeer Least flycatcher Red-eyed vireo Veery Western screech-owl
Riparian Shrubland	Gray catbird Rufus hummingbird Song sparrow Warbling vireo Willow flycatcher
Riparian Coniferous Forest	Hammond's flycatcher
Prairie Potholes	Black tern Black-necked stilt Clark's grebe Forster's tern Horned grebe Wilson's phalarope
Wetland	American bittern Common loon Common tern Yellow-headed blackbird Trumpeter swan

Western and mountain bluebirds are found in the Pleasant Valley. Populations of mountain bluebirds have declined about 6 percent annually across western North America, according to the national breeding bird survey. There has been a significant decrease in natural nesting cavities for bluebirds throughout the country; increased urbanization has led to a corresponding decrease in the number of dead trees. In addition, wooden fence posts are being replaced with metal posts.

Compounding the problem of habitat loss has been the introduction of two imported species, the house sparrow and European starling, which are cavity nesters that aggressively compete with bluebirds for cavities. Bluebird populations have rebounded since the box program became popular in the 1980s.

A bluebird box trail was established along the refuge road system in spring 2001. The Pleasant Valley School monitors and maintains the boxes. Although bluebirds are not currently a priority species for Montana, the maintenance of this bluebird trail is useful as an educational tool, to interest students and the public in Neotropical migratory birds and their conservation.

Some 85 species of North American birds excavate nesting holes, use cavities resulting from decay (natural cavities), or use holes created by other species in dead or deteriorating trees. The absence of suitable nest sites is usually considered the limiting factor for cavity-nesting species (Thomas et al. 1979). The Partners in Flight Montana Bird Conservation Plan specifies the retention of all large snags and broken-top trees. The plan has a critical objective of management for adequate numbers over the landscape to maintain viable populations of Lewis's woodpecker and flammulated owl.

Other cavity-nesting priority species in Montana that will benefit from the retention of snags include black-backed woodpecker, three-toed woodpecker, Williamson's sapsucker, pileated woodpecker, downy woodpecker, red-naped sapsucker, pygmy nuthatch, red-breasted nuthatch, white-breasted nuthatch, hairy woodpecker, and western screech-owl.

Endemic Wildlife

This section describes the mammals, resident birds, fish, amphibians, and reptiles of the area.

Large Mammals

MFWP uses aerial surveys, ground surveys, and harvest data to monitor population trends and composition of mule deer, white-tailed deer, elk, moose, black bear, and mountain lion populations in northwestern Montana. This data is used to determine the population health of individual species, project population estimates, and set hunting seasons. Hunting is the primary tool used by MFWP to manage ungulate populations (Canfield et al. 1999).

The refuge is important winter habitat for a herd of approximately 300 elk. Moose are primarily spring, summer, and fall residents. Fluctuations in population sizes are natural and may occur for many reasons.

White-tailed deer are year-round residents of the refuge and mule deer primarily use the refuge (uplands) in fall and winter. Their populations have been steadily increasing in the past 6 years. MFWP monitors both species to facilitate adaptive management through harvest regulations.

Elk were not plentiful in the Pleasant Valley and Fisher River watershed until MFWP made transplants of 27 and 29 elk into the Wolf Creek drainage in 1927 and 1928, and 105 elk into the Fisher River watershed in 1929. These elk thrived and multiplied into the healthy, self-sustaining herd present today. Refuge lands are primarily elk winter range.

The refuge is in the state's Salish elk management unit (northwestern Montana from Eureka to the Flathead Indian Reservation northern boundary; figure 10). The refuge is part of hunt district 103. Elk populations within the hunting district are consistently above MFWP objective levels. Data from aerial surveys conducted each spring by MFWP show the population goals for herd numbers are being met for this unit at approximately 2,000–3,000 animals. The winter bull-to-cow ratio is 10 per 100 and the population maintains a minimum winter calf-to-cow ratio of 30 per 100.

Moose are generally observed in wetter areas on the refuge, including Pleasant Valley Creek and at Moose and other ponds, during May and June. Calving probably occurs on the refuge, with newborn calves observed in spring along Pleasant Valley Road. Moose use wetlands for feeding, loafing, and resting.



Cow moose are more readily observed in June with their calves.

Ray Washatak/USFWS

Some MFWP surveys show trends on a regional or area-wide scale. These surveys are still valuable, as the refuge is only a small part of the local ecosystem upon which these species depend. Anything that

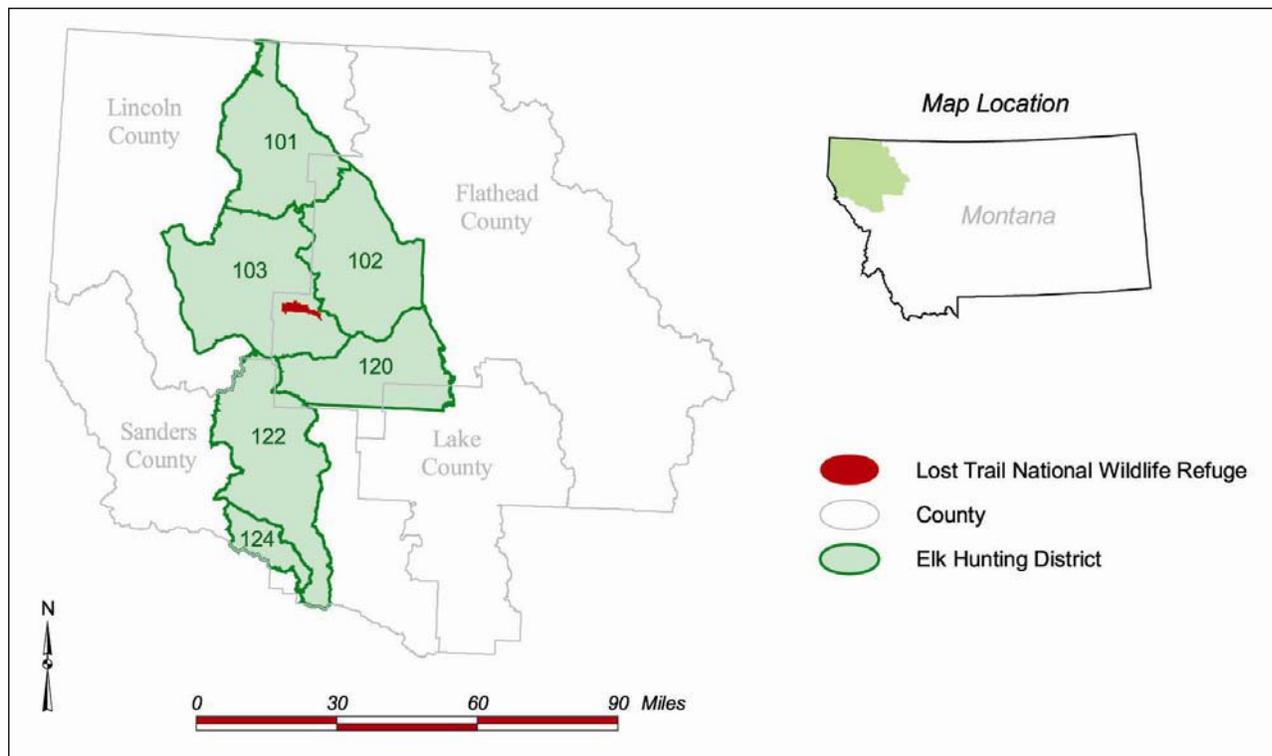


Figure 10. Elk management units, Montana

affects populations outside the refuge will project onto those individuals using the refuge. Refuge staff does not conduct formal surveys; however, they do record general observations that are valuable in monitoring herd health on the refuge (i.e., wintering elk numbers and individual moose numbers).

Winter is a critical time for ungulate survival. Animals that may have occupied thousands of acres of summer/fall range can be seasonally confined to relatively restricted geographic areas. These wintering areas have limited forage and extreme environmental conditions, which can cause physiological stress. Almost 40 percent more food is required in winter to generate energy for daily metabolic and activity requirements. Mackie et al. (1998) observed that, “Deer survive primarily by supplementing energy resources accumulated prior to winter with energy intake from submaintenance winter diets.” This requires behavior that emphasizes energy conservation. Inactivity provides an energetic advantage for animals exposed to cold; forced activity caused by human disturbance exacts an energetic disadvantage.

The refuge contains approximately 30 miles of interior fence, 10 miles of fence along the county road, and 20 miles of exterior boundary fence. These fences were important for livestock grazing management prior to refuge establishment; however, they are not necessary for refuge management and can be harmful to wildlife. Wildlife can become entangled in fences, which can cause serious injury

or death to an animal. At least five animals (four elk and one moose calf) have been found caught in refuge fences in the last 2 years.

Fences can also pose a hazard to ungulates by blocking escape routes, allowing predators to more easily catch and kill animals. This is especially true of young animals that cannot follow adults over a fence. Young animals are also separated from their mothers by fences when the adult jumps the fence and the young cannot follow. This results in a young animal stranded, often running a fence line until it becomes caught in the fence or is killed by a predator. The refuge receives up to 3 feet of snow in the winter. High snow levels may impede movement of ungulates by blocking access under fences.

Chronic-wasting disease is a transmissible spongiform encephalopathy of deer and elk. Although the exact causative agent is unknown, the disease is related to infectious proteins that are resistant to normal, metabolic breakdown processes and abnormally accumulates in the brain and brain stem. Consequentially, neurons die, which results in brain impairment. Eventually, diminishment of body condition and death occur.

An increased distribution of chronic-wasting disease within and among states, although not Montana, combined with high prevalence reported in some states, has resulted in national and international attention to this disease. The scope of this wildlife disease, combined with Service responsibilities for

wildlife that span jurisdictions, make it essential that the Service cooperate with other agencies in addressing chronic-wasting disease.

Small Mammals

Since Lost Trail has only been managed as a national wildlife refuge starting in 1999, little is known about small mammal species and demographics on the refuge. Several species of mice and shrews were identified during amphibian trapping conducted in 2000. Small mammals that are expected to reside on the refuge are listed in appendix E (data obtained from the Flathead National Forest).



Erwin and Peggy Bauer/USFWS

Marten

Mammals that are known to occur in the area include the fisher, river otter, marten, Canada lynx, wolverine, and bobcat. These species are elusive, but probably inhabit refuge lands occasionally. A wolverine was seen on the refuge in 2000 and a river otter in 2002. Beaver and muskrat appear in the refuge's wetlands and ditches. Columbian ground squirrels, coyotes, and badgers are common.

Ground squirrels are an important source of protein for most predators in northwestern Montana including birds of prey, weasels, canids, felids, and bears. Columbian ground squirrels can cause extensive habitat damage and compete with other wildlife for forage. Ground squirrel digging may accelerate soil erosion. Lambeth et al. (1982) found that, up to a point, ground squirrel populations increased with plant retrogression. Other research

has indicated that ground squirrels may move out of stands of heavy vegetation to more open grass habitat.

Resident Birds

Resident (nonmigratory) birds on the refuge include common species such as the black-capped chickadee, great horned owl, hairy woodpecker, and red-breasted and white-breasted nuthatches. Less common residents include the pygmy nuthatch, brown creeper, and great gray owl. Resident upland game birds found on the refuge include spruce grouse and wild turkey.

Turkey was transplanted to the Pleasant Valley area in 1999 to increase hunting opportunities. This nonnative species is not a priority for refuge management.

Grouse are a native component of the Pleasant Valley ecosystem and provide public use opportunities on the refuge. They are not, however, a priority species for which the refuge was established. MFWP region 1 data suggests that grouse populations are stable region-wide. Nearly 50 percent of Montana's mountain grouse harvest comes from this region, in which the refuge is included, indicating a consistently high population in the area of the refuge and the ability to tolerate hunting pressure.

Another resident species, the golden eagle, has nested 100 feet south of the refuge for many years. The golden eagle is protected under the Bald Eagle Protection Act of 1940, as amended in 1962. Montana's population of golden eagles may be declining due to low productivity (Canfield et al. 1999).

Some resident species may not be detected using Neotropical migratory bird surveys. Examples include species such as owls that are vocal predominantly in the evening, woodpeckers whose species-specific drumming patterns are hard to distinguish, and marsh birds.

Fish

The MFWP provided historical information from fish-stocking records, fish-planting reports, and creel surveys. Rainbow trout, cutthroat trout, and brook trout were stocked in the Pleasant Valley Fisher River between 1938 and 1952, likely between Loon Lake and Silver Butte Fisher River in the vicinity of the refuge. Game wardens conducted creel surveys in the 1950s and 1970s that showed angler success was excellent for brook trout and cutthroat trout up to 12 inches. Neighbors in the Pleasant Valley remember strong numbers of trout as far as just west of the refuge.

The past uses of the refuge, as well as of surrounding lands on the valley floor, have been primarily for raising beef cattle. Subsequently, the creeks and lakes have been modified to provide for irrigation of

grass and hayfields and no longer support a large native fishery. Historically, the streams in this area had a meandering pattern, profile, and dimensions prior to irrigation, flood prevention, and hayfield needs.

Pleasant Valley Creek is a tributary of the Fisher River (figure 7), which is an important focus area for native fish restoration for MFWP. Pleasant Valley Creek currently contributes to the system as a non-fish-bearing tributary.

Pleasant Valley Creek could possibly function as a native-fish-bearing tributary after restoration efforts. Historically, it supported Columbia redband and westslope cutthroat trout. Pleasant Valley Creek drains into the Fisher River where bull trout (federally listed as threatened) are being restored.

Water temperature is a critical component of habitat selection for these native, cold-water trout species. Ponding and channeling have decreased the stream depth, and large sections of stream bank are denuded of native vegetation, all of which lead to increased water temperature and siltation. Pleasant Valley Creek's control structures also limit fish movement.

Current water temperature is too high and there has been too much siltation to support redband trout. Loss of habitat is the main problem for the westslope cutthroat trout, due to loss of stream water to irrigation and barriers created by dams and road culverts (Gardner 2001).

Unfortunately, no in-depth information exists from historical fish surveys. Very little recruitment to trout populations was accomplished since the upper Pleasant Valley–Fisher River drainage was heavily affected by agricultural practices, logging, and road building for the last 100 years (Hensler 2001).

The MFWP conducted fish surveys in the Pleasant Valley Fisher River drainage between 1993 and 2000, and collaborated with the University of Montana Wild Trout Genetics Lab. Brook trout and redband shiners were the only species sampled in the area of the refuge. Below the refuge (below Big Meadows dam) species captured were brook trout, mountain whitefish, redband shiner, large scale sucker, northern pike minnow, longnose dace, and torrent sculpin. No cutthroat species in tributaries above Deer Creek were captured. Below Deer Creek, redband trout and westslope cutthroat trout were present and various levels of hybridization existed.

Pleasant Valley Creek affects these fisheries by introducing water that warms the mainstem of Fisher River since Pleasant Valley Creek has temperatures that range from 32–77°F and areas with very high levels of fine (silt) substrate (Hensler 2001).

The MPC surveyed Dahl Lake and Meadow Creek in 1996 to determine fisheries potential. The MFWP

surveyed Pleasant Valley Creek in 2000. The only fish sampled were downstream of Forest Service road 1019 and included the redband shiner, yellow perch, northern pike minnow, pumpkinseed, and suckers. Stunting characteristics were observed in all fish populations except redband shiners and suckers (Mabbott 1996). The dissolved oxygen in Pleasant Valley Creek is sufficient to support a cold-water fishery.

Pleasant Valley Creek does not currently support redband, westslope cutthroat, or bull trout (Hensler 2001, Mabbott 1996). The creek drains into the Fisher River where bull trout (species of concern) are being restored. The MPC report recommends introducing redband and westslope cutthroat trout.

Columbia River redband trout, a subspecies of rainbow trout, is native to the Columbia River drainage. The U.S. Fish and Wildlife Service, American Fisheries Society, and all states throughout its historic range (Idaho, Oregon, Washington, Nevada, California, and Montana) consider it a species of special concern. The USDA Forest Service and the Bureau of Land Management classify the redband trout as a sensitive species. In 1994, the Biodiversity Legal Fund of Colorado and a private individual from Kalispell formally petitioned the Service to consider the Kootenai River population of redband trout as an endangered species; the petition was dismissed due to lack of information (Muhlfield 2001).

It is probable that redband trout historically occurred in Pleasant Valley Creek, but current water temperature is too high and there has been too much siltation to support redband trout. Redband trout are found downstream in the Fisher River. Adult redband trout use deep microhabitats (greater than 1.5 feet), with low to moderate velocities (less than 1.5 feet per second). Young select slow water (less than 0.4 feet per second) and shallow depths (less than 0.7 feet) (Muhlfield 2001).

The westslope cutthroat trout is native to Montana. Its spawning and rearing streams tend to be cold, nutrient-poor, pool habitat, and have more cover than uniform, simple habitat (Gardner 2001). Adults need slow-moving pools, which do not fill with ice, to survive the winter (Brown and Mackay 1995). Loss of habitat is the main problem due to loss of stream water to irrigation and barriers created by dams and road culverts (Gardner 2001). The westslope cutthroat trout has been through the listing process and the Service has determined that it does not require listing under the ESA.

Amphibians and Reptiles

Researchers from the U.S. Geological Survey (USGS) searched 24 sites on the refuge for reptiles and amphibians in 2001 and 2002. The long-tailed salamander, Pacific tree frog, Columbia spotted frog,

and boreal toad (species of concern) were all found to breed on the refuge. Also documented were common and terrestrial garter snakes and the painted turtle.

Reptiles and amphibians are important components of the biological integrity and functioning of an ecosystem. There are known and suspected declines of amphibians throughout North America, with a significant proportion of amphibians native to western United States (Corn 2000).

Hossack (2003) explains, “In response to documented and suspected declines in the United States, a national effort identified as the ‘Amphibian Research and Monitoring Initiative’ was launched in 2000 to determine the status and trends of amphibian populations on Department of Interior lands nationally and to provide information useful in determining causes of declines.” To determine the cause of amphibian and reptile declines as well as the scope of a decline, it is essential to first determine a baseline for comparison.

Bullfrogs are not native to Montana. This species has been widely introduced across the United States. The bullfrog now exists along the Bitterroot, Flathead, and Clark Fork rivers. Amphibian surveys have failed to locate this species at or near the refuge. Bullfrogs can affect amphibian and reptile populations directly through predation and indirectly through the avoidance of sites where bullfrogs are present. Bullfrogs have been implicated in the declines of several amphibian and reptile species. They also prey on ducklings.

Species of Concern

The ESA requires federal agencies to carry out conservation (recovery) programs for listed species and to ensure that agency actions are not likely to jeopardize the continued existence of listed species or adversely modify or destroy their critical habitat.

Section 7(a) of the ESA requires federal agencies to evaluate their actions with respect to any species that is listed as endangered or threatened and with respect to its critical habitat, if any is being designated. Federal agencies must ensure that activities they authorize, fund, or carry out are not likely to jeopardize the continued existence of any species listed as endangered or threatened, or to destroy or adversely modify its critical habitat.

Table 7 lists species of concern for the refuge. Federally endangered, threatened, proposed, and candidate species in Flathead County, Montana, that have the potential to occur on the refuge include the grizzly bear, gray wolf, Canada lynx, bald eagle, bull trout, and Spalding’s catchfly.

The trumpeter swan and black tern are also addressed as species of concern. The MPIF considers the trumpeter swan a threatened species. The

Service has listed the black tern as a nongame bird of management concern.

Appendix A contains additional information about species of concern.

Table 7. Species of concern in proximity to Lost Trail National Wildlife Refuge, Montana

<i>Common Name</i>	<i>Classification</i>	<i>Sighted on Refuge</i>
Grizzly bear	Federally threatened	
Gray wolf	Federally threatened	✓
Canada lynx	Federally threatened	✓
Bald eagle	Federally threatened	✓
Trumpeter swan	Montana species of concern, priority 1*	
Black tern	Montana species of concern, priority 2*	✓
Bull trout	Federally threatened	
Boreal toad	Montana species of concern category S3	✓
Spalding’s catchfly	Federally threatened	✓

*Classification of the MPIF Bird Conservation Plan

Grizzly Bear

The refuge is in an area classified as a management situation II under the Interagency Grizzly Bear Guidelines (USDA Forest Service, 1986). Although grizzly bears occasionally inhabit the area, lack of highly suitable habitat and security precludes extensive use. However, the refuge is located in an important linkage corridor for grizzly bears between the northern Continental Divide ecosystem (NCDE) and the Cabinet/Yaak ecosystem (CYE).

Where grizzly bear habitat was once continuous in the Rocky Mountain ecosystem, habitat fragmentation from human settlement and development has created isolated populations of grizzly bears. It is important to the survival of the species that bears from one localized population come in contact with individuals from other populations to maintain genetic variation.

For the grizzly bear, preserving the linkage between populations is as critical to long-term conservation of the species as managing individual populations. The refuge is part of an important linkage corridor for grizzly bears—between the northern Continental Divide ecosystem (NCDE) and the Cabinet/Yaak ecosystem (CYE).

Studies have shown that ground squirrels may be important as a source of protein to grizzly bears, and show that restricted availability of animal protein

may limit grizzly populations (Nagy et al. 1983, Hechtel 1985, Hamer et al. 1978, Stelmock 1981).

In the NCDE, livestock depredation was the most common offense for which a bear was relocated (Thier and Sizemore 1981). These relocations were much less successful than relocations for other offenses (success being no return and no further conflict). Knight et al. (1985) reported that depredations (livestock and property) by grizzlies were the leading cause of nonhunting mortality in the NCDE from 1975 to 1984.

It is crucial to the recovery effort that the public understands reasons for recovery actions, generating tolerant or positive attitudes toward grizzlies. The interagency grizzly bear coordination team has appointed an information and education subcommittee to develop education programs and disseminate information. Private conservation organizations interested in the recovery of grizzly bears have also provided valuable assistance when they include appropriate information in their publications and news releases.

Gray Wolf

Because wolves and other large carnivores have large home ranges, attention needs to be focused on the habitat values of both public and private lands. Private lands, in particular, have substantial value to wildlife because they frequently occur at low elevations that have moderated extreme weather conditions such as deep snow.

Lost Trail is one of the first national wildlife refuges in the Intermountain West to support the gray wolf. Wolves have attempted to colonize the Pleasant Valley twice in the last decade. In both instances, the wolves started to prey on livestock and were subsequently eliminated.

One of the major limiting factors to wolf survival is an adequate prey base. The refuge is an important winter range for elk in the Pleasant Valley (Ray Washtak, refuge manager, personal communication, 2004).

Canada Lynx

Canada lynx occur in high-elevation forests (above 3,300 feet) in northwestern Montana, but they have not been documented on the refuge.

Canada lynx habitat consists of a mosaic of forest habitats including early successional forests that support high densities of snowshoe hare and late-successional forests that contain cover for kittens and for denning. Wildfire, wind-throw, and disease are all natural processes that create these forest conditions (Bailey et al. 1986, Fox 1978, Keith and Surrendi 1971, Koehler 1990, Koehler and Brittell 1990).

Lynx favor early successional forests for hunting, where snowshoe hare are plentiful. Such forest is created from fires (Bailey et al. 1986; Fox 1978; Keith and Surrendi 1971; Koehler 1990, 1991), timber harvesting (Conroy et al. 1979; Koehler 1990, 1991; Litvaitis et al. 1985), and wind-throw and disease (Koehler and Brittell 1990). Hares are more likely to use regenerating forest with dense understory, than uncut or even-aged stands with little understory (Monthey 1986; Thompson 1988; Koehler 1990, 1999).

Although early successional forests are common on surrounding PCTC lands, these stands may not be managed to support the dense understory that is required for high snowshoe hare populations. For example, precommercial thinning is detrimental to snowshoe hare habitat, but is a common management tool on productive timberlands.

Although disease and insect attacks may increase fuel loads and the risk of large, high-intensity fires, they also provide dead and downed trees used for denning and cover. Late successional, mature forest that contains large, woody debris such as fallen trees or upturned stumps are required habitat for Canada lynx denning (Berrie 1973, Koehler 1990, Koehler and Brittell 1990, Kesterton 1988, Murie 1963). Small-sized parcels (2.5–5 acres) of late-successional forest appear to be adequate for den sites, but they must be connected by corridors of cover to permit females to move kittens to alternate den sites that provide suitable access to prey.

Bald Eagle

A bald eagle has nested in the aspens on the north side of Dahl Lake for the last several years. Guidelines developed by the Bald Eagle Recovery Team (USFWS 1986) recommend a goal of at least one fledged per year on average per nesting pair and an average nest success rate of not less than 65 percent over a 5-year period.

Trumpeter Swan

Historic accounts indicate that the Flathead Valley is one of three areas where suitable habitat existed and trumpeter swans were once a common breeding species in the United States (Banko 1960). When swans were eliminated from much of their range, they not only lost a major segment of their population but perhaps of greater importance, they lost flyway traditions.

In recent times, there have been sporadic reports of swans wintering in northwestern Montana along the Flathead and Clark Fork river drainages. Trumpeter swans are occasionally observed on Island and Flathead lakes, and other locations in northwestern Montana. The swans have also been observed during migration. The majority of trumpeter swans in the Rocky Mountain population (RMP) concentrate on a

small number of wintering grounds. Severe losses could occur from disease outbreaks, severe winter weather, and lack of forage.

Trumpeter swan habitat exists around Dahl Lake. A pair of trumpeters was documented in the Pleasant Valley area one summer, but breeding was not recorded.

Black Tern

Black terns have shown continent-wide population declines since 1960 and are currently listed as threatened or endangered in six states.

The black tern is listed as a species of concern in 18 other states and provinces (Casey 2000). In Montana, the black tern is listed as a species of special concern with a ranking of “vulnerable” under the Natural Heritage Program classification system (Shuford 1999), but has not been consistently monitored.

The Service has listed the black tern as a nongame bird of management concern (USFWS 1995b, 2002). Loss of potential nesting and foraging habitat for black terns is greatest in northeastern and northwestern Montana.

Black terns have been documented to nest around Dahl Lake. Black tern production on the refuge was documented by the MFWP in 1999. Refuge staff observed terns in 2000 and 2001.

Bull Trout

Bull trout are native to Montana and are federally listed as threatened. This species requires very cold, clean water (less than 64°F). Bull Trout Interim Conservation Guidance (USFWS 1998a) includes an objective for maintaining or restoring cold-water temperature contributions of non-fish-bearing tributaries.

Boreal Toad

Boreal toads have experienced drastic declines in the southern Rocky Mountains (Corn et al. 1989), and recent surveys in western Montana found it to be less common than was expected (Hossack et al. 2001). The boreal toad is a candidate species in Colorado and Wyoming, but is not yet listed in Montana. It was once recorded much more frequently in Montana than in the previously mentioned states.

The refuge has been surveyed as part of the National Amphibian Research and Monitoring Initiative launched by the USGS. The refuge has documented one of the largest known populations of boreal toads reproducing in the northwestern Rocky Mountains, based on the number of larvae observed (USGS 2001, 2002). The USGS found upwards of 40 breeding females at Lower Moose Pond, and more than 200 breeding females on the south side of Dahl Lake.

The extent of boreal toad populations in Montana is unknown due to limited monitoring efforts. The USGS completed surveys in Montana during the last few years in more than 3,000 wetlands (Hossack, USGS biologist, personal communication). Boreal toads were found reproducing at only 3 percent of these sites (a maximum of 10 females at any one site). Hossack et al. (2001, 2002) found evidence of boreal toads breeding on 5 of 20 sites surveyed in 2001 and 15 of 28 sites in 2002. Boreal toads were located at less than 5 percent of other forested sites surveyed in Montana since 1999.

Evidence from the refuge and Glacier National Park show that breeding sites are often clustered in a small area, hence, are at risk to environmental changes and subsequent local extinction.

Spalding’s Catchfly

Spalding’s catchfly is a native forb of the carnation family that occurs in mesic slopes, flats, or depressions of open grasslands. It is associated with Idaho fescue, rough fescue, and bluebunch wheatgrass, occasionally interspersed with conifers. Twenty catchfly populations have been documented in northwestern Montana in Flathead (6), Lake (2), Lincoln (6), and Sanders (6) counties.

A new population of Spalding’s catchfly was discovered on the refuge (figure 11) in 2002. This population is one of the largest documented sites in Montana, containing a minimum of 300 plants, within about 9.5 acres. Part of this population exists on state DNRC land within the refuge boundary. The refuge has nearly 2,500 acres of Idaho and rough fescue-dominant habitat that could support Spalding’s catchfly (figure 9). It is expected that more plants will be discovered as inventory efforts continue.



Stacy Hoehn/USFWS

The former biologist records observations about the catchfly plant before her.

Since there are only 53 known populations of Spalding’s catchfly in fragmented populations across the northwestern United States, the relatively large

population located on the refuge and any new populations that may be discovered are significant to the plant's survival.

Many catchfly plants on the refuge are at risk of being displaced by nearby populations of invasive

plants, especially spotted knapweed and sulfur cinquefoil. Invasive plants displace the catchfly and compete with it for water, nutrients, light, and pollinators (Lesica and Heidel 1996, Montana Natural Heritage Program 1998).

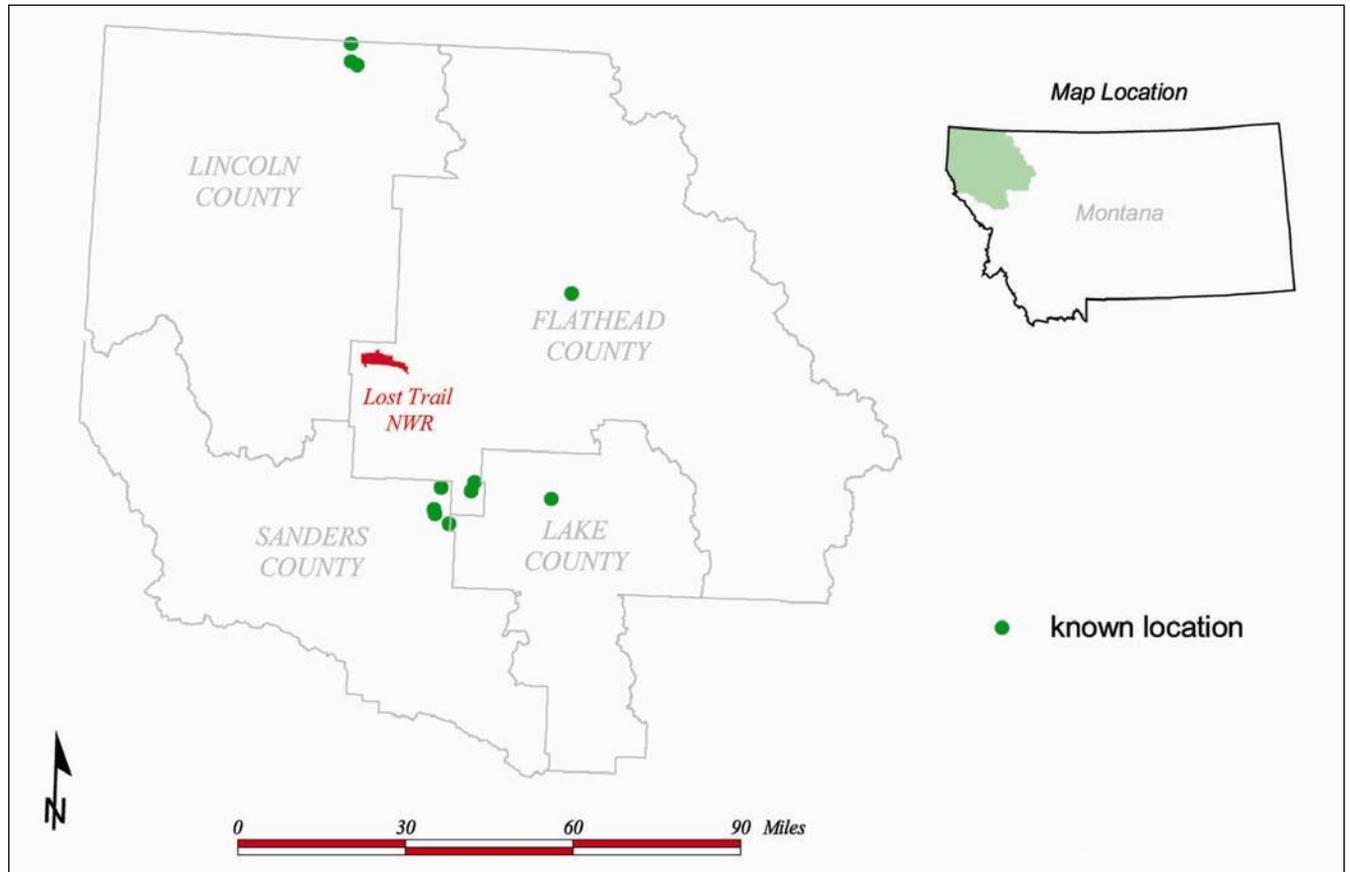


Figure 11. Distribution of Spalding's catchfly in Montana

CULTURAL RESOURCES

From thriving Native American tribal life to extensive European settlement, the archaeological and historical resources of the Pleasant Valley and the refuge provide insight to the people who lived there, and the prosperity and desirability of the area.

NATIVE AMERICANS

As documented through oral traditions and archaeological remains, Native Americans have long used western Montana and were first written about by Lewis and Clark during their journey through the area almost 200 years ago. According to the cultural resource overview prepared for the Service by the Confederated Salish and Kootenai Tribal Historical Preservation Office (THPO), the native people of the area were the Bitterroot Salish, Pend

d'Oreille, and Kootenai. Today, all three tribes make up the CSKT of the Flathead Indian Reservation (CSKT 2000).

Physical evidence of Native Americans in the Kootenai River Valley comes from the Libby Dam cultural resources project in 1977, which found occupation sites and campsites located on terraces above the active floodplain. Included in the finds were fire-broken rocks, possibly from hearths or baking ovens. During 5,000 years of prehistory in the Kootenai River Valley, people wintered in the valley bottoms and moved to higher elevations to hunt and gather foods (CSKT 2000).

The area around the refuge, including Pleasant and Lost Prairie valleys, was within the immediate home range for the Kootenai people. Even though they were trading partners with the Salish and Pend d'Oreille tribes, the Kootenai spoke a different language. The Kootenai place name for Pleasant

Valley is *yaqakmu'inki* and it was a major travel corridor from the Little Bitterroot River and Flathead Lake to the Upper Fisher River and Kootenai River Valley (CSKT 2000).

Flatheads and Kootenai traveled to Wolf Creek to hunt deer and elk in the fall, and went to huckleberry grounds in the summer (Wakefield 1998). Native Americans harvested camas bulbs along the shores of Dahl Lake and in low wetlands during early spring. The Kootenai people at Wolf and Fisher rivers traded furs with settlers in the early 1800s (CSKT 2000).

The granddaughter of settler Ed Jackson (Jackson Ranch), Jean Jackson Wakefield (1998), mentions finding teepee rings by Pleasant Valley Creek when she was young, as well as Native American graves behind the Jackson Ranch (now part of the refuge, north of headquarters). The Service has documented a petroglyph site on the refuge.

EUROPEAN SETTLEMENT

Most of the following history of homesteaders, schools, and the railroad in Pleasant Valley is taken from Jean Jackson Wakefield's book, *Where the Green Grass Grows* (1998).

Some of the earliest Europeans to use Pleasant Valley were those from Plains (Wild Horse Plains), Montana. They brought cattle in from the west along Fisher Creek to summer range in the valley. About 1886, Charlie Lynch took up a homestead just south of Lynch Lake. Others soon followed, most being cattlemen moving from Plains to the valley.



Rock art depicts wildlife in the Pleasant Valley.

Bill Orr and Frank Gardiner settled in Pleasant Valley in 1888. Orr homesteaded about halfway between the North 1019 Road and the South Pleasant Valley Road, with Gardiner setting up just east of his partner. Bill Orr built his ranch house in 1914; it also served as the Pleasant Valley post office from 1916 to 1933. In November 1941, Art and Velma Lund bought the former Orr-Gardiner place. They

lived there for approximately 6 years in the original log cabin part of the house. After 29 years of ranching in the Pleasant Valley, the Lunds sold their ranch in 1970. These buildings still stand today and provide housing for the refuge staff. The shop buildings are also still used by the refuge staff.

Jack Nowlan homesteaded in Pleasant Valley in 1888, near the refuge's current headquarters. Nowlan and Edwin Vesey claimed the original water rights on Pleasant Valley Creek, just west of the ranch. In 1910, Ed Jackson purchased the Nowlan homestead, which became the Jackson Ranch. Over the next 27 years, he built a variety of structures, including a house, horse barn, cow barn, and log garage. The structures are still standing and in use, with the exception of the cow barn, which burned down.

George and Frank Doll were among the early homesteaders that set up within the present-day boundary of the refuge. Frank and his wife, Josephine, homesteaded along the east side of Medicine Lake (now known as Dahl Lake) in 1900, with his brother settling northwest of him. The Dolls and a partner from Spokane organized the Pleasant Valley Ranch Company in 1912. They bought and leased other homesteads in the valley, and sold the company in 1927. Frank and Josephine's house was torn down in the 1990s.

The Great Northern Railroad's main east-to-west line ran through Pleasant Valley from 1892 to 1904. The railroad grade reached 1.5 percent at locations on its climb from Bitterroot Lake to Pleasant Valley. This steepness, and the large number of curves along the route, led the Great Northern to build a different track west from Whitefish, to connect with the railroad at Rexford, Montana.

During the Great Northern Railroad's operation, a railroad stop and section house were built just east of the current refuge headquarters. A construction camp and railroad gravel pit existed just north of this area. The Pleasant Valley railroad line closed in October 1904. Two outside ovens for baking were built and were still present in the area in 1994.

The first Pleasant Valley School opened in 1903 in an old railroad cabin; it is located near the gravel pit behind the Jackson Ranch (now on an inholding within the refuge boundary). After 2 years, the school was moved approximately 2 miles east, and was located there until 1914. From 1914–1960, the Pleasant Valley School was situated near the junction of Lost Prairie Road and the old railroad grade. Today, the K–8 Pleasant Valley School is located south of the refuge on Lost Prairie Road.

The Pleasant Valley Road opened in 1917 and followed the railroad grade. Although residents made rail fences from the old railroad ties, old railroad spikes can still occasionally be found coming out of the roadbed.

In 1971, an absentee owner from San Francisco purchased the Pleasant Valley Ranch and renamed it Lost Trail Ranch. The ranch was resold in 1981 to absentee partners who extended the boundaries through purchases of the Jackson and Orr–Gardiner ranches. In 1996, the MPC purchased the Lost Trail Ranch as potential mitigation for wetland loss on the Flathead WPA. In 1999, MPC conveyed approximately 3,100 acres of the ranch to the Service, which purchased the remaining acreage from MPC.

The Jackson and Orr–Gardiner ranches are eligible for nomination to the National Register of Historic Places. The Doll Ranch has not been evaluated for eligibility for nomination to the register.

WILDERNESS REVIEW

To be designated a wilderness area, lands must meet certain criteria as outlined in the Wilderness Act of 1964:

- Generally appears to have been affected primarily by the forces of nature, with the imprint of human work substantially unnoticeable.
- Have outstanding opportunities for solitude or a primitive and unconfined type of recreation.
- Have at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition.
- May contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

The refuge meets the size and scientific, scenic, and historical value criteria, but is impacted by roads, fences, and extensive human effects from grazing and draining wetlands, which restrict it from being designated a wilderness area.

SOCIOECONOMIC SETTING

Lost Trail is a remote refuge, located in one of the fastest growing counties in Montana. The refuge is located in southwestern Flathead County, Montana. Flathead County is 5,098 square miles in size.

Flathead County has been classified by the U.S. Census Bureau as nonmetropolitan, where a metropolitan area is described as having “a large population nucleus, together with adjacent communities having a high degree of social and economic integration with that core. Metropolitan areas comprise one or more entire counties.”

POPULATION

According to the most current published statistics (for 1990–2001) by the U.S. Census Bureau, the

population of Flathead County is 76,269, representing a 25.8 percent increase in population from 1990. There are 14.6 persons per square mile in the county, and homeownership at that time is reported at 73.3 percent.

Flathead County experienced a 22.9 percent growth between 1991 and 1999, while the state as a whole increased only 10.5 percent (U.S. Department of Commerce 2001). The city of Kalispell (30 miles southeast) experienced a 20 percent growth in population during these years. More telling, the population of the greater Kalispell area (including the communities of Evergreen, Columbia Falls, and Whitefish) increased 25 percent (Montana Department of Commerce 2001).

Resident populations located west of the refuge are small, with Libby having about 2,226 people and Eureka having about 1,105 people (Montana Department of Commerce 2001).

The area of the refuge cannot be classified as either predominated by minority populations (96.3 percent of the population is classified as white by the U.S. Census Bureau in 2000), nor a predominantly low-income population (homeownership is reported at 73.3 percent; median household income and per capita income for 1999 are reported at \$34,466 and \$18,112 respectively). The percentage of persons living below poverty in 1999 is reported by the same federal agency at 13 percent, which does not represent a sizeable amount in the total population of Flathead County. Furthermore, while the refuge is located near Native American tribal lands, the refuge is not within the boundaries of any Indian reservation.

ECONOMIC SITUATION

The development trend in the area has increased considerably in the last 20 years—Flathead is one of the fastest growing counties in Montana. “Ranchettes” of 2–20 acres have increased as the region’s natural amenities attract new residents, vacation homebuyers, and businesses.

Oil drilling on adjacent lands is unlikely. A test well drilled in 1983 hit Precambrian Rock, which is not known for good oil production; the well was plugged. It is unlikely that this area will be explored for oil production again (Jim Halvorson, petroleum geologist, personal communication).

The refuge is surrounded by two types of land use—agriculture (mainly cattle ranching) and industry (timber harvest and extraction). The past uses of the refuge, as well as of surrounding lands on the valley floor, have been primarily for raising beef cattle. Most lands managed by the timber industry, surrounding the refuge, allow various recreational uses.

The U.S. Census Bureau's "Montana: 2001, County Business Patterns" report identifies 3,279 business establishments in Flathead County (table 8).

Table 8. Most numerous businesses in Flathead County, Montana, 2001

<i>Business Type</i>	<i>Number</i>
Retail trade	511
Construction	482
Accommodation and food services	311
Other services (repair, maintenance, religious organizations, etc.)	288
Health care and social assistance	273
Professional, scientific, and technical services	265
Finance and insurance	161
Manufacturing (includes wood products)	140
Transportation and warehousing	117
Wholesale trade	105
Arts, entertainment, and recreation	84
Forestry, fishing, hunting, and agriculture support	73
Information	49
Unclassified	43
Mining	11

The Federal Bureau of Economic Analysis reports the following data for Flathead County in the "Total Full-time and Part-time Employment by Industry" report (regional economic accounts) for 2000 in table 9.

There were more than 684,600 visitors to Montana in 1991 (Montana Department of Commerce 2001). The vehicle count on Highway 2 in 2000 recorded 4,085 vehicles per day between the western Kalispell city limits and Route 424; only 1,657 vehicles per day are recorded from there to Marion (Montana Department of Transportation 1999).

Nonresident travel numbers grew during 1991–1999, with a 7.6 percent increase in use of the Kalispell airport and a 63 percent increase at the Canadian border port of Roosevelt; the average of all Montana/Canada border ports was a 9.2 percent increase (Montana Department of Transportation 1999).

PUBLIC USE

Up until establishment of Lost Trail as a national wildlife refuge, access to the property was through permission of owners and lessees only. Since a county road bisects the refuge (Pleasant Valley Road), visitors traveling through the area could observe and photograph wildlife visible from the roadway. With the open nature of the valley bottom, these roads provide nice wildlife observation opportunities, especially in the winter when the elk are feeding in the bottoms. Also visible are moose and eagles. The North 1019 road provides access through the refuge and PCTC lands to USDA Forest Service lands, allowing entry to areas that are open to public use.

According to the acquisition decision document for Lost Trail, the refuge was closed to consumptive recreational uses (i.e., hunting and fishing) pending development of plans. Other public uses were permitted as specified in the decision document that serves as the interim CCP. These included wildlife observation and photography, environmental education, and interpretation. After establishment of the refuge in 1999, areas away from the road became accessible to the public by foot, cross-country skis, and snowshoes. This has provided more wildlife observation and photographic opportunities.

Since homesteaders established themselves in the Pleasant Valley starting in the late 1880s, most of the valley bottoms have been in private ownership. Land use mainly includes cattle ranching and associated activities such as haying. Public recreational use is by landowner permission only. The majority of the valley, including the refuge, is in close proximity to lands owned by the PCTC, DNRC, and USDA Forest Service, all of which are open to the public.

The PCTC has a block management agreement with the MFWP. Within MFWP's region 1 (includes the refuge), 800,000 acres of private land are in the block management program, of which PCTC owns 99 percent (MFWP 2002). Under the agreement, the public has access to these lands for recreation. Most PCTC roads are closed to motorized use but are open for other means of travel such as cross-country skiing, mountain biking, hiking, and horseback riding. For safety reasons, restrictions exist around areas being logged, but the public can use other areas for wildlife observation, hunting, photography, and general outdoor recreation.

The DNRC lands are also open for public use, under state regulations. Users having a current State Lands permit in their possession may hunt, hike, cross-country ski, and watch wildlife on these lands.

Table 9. Employment by industry for Flathead County, Montana, 2000

<i>Total Full-time and Part-time Employment</i>	49,466	
<i>Farm Employment</i>	1,052	
<i>Nonfarm Employment</i>	48,414	
	<i>Private employment</i>	43,728
	Services	15,754
	Retail trade	9,929
	Manufacturing	5,111
	Construction	4,206
	Finance, insurance, real estate	3,849
	Transportation, public utilities	2,228
	Agricultural services, forestry, fishing, other	1,228
	Wholesale trade	1,196
	Mining	227
	<i>Government</i>	4,686
	Local	2,898
	Federal civilian	848
	State	551
	Military	389

The closest USDA Forest Service lands, administered by the Flathead, Lolo, and Kootenai national forests, also allow extensive public use and access, including downhill skiing, camping, fishing, hunting, river floating, hiking, and wilderness recreation (USDA Forest Service 2002).

Future visitation is hard to predict for the refuge, especially since there is little public use trend data from the past. With a large and fast-growing area just an hour away, the refuge has potential to attract visitors who are looking for a quiet, remote area to enjoy wildlife.

Hunting

Lost Trail is a remote refuge, nestled in a beautiful Intermountain valley—providing excellent hunting conditions and potential for quality hunting experiences.

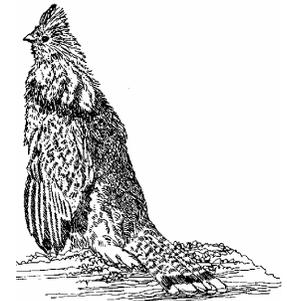
In 2001, the refuge provided some hunter access across refuge lands to reach PCTC lands, allowing hunting under the MFWP block management plan. This included foot access along Bleise and Orr roads in the northern section and along the South Pleasant Valley and Lund roads in the southern part of the refuge (map in appendix F). The refuge was closed to hunting, awaiting the completion of an EA for hunting and a hunt plan (with a compatibility determination and associated documentation).

A draft hunt plan was developed for the refuge in 2001. One of the issues raised is the need to provide opportunities for waterfowl hunting on the refuge. Waterfowl hunting is not permitted at this time due

to the low numbers of ducks and geese using the refuge during the hunting season. The EA for the hunt plan noted that waterfowl populations and habitats would be evaluated in the future to determine the potential for hunting opportunities.

On completion of the EA and final hunt plan in 2002, some areas of the refuge were opened to deer, elk, mountain grouse, and turkey hunting. In addition to offering opportunities on the refuge, this allowed increased access to PCTC and DNRC lands that directly border the refuge (map in appendix F).

A guide to authorized public uses was developed to ensure the safe operation of a quality hunt program and to facilitate public access on the refuge for the remainder of the year.



Ruffed Grouse
© Cindie Brunner

The biggest restriction to providing a quality hunt is the limited number of refuge staff available. Much needs to be done to provide information to hunters, not the least being a clear and understandable handout with a map, rules, and regulations. Signing along the refuge boundaries and closed areas is important for proper use of the area to impart messages of conservation and ethical behavior, and during hunting season.

Table 10 gives an idea of use during fall 2002, the first year the refuge was open for hunting. The

weather during the majority of the 2002 hunting season, while cold, was relatively snow-free. Animals taken on the refuge included two white-tailed deer bucks and three cow elk.

Table 10. Use of Lost Trail National Wildlife Refuge (Montana) during the first hunting season

<i>Type of Hunting Opportunity</i>	<i>Estimated Numbers for 2002</i>
Deer and elk—youth-only archery	2
Deer and elk—archery	25
Deer and elk—youth-only rifle	20
Deer and elk—rifle	100
Hunters with disabilities, special access	11
(33 information requests)	

The MFWP reported that 12,000 hunters spent 60,000 hunter days on block management areas in region 1 in 2000 (MFWP 2002). The popularity of this region is shown in the number of people applying for special elk permits in hunting district 103 (which includes the refuge)—for the 50 permits allowed, 337 Montana residents listed this area as their first choice (MFWP 2002).

Between 400 and 500 hunters visited the refuge during the 2004 big game season. Most of the hunters participated in the gun season, but there were a few around for the archery season. Elk descended to the refuge during the later part of the season and remained along the north side of the county road.

The 2004 hunting season was a busy one in the refuge, with a herd of more than 90 elk frequenting the refuge. The state of Montana has established a youth hunt in most of northwestern Montana. Youth between the ages of 12 and 14 are permitted to harvest an antlerless elk throughout the general elk season. In addition, 100 antlerless elk tags for the refuge area are available to the public. Several bulls were taken off the refuge early in the hunting season. When the cowherd started to frequent the open uplands of the refuge, youth hunters converged in this area to have a chance at their first elk. Youth hunters took at least eight cow elk off the refuge. Adult hunters harvested another two cows and five bulls off refuge lands.

Use of the refuge by elk during hunting season depends greatly on weather conditions, with warm weather and low snow keeping them in high areas and cold temperatures and deep snow driving them to valley bottoms. With access available to reach the nearby PCTC, DNRC, and USDA Forest Service

lands, the public has a large hunting area even if the animals are not using the refuge at that time.

Fishing

At this time, there are no viable sport fishing opportunities on the refuge, due in large part to past land practices that changed the hydrology of Dahl Lake, Pleasant Valley Creek, and the watershed downstream. The lake and creeks on the refuge were modified to provide for irrigation of grass and hayfields and no longer support a large native fishery.

Fishing is not allowed on the refuge, due in part to the lack of a viable fishery and to an ongoing wetland restoration program. Fishing is enjoyed by the public in areas around Marion (Bitterroot Lake), Kalispell (Flathead River, Smith Lake), and near Libby (Lake Koocanusa, Thompson and Fisher rivers).

Wildlife Observation and Photography

Visitors to the refuge enjoy wildlife observation and photography experiences mainly during spring months, when deer, elk, and other wildlife are more readily observable and roads are open. Waterfowl enthusiasts observe and photograph waterfowl



Bob Savannah/USFWS

throughout spring, summer, and fall at the various wetlands and ponds. It is unknown how many visitors visit the refuge to enjoy these activities.

Interpretation

Interpretive materials available at the refuge for visitors had been limited to a public use

handout (appendix F) and a few signs until 2004. In 2005, an interpretive kiosk is being built next to the refuge headquarters to complement existing interpretive resources.

For many visitors, taking part in interpretive activities is their primary contact with refuge staff, and could be their first contact with the refuge, conservation, and wildlife.

Environmental Education

The draft wildlife-dependent recreational uses policy defines environmental education programs as those that promote understanding and appreciation of natural and cultural resources and their management on all lands included in the System. These programs will include activities that use a planned process to build knowledge, skills, and abilities in students and others about wildlife-related environmental topics.

Due to its diversity of habitat and wildlife species, the refuge has the potential for providing quality outdoor experiences in environmental education.

The refuge has, within its boundaries, a piece of the Intermontane ecosystem—the type usually used for farming, ranching, or home sites and that is fast disappearing. It offers a unique opportunity for students to learn about and interact with plants and animals that naturally occur in the area.

Even with limited facilities and staff, the refuge has conducted a number of environmental education activities, especially involving the local schools of Pleasant Valley, Marion, and the Montana Academy. Along with in-school programs, students have been involved with building and erecting bluebird and goose nest structures, water monitoring, and amphibian surveys.

In addition, programs involving volunteer groups are ongoing, including fence removal with the RMEF, bird surveys with the Flathead Chapter of the Audubon Society, and general projects with the MCC and Landmark Volunteers.

The Service has educational curriculum, videos, and distance-learning opportunities that can be available free to educators. The refuge currently is (and will continue) gathering information on natural and cultural resources specific to the refuge for management, which can be made available for educational purposes.

The refuge needs to evaluate the need and extent of an environmental education program at the refuge to avoid duplication of existing educational programs nearby (i.e., the Kalispell area). In addition, the refuge needs to ensure that the program supplements the state's educational goals and standards.

ADMINISTRATIVE SETTING

The majority of the refuge is adjacent to forestlands owned by the PCTC. Private ranching tracts lie to the west and southwest.

State lease lands encompass approximately 1,440 acres within the refuge boundary (figure 2). These lands are divided into four parcels. The Service retained the lease rights on three of these state parcels within the legislative boundary after the MPC transferred ownership of the refuge lands to the Service. The only parcel for which the Service does not have the lease rights within the legislative boundary of the refuge is located to the west of the west end road, and the piece north of the county road north of this parcel. Together these two parcels equal 400 acres.

Opportunity exists for coordinated resource management with PCTC and the DNRC—cooperation could provide for mutually beneficial management of resources, public access, and associated recreational use.

HABITAT PROTECTION

Farming and ranching in Montana maintains open space. That open space is also habitat for a diversity of wildlife species. Maintaining the land base for agriculture and wildlife habitat is an increasing challenge, given broader trends in resource and agricultural economics, human population demographics, and development of the “New West” (Sime 2002).

Pleasant Valley is in a prime subdivision area with abundant wildlife, many lakes, and beautiful scenery and is within easy commuting distance of Kalispell.

Increasing settlement during the last century has significantly transformed the valley floors of northwestern Montana. Large undeveloped tracts of agricultural lands and a complex of wildlands, wetlands, rivers, grassland, and forests are being converted to home sites.

Lack of planning and effective zoning has led to a highly fragmented residential development pattern. In 1999, 46 percent of new residential development in Flathead County occurred in rural areas.

Conservation efforts have been initiated in the area surrounding the refuge. The NRCS has purchased conservation easements from willing landowners in the Pleasant Valley area. The largest private landowner in the area, PCTC, signed a conservation easement with MFWP on 142,000 acres in the Fisher and Thompson river drainages. PCTC is currently selling land surrounding Island Lake (just west of the refuge) and Little Bitterroot Lake (east of the refuge).

The refuge is, with the exception of PCTC lands, the largest single, contiguous land parcel in the Pleasant Valley area. Much of the private land in the valley is under the ownership of large family-owned ranches. Two of the ranches neighboring the refuge have placed NRCS WRP easements on portions of their properties.

To achieve Service goals for fish, wildlife, and habitats, as well as allowing compatible public uses, the Service will pursue acquisition or protection of inholdings within the refuge boundary (figure 2) when land is available and as funding permits. The following areas are identified as inholdings (figure 2):

- Four state school trust land parcels totaling 1,440 acres. (State law requires the DNRC to manage these lands in a manner that produces revenue to help support the state's public schools. Management activities include grazing, haying, and timber harvest where applicable; one of the state parcels has been lease-transferred to the Service, two of the remaining three state parcels will be lease-transferred to the Service upon expiration of the present lease.)
- One forested inholding owned by PCTC of 80 acres.

Acquisition of additional habitat outside the executive boundary is not needed at this time. The Service recognizes that lands surrounding the refuge have the potential to provide increased, secure habitat for the protection of many wildlife species. Protection of these lands would maintain and promote the long-term viability of wildlife in the Pleasant Valley ecosystem as well as preserve the integrity of the refuge. For this reason, habitat protection measures via future conservation easements will be evaluated.

FACILITIES

Most structures and facilities obtained with the acquisition of the refuge were previously used in ranching activities (appendix G). Many of these facilities are in excess to Service needs and are occupying areas that potentially could be restored to grassland habitat. Some facilities are detrimental to the refuge because they:

- are wildlife hazards;
- harbor predators of ground-nesting birds;
- increase maintenance costs;
- increase fixed costs;
- detract from the natural appearance of the landscape.



New Refuge Headquarters

Three residences and a small cottage exist on the refuge. A four-bedroom bunkhouse is located above the offices in the old indoor arena. Refuge offices were moved from two log buildings located outside one of the residences to the indoor arena in 2003. One of the log buildings was sold and the other remains. The cattle station near the east end of the refuge has been removed and the land renovated.

In 2002, the office section of the horse arena was remodeled into a new headquarters complex (appendix F). The new headquarters provides office space for minimum staffing levels when positions are funded. It is also being made accessible and will provide restroom facilities during public hours.

There are few nearby services to the refuge and no nearby public eating or restroom facilities.

The infrastructure for all these buildings includes three wells supplying potable water to the residences, five operational septic systems, three storage buildings, two shop areas (only one currently used), and two horse barns with stalls.

There are several culverts and cattle guards on 27 miles of interior and boundary roads (grass-covered and graveled). Pleasant Valley Road, a county-maintained road, traverses east-to-west through the refuge. The public roads accessing the refuge sometimes get blocked during winter storms. Approximately 30 miles of boundary and interior fence (five-strand barbwire) exists.

OPERATIONS

Since establishment in August 1999, Lost Trail has been managed as a satellite refuge of the National Bison Range Complex, located near Moiese, Montana. One full-time, permanent refuge manager (supervisory refuge operations specialist, GS-11), one permanent full-time biologist (GS-11), one seasonal maintenance worker, and one term maintenance worker staff the refuge.

One seasonal biological technician (GS-4) worked on the refuge during the summers of 1999–2001. Two seasonal volunteers were stationed at the refuge during the summer of 2000. During the summer of 2001, one volunteer assisted with various ongoing refuge programs.

Visitors have limited opportunities to contact staff and receive information about public use opportunities. With limited staffing, the office is not usually available to the public 40 hours per week. There are public use handouts (i.e., tear sheets) at headquarters, as well as at kiosks located in the main parking areas (appendix F).

The negotiations between the CSKT Government and the Service concerning an annual funding agreement with the National Bison Range Complex resulted in staffing changes at the complex and, consequently, at the refuge. As a result, two new positions—one full-time permanent and one career-seasonal—were funded at the refuge. It is unknown what effects the agreement will have on the level of involvement and support that National Bison Range personnel will be able to provide to the refuge.

PARTNERSHIPS

Even though the refuge has been in existence a short time, several partnerships have been established.

- MFWP have provided firm support for refuge establishment, wildlife data (especially for big game animals), and hunting regulation enforcement. The MFWP is an active participant in the planning process.
- Flathead and Lincoln counties provide logistical support and funding for invasive plant management.
- Roads and utilities are maintained by a cooperative relationship with the county road and bridge department.
- A good working relationship exists with PCTC (figure 2) in the shared management of roads, fences, and invasive plants.
- A good-neighbor policy exists with McGinnis Meadows Guest Ranch to help maintain refuge fences for the benefit of wildlife and neighboring cattle.
- The USDA Forest Service and DNRC cooperate with the refuge for fire and invasive plant management.
- A close working relationship exists with NRCS to manage lands under the wetland restoration program.
- RMEF is generously providing funding for a variety of refuge projects to benefit wildlife, such as fence removal and invasive plant management.
- The refuge staff works closely with local schools (Pleasant Valley School and Montana Academy),



Bernardo Garza/USFWS

South Pleasant Valley Road

Flathead Audubon, and MCC to provide educational activities that benefit the refuge resources by providing management information.

The refuge has had multiple entities requesting information about the restoration effort on Pleasant Valley Creek. Many of these potential partners have offered either to provide funding or expertise, as well as help to find additional funding sources. Restoration is always expensive. Refuge staff are working with these groups and coordinating with NRCS regarding funding needs to produce a restoration effort that will contribute a quality conservation effort of riparian habitat, migratory birds, and native fish.

4 Management Direction

The management direction in this chapter is the heart of the CCP. It is the plan for meeting the purposes and vision for Lost Trail National Wildlife Refuge as described in chapter 1.

Twelve goals address the various aspects of the vision. Each goal is a descriptive, broad statement of desired future conditions that conveys a purpose, but does not define measurable units.

The management direction specifies measurable objectives for meeting each goal. An objective is a concise statement of what to achieve, how much to achieve, when and where to achieve it, and who is responsible to achieve it. Included are strategies—specific actions, tools, or techniques used to meet objectives.

Rationale for each objective describes the background, assumptions, and technical details so that the reader can understand how and why objectives and strategies were formulated.

Management direction is provided in the following sections.

- Riparian habitat
- Wetland habitat
- Grassland habitat
- Forest habitat
- Invasive plants
- Migratory birds
- Other wildlife
- Species of concern
- Cultural resources
- Public use
- Administration
- Partnerships
- Funding and staffing



St. Johnswort
© Cindie Brunner

Note: Most measurements in the objectives are in United States measures. However, for meaning in the scientific community, some measurements are displayed in the metric system. The conversion table below will help readers who wish to understand values in United States measures.

Table 11. Measurement unit conversions

<i>Metric Measure</i>	<i>United States Measure</i>
1 millimeter (mm)	= 0.04 inch
1 centimeter (cm)	= 0.4 inch
1 decimeter (dm)	= 3.94 inches
1 meter (m)	= 39.4 inches
1 square centimeter	= 0.16 square inch

Appendix I (fire management) provides background information for management of wildland fire and prescribed fire in the refuge. It also provides guidelines for the formulation of a future step-down management plan for fire management in the refuge.



Dave Menke/USFWS

Lesser scaup are common nesters on the refuge.

Carrying out the management direction is expected to result in the following general results for Lost Trail National Wildlife Refuge.

The biological potential of native plants and wildlife is provided through restored and enhanced habitats.

Use by an informed public does not impede reaching the biological potential.

Staffing is minimal, and facilities are improved.

Partnerships accomplish habitat management and foster conservation.

RIPARIAN HABITAT

Stream channels and associated vegetation are addressed in the management direction for riparian habitat. Water control structures that affect the functioning of riparian habitat, as well as fish passage, are addressed.

GOAL

Restore, enhance, and maintain a mixed deciduous and coniferous riparian habitat to support indigenous wildlife species and perpetuate the ecological integrity of the Fisher River watershed.

Riparian Habitat Objective 1

Maintain coordination and collaboration for restoration of the stream vegetation and stream meander on the WRP easement to the south end of Pleasant Valley Creek, and Meadow Creek after it flows west from the water control structure until it joins with Pleasant Valley Creek, by meeting with the NRCS annually.

Strategies

1. Study stream characteristics and the biological potential of Pleasant Valley Creek, in collaboration with NRCS; MFWP; and Trout Unlimited.
2. Monitor revegetation along Pleasant Valley Creek through vegetation classification every third year.
3. Conduct surveys for migratory birds, songbirds, amphibians, and vegetation before and after restoration efforts in refuge ponds and Pleasant Valley Creek, in collaboration with NRCS and volunteers.

Rationale

The NRCS purchased a wetland reserve easement from the MPC for the entire section of Pleasant Valley Creek on the refuge. The WRP project has the following goals that relate to the Pleasant Valley Creek habitat:

- Address habitat needs for a diversity of fish and wildlife with a priority for species most impacted by degraded condition, beaver, moose, and those of ESA concern such as bull trout, westslope cutthroat trout, and redband trout.
- Restore wetland hydrology and vegetation to historical conditions.
- Restore streams to historic channels and function, where feasible.
- Restore fisheries habitat and aid fish passage to tributary channels, where feasible.

The NRCS restoration plan includes only the south section of Pleasant Valley Creek, beginning at Lower Moose Pond area and flowing west out of the refuge. The restoration plan calls for stream sinuosity and streambank vegetation.

Lower Moose Pond is an artificial impoundment developed years ago when the refuge was a working cattle ranch. The dam has been breached; however, a functioning pond still exists. This pond provides waterfowl pair habitat and is one of the two locations on the refuge that has been documented as one of the largest reproductive sites for boreal toads in the Rocky Mountains.

The refuge would like to foster NRCS efforts for revegetation further north on the creek; maintain waterfowl, songbirds, and amphibian habitat; and

work with the MFWP to monitor stream quality for native fisheries so as to not contribute to degradation of the Fisher River drainage.

Pleasant Valley Creek is a tributary of the Fisher River. Fisher River is an important focus area for native fish restoration for MFWP. Pleasant Valley Creek can contribute to the system as a non-fish-bearing tributary, and possibly as a native-fish-bearing tributary after restoration efforts.

Pleasant Valley Creek presently is a non-fish-bearing tributary of the Fisher River. Historically, it supported Columbia redband trout and westslope cutthroat trout, and drains into the waters of the Fisher River where bull trout are being restored. The Pleasant Valley Creek currently does not support westslope cutthroat, redband trout, or bull trout (Mabbot 1996, Hensler 2001). All three fish species are cold-water species. Water temperature is a critical component of habitat selection for native fish. Pleasant Valley Creek, with its control structures, has the following conditions and effects:

- limited fish movement
- decreased depth and increase water temperature due to ponding and channeling
- large sections of streambanks denuded of native vegetation, which has led to increased water temperatures
- siltation habitat problem

Much of western riparian habitat has been lost or degraded due to flood control, irrigation projects (Hendrickson and Kubly 1984), grazing (Bock 1993), logging, and housing development. This type of habitat is important to a diverse set of migratory birds. The north end of Pleasant Valley Creek is in relatively good condition and has been relatively undisturbed for approximately 10 years. Prior to that, some selective logging occurred. Preliminary bird surveys already suggest bird use by passerines such as song sparrows, and ruby-crowned and golden-crowned kinglets. Stream habitat on the refuge could provide additional habitat for migratory birds with minimal effort—restoration through a revegetation project.

Willow flycatchers breed in riparian habitat with a midstory of 6- to 7-foot alders or willows, interspersed with openings (Casey 2000). This area could be enhanced by planting alders, willow, and hawthorn. This additional stream vegetation will provide migratory bird habitat and foster a reduction in water temperature that will enhance the native fisheries and amphibians. Any future discussion of stream restoration efforts that include changing the ponds on Pleasant Valley Creek will need to evaluate the effects on waterfowl and songbirds.

The boreal toad is a candidate species in Colorado and Wyoming, but not listed in Montana. It was once

recorded much more frequently in Montana than the previously mentioned states. However, the extent of boreal toad populations in Montana is unknown due to limited monitoring efforts.

The USGS has been conducting surveys in Montana for the last few years (Hossack 2003). With more than 3,000 wetlands surveyed, boreal toads were found reproducing at only 3 percent of these sites, with a maximum of only 10 females at any one site. On the refuge, upwards of 40 breeding females have been found at Lower Moose Pond, and more than 200 breeding females have been found on the south side of Dahl Lake. The refuge has the largest known population, by far, for the Rocky Mountains.

The Pleasant Valley Creek restoration project will benefit native fish restoration as well. However, for fish restoration to succeed, efforts for fish passage will have to be evaluated and developed on parts of the creek off the refuge as well. A large portion of the off-refuge stream is the downstream section that also has a WRP easement, similar to the WRP easement on the refuge. Working with NRCS, MFWP, and private landowners could make this project a highlight of restoring native fish, as well as other members of the ecosystem such as calliope hummingbird, willow flycatcher, otter, beaver, and moose.

Restoration is always expensive. The refuge has had multiple entities requesting information about the restoration effort on Pleasant Valley Creek. Many of these potential partners have offered to provide funding and expertise, as well as help to find additional funding sources. The refuge will continue to work with these groups and liaison with NRCS regarding funding needs to produce a restoration effort that will contribute a quality conservation effort for riparian habitat, migratory birds, and native fish.

Riparian Habitat Objective 2

Inventory and evaluate willow, alder, and birch vegetation (20 acres) in the Dahl Lake wetlands within 5 years of CCP approval, to determine the potential to increase plant diversity and habitat for migratory songbirds.

Strategy

1. Review literature for water regimes and soil types required for willow, alder, and birch.

Rationale

Much of western riparian habitat has been lost or degraded due to flood control, irrigation projects (Hendrickson and Kubly 1984), grazing (Bock 1993), logging, and housing development. Riparian shrublands consist of tall shrubs such as alder, willow, birch, and dogwood. This habitat is important because it provides foraging and nesting habitat for a diverse set of migratory birds,

including many priority species identified by the MPIF (e.g., willow flycatcher, gray catbird, warbling vireo, MacGillivray's warbler, and lazuli bunting).

As the Montana Bird Conservation Plan points out, this habitat is also used by common species such as song sparrows, which should respond quickly to restoration efforts. Such efforts and results could be highlighted in public outreach efforts to illustrate the concept of "keeping common birds common." (Casey 2000).



Willow Flycatcher

Cornell Lab of Ornithology/USFWS

Riparian Habitat Objective 3

Restore stream bank vegetation (willow, alder, and hawthorn) within a 20-foot buffer with 75 percent canopy cover, along 0.9 mile of Pleasant Valley Creek (north of breached water control structure) within 5 years of CCP approval, to enhance nesting and foraging habitat for migratory birds, and reduce water temperature for fish and amphibians.

Strategies

1. Review literature for water regimes and soil types required for willow, alder, and birch.
2. Revegetate the north section of Pleasant Valley Creek where alders have died and channel meander is being restored at Lower Moose Pond, in collaboration with NRCS.
3. Monitor stream temperature and siltation in Pleasant Valley Creek each summer after revegetation has occurred, in collaboration with MFWP.
4. Monitor revegetation along Pleasant Valley Creek through vegetation classification every third year.
5. Establish point counts in stream habitat to determine if revegetation along Pleasant Valley Creek enhances use by birds.
6. Document the response of boreal toads to revegetation and restoration of Pleasant Valley

Creek; continue the collaborative project with USGS's Amphibian and Reptile Monitoring Initiative.

Rationale

The riparian and aspen woodlands were heavily grazed in the past. This resulted in scattered, height-suppressed shrubs; a sparse, even-aged overstory of willow, alder, and aspen; and an herbaceous layer in some areas where invasive species have replaced native species. Aspen and woody, riparian shrubs have not been as easily recruited, resulting in structurally simple woodlands.

Grazing can result in degradation of resources, especially when combined with other impacts. If care is not exercised and range grasses are overgrazed, often they will be encroached on by invasive species.

Vigor must be returned to accomplish productivity needed to regain the native, climax community (i.e., native plants in their "correct" percent compositions). Rest from cattle grazing will allow managers to determine current grassland conditions (cover, height, and productivity).

Prescribed fire is one method of promoting quaking aspen, and keeping conifers from succeeding.

"Burning increases soil pH and adds organic carbon and nutrient to the soil. However, fire will probably not rejuvenate the stand if quaking aspen biomass is so low that burning does not appreciably raise soil pH and nutrient levels. Sucker vigor will probably be low." (Howard 1996; Tirmenstein 1988)

The NRCS restoration plan includes only the south section of Pleasant Valley Creek, beginning at Lower Moose Pond area and flowing west out of the refuge. The restoration plan calls for stream sinuosity and streambank vegetation.

Lower Moose Pond is an artificial impoundment developed years ago when the refuge was a working cattle ranch. The dam has been breached; however, a functioning pond still exists. This pond provides waterfowl pair habitat and is one of the two locations on the refuge that has been documented as one of the largest reproductive sites for boreal toads in the Rocky Mountains.

The refuge would like to foster NRCS efforts for revegetation further north on the creek; maintain waterfowl, songbirds, and amphibian habitat; and work with the MFWP to monitor stream quality for native fisheries so as to not contribute to degradation of the Fisher River drainage.

Pleasant Valley Creek is a tributary of the Fisher River. Fisher River is an important focus area for native fish restoration for MFWP. Pleasant Valley

Creek can contribute to the system as a non-fish-bearing tributary, and possibly as a native-fish-bearing tributary after restoration efforts.

Pleasant Valley Creek presently is a non-fish-bearing tributary of the Fisher River. Historically, it supported Columbia redband trout and westslope cutthroat trout, and drains into the waters of the Fisher River where bull trout are being restored. The Pleasant Valley Creek currently does not support westslope cutthroat, redband trout, or bull trout (Mabbot 1996, Hensler 2001). All three fish species are cold-water species. Water temperature is a critical component of habitat selection for native fish. Pleasant Valley Creek, with its control structures, has the following conditions and effects:

- limited fish movement
- decreased depth and increase water temperature due to ponding and channeling
- large sections of streambanks denuded of native vegetation, which has led to increased water temperatures
- siltation habitat problem

Much of western riparian habitat has been lost or degraded due to flood control, irrigation projects (Hendrickson and Kubly 1984), grazing (Bock 1993), logging, and housing development. This type of habitat is important to a diverse set of migratory birds. The north end of Pleasant Valley Creek is in relatively good condition and has been relatively undisturbed for approximately 10 years. Prior to that, some selective logging occurred. Preliminary bird surveys already suggest bird use by passerines such as song sparrows, and ruby-crowned and golden-crowned kinglets. Stream habitat on the refuge could provide additional habitat for migratory birds with minimal effort—restoration through a revegetation project.

Willow flycatchers breed in riparian habitat with a midstory of 6- to 7-foot alders or willows, interspersed with openings (Casey 2000). This area could be enhanced by planting alders, willow, and hawthorn. This additional stream vegetation will provide migratory bird habitat and foster a reduction in water temperature that will enhance the native fisheries and amphibians. Any future discussion of stream restoration efforts that include changing the ponds on Pleasant Valley Creek will need to evaluate the effects on waterfowl and songbirds.

The boreal toad is a candidate species in Colorado and Wyoming, but not listed in Montana. It was once recorded much more frequently in Montana than the previously mentioned states. However, the extent of boreal toad populations in Montana is unknown due to limited monitoring efforts.

The USGS has been conducting surveys in Montana for the last few years (Hossack 2003). With more

than 3,000 wetlands surveyed, boreal toads were found reproducing at only 3 percent of these sites, with a maximum of only 10 females at any one site. On the refuge, upwards of 40 breeding females have been found at Lower Moose Pond, and more than 200 breeding females have been found on the south side of Dahl Lake. The refuge has the largest known population, by far, for the Rocky Mountains.

The Pleasant Valley Creek restoration project will benefit native fish restoration as well. However, for fish restoration to succeed, efforts for fish passage will have to be evaluated and developed on parts of the creek off the refuge as well. A large portion of the off-refuge stream is the downstream section that also has a WRP easement, similar to the WRP easement on the refuge. Working with NRCS, MFWP, and private landowners could make this project a highlight of restoring native fish, as well as other members of the ecosystem such as calliope hummingbird, willow flycatcher, otter, beaver, and moose.

Restoration is always expensive. The refuge has had multiple entities requesting information about the restoration effort on Pleasant Valley Creek. Many of these potential partners have offered to provide funding and expertise, as well as help to find additional funding sources. The refuge will continue to work with these groups and liaison with NRCS regarding funding needs to produce a restoration effort that will contribute a quality conservation effort for riparian habitat, migratory birds, and native fish.

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As the Montana Bird Conservation Plan points out, this habitat is also used by common species such as song sparrows, which should respond quickly to restoration efforts. Such efforts and results could be highlighted in public outreach efforts to illustrate the concept of "keeping common birds common." (Casey 2000).

Riparian Habitat Objective 4

Evaluate three ponds, three water control structures, and three culverts along Pleasant Valley Creek within 5 years of CCP approval, to determine effects on stream quality (siltation and temperature) and downstream fisheries.

Strategies

1. Study stream characteristics and the biological potential of Pleasant Valley Creek, in collaboration with NRCS; MFWP; and Trout Unlimited.
2. Provide one full-time biologist to monitor fish recovery and populations.
3. Monitor stream temperature and siltation in Pleasant Valley Creek each summer after revegetation has occurred, in collaboration with MFWP.

Rationale

The NRCS purchased a wetland reserve easement from the MPC for the entire section of Pleasant Valley Creek on the refuge. The WRP project has the following goals that relate to the Pleasant Valley Creek habitat:

- Address habitat needs for a diversity of fish and wildlife with a priority for species most impacted by degraded condition, beaver, moose, and those of ESA concern such as bull trout, westslope cutthroat trout, and redband trout.
- Restore wetland hydrology and vegetation to historical conditions.
- Restore streams to historic channels and function, where feasible.
- Restore fisheries habitat and aid fish passage to tributary channels, where feasible.

The NRCS restoration plan includes only the south section of Pleasant Valley Creek, beginning at Lower Moose Pond area and flowing west out of the refuge. The restoration plan calls for stream sinuosity and streambank vegetation.

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The refuge would like to foster NRCS efforts for revegetation further north on the creek; maintain waterfowl, songbirds, and amphibian habitat; and work with the MFWP to monitor stream quality for native fisheries so as to not contribute to degradation of the Fisher River drainage.

Pleasant Valley Creek is a tributary of the Fisher River. Fisher River is an important focus area for native fish restoration for MFWP. Pleasant Valley Creek can contribute to the system as a non-fish-bearing tributary, and possibly as a native-fish-bearing tributary after restoration efforts.

Pleasant Valley Creek presently is a non-fish-bearing tributary of the Fisher River. Historically, it supported Columbia redband trout and westslope cutthroat trout, and drains into the waters of the Fisher River where bull trout are being restored. The Pleasant Valley Creek currently does not support westslope cutthroat, redband trout, or bull trout (Mabbot 1996, Hensler 2001). All three fish species are cold-water species. Water temperature is a critical component of habitat selection for native fish. Pleasant Valley Creek, with its control structures, has the following conditions and effects:

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The Pleasant Valley Creek restoration project will benefit native fish restoration as well. However, for fish restoration to succeed, efforts for fish passage will have to be evaluated and developed on parts of the creek off the refuge as well. A large portion of the off-refuge stream is the downstream section that also has a WRP easement, similar to the WRP easement on the refuge. Working with NRCS, MFWP, and private landowners could make this project a highlight of restoring native fish, as well as other members of the ecosystem such as calliope hummingbird, willow flycatcher, otter, beaver, and moose.

Restoration is always expensive. The refuge has had multiple entities requesting information about the restoration effort on Pleasant Valley Creek. Many of these potential partners have offered to provide funding and expertise, as well as help to find additional funding sources. The refuge will continue to work with these groups and liaison with NRCS regarding funding needs to produce a restoration effort that will contribute a quality conservation effort for riparian habitat, migratory birds, and native fish.

Riparian Habitat Objective 5

Enhance the integrity of the Pleasant Valley Creek restoration project by working with NRCS; MFWP; and private landowners to make the full length of Pleasant Valley Creek on and off the refuge fish passage-friendly within 8 years of CCP approval.

Strategies

1. Study stream characteristics and the biological potential of Pleasant Valley Creek, in collaboration with NRCS; MFWP; and Trout Unlimited.
2. Determine viability of sport fish populations by evaluating species presence, potential for continued reproduction, population size capable of supporting expected fishing pressure, and recovery of absent species.
3. Remove fish barriers in Pleasant Valley Creek downstream from the refuge, in collaboration with NRCS and private landowners.
4. Determine how to minimize any negative effects (resulting from modifications to refuge portions of Pleasant Valley Creek) on native fisheries downstream in Fisher River, through collaboration with the MFWP and NRCS.
5. Provide one full-time biologist to monitor fish recovery and populations.
6. Monitor stream temperature and siltation in Pleasant Valley Creek each summer after

revegetation has occurred, in collaboration with MFWP.

7. Monitor revegetation along Pleasant Valley Creek through vegetation classification every third year.

Rationale

The NRCS purchased a wetland reserve easement from the MPC for the entire section of Pleasant Valley Creek on the refuge. The WRP project has the following goals that relate to the Pleasant Valley Creek habitat:

- Address habitat needs for a diversity of fish and wildlife with a priority for species most impacted by degraded condition, beaver, moose, and those of ESA concern such as bull trout, westslope cutthroat trout, and redband trout.
- Restore wetland hydrology and vegetation to historical conditions.
- Restore streams to historic channels and function, where feasible.
- Restore fisheries habitat and aid fish passage to tributary channels, where feasible.

The NRCS restoration plan includes only the south section of Pleasant Valley Creek, beginning at Lower Moose Pond area and flowing west out of the refuge. The restoration plan calls for stream sinuosity and streambank vegetation.

Lower Moose Pond is an artificial impoundment developed years ago when the refuge was a working cattle ranch. The dam has been breached; however, a functioning pond still exists. This pond provides waterfowl pair habitat and is one of the two locations on the refuge that has been documented as one of the largest reproductive sites for boreal toads in the Rocky Mountains.

The refuge would like to foster NRCS efforts for revegetation further north on the creek; maintain waterfowl, songbirds, and amphibian habitat; and work with the MFWP to monitor stream quality for native fisheries so as to not contribute to degradation of the Fisher River drainage.

Pleasant Valley Creek is a tributary of the Fisher River. Fisher River is an important focus area for native fish restoration for MFWP. Pleasant Valley Creek can contribute to the system as a non-fish-bearing tributary, and possibly as a native-fish-bearing tributary after restoration efforts.

Pleasant Valley Creek presently is a non-fish-bearing tributary of the Fisher River. Historically, it supported Columbia redband trout and westslope cutthroat trout, and drains into the waters of the Fisher River where bull trout are being restored. The Pleasant Valley Creek currently does not support westslope cutthroat, redband trout, or bull trout (Mabbot 1996, Hensler 2001). All three fish

species are cold-water species. Water temperature is a critical component of habitat selection for native fish. Pleasant Valley Creek, with its control structures, has the following conditions and effects:

- limited fish movement
- decreased depth and increase water temperature due to ponding and channeling
- large sections of streambanks denuded of native vegetation, which has led to increased water temperatures
- siltation habitat problem

Much of western riparian habitat has been lost or degraded due to flood control, irrigation projects (Hendrickson and Kubly 1984), grazing (Bock 1993), logging, and housing development. This type of habitat is important to a diverse set of migratory birds. The north end of Pleasant Valley Creek is in relatively good condition and has been relatively undisturbed for approximately 10 years. Prior to that, some selective logging occurred. Preliminary bird surveys already suggest bird use by passerines such as song sparrows, and ruby-crowned and golden-crowned kinglets. Stream habitat on the refuge could provide additional habitat for migratory birds with minimal effort—restoration through a revegetation project.

Willow flycatchers breed in riparian habitat with a midstory of 6- to 7-foot alders or willows, interspersed with openings (Casey 2000). This area could be enhanced by planting alders, willow, and hawthorn. This additional stream vegetation will provide migratory bird habitat and foster a reduction in water temperature that will enhance the native fisheries and amphibians. Any future discussion of stream restoration efforts that include changing the ponds on Pleasant Valley Creek will need to evaluate the effects on waterfowl and songbirds.

The boreal toad is a candidate species in Colorado and Wyoming, but not listed in Montana. It was once recorded much more frequently in Montana than the previously mentioned states. However, the extent of boreal toad populations in Montana is unknown due to limited monitoring efforts.

The USGS has been conducting surveys in Montana for the last few years (Hossack 2003). With more than 3,000 wetlands surveyed, boreal toads were found reproducing at only 3 percent of these sites, with a maximum of only 10 females at any one site. On the refuge, upwards of 40 breeding females have been found at Lower Moose Pond, and more than 200 breeding females have been found on the south side of Dahl Lake. The refuge has the largest known population, by far, for the Rocky Mountains.

The Pleasant Valley Creek restoration project will benefit native fish restoration as well. However, for fish restoration to succeed, efforts for fish passage

will have to be evaluated and developed on parts of the creek off the refuge as well. A large portion of the off-refuge stream is the downstream section that also has a WRP easement, similar to the WRP easement on the refuge. Working with NRCS, MFWP, and private landowners could make this project a highlight of restoring native fish, as well as other members of the ecosystem such as calliope hummingbird, willow flycatcher, otter, beaver, and moose.

Restoration is always expensive. The refuge has had multiple entities requesting information about the restoration effort on Pleasant Valley Creek. Many of these potential partners have offered to provide funding and expertise, as well as help to find additional funding sources. The refuge will continue to work with these groups and liaison with NRCS regarding funding needs to produce a restoration effort that will contribute a quality conservation effort for riparian habitat, migratory birds, and native fish.

It is unknown how long it will take the water regime to be restored. In addition, it is unknown how long it will be before native fish populations could be restored, or even if they could be restored to a level that could support quality sport fishing. Historically, the valley may never have had a viable fishery resource.

The cost, personnel, and time needed to restore the fisheries to a level that could support fishing may be large enough to make restoration within the period of this CCP (10–15 years) unrealistic or totally prohibitive. The restored hydrology may not support large enough populations of sport fish species for a quality fishing program. Until a restoration program moves forward and is successful, the objective of providing fishing opportunities cannot be implemented.

Riparian Habitat Objective 6

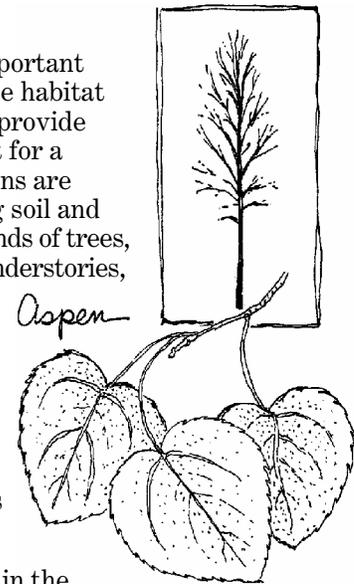
Maintain, and increase when feasible, quaking aspen acreage on the refuge in the Dahl Lake wetland complex (currently unit 12 [3 acres], unit 14 [23 acres], and unit 19 [24 acres]; see figure 5).

Strategies

1. Use prescribed fire in early spring, late summer, or fall (Howard 1996, Tirmenstein 1988) to promote quaking aspen for rejuvenation of existing stands or increase coverage of aspen.
2. Annually monitor vegetative response by measuring habitat coverage; map in the geographic information system (GIS).
3. Monitor for deteriorating stands as defined by low density of stems that are younger and smaller in size, and with poorer form and higher crown-to-stem ratios, than healthy stands (Schier and Campbell 1978).

Rationale

Aspen groves are an important component of the diverse habitat types of the refuge and provide food and nesting habitat for a variety of wildlife. Aspens are important for stabilizing soil and watersheds. Healthy stands of trees, shrub, and herbaceous understories, and the litter of aspen stands provide nearly 100 percent soil cover. Soil cover and the intermixture of herbaceous and woody roots protect soil, except during very intense rains (DeByle 1985b).



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A bald eagle has nested in the aspens on the north side of Dahl Lake for the last several years. Many migratory songbirds and woodpeckers use aspen for foraging and nesting habitat, especially moist aspen sites where avian species diversity tends to be higher than stands on dry sites (DeByle 1985a). Ruffed grouse use aspen communities extensively for an abundant and nutritious food source, as well as for courting, breeding, and nesting sites (DeByle 1985a). Young aspen provide browse for elk and deer, especially valuable during fall and winter, when protein levels are high relative to other browse species (Tew 1970), and for summer shade and thermal cover in winter. Moose use aspen in summer and winter (DeByle 1985a).

Monitoring of aspen stands will alert managers of when action is needed to maintain the stands. Prescribed fire is one method of promoting quaking aspen and keeping conifers from succeeding.

“Burning increases soil pH and adds organic carbon and nutrient to the soil. However, fire will probably not rejuvenate the stand if quaking aspen biomass is so low that burning does not appreciably raise soil pH and nutrient levels. Sucker vigor will probably be low.” (Howard 1996; Tirmenstein 1988).

Aspen regenerate from seed and by sprouting from the roots. Germination and seedling survival require a moist, mineral seedbed with adequate drainage, moderate temperature, and freedom from competition (McDonough 1979). Monitoring may be needed if it looks like ungulate overbrowsing is impacting regeneration efforts.

WETLAND HABITAT

Lakes, bogs, and other saturated wetland areas are addressed in the management direction for wetland habitat.

GOAL

Provide breeding, resting, and feeding habitat for wetland-dependent species of northwestern Montana by restoring, maintaining, and enhancing a mosaic of lake, semipermanent, seasonal, temporary, and saturated wetlands.

Wetland Habitat Objective 1

Recharge 100 percent of drained wetlands to 75–100 percent capacity within 5 years of CCP approval, to foster wetland recharge and promote wetland revegetation for wildlife habitat.

Strategies

1. Restore or increase water-holding capabilities in wetlands on the WRP easement, e.g., plug ditches, in coordination with the NRCS.
2. If runoff should not be adequate the first year for wetland refill of each restored basin, divert water for 1 year to initiate recharge of the basin.
3. Plug wetland drain ditches in the wetlands west of Dahl Lake within the west mitigative parcel.
4. Fill the drain ditch (Meadow Creek) coming out of the west end of Dahl Lake with off-site spoils that remain on-site, and by trucking in spoils to fill the ditch back west to the location of the old water control structure (figure 6).
5. Install a water control structure in the culvert near headquarters to allow water to fill the wetland to road height without washing out the road.
6. Monitor wetland-vegetation coverage response to recharge every third year; map in the GIS.
7. Annually conduct pair-count surveys for waterbirds to monitor use of wetlands pre- and post-refill.

Rationale

Many of the wetlands were drained in the interest of promoting hay pasture. The reduction of surface water and loss of wetland vegetation is not as conducive to waterfowl and other waterbird use. Many of the wetlands can be manipulated back to a basin that can discharge and recharge on a seasonal basis. One wetland (near office headquarters) does not need dirt work, just installation of a water control structure. Naturally occurring runoff should be adequate to fill wetland basins. However, water control structures will allow the maximum flexibility

to manipulate water. As wetlands return to a normal seasonal fluctuation, wetland vegetation should reestablish without further manipulation.

These wetlands are classified as semipermanent and seasonal, which with recharge and time, should provide invertebrate foods and emergent vegetation for foraging habitat and nesting and brood cover.

Wetland Habitat Objective 2

Maintain wetland basins, other than the Dahl Lake complex, with a minimum 50:50 water-to-cover ratio well interspersed, within 5–10 years of CCP approval, to provide foraging and nesting habitat for waterbirds.

Strategies

1. Use rest, grazing, haying, and prescribed fire to maintain open water and remove decadent, residual, emergent vegetation with adaptive management.
2. Allow wetlands to recharge and discharge with naturally occurring seasonal fluctuations. Use no control structures to manipulate water depth.



Southeast Pond

Rationale

Wetlands with diverse emergent vegetation, interspersed seed-producing annuals, and open water with a submergent vegetation community provide the habitat requirements of many waterfowl and waterbird species (Cowardin et al. 1979). The refuge's primary purpose is for migratory birds, with emphasis on waterfowl and other waterbirds. Emergent vegetation (e.g., *Typha*, *Scirpus*, and *Juncus*) is critical to successfully raising a brood—from use as foraging habitat to escape cover. Submergent vegetation such as *Potamogeton*, *Mentha*, and *Equisetum* provides seeds and the substrate necessary for invertebrate populations to grow and provide food to waterfowl.

While there are some differences among waterfowl (such as mallards' preference for abundant emergent vegetation, while gadwall broods use more open water) the variety of wetlands should provide enough interspersed open water to emergent vegetation to meet the needs of many species. Other

waterbirds such as black terns, American bitterns, and grebes, along with mammals such as moose and mink, will provide maximum opportunities for wildlife viewing and photography.

Wetland Habitat Objective 3

Restore Dahl Lake complex water levels to gain a minimum of 200 acres of temporary wetlands, and restore temporary wetlands (80 acres) to seasonal and semipermanent wetlands that fluctuate naturally (figure 6), within 5 years of CCP approval, to provide waterbird foraging and nesting habitat.

Strategies

1. Fill the drain ditch (Meadow Creek) coming out of the west end of Dahl Lake with off-site spoils that remain on-site, and by trucking in spoils to fill the ditch back west to the location of the old water control structure (figure 6).
2. Use rest, grazing, haying, and prescribed fire to maintain open water and remove decadent, residual, emergent vegetation with adaptive management.
3. Annually monitor vegetative response by measuring habitat coverage; map in the GIS.

Rationale

Dahl Lake is a natural lake that spills over to the west in high water years into the surrounding wetland complex. This complex is a system that naturally fluctuated in water level seasonally and yearly, creating an array of temporary, seasonal, and semipermanent wetlands.

The NWI data (1982) for the Dahl Lake complex designated the following:

- 182 acres of open water
- 80 acres of semipermanent wetlands (water through spring and summer and frequently into fall and winter)
- 432 acres of seasonal wetlands (water in spring and early summer but generally dry by late summer and early fall)
- 376 acres of temporary wetlands (water for only a few weeks after snowmelt and few days after heavy rainstorms)

Around 1940, the natural spillway was channelized and directed through a ditch system (named Meadow Creek) to reduce the lake to lower levels and dry the surrounding wet meadows to increase hay pasture. Meadow Creek extends westward through the valley from the western end of Dahl Lake. Portions of this creek were channelized and, more recently, dredged in an effort to increase water flow efficiency for irrigation. Historical and recent aerial photos show the area as a wetland complex of temporary and seasonal wetlands, with seepage and some overflow heading out of the west

end of the complex and north across the county road before it turns back west. The Service will work closely with NRCS on restoration of the Meadow Creek area back to a wetland complex, since it continues west off of the east mitigative parcel onto the NRCS's wetland reserve easement.

Filling in the drain ditch out of the west end of Dahl Lake will affect the type of wetlands in the complex for seasonality (temporary and seasonal versus semipermanent) and amount of emergent vegetation. With the drain ditch filled in, the lake should fill to cover greater amounts of surface acreage and spill over to the west end to restore the wetland complex. The wetland complex will be able to fluctuate with natural variations in available water. There will be an increase of at least 200 acres of temporary wetlands. Water will be held longer to restore current temporary wetlands back to seasonal and semipermanent.

Water levels should increase gradually to avoid scouring turbidity and plant mortality (Weller 1981). The complex should refill slowly and with naturally occurring runoff and collection and, therefore, should not increase turbidity or reduce seed stocks for establishing emergent vegetation (Weller et al. 1991). Wildlife will benefit from an increase in foraging and nesting habitat if the natural ecosystem functioning and wetland complex of Dahl Lake is restored.

Temporary wetlands are important for breeding waterfowl, especially early nesters such as mallards and teal, because they provide isolation and spacing. In addition, their shallow waters warm rapidly, providing the first invertebrate food resources in spring (Swanson et al. 1974, Baldassarre and Bolen 1994). However, seasonal wetlands also provide abundant invertebrate foods and nesting cover for species that nest over water.

Most species exploit different types of wetlands to gain various life history requirements. This illustrates the importance of maintaining a complex of wetlands. For example, American bitterns nest in shallow (<10 centimeters) water with dense, robust emergents, while trumpeter swans will nest in water >50 centimeters. Both black terns and trumpeter swans need abundant, floating, dead vegetation. Providing a mosaic of wetland types with a healthy, robust, emergent plant community, well interspersed with open water, will provide habitat for a diversity of waterbirds.

Restoring the wetlands and Dahl Lake wetland complex will increase wildlife habitat—as well as comply with the habitat development plan, which is a result of a FERC-approved settlement between the Department of the Interior, the MPC, and the CSKT. The settlement was for mitigation of habitat and wildlife losses on the Flathead WPA caused by past and future operations of Kerr Dam by the MPC. The refuge has 3,112 acres because of this mitigation

process. The habitat development plan addresses planned habitat enhancements on the refuge per the “Stipulation and Agreement” (December 12, 1997) and the “Order Approving Settlement.” These developments and enhancements are the result of nearly 15 years of study, assessment, planning, and negotiations between the MPC, the CSKT, and the Service.

The Northern Rocky Science Center has expressed an interest in conducting research that evaluates how western montane wetlands function. These data, in association with NWI classifications, would provide an understanding of how the naturally occurring fluctuations in water levels of Dahl Lake wetland complex function and the response of associated vegetation and wildlife. These data are a critical link between land management decisions and the appropriate response or result. Subsequently, this would foster the restoration of the biological integrity of the refuge, while restoring wetland habitat that has been increased as habitat and food sources for nesting and foraging waterfowl.

Wetland Habitat Objective 4

Conduct a wetland study in the Dahl Lake complex to determine how montane wetlands function as recharge and discharge basins within 6 years of CCP approval, to determine effects on vegetative, invertebrate, and wildlife associations.

Strategy

1. Collaborate with USGS’s Northern Rocky Mountain Science Center on management of wetlands.

Rationale

Same rationale as for objective 3.

Wetland Habitat Objective 5

Restore natural wetland vegetation in Dahl Lake wetland complex by reducing reed canarygrass by 40–80 percent within 10 years of CCP approved, to allow the reestablishment of sedge, rush, mint, pondweed, cattail, and bulrush as the dominant plant species.

Strategies

1. Evaluate soils and water regime for optimum sites for reed canarygrass control.
2. Determine the best method of reducing reed canarygrass including use of chemicals, fire, disking, and grazing.
3. Map sites of invasive plant treatment each year in the GIS.
4. Monitor reed canarygrass control efforts and vegetation coverage, and use adaptive management.

Rationale

Dahl Lake water levels have been stabilized at a lower level for multiple years to promote drying of the upper portions of the meadow for hay pasture. A consequence of stabilized water levels is promotion of cattail and reed canarygrass growth in the wetland, which can reduce the attractiveness to waterfowl (Smith and Kadlec 1986). Reed canarygrass will often grow into a monoculture reducing species diversity. Although some waterfowl species use reed canarygrass as nesting substrate, it is not a native plant species.

In the past, cattle grazing has kept the reed canarygrass in check to some degree. However, it still has taken over the wetland with approximately 750 acres in units 14 and 19; therefore, some type of control must be attempted. In unit 14, the largest section of *Phalaris* is still interspersed with *Carex*, and therefore, hopefully has a chance at restoration to native species.

Kilbride and Paveglio (1999) described a four-step method of controlling reed canarygrass that included a late spring application of herbicide (Rodeo), disking in summer, application of herbicide the next growing season, and inundation with water until mid-June. However, with early high-water levels, this method may not be appropriate. It would also be dependent on how much area can be disked. Further review of the literature and consultation with experts will provide the best management practice available.

Many waterbirds use the emergent vegetation of the Dahl Lake wetland complex. A colony of black terns (Montana species of concern), has been nesting in this area along with other species such as American bittern, sora, (potentially) Virginia rail, and redheads. Although some bird species will nest in reed canarygrass, native plant species diversity will be increased with species such as cattail and bulrush, along with a variety of wetland plants such as *Carex*, *Scirpus*, *Juncus*, *Typha*, *Mentha*, and *Potamogeton*. These wetland plant species will increase food and nesting substrates for a greater diversity of wildlife.

Wetland Habitat Objective 6

Inventory for fens (alkaline bogs) within 1 year of CCP approval, to protect from invasive plants.

Strategy

1. Survey wet meadows for dominant plant species and presence of peat; measure pH of soil in suspect areas.

Rationale

Fens are sedge-dominated emergent wetlands in northern regions that have an underlying layer of peat covered with many species of mosses and aquatic macrophytes. A fen is similar to a bog, but is

alkaline rather than acidic with a much higher nutrient content. Fens gain nutrients found in precipitation, surface water, and groundwater, whereas bogs are fed by nutrients in precipitation only (Aerts 1999).

Wet meadows are like fens, but are much more numerous across the country and are dominated by plants including sedges, rushes, and grasses such as reed canarygrass. Fens are special management areas that the Service would like each refuge to inventory for future protection.

GRASSLAND HABITAT

This management direction is for the diverse grasslands that cover the majority of the refuge.

GOAL

Restore, enhance, and maintain Intermountain grasslands, with an emphasis on native bunchgrass prairie, to provide habitat for migratory birds, species of concern, and associated wildlife species.



Ray Washtak/USFWS

Central Pleasant Valley

Grassland Habitat Objective 1

Fence and post the entire refuge boundary within 3 years of CCP approval, to make clear to the public when they have entered or exited the refuge, and to prohibit unauthorized livestock grazing.

Strategies

1. Survey or find markers in areas of uncertainty for the refuge boundary.
2. Fence and post the refuge boundary; use staff from the National Bison Range Complex or contracted personnel.
3. Use wildlife-friendly boundary fencing in areas of high wildlife use, where feasible.

Rationale

The refuge is surrounded by PCTC lands that are open to public use and grazing leases. Many individuals hunt, mountain bike, and horseback ride in the area. These uses are restricted on the refuge.

The public needs to understand when they are on the refuge so that they stay in compliance with regulations.

Boundary fencing is needed in areas of grazing leases to prohibit trespass grazing.

Grassland Habitat Objective 2

Develop soil descriptions for the entire refuge within 1 year of CCP approval (coordinate with NRCS), for a baseline understanding of soils to help with future management considerations.

Strategies

1. Use existing soils layers to determine which soils have not been classified.
2. Sample soils and describe associated climax vegetation for each unclassified type; perform through a request to the NRCS.

Rationale

Management success for specific plant communities is dependent on soil type. The soils layer has been defined for the refuge; however, many of the soil types are unique to the area and have not been classified. NRCS can classify the soil types with sampling and through literature review of associated plant communities. This information is crucial for determining whether a particular plant community can be achieved with a management practice. It may also help explain or understand invasive plant control efforts or encroachment and native plant restoration.

Grassland Habitat Objective 3

Maintain native grasslands (1,450 acres) not closely associated with wetlands (north of Pleasant Valley Road, figure 9), for a healthy Palouse prairie grassland dominated by Idaho and rough fescues, and western wheatgrass (Idaho fescue with average 8–12 flower stalks per plant, 20–22 centimeters in maximum leaf length per plant, 14–17 square centimeters live basal area [Mueggler 1970, 1975], and an average 12.7–22.9 centimeters leaf height [Pond 1960]; and rough fescue with an average 25–30 centimeters leaf height [McLean and Wikeem 1985]), to provide a vigorous plant community for ground-nesting migratory birds and forage for other wildlife.

Strategies

1. Gather technical guides for vegetative climax communities for each soil type; coordinate with NRCS.
2. Monitor vegetation (live basal area, leaf height, leaf length, and flower stalks/plant) to determine current habitat condition and monitor for management thresholds every 2 years.

3. Consider rest, grazing, and prescribed fire to achieve and maintain healthy, vigorous, native grasslands.
4. Use short-term management practices (e.g., grazing or fire) to remove decadent, residual vegetation (every 5–7 years [Kirsch et al. 1978], 6–7 years [Gilbert and Woodling 1996], 5–10 years [Barker et al. 1990]), depending on productivity, precipitation, and monitoring results.
5. Monitor plant species occurrence and percent cover along with wildlife use pre- and postrestoration.

Rationale

Upland grasslands overlay rolling topography that grades into forest habitat and encompass approximately 1,500 acres. The majority of the upland grassland areas are native grasses. Native bunchgrass prairie is an important habitat coverage that is limited in the northwest. The refuge has a substantial tract that can be conserved for use by native wildlife species and public use, including environmental education. Upland habitat restoration is also part of staying in compliance with the habitat development plan.

The refuge was a working cattle ranch prior to refuge establishment and some areas have been overgrazed, which has led to areas with invasive plants and sparse vegetation with low productivity. Impact of defoliation on plant vigor is depression of herbage and flower stalk production. For vigor to recover in grassland species such as Idaho fescue, areas of extremely poor vigor may need 6–7 years of rest, while bluebunch wheatgrass can take up to 10 years (Mueggler 1975). In areas of intermediate vigor, Idaho fescue may be able to recover after 3 years of protection (Mueggler 1975). Resting will allow management to determine grassland conditions for plant species composition and vigor (cover, height, and productivity).

The best management practices with the use of rest, prescribed fire, and grazing can be developed based on evaluating which tool at a particular timing would maintain native, vigorous bunchgrass uplands for nesting migratory birds and forage for other wildlife. Grazing will need to be used cautiously with either none, or limited to light grazing after the growing season, for maintenance of cool-season bunchgrass areas.

Repeated grazing may reduce the ability of Idaho fescue to compete with spotted knapweed when both are grazed (Olson and Wallander 1997), and grass defoliation in spring increases spotted knapweed cover compared to summer defoliations (Jacobs and Sheley 1999).

The habitat development plan is a result of a FERC-approved settlement between the Department of the

Interior, the MPC, and the CSKT for mitigation of habitat and wildlife losses on Flathead WPA caused by past and future operations of Kerr Dam by the MPC. The refuge has 3,112 acres because of this mitigation process. The habitat development plan addresses planned habitat enhancements on the refuge per the “Stipulation and Agreement” (December 12, 1997) and the “Order Approving Settlement.” These developments and enhancements are the result of nearly 15 years of study, assessment, planning, and negotiations between the MPC, the CSKT, and the Service.

Monitoring for flora and fauna response to land management will provide feedback crucial for determining whether management efforts are achieving their desired outcome. This adaptive approach provides a prescriptive process rather than crisis management. Species will be better provided for in a manner that is driven with a purpose—leading to better chance of success and use of funds and time.

Grassland Habitat Objective 4

Monitor, every 2 years, 336 acres of western wheatgrass in management units 13 and 14, and 45 acres of Kentucky bluegrass in management unit 19 (figures 5 and 9), and maintain as medium-tall, dense grasslands with litter depth of 15–30 mm and 1.5–2 decimeters visual obstruction reading (VOR) to provide habitat for nesting blue-winged and cinnamon teal (Barker et al. 1990, Gilbert and Woodling 1996, Livezey 1981).

Strategy

1. Develop a habitat management plan describing how rest, prescribed fire, grazing, or haying will be used to maintain migratory bird nesting habitat in areas of: (1) western wheatgrass; and (2) Idaho fescue and western wheatgrass on upland grasslands.

Rationale

Upland grasslands and one unit of bottomland grasslands (figure 5; management units 11, 12, 13, 14, 19) surround the Dahl Lake wetland complex. These grasslands will be managed for waterfowl-nesting habitat based on their location and grass species. Though waterfowl hunting is not allowed, the Service is working towards improving waterfowl habitat and the potential to provide hunting in the future. These grasslands are native and tame grasses, but the *Alopecurus* is not considered in the objective acreages, since another objective promotes restoring it to native species.

It has long been established that vegetation structure and litter are what avian species key into for nest site selection rather than species composition (Cody 1968, Wiens 1969, Kantrud and Higgins 1992). Therefore, it is acceptable to work with tame grasses for ground-nesting birds.

However, with initiatives such as “Bring Back the Natives,” refuges are putting more effort into maintaining and working with native plant communities when possible and feasible. To achieve and maintain the above-stated desired vegetative condition, short-term management practices (e.g., grazing or fire) will be used to remove decadent, residual vegetation (every 5–7 years [Kirsch et al. 1978], 6–7 years [Gilbert and Woodling 1996], or 5–10 years [Barker et al. 1990]) depending on productivity, precipitation, and vegetation-monitoring results].

Maintaining vigorous, medium-tall grassland around Dahl Lake will provide waterfowl nesting habitat along with benefits to other species such as the short-eared owl, savannah sparrow, meadowlark, and northern harrier. The public will be able to enjoy increased opportunities for wildlife observation and photography, due to increased use by birds and other species such as moose, elk, and bear.

Grassland Habitat Objective 5

Monitor, every 2 years, 190 acres of Idaho fescue and western wheatgrass in upland grasslands around the Dahl Lake wetland complex (management unit 11, figures 5 and 9), and maintain as tall, dense grasslands with litter depth of 15–30 mm and 3 decimeters VOR (Kirsch et al. 1978, Duebbert and Lokemoen 1976, Kruse and Bowen 1996), to provide nesting habitat for mallard, gadwall, and lesser scaup.

Strategy

1. Develop a habitat management plan describing how rest, prescribed fire, grazing, or haying will be used to maintain migratory bird nesting habitat in areas of: (1) western wheatgrass; and (2) Idaho fescue and western wheatgrass on upland grasslands.

Rationale

Same rationale as for objective 4.

Grassland Habitat Objective 6

Monitor 900 acres dominated by Idaho fescue and rough fescue (management units 8–10, 12, 15, and 20; figure 5) every 2 years; for Idaho fescue with an average 8–12 flower stalks per plant, 20–22 centimeters maximum leaf length per plant, 14–17 square centimeters live basal area (Mueggler 1970, 1975), and an average 12.7–22.9 centimeters leaf height (Pond 1960); to determine when management action is needed to maintain vigorous plant communities for ground-nesting migratory birds and forage for other wildlife.

Strategies

1. Monitor vegetation (live basal area, leaf height, leaf length, and flower stalks/plant) to determine current habitat condition and monitor for management thresholds every 2 years.

2. Use grazing and prescribed fire as habitat management tools for Idaho or rough fescue once monitoring results demonstrate management targets have been achieved and compatibility agreements have been developed with the NRCS.

Rationale

The refuge and WRP easement south of the county road has a wide diversity of sedges, native grasses, and forest. With rest, native fescue will continue to recover vigor, depending on precipitation. Once vegetation targets are met, some disturbance will be required to maintain vigor, unless native herbivores are concentrating in these areas. Close monitoring and collaboration with NRCS is required, as well as interagency permission to conduct management practices on these easement tracts.

FOREST HABITAT

Coniferous and deciduous forests are addressed in the management direction for forest habitat.

GOAL

Enhance and maintain Douglas-fir, ponderosa pine, aspen, and cottonwood forested habitats within the context of the Fisher River watershed for migratory birds, species of concern, and other associated wildlife species.

Forest Habitat Objective 1

Identify forest coverage types within 1 year of CCP approval, to ensure management activities do not hinder the biological potential of forest habitats.

Strategies

1. Classify forest vegetation into National Vegetation Classification Standards; map in geographic information system database.
2. Review forest lands for habitat needs by rare, threatened, and endangered species.

Rationale

Initial efforts to classify the forests on the refuge combined the largest area possible for dominant tree species, and other available habitat types within large forest areas may be missing.

Several wildlife species of concern could be using forest habitats. Forest habitat is not a priority for



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refuge management, however, as wildlife stewards, the Service should still determine what is within their boundaries, and not conduct any management that would hinder species of concern and their biological potential.

Bald eagles are nesting in aspen forest and golden eagles are nesting in Douglas-fir forest. Olive-sided flycatchers, flammulated owls, and black-backed woodpeckers are priority species (level 1) for the MPIF program. They are found in open-canopy woodlands, open-canopy ponderosa pine, and closed-canopy lodgepole pine, respectively. Olive-sided flycatchers have been recorded to occur on the refuge.

Yellow-billed cuckoos are a federal candidate species that could be using the cottonwood–aspen woodland associations. Grizzly bears and wolves are known to occur in the surrounding forested area, and Canada lynx could potentially be using the refuge as a corridor or foraging through the area.

Since there are no resources available to conduct forest management to improve the habitats for any of these species, management actions will be monitored and reviewed to ensure they do not hinder the use of these habitats by these species.

Forest Habitat Objective 2

Evaluate forest coverage, age, and density related to surrounding lands owned by PCTC and USDA Forest Service within 4 years of CCP approval, to determine what habitat type is the least represented in the ecosystem that can be managed for on suitable refuge lands.

Strategies

1. Inventory forest cover type, age, and density in Pleasant Valley through habitat classification and discuss management options for the refuge from an ecosystem perspective, in collaboration with PCTC, Montana Department of State Lands, and USDA Forest Service.
2. Categorize forest stands by species, age, and density; perform through a request to PCTC and USDA Forest Service. Determine how best to provide a corridor of habitat connectivity for the grizzly bear, gray wolf, and Canada lynx to national forests, working with endangered species biologists.
3. Classify forest vegetation into National Vegetation Classification Standards; map in the GIS database.
4. Survey for deteriorating aspen stands—as defined by a low density of stems that are young and small, and with poorer form and higher crown-to-stem ratios than healthy stands (Schier and Campbell 1978).
5. Annually monitor for effects of any restoration project on aspen, willow, birch, and alder.

6. Annually monitor for negative effects of water level changes on aspen groves in management units 12 (3 acres), 14 (23 acres), and 19 (24 acres) to determine if there is a loss in acreage.
7. Monitor effects of prescribed fire in aspen and apply adaptive management.
8. Inventory forest use by NTMBs, native mammals, amphibians, and reptiles to obtain baseline data.

Rationale

There is not enough forested habitat to provide all life requirements for species such as the grizzly bear, gray wolf, and Canada lynx. However, with the large tracts of adjacent USDA Forest Service and PCTC lands, the refuge could provide an important linkage area for these species.

Forest Habitat Objective 3

For the duration of the CCP, maintain a ponderosa pine, mixed-conifer forest with widely spaced trees (20-foot spacing between pines), open grassy areas, and an understory of fescue or junegrass and snowberry or kinnikinnick, to conserve a major forest type that facilitates the biological integrity of the ecosystem.

Strategies

1. Halt Douglas-fir encroachment of young even-aged stands of ponderosa pine; remove Douglas-fir >2 feet tall and up to 6 inches dbh, and ponderosa pine >2 feet tall and up to 4 inches dbh.
2. Suppress understory fires except in areas where age-class structure is being altered to abnormally dense stands dominated by younger trees.
3. Maintain all existing large snags and broken-top trees >20 inches dbh for nesting purposes.
4. Control invasive plants with cutting and herbicide in forest.

Rationale

Stands of large ponderosa pine historically dominated most dry forest sites in western Montana. These dry forests are composed of a mix of ponderosa pine and Douglas-fir. Logging and fire suppression have resulted in an alteration of age class structure, physical structure, tree density, and tree species composition (Barrett 1979, Schubert 1974, Shepperd et al. 1983). Large, old-growth trees in open settings have been replaced with dense stands of younger trees.

Many priority bird species—such as the Lewis's woodpecker, pileated woodpecker, olive-sided flycatcher, flammulated owl, white-breasted nuthatch, and Williamson's sapsucker (all noted on the refuge)—are closely associated with old forest

stages and snags. Regional populations of these species have decreased due to the reduction of old forest stages.

Other species that are favored by the public such as elk and deer should benefit as well. Elk live in high elevations in semi-open forests and mountain meadows during the summer. In the winter, elk migrate to lower sheltered valleys, windswept meadows, and lower wooded slopes. Tree lichen is important forage for deer and elk during winter (Baty et al. 1996). Typical diet consists of mainly grasses, sedges, and forbs. The refuge may be able to provide more old-growth habitat to foster these species.

INVASIVE PLANTS

Prevention and control of nonnative, invasive plants are addressed in the management direction for invasive plants.

GOAL

Native plant communities, composition, occurrence, and density exist without degradation by invasive plants, and support associated wildlife.

Invasive Plant Objective 1

Develop and implement an invasive plant management plan within 1 year of CCP approval that identifies: (1) the extent of encroachment by spotted knapweed, tansy ragwort, sulfur cinquefoil, and St. Johnswort; (2) suitable control methods; and (3) monitoring needs; to document infestations and provide an index to effectiveness of management actions.

Strategies

1. Evaluate invasive plant infestations and control efforts since refuge establishment.
2. Determine the extent of infestation of sulfur cinquefoil; create a baseline map.
3. Identify locations of new infestations of tansy ragwort; map locations and collaborate with the state coordinator for mapping records for neighboring PCTC land.
4. Gather information about cumulative impacts of chemical, biocontrol, and prescribed fire effects on invasive plants and on native vegetation response; review literature.
5. Determine appropriate, effective control methods, e.g., mowing, chemical, biocontrol, and prescribed fire; consult with experts.
6. Determine the best restoration method and plant species of replacement in invasive plant infestations; consult with experts.
7. Map sites of invasive plant treatment each year in the GIS.

8. Monitor infestation rates and effectiveness of control efforts; annually map the extent of infestation of spotted knapweed and tansy ragwort in the GIS.

Rationale

Invasive plant control is a legal and popular issue for many national wildlife refuges, as well as required to comply with the habitat development plan. The primary reason for control is that invasive plants displace native vegetation and impact wildlife by reducing availability of forage, cover, and nesting sites.

The refuge has not yet been inundated with a large number of invasive plant species. Spotted knapweed and tansy ragwort are the two most common and noticeable invasive plants. Sulfur cinquefoil exists intermingled with the native cinquefoil, so the extent of this problem has yet to be defined. Spotted knapweed is fairly dispersed and needs to have priority for control efforts to keep it from becoming dominant. Tansy ragwort is a new, encroaching invasive plant on the refuge that is in many isolated pockets; eradication may still be possible if heavy effort is put into early control. The refuge will continue in partnership with the working group that has been established for working on tansy ragwort control within the area.

Invasive plant control is costly in both time and money. Successful control requires careful planning, implementation, and monitoring. Past efforts and current infestation levels will be evaluated and monitored for effectiveness. This needs to be done to demonstrate that time and effort are not wasted. Chemical and biological control are the two most common control methods used on these invasive plants. However, careful application of chemicals will be essential to produce the desired result for native vegetation composition.

Biological control will need to be evaluated for the benefits and impacts to determine whether a nonnative species should be introduced on refuge lands.

- Determine if a biological control would switch from the target invasive plant to a native species.
- Determine demonstrated success in other areas with limiting or eradicating encroachment.
- Determine that a biological control would not alter or disrupt the native insect community, especially in regards to native pollinators.

Biocontrol agents have been shown to reduce the spread of invasive plants. However, controversy exists over whether there are direct effects of biological control on nontarget species, as well as indirect effects.

Pearson et al. (2000) demonstrated that the establishment of the biological control agent,

Urophora spp., altered deer mouse diets and habitat selection by effecting changes in foraging strategies. This could result in spiraling changes to the food web. For example, a small mammal population increase could be followed by an increase in raptors, foxes, and skunks. These species also prey on ground-nesting migratory birds. On the other hand, increases in small mammals have been shown to result in less nest predation because predators are using the small mammals as alternative prey. However, high populations of small mammals can result in increased ground disturbance from tunneling, which often creates perfect sites for dispersal of invasive plants.

Spotted knapweed is the primary invasive plant found on the refuge. Invasive plants have undergone extensive range expansion and often create dense stands that turn native plant communities into invasive plant wastelands. The presence of invasive plants can alter the functioning of ecosystems by loss of wildlife habitat, displacement of native species, change in carrying capacity from reduced forage production, lowered plant diversity, and increased soil erosion and sedimentation.

Spotted knapweed aggressively invades grassland and early successional forest sites (Rice et al. 1997a). As spotted knapweed increases on a site, other species decline (with up to a 60–90 percent decrease in graminoid production) (Harris and Cranston 1979, Bucher 1984, Morris and Bedunah 1984).

A limited staff at the refuge complex has been providing collateral effort for invasive plant control since establishment of the refuge. This will continue until a maintenance worker and a biologist are added to the staff. This will limit the control effort to the stated, annual average of 200–400 acres. The refuge will continue to explore opportunities for grants and partnerships for additional invasive plant control and volunteer recruitment to maintain or expand control efforts.

The presence of invasive plants can alter the functioning of ecosystems by loss of wildlife habitat, displacement of native species, change in carrying capacity from reducing forage production, lowered plant diversity, and increased soil erosion and sedimentation.

These negative effects from invasive plants require control, which includes chemical, biological, and hand pulling for tansy ragwort, spotted knapweed, and sulfur cinquefoil to maintain native grasses and Spalding's catchfly.

Herbicide use for invasive plants will decrease the ability of these plants to outcompete the grasses and native forbs for light, water, nutrients, and pollinators.

Herbicide use will be distributed throughout the refuge and applied at the rate according to the label. Spraying will be monitored. There should be no

detrimental effect from too much herbicide in one location. A negative effect could occur from care not being taken where aerial spray of Tordon® drifts onto forested areas and young trees are killed. If any, only negligible impacts should occur from herbicide use in the water systems due to application following label guidelines and refuge policy.

Care must be taken with prescribed fire in areas of invasive plants. Judicious removal of invasive plants needs to be conducted at least 2 years prior to use of prescribed fire to prevent seed production and dispersal (Goodwin 2001). Otherwise, prescribed fire could increase the coverage of invasive plants and reduce native grasses and forbs. Prescribed fire may have to be prohibited in areas of dense occurrence of invasive plants (with low to absent desired plant cover), to prevent rapid and expanded growth of invasive plants due to fire-produced disturbances. This approach of careful control prior to burning should have great positive benefits for reinvigorating and increasing Spalding's catchfly habitat.

Invasive Plant Objective 2

Reduce spotted knapweed to a level of 25 percent or less of overall grassland area within 3 years of CCP approval, to maintain native vegetation for wildlife forage, cover, and nesting.

Strategies

1. Apply integrated pest management for spotted knapweed, consisting of: (1) proper spring and fall chemical applications; (2) mechanical mowing where practical, prior to seed head production; and (3) release of appropriate biocontrol agents, including seed head gall flies and other proven biocontrol agents.
2. Survey proposed spray areas for Spalding's catchfly prior to herbicide application.
3. Limit off-road vehicle travel and wash the undercarriages of vehicles that access off-road areas.

Rationale

Same rationale as for objective 1.

Invasive Plant Objective 3

Annually eradicate and maintain 75–90 percent control of tansy ragwort with an extensive survey and treatment effort coordinated with PCTC and the state coordinator for tansy ragwort, to maintain native vegetation for wildlife forage, cover, and nesting.

Strategies

1. Use the GIS to predict areas at greatest risk of new invasions and develop early detection and prevention measures.

2. Identify locations of new infestations of tansy ragwort; map locations and collaborate with the state coordinator for mapping records for neighboring PCTC land.
3. Treat new invasions of tansy ragwort in late July and early August by bagging flower heads and burning them, and spraying rosettes with chemicals such as Transline® or Tordon®.

Rationale

Same rationale as for objective 1.

Invasive Plant Objective 4

Annually conduct invasive plant control on 200–400 acres of upland grasslands for 15 years after CCP approval, to maintain native prairie composed of 90 percent native vegetation composition.

Strategies

1. Use ground and aerial herbicides to inhibit and eradicate encroachment by invasive plants.
2. Survey proposed spray areas for Spalding's catchfly prior to herbicide application.
3. Evaluate the target species selectiveness of any biocontrol species prior to release.
4. Annually attain herbicide and/or a technician to apply herbicide and assist with mapping by pursuing grant funding.
5. Attain assistance with invasive plants (applications and monitoring) by pursuing grant funding through the project advisory committee, e.g., RMEF grants, until the refuge can support its own needs for control.
6. Mitigate disturbance of refuge roads with invasive plant control and reseedling of native species, through ongoing cooperative work with the PCTC.
7. Monitor vegetation of upland grasslands for vigor and plant species composition every 2 years.

Rationale

Same rationale as for objective 1, plus the following rationale.

Prior to acquisition of the refuge, the PCTC entered into an easement exchange for road maintenance within and bordering the lands that today comprise the refuge. With the acquisition of the refuge, the Service inherited that same easement exchange.

Invasive Plant Objective 5

Restore native grasses and sedges over 85 percent of the area where there is introduced creeping meadow foxtail (figure 9), starting within 1 year of CCP approval, to increase plant diversity and provide wildlife habitat.

Strategies

1. Set priorities for restoration within the WRP easement (345 acres) in the bottomlands (see south of the county road, figure 9), in collaboration with NRCS restoration efforts.
2. Determine the best restoration method and plant species of replacement; consult with experts and review literature.
3. Complete WRP restoration of the remaining 512 acres in the bottomlands and 145 acres in the uplands, after securing funding.
4. Monitor plant species occurrence and percent cover along with wildlife use pre- and postrestoration.

Rationale

The refuge has 1,000 acres of *Alopecurus*. This species is palatable, but a poor-nutrition forage grass for big game; while it can provide some nesting cover for waterfowl (Hitchcock 1971). These species are often seeded with timothy (*Phleum pratense*); plant diversity is reduced by the vigorous spread and domination of the occupied area. Control will require elimination along with simultaneous introduction of a desirable competitor (Weaver et al. 1990). These areas are temporarily flooded wet meadows (USFWS 1982) with many sedges already interspersed throughout the areas adjacent to native grasses.

A partnership is already established with NRCS for the WRP easement. The WRP easement has plans for native plant restoration. Restoration efforts are often costly and time consuming; the feasibility of restoring all tracts of *Alopecurus* is likely cost-prohibitive. The collaboration of the Service and NRCS should provide quicker results with greater cost efficiency than by working alone, hence a priority for areas within the WRP easement. Future efforts can be placed toward the remaining bottomland areas adjacent to the WRP easement and finishing with the areas in the more upland sites.

Invasive Plant Objective 6

Conduct a surveillance program for new infestations of invasive plants by walk-through surveys every 2 years in priority areas (roads, boundaries, and heavy use areas), to maintain native prairie.

Strategies

1. Gather information about invasive plant occurrence; inform all Service employees that may work on the refuge about plant and habitat characteristics of invasive plants to get help finding invasive plants during normal field duties.
2. Conduct walk-through surveys for invasive plants with volunteers to look for new infestations.

Rationale

Same rationale as for objective 1.

Invasive Plant Objective 7

Coordinate invasive plant control in Pleasant Valley by meeting at least once per year to share information and discuss control strategies: (1) with PCTC for spotted knapweed; and (2) with PCTC and the USDA Forest Service for tansy ragwort.

Strategies

1. Evaluate invasive plant infestations within Pleasant Valley for priority areas of control by each partner.
2. Share GIS layers of invasive plant infestations with PCTC and the USDA Forest Service.
3. Maintain the easement exchange with the PCTC to mitigate disturbance of refuge roads with invasive plant control efforts and reseeding of native species.

Rationale

It is important to maintain adequate and timely coordination with the PCTC, USDA Forest Service, neighbors, and other groups on all issues related to the control of invasive plants. This coordination will allow all parties to share information and act cooperatively in coordinated efforts to control a shared problem of invasive species. It will also allow all parties to ensure that their lands do not become a springboard for invasive species into neighboring lands.

MIGRATORY BIRDS

Management direction for migratory birds addresses waterbirds (waterfowl, shorebirds, and other waterbirds) and other migratory birds.

GOAL

Preserve, restore, and enhance the ecological diversity and abundance of migratory birds of the Intermountain West forest, wetland complexes, riparian habitat, and bunchgrass prairie.



Canvasback with Brood

Waterbirds Objective 1

Determine waterfowl nest success, causes of nest failure, and food availability through a cooperative project initiated within 5 years of CCP approval, and develop a waterfowl management plan that uses adaptive management to achieve a 5-year average of 25–40 percent nest success, to increase waterfowl populations.

Strategies

1. Restrict public use to designated trails and roads from May 15 to September 1 in bottomlands between South Pleasant Valley Road and the county road to decrease disturbance to nesting birds and increase nest success.
2. Use habitat manipulation and predator control as adaptive management tools to increase production when necessary to achieve objectives.
3. Inventory and monitor emergent and submergent vegetation availability for forage substrate in late summer and fall.
4. Continue duck pair counts and implement duck brood index survey.
5. Initiate nest dragging to determine nest success and rates of nest predation.
6. Monitor invertebrate levels in Dahl Lake and wetland complex to determine if this is a limiting factor.
7. Hire a biologist to be stationed at the refuge.
8. Seek partners and volunteers to design and fund methods, and assist in determining production of waterfowl.

Rationale

Although habitat may be the most important resource necessary to produce ducks, additional factors may also affect production, including predation, lack of suitable food substrate, and human disturbance. Surveys will be developed to determine waterfowl nest success, causes of nest failure, and food availability. Adaptive resource management will then be applied to increase production.

Disturbance can negatively affect waterfowl production by decreasing the number of breeding pairs, hatching success, and survival of the young. Disturbance during pair bonding, and nest building and initiation can cause waterfowl to nest elsewhere or not at all. Several studies have identified human disturbance as the cause of desertion or abandonment of nests, especially during early incubation (Korschgen and Dahlgren 1992). Flushing hens away from the nest, leaving the eggs exposed to predators and the elements, can affect nest success. Human-created trails and markers may also increase predation rates on hens and eggs.

Disturbance during brood rearing may break up and scatter broods leaving them vulnerable to predation, exposure, and starvation.

At Bosque Del Apache National Wildlife Refuge (New Mexico), waterfowl increased nitrogen levels by 40 percent and phosphorus levels by 75 percent in the winter of 1995–1996 (Post et al. 1998).

An index from pair-count surveys is used to evaluate production and how management practices are affecting it. Duck pair counts have been conducted on Dahl Lake and other wetlands since establishment of the refuge. Pair counts are conducted once during the nesting season in mid- to late May or early June. Pair-count data will only establish an estimate of how many pairs are nesting. Average brood size, hen success, and survival to fledglings must also be calculated to determine production:

Duck Production =

of pairs × average brood size × nest success
× constant of 0.7 (survival to fledgling)

Average brood size, hen success, and survival to fledglings must be calculated to determine production. This requires additional staff and partnerships to conduct duck brood surveys and nest dragging. Conducting these surveys on the refuge will more accurately assess production. Nest dragging will be conducted to determine nest success and to ascertain causes of nest failure. This baseline information will be used to develop a waterfowl management plan with a goal of 25–40 percent nest success averaged over 5 years. A nesting success of approximately 15–20 percent is suggested to maintain stable duck populations. (Cowardin et al. 1985, Greenwood 1986, Klett 1988).

Nest predation by mammals, and to a lesser extent by birds is the major proximate cause of nest failure (Cowardin et al. 1985, Greenwood et al. 1987, Klett et al. 1988). Predation can be limited directly through predator trapping and indirectly through habitat manipulation and expansion to increase nest security. Predator control is often expensive and time consuming; therefore, habitat manipulation will be used to increase nest success, unless continued monitoring suggests that predator control is needed.

Another limiting factor to duck production is forage. Aquatic invertebrates play a critical role in the diet of most female ducks during the breeding season. Ducklings feed on aquatic invertebrates until approximately 1 month old, and then gradually increase consumption of seeds and vegetation. The Dahl Lake wetland complex will be surveyed to determine available forage for female ducks and broods in the spring and early summer. Hens and broods switch to seeds and vegetation later in the summer and fall and these resources will be surveyed.

Monitoring the effect that wetland enhancement projects conducted under the habitat development plan and the NRCS restoration project have on fall waterfowl populations will be an important focus. Nest mapping or nest searching will better quantify the effects of restoration efforts. Surveying will more accurately portray species use of the refuge and help determine how best to provide habitat for the life needs of these species.

Waterbirds Objective 2

Use adaptive resource management to maintain or increase (using a 5-year average) the Canada goose population using the refuge for nesting and brood rearing to foster goose populations.

Strategy

1. Share the expense and workload of aerial pair and brood counts for waterfowl with MFWP; Avista Utilities; and the CSKT.

Rationale

The National Bison Range Complex completes three aerial surveys for geese with partners; the CSKT, MFWP, and Avista Utilities. The two surveys that include the refuge are the goose pair count and goose brood survey. The midwinter waterfowl survey is not conducted on the refuge due to early ice-over of the wetlands. The pair survey was not conducted for several years, but has been resumed. These data are important to evaluate population trends from year to year and are used by MFWP for hunting regulations. The brood survey is used to calculate production.

Waterbirds Objective 3

Monitor waterbird and shorebird use of the refuge during fall migration to determine limiting factors, within 10 years of CCP approval, to determine effective management to increase fall populations.

Strategies

1. Continue to prohibit waterfowl hunting until a minimum average of 1,000 ducks from opening day of waterfowl season until the start of freeze-up are present.
2. Conduct weekly waterfowl surveys from mid-August until freeze up.
3. Conduct invertebrate and vegetation surveys to determine available forage from mid-August until freeze-up.
4. Determine limiting factors and conduct research; consult with the Montana Cooperative Wildlife Research Unit and other experts.

Rationale

Fall populations of waterfowl on the refuge appear to be low compared to other areas in western Montana. Weekly surveys will be conducted to determine base

numbers for comparison with similar habitat. The refuge will work with partners and volunteers to conduct surveys of available forage resources. Experts will be consulted or a research project will determine what the limiting factors are to fall waterfowl populations.

A hunt plan was developed in 2001. One of the issues that were raised was to provide opportunities for waterfowl hunting. Waterfowl hunting is not permitted, due to low numbers of ducks and geese using the refuge during hunting season. In the EA for the hunt plan, it was stated that waterfowl populations and habitats would be evaluated in the future to determine the potential for hunting opportunities. The waterbirds objectives address that promise. Implementation includes monitoring the effect that wetland enhancement projects conducted under the habitat development plan and the NRCS restoration project have on fall waterfowl populations.



W.F. Kubiachek/USFWS

Common snipe have been sighted in refuge habitats.

Waterbirds Objective 4

Evaluate biological potential for shorebirds and marsh birds (including American bittern, sandhill crane, long-billed curlew, and black-crowned night-heron), presence, and nesting within 7 years of CCP approval, to preserve biological integrity.

Strategies

1. Determine nesting requirements of shorebirds and marsh birds and best management practices; review literature.
2. Evaluate sandhill crane nesting; develop a plan to improve nesting if cranes are nesting or attempting to nest on the refuge.
3. Survey for availability of dense, tall (>60 centimeters) emergent vegetation for nesting cover for bitterns, terns, and redheads.
4. Prohibit haying, mowing, and grazing immediately preceding and during the nesting season of shorebirds and marsh birds.

5. Monitor for shorebirds and marsh birds during duck pair and brood counts, NTMB surveys, and with playbacks.

Rationale

Wetland-dependant species are important to ecosystem health and many are listed as priority species under the U.S. Shorebird Conservation Plan and the MPIF initiative. These species are difficult to record with traditional monitoring and general observation. Monitoring such as taped calls may be needed to record their presence. Once monitoring is accomplished, management practices can be developed to promote these species. The refuge will be surveyed to determine the status of shorebirds, marsh birds, and sandhill cranes.

One of the goals of the U.S. Shorebird Conservation Plan is to ensure that adequate quantity and quality of shorebird habitat is maintained at the local level. The conservation plan is split into individual regional plans with the refuge falling in the Intermountain West subregion. By monitoring and protecting shorebird habitat, the refuge can aid the Intermountain West region in obtaining two of their regional goals.

- *Habitat Management Goal:* Maintain and enhance diverse landscapes that sustain thriving shorebird populations.
- *Monitoring and Assessment Goal:* Acquire information on shorebird distribution and abundance for shorebird conservation.

Species of shorebirds known to breed in the northern Rocky Mountains that are listed as priority 3 (important) for conservation value include the black-necked stilt, American avocet, greater yellowlegs, willet, spotted sandpiper, Wilson's phalarope, and common snipe. The long-billed curlew is listed as priority 4 (very important). The snowy plover, killdeer, and upland sandpiper may occur in the area, but are not listed as priority species. Twenty-three additional species occur annually as migrants—6 in moderate numbers and 17 in small numbers.

The American bittern is a priority 3 species for the MPIF initiative. It is a secretive species, which makes it difficult to monitor and, therefore, hard to determine occurrence and abundance. It is critical to establish distribution of this species and provide protection before they are lost in northwestern Montana. The biological potential exists for bitterns at the refuge, but surveys have not been conducted. Bitterns may nest in reed canarygrass (Dechant et al. 1999) and prefer relatively large (7.4 acres) wetlands.

One of the goals of the refuge as stated in the EA and conceptual management plan (1998) is as follows:

to provide optimal feeding and resting habitat for waterfowl, cranes, other migratory waterbirds, and shorebirds.

At least two pairs of sandhill cranes have been observed during spring and summer. Colts have been observed, so nesting has occurred. Surveys will be conducted to determine nesting density and success.

Young shorebirds are especially vulnerable to mortality from hay cutting. In Harney Basin, Oregon, it was estimated that one operator killed 400–600 shorebirds (primarily Wilson’s phalarope) by mowing between July 1 and July 13 (Oring et al. 2003). Unlike ducks, shorebirds (especially Wilson’s phalarope) tend to remain in hay meadows to feed after hatching. Consequently, even the earlier-nesting species are vulnerable to mowing. Bitterns will not tolerate haying, mowing, or grazing during or immediately prior to nesting season.

Disturbance will be limited to increase production and survival. Human-induced increases in predation are a severe problem for breeding shorebirds in the Intermountain West (Oring et al. 2003). Shorebirds have higher metabolic rates than do birds of similar size (Wilson 1991). They are less likely to tolerate poor quality food. The effects of disturbance on shorebirds include reduced foraging time due to displacement and reduced food supply due to compaction of substrate (Hamann et al. 1999).

Other Migratory Birds Objective 1

Monitor NTMBs to determine species presence and refuge use; survey throughout habitat development and at least 10 years thereafter, to determine the effects of implementation of the habitat development plan and WRP restoration on these species.

Strategies

1. Continue existing NTMB surveys along Pleasant Valley Creek and the refuge road system with staff or volunteers.
2. Conduct additional surveys and nest success monitoring for NTMBs to examine more closely the effects of the Pleasant Valley Creek restoration project, working with NRCS, partners, and volunteers.
3. Conduct NTMB surveys, and nest success monitoring in forest, shrubland, cottonwood, and aspen habitats.
4. Hire a biologist to be stationed at the refuge.

Rationale

Since Lost Trail is a relatively new refuge, documentation of avifauna is not well developed. Two point-count surveys were initiated in 2000. The first survey consists of 20 points along the South Pleasant Valley and county roads. This survey encompasses various habitats including grassland, wetland, and forest. The second survey is a walking survey along Pleasant Valley Creek. It starts in a forested riparian area on the north end of the refuge and ends in a grassland riparian area by the county road.

These surveys were developed to determine species presence and use, to develop a species list, and to monitor the effect that implementation of the habitat development plan and NRCS restoration projects have on avifauna. Although point-count surveys will provide information on changes in species presence and general abundance, nest mapping or searching will better quantify the effects of restoration efforts.

The staff will work with the NRCS to develop intensive surveys along Pleasant Valley Creek, during and after restoration. NTMB surveys will be conducted in additional habitats such as forest, shrubland, and cottonwood and aspen woodlands. These additional surveys will more accurately portray species use and help staff determine how best to provide habitat for the life needs of these species.

From a landscape perspective, the refuge is located in cattle country and healthy native prairie is disproportionately represented. Destruction and degradation of suitable habitat for NTMBs is a major factor in the decline of grassland bird species. Migratory birds will benefit from the restoration of grasslands to reflect natural conditions. Monitoring will be used to determine presence and absence of species, and production of indicator species, to assist managers in developing habitat management plans.

Other Migratory Birds Objective 2

Obtain baseline data on relative abundance and production of indicator species of NTMBs (as set forth in guidelines by MPIF), owls, and hawks, within 7 years of CCP approval, to determine “best management practices” that will maintain or increase production in the next 10 years to comply with the Conservation of Avian Diversity in North America Policy (USFWS 1990).

Strategies

1. Set priorities for species by habitat and sensitivity rating and manage for key indicator species in each habitat; use the MPIF guidance.
2. Analyze survey data for the most common priority species and their habitat requirements; apply adaptive management to foster their populations.
3. Maintain diverse healthy habitat and an abundant prey base for raptors.
4. Continue established point counts; conduct additional surveys (point counts, nest dragging, nest searching, and playback surveys) in the upland grasses, forest, and NRCS restoration areas.
5. Conduct surveys that detect woodpeckers.
6. Conduct owl surveys in suitable habitat following the protocol set out in Guidelines for Nocturnal Owl Monitoring in North America (March 2001) as a silent listening technique,

adding playback surveys that are recorded separately.

Rationale

In the past, management decisions were often based on single species or habitats. Recently, preserving ecosystems has been receiving more attention as resource managers recognize the need for a landscape perspective in conservation. Landscape planning is extremely important to the conservation of NTMBs, since managing a habitat to the benefit of one set of species would inherently be a detriment to other species.

The landscape approach to NTMB management is necessary to ensure there is enough ecological variety to support all native species simultaneously over a broad landscape. Thus, special emphasis can be placed on regionally rare or threatened species and habitats without compromising habitat of more common species.

Long-term conservation of NTMBs cannot be achieved on the refuge level. No refuge is ecologically isolated from activities and conditions in surrounding areas. Population sizes and viability of NTMBs are determined by interactions between local habitat factors and regional or landscape features such as total habitat area and biogeography.

One of the primary goals of gathering information about populations of birds that breed on the refuge is to determine how best to provide habitat for their life needs. The Service is the primary federal agency responsible for conserving, enhancing, and protecting migratory birds. By managing for and monitoring nongame migratory birds, the refuge can assist the Service in meeting the following goals of the National Wildlife Refuge System:

- Perpetuate migratory bird resources.
- Preserve natural diversity and abundance of fauna and flora on refuge lands.
- Provide refuge visitors with high quality, safe, wholesome, and enjoyable recreational experience oriented toward wildlife.

These objectives also help the refuge to meet its goal (as outlined in the EA and conceptual management plan) to “preserve a natural diversity and abundance of flora and fauna, with emphasis on Neotropical migrants.”

Partners in Flight uses a system that identifies species of conservation priority in each of its planning units, rather than writing planning information for all species. If conservation measures are focused on these species and their habitats, it is expected that other species in the area will benefit as well.

MPIF has identified a pool of species that represents priorities for conservation action within Montana. A

species may be considered a priority for several different reasons, including global threats to the species, high concern for regional or local populations, or high state responsibility for conserving large or important populations of the species. MPIF also identified target habitats for conservation and study in the northern Rocky Mountains. The refuge contains three of these habitats—ponderosa pine forest, grassland, and marsh and wetland.

Relatively little is known about the abundance and population trends of most species of nocturnal owls in North America. Most species of owls are poorly monitored by existing NTMB surveys. In the last few decades, there has been increasing concern over the status of both diurnal and nocturnal raptors. Birds of prey are high on the food chain and are, therefore, highly susceptible to changes in the environment, which makes them good indicator species.

Broadcast surveys are one of the most widely used techniques to locate and survey owls. Broadcasting recordings of owl vocalization can increase calling rates. In September 1999, guidelines were developed for standardizing owl-monitoring surveys (“Guidelines for Nocturnal Owl Monitoring in North America,” Takats 2001).

Other Migratory Birds Objective 3

Protect nesting habitats including 80 percent of natural snags, annually monitor and maintain bluebird and wood duck nest boxes, and allow installation of 20 additional nest boxes in available habitat, to increase populations of cavity-nesting species.

Strategies

1. Protect snags in forest habitat.
2. Construct and place new nest boxes for NTMBs in unoccupied, suitable habitat using volunteers.
3. Monitor nesting and maintain structures and boxes using volunteers and refuge staff.

Rationale

About 85 species of North American birds excavate nesting holes, use natural cavities resulting from decay, or use holes created by other species in dead or deteriorating trees. The absence of suitable nest sites is usually considered the limiting factor for cavity-nesting species (Thomas et al. 1979). The Partners in Flight Montana Bird Conservation Plan includes retention of all large snags and broken-top trees. Management for adequate numbers over the landscape is a critical objective to maintain viable populations of the Lewis’s woodpecker and flammulated owl.

Other cavity-nesting priority species in Montana that will benefit from the retention of snags include the black-backed woodpecker, three-toed woodpecker,

Williamson's sapsucker, pileated woodpecker, downy woodpecker, red-naped sapsucker, pygmy nuthatch, red-breasted nuthatch, white-breasted nuthatch, hairy woodpecker, and western screech-owl.



Dave Menke/USFWS

The red-breasted nuthatch nests in tree cavities.

Western and mountain bluebirds are found in the Pleasant Valley area. Populations of mountain bluebirds declined about 6 percent annually across western North America according to the National Breeding Bird Survey. Bluebird populations have rebounded since the box program became popular in the 1980s. There has been a significant decrease in natural nesting cavities for bluebirds throughout the country, due to increased urbanization with a corresponding decrease in the number of dead trees and replacement of wooden fence posts with metal. Compounding the problem of habitat loss has been the introduction of two imported species—the house sparrow and the European starling. Both species are cavity nesters that aggressively compete with bluebirds for cavities.

A bluebird box trail was established along the road system in the refuge, in the early spring of 2001. Bluebird boxes were donated and volunteer Erv Davis and the Pleasant Valley School established the trail. The Pleasant Valley School monitors and maintains the boxes. Although bluebirds are not currently a priority species for Montana, the maintenance of this bluebird trail is useful as an educational tool, to interest students and the public in NTMBs and their conservation.

ENDEMIC WILDLIFE

Resident wildlife including large and small mammals, resident birds, amphibians, and reptiles are addressed in the management direction for endemic wildlife.

GOAL

Restore and maintain resident and endemic wildlife populations of northwestern Montana to maintain and enhance species diversity of Lost Trail National Wildlife Refuge and Pleasant Valley.

Large Mammals Objective 1

Maintain deer, elk, and moose populations at a minimum of 75 percent of current levels on the refuge for the next 15 years, to maintain ecological diversity and a healthy ecosystem.

Strategies

1. Improve habitat quality through invasive plant control, native plant restoration, prescribed fire, and grazing.
2. Evaluate all public uses for their effects on herd numbers and distribution of wildlife on the refuge.
3. Monitor deer, elk, and moose use of refuge habitats to determine high-use areas and design public use activities around these areas.
4. Develop a system to estimate deer and elk populations on the refuge; review literature for current, valid methods.
5. Monitor abundance and presence of elk (in the winter), deer (in the summer), and moose (in the spring or summer).
6. Determine baseline populations of large mammals; monitor for 3 years and consult MFWP.
7. Hire a biologist to monitor and evaluate wildlife population dynamics, and to conduct necessary control.

Rationale

The refuge is important winter habitat for a herd of approximately 300 elk. Moose and deer are primarily spring, summer, and fall residents. Although it will be difficult to manage for specific population numbers due to the wide range of these species across the boundaries of the refuge, the Service wants to ensure that their management decisions (i.e., hunting, public access, and vegetation manipulation) are not detrimental to large mammal populations, neighboring landowners, and habitat. Fluctuations in population sizes are natural and may occur for many reasons. If a decrease below 75 percent of current herd sizes occurs, managers must

determine the cause of the change and if modifications in management are warranted.

Prior to establishment of Lost Trail as a national wildlife refuge, the land had been in private ownership. Opening the area to the public and public uses such as hunting and wildlife viewing may directly affect large mammal populations through hunting and indirectly through disturbance that may cause stress to the animals or changes in behavior. Disturbance can force animals off highly nutritious summer and fall range and onto less productive range. This may result in poorer body condition going into winter, which has been linked to lower reproductive performance and even death. Early fall movements may also leave nutritious summer forage uneaten at the cost of overgrazing winter range.

An example of this change in behavior was observed in Colorado. In the White River elk herd, an increase in early season hunting by bow hunters caused elk to move off their summer ranges before fall migration. The elk moved onto private land and secure areas. This led to complaints from local landowners of crop damage, complaints from resource managers that riparian areas were being damaged by this redistribution, and complaints by early season hunters of lower success rates in the public hunt areas (Conner et al. 2001).

Since the refuge has only recently been open to public hunting, it is still difficult to know if implementing the public use program may lead to elk movement and redistribution with corresponding overpopulation problems in localized areas including private lands. To increase landowner tolerance for big game animals and to minimize big game damage, it is advantageous for land managers to work with wildlife managers to reduce displacement of animals from public to private lands.

Large Mammals Objective 2

Modify or remove all nonessential fences within 1 year of CCP approval, to enhance movement of large mammals.

Strategies

1. Identify fence locations and determine their importance for refuge management; map using a global positioning system.
2. Remove interior fences. Modify exterior fences by working with the PCTC grazing lessee to develop fencing standards that facilitate wildlife movement while excluding cows from the refuge.
3. Incorporate additional gates into fences where it is not feasible to modify them; keep gates open when livestock are not present in grazing units.

Rationale

The refuge contains approximately 30 miles of interior fence, 10 miles of fence along the county road, and 20 miles of exterior fence. These fences were important for domestic herd management prior to establishment of the refuge. However, they are not necessary for refuge management and can be harmful to wildlife. If fences become necessary on an interim basis, temporary fences (electric or barbless wire) can be constructed.

Wildlife can become entangled in fences, which can cause serious injury or death to an animal. At least five animals (four elk and one moose calf) have been found caught in fences on the refuge in the last few years. Fences can pose a hazard to ungulates by blocking escape routes, and allowing predators to more easily catch and kill animals. This is especially true of young animals that cannot follow adults over a fence. Young animals are also separated from their mothers by fences when the adult jumps the fence and the young cannot follow. The young, stranded animal often runs the fence line until the animal becomes caught in the fence or is killed by a predator.

The refuge receives up to 3 feet of snow in the winter. High snow levels may impede movement of ungulates through fences by blocking access under the fence. To alleviate this problem, all gates should be left open in the winter. Gates may also be added to remaining fences along the boundary and the county road.

Large Mammals Objective 3

Develop a plan for chronic-wasting disease (surveillance and contingencies) within 1 year of CCP approval, to monitor and manage this large mammal disease, and complement state efforts.

Strategies

1. Conduct a passive surveillance program for clinical signs of chronic-wasting disease or other health problems (may lead to a targeted surveillance based on results); conduct monthly, opportunistic observations of deer and elk.
2. Coordinate proposed prevention, surveillance, research, and control actions for chronic-wasting disease in cooperation with state wildlife and agriculture agencies.
3. Conduct outreach to surrounding communities and communication to refuge visitors regarding chronic-wasting disease and disease management.
4. Remain alert to potential threats from chronic-wasting disease or other diseases.

Rationale

Chronic-wasting disease is a brain disorder that can cause death in deer and elk. It is highly contagious

and can have serious impacts on populations. The refuge will be proactive in detecting chronic-wasting disease to prevent establishment of the disease, which could lead to a catastrophic loss of deer and elk. This adaptive approach provides a prescriptive process rather than crisis management.

The national scope and high profile of chronic-wasting disease, combined with Service responsibilities for wildlife resources that span state and federal jurisdiction, make it essential that the Service cooperate with other state and federal agencies in addressing this illness.

Chronic-wasting disease is a transmissible spongiform encephalopathy of deer and elk. Although the exact causative agent is unknown, the disease is related to infectious proteins that are resistant to normal metabolic breakdown processes and abnormally accumulates in the brain and brain stem. Consequentially, neurons die, which results in clinical signs referable to brain impairment. Eventually, diminishment of body condition and death occur.

There has been an increased distribution of chronic-wasting disease within and among states, and combined with high prevalence reported in some states has resulted in national and international attention to this disease. Therefore, it is the policy of the refuge to implement cooperation and coordination with other state and federal agencies in monitoring and managing this disease.

Large Mammals Objective 4

Annually monitor large mammal abundance, presence, and areas of use to establish baseline data and determine impacts on habitat for the development of adaptive resource management strategies to keep populations within the carrying capacity of the refuge to promote ecological diversity and ecosystem health.

Strategies

1. Develop a system to estimate deer and elk populations on the refuge; review literature for current, valid methods.
2. Monitor abundance and presence of elk (in the winter), deer (in the summer), and moose (in the spring or summer).
3. Determine baseline populations of large mammals; monitor for 3 years and consult MFWP.
4. Categorize the vegetation in areas of high use by deer, elk, and moose; map locations and categories.
5. Ensure deer and elk are staying within the carrying capacity; evaluate areas of high use for browse-line impacts.

6. Determine if large mammal resource damage is a result of local factors or reflects an ecosystem phenomenon, through comparison of deer and elk population trends on the refuge with MFWP trend data for the ecosystem.
7. Evaluate the effects of public use in areas of habitat damage to determine if overuse of specific habitats by deer and elk is a result of wildlife response to disturbance.
8. Determine best management practices to use in response to monitoring data on deer and elk populations. Determine how refuge management is affecting the populations or how they are affecting the refuge. Coordinate with MFWP. Apply adaptive management, e.g., modify hunting seasons, or use fire, invasive plant control, or grazing to improve forage.
9. Hire a biologist to monitor and evaluate wildlife population dynamics, and to conduct necessary control.

Rationale

Since Lost Trail is a relatively new refuge, management practices may result in large mammal populations increasing beyond carrying capacity, or may cause animals to concentrate in areas of high use, resulting in vegetation damage. Harassment by hunters and other public users may reduce use of select areas causing overutilization of areas with fewer disturbances.

Large mammal populations move freely across the boundaries of the refuge. It will be difficult to manage for a specific number of individuals given the size of their range and seasonality of use of the refuge. Staff can manage habitat and public use to affect population numbers and distribution of wildlife.

Managers must also coordinate with MFWP to evaluate how wildlife responses to practices on the refuge are affecting wildlife on an ecosystem level. In addition, evaluation will determine if effects observed on the refuge are a function of factors beyond the refuge. Vegetation and population dynamics will be evaluated to make and modify management decisions.

Large Mammals Objective 5

Open the refuge to public use only on designated trails from December 15 through April 1 to decrease disturbance and related stress to wintering deer, elk, and moose and to allow recovery of body weight and health in the spring.

Strategies

1. Determine areas of large mammal concentrations (winter range) and avoid public use in these areas.

- Educate the public on how to minimize winter disturbance and stress to large mammals during recreation activities.

Rationale

Until staff has time to determine big game use of habitats and movements of big game between habitats, recreational impacts on ungulates cannot be determined. Approximately 300 elk winter on the refuge. Winter is a critical time for ungulate survival. Animals that may have occupied thousands of acres of summer and fall range can be seasonally confined to relatively restricted geographic areas on which forage is limited and extreme environmental conditions can cause physiological stress. Almost 40 percent more food is required in winter to generate energy for daily metabolic and activity requirements.

Mackie et al. (1998) observed that, “Deer survive primarily by supplementing energy resources accumulated prior to winter with energy intake from submaintenance winter diets.” This requires behavior that emphasizes energy conservation. Inactivity provides an energetic advantage for animals exposed to cold; forced activity caused by human disturbance exacts an energetic disadvantage.

Many ungulates enter early spring at the lowest physiological condition of the year. Until new, green forage restores lost weight and energy, these animals may succumb to stresses that would be considered minor at other times of the year. The development of green vegetation at lower elevations on southerly slopes is also attractive for people following a long winter. Managers can provide an important contribution to energy conservation by reducing or eliminating disturbance of wintering ungulates and restricting recreational use of spring ranges that are important for assuring recovery from winter weight loss.

As long as designated wildlife-viewing areas are not situated in critical survival areas for moose (e.g., calving grounds and winter feeding sites), high-quality photographic and observational opportunities can be provided (Youmans 1999).

Geist (1978) further defined effects of human disturbance in terms of increased metabolism, which could result in illness, decreased reproduction, and even death. Although winter is a time of lower metabolic rates and activity, ungulates normally lose weight. The degree of disturbance has mostly been reported in terms of flight distance or in some observed change in behavior manifested by animals.

Based on elk heart rate data, Chabot (1991) showed that even when disturbances do not induce an overt behavioral response, the increased heart rates could result in relatively high energy expenditures. Test results have been confirmed and expanded for a

variety of ungulates including mule deer, white-tailed deer, and elk (Canfield et al. 1999). Responses of ungulates to human recreation during this critical period may range from apparent disinterest to flight, but every response has a cost in energy consumption. Although much research has been conducted on the effects of snowmobile disturbance on wintering ungulates, snowmobiles appear less distressing than cross-country skiers, hikers, and snowshoers (Freddy et al. 1986, Canfield et al. 1999).



Bull Elk

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The greatest disturbance for many ungulate species comes from unpredictable or erratic occurrences. In addition to increasing energy costs for wintering animals, recreational activity can result in displacement to less desirable habitats, or in some situations, to tolerance of urban environments. Many ungulates enter early spring at the lowest physiological condition of the year.

Disturbance during the summer months may also have a negative impact on big game mammals as they seek optimum forage to provide energy for lactating females and antler growth in males. As summer progresses, impacts are expected to decrease as the snow melts and many animals head off the refuge to expanded summer ranges. Public use also disperses as logging roads and hiking trails open up on PCTC and public land surrounding the refuge.

Elk, white-tailed deer, mule deer, and moose are all herbivores. They forage to varying degrees on grasses, sedges, forbs, leaves, twigs, and stems of woody plants, masts, and fruits.

Small Mammals Objective 1

Monitor Columbian ground squirrel habitat acreage. If monitoring reveals an expansion of 20 percent above baseline, conduct an analysis to determine if habitat damage is sufficient to warrant preparation of a control plan.

Strategies

1. Determine ground squirrel activity centers; map by size of population and percentage cover of vegetation in the GIS.
2. Determine an acceptable baseline level for habitat affected by ground squirrels and their population numbers, using initial data.
3. Determine changes in acres affected by ground squirrels; monitor ground squirrel activity on a 3- to 5-year basis.

Rationale

Small mammal populations are a significant but often overlooked component of ecological communities. Any change in the density or diversity of small mammals can have significant impact and greatly affect the nature of the community. Changes in community structures commonly have ramifications far beyond the initial, small mammal species and may start an ecological chain of events resulting in much broader ecological consequences (Hickman et al. 1999). Despite this, small mammals have been little studied as to the effect that habitat changes and recreation may have on their populations.

Columbian ground squirrels can cause extensive habitat damage and compete with other wildlife for forage and their diggings may accelerate soil erosion. Lambeth et al. (1982) found that, up to a point, ground squirrel populations increased with plant retrogression. Other research has indicated that ground squirrels may move out of stands of heavy vegetation to more open, grass habitat.

Proposed habitat management should keep ground squirrel numbers in check by improving the health and density of native vegetation. Management towards a diverse predator base should also keep ground squirrel numbers in check. Ground squirrel populations will be monitored and adaptive resource management will only be used to reduce populations if a predetermined threshold of affected habitat is crossed.

Ground squirrels are an important source of protein for most predators in northwest Montana including birds of prey, weasels, canines, felines, and bears. The refuge is challenged with managing for predator species along with other native species. Although predators are of secondary importance behind native birds for management, they are critical to maintaining ecosystem health and are popular with public users. A substantial reduction in ground squirrel numbers would adversely affect those species that prey on them. Ground-nesting birds may also be negatively affected as predators switch to alternate prey sources. Therefore, the refuge will maintain ground squirrel numbers within 20 percent of a baseline determined after initial monitoring and literature research.

Resident Birds Objective 1

Monitor, using point counts, resident (nonmigratory) birds, and determine effects of management activities on the species listed as priority for conservation by the MPIF Plan (2000) and the Service's 2002 Birds of Conservation Concern (USFWS 2002) by initiating additional point counts, nest searching and/or nest monitoring; and use adaptive resource management to foster species diversity and populations within 10 years of CCP approval.

Strategies

1. Continue annual NTMB surveys and detect all resident and migratory birds through addition of one survey route in the uplands.
2. Inventory for Montana Bird Conservation Plan priority 1 species such as flammulated owls and black-backed woodpeckers.
3. Implement an owl survey once a year for the next 3 years, using volunteers.
4. Record any incidental sightings of bird species on the refuge.
5. Determine potential effects of management activities to species listed as priority for conservation by the MPIF Plan (Casey 2000) or the Service's office of migratory bird management (1995).

Rationale

Two NTMB survey routes have been run annually since 2000. The first of these routes follows the Pleasant Valley and South Pleasant Valley roads. The other is located on Pleasant Valley Creek, running from its inception onto the refuge to the Pleasant Valley Road. Neither one of these surveys adequately covers the upland habitats on the refuge. Migratory bird surveys are conducted in daylight hours using bird songs as the primary method of detection. Some resident species may not be detected using this method. Examples include species such as owls that are vocal predominantly in the evening, woodpecker-drumming patterns that are hard to distinguish between species, and marsh birds that are difficult to detect using traditional NTMB surveys.

The MPIF Plan (Casey 2000) and the Service's office of migratory bird management (USFWS 1995b) have prepared lists of bird species of concern. Several of these species can occur in habitats that exist on the refuge. The refuge may be able to contribute to these species' conservation simply by considering potential impacts from management activities prior to their implementation.

Resident Birds Objective 2

To reduce disturbance and increase nest success probability, site-specific management activities or public use activities will not be permitted within 0.5-mile of any occupied golden eagle nest.

Strategies

1. Monitor for the arrival and nesting of golden eagles.
2. Limit disturbance within at least 0.5-mile from any occupied golden eagle nest; consider temporary implementation of alternate routes of public use or management.

Rationale

Anecdotal information on golden eagles suggests that cumulative impacts on birds of prey from increased recreational activities may result in reduced nest success or nest abandonment (Canfield et al. 1999). A GIS-assisted viewshed approach, combined with a designated buffer zone distance, was found to be an effective tool for reducing disturbance to golden eagles in Colorado (Clark et al. 1989).

The golden eagle is protected under the Bald Eagle Protection Act of 1940, as amended in 1962 (P.L. 87-844). Montana's population of golden eagles may be currently declining due to low productivity (Canfield et al. 1999). The Montana Bald Eagle Management Plan suggests a 0.5-mile radius buffer zone around bald eagle nests; therefore, the same criteria will be used for golden eagles.

Resident Birds Note

Specific objectives have not been developed for upland game birds. However, it is expected that meeting habitat objectives will indirectly benefit upland game species.

Amphibians and Reptiles Objective 1

Gather amphibian and reptile population data (breeding surveys, population size and trend) in cooperation with the USGS, as part of the Amphibian Research and Monitoring Initiative, to develop "best management practices" within 5 years of CCP approval, to foster amphibian populations and increase knowledge of amphibian, reptile, and habitat dynamics.

Strategies

1. Learn survey techniques and design surveys; coordinate with the Amphibian Research and Monitoring Initiative team.
2. Develop habitat guidelines for amphibians and reptiles; consult experts.
3. Report amphibian data to the regional level, i.e., the Amphibian Research and Monitoring Initiative team, to support ecosystem-level monitoring.

4. Include the use of equipment, housing, or vehicles for refuge in-kind support to the USGS for the Amphibian Research and Monitoring Initiative.
5. Hire biological staff or use the biologist from the National Bison Range Complex, along with volunteers, to conduct monitoring.
6. Collaborate with amphibian and reptile biologists to determine the effects of implementing the habitat management plan may have on the boreal toad.

Rationale

Reptiles and amphibians are important components of the biological integrity and functioning of an ecosystem. There are known and suspected declines of amphibians throughout North America, with a significant proportion of amphibians native to western United States (Corn 2000). Hossack (2003) explains, "In response to documented and suspected declines in the United States, a national effort identified as the Amphibian Research and Monitoring Initiative was launched in 2000 to determine the status and trends of amphibian populations on Department of Interior lands nationally and to provide information useful in determining causes of declines."

To determine the cause of amphibian and reptile declines as well as the scope of a decline, a baseline for comparison must be determined.

Survey data will be used to develop habitat guidelines and best management practices to protect and enhance these species. Reptiles and amphibians vary greatly in life history patterns. A single species may require a diversity of habitats. Aquatic areas with specific microhabitats and water temperatures are required for egg development, larval growth, and metamorphosis. Adults require different foraging and overwintering habitats—some aquatic, some terrestrial.

The diversity of needs, combined with the variety of unique habitats and microhabitats required to complete a life cycle, makes the impacts of recreation, water manipulation, and habitat alteration on herpetofauna difficult to study.

Amphibians and some reptiles require terrestrial and aquatic habitat to complete their life cycles. Adults generally live on land and lay their eggs in water. When the eggs hatch, they remain in aquatic environment as they metamorphose from tadpole to adult. Water temperature is critical to egg development and survival with each species having a maximum and minimum temperature at which it can survive.

Reptiles and amphibians select habitats with diverse physical characteristics including: (1) adequate sun exposure and water temperature; (2) substrates that are adequate for nesting and basking; (3) habitats that support insects and vegetation necessary for

foraging; (4) aquatic habitats with mud bottoms for protection and deep waters that are unlikely to freeze; and (5) terrestrial habitats with animal burrows or deep litter for overwintering.

Many species are philopatric, choosing the same breeding, foraging, wintering, and migrating habitat year to year.

Hossack et al. (2001, 2002) found evidence of boreal toads breeding on 5 of 20 sites surveyed in 2001 and on 15 of 28 sites in 2002. Boreal toads were located at less than 5 percent of other forested sites surveyed in Montana since 1999. Dahl Lake has the largest reproducing population known for the Rocky Mountains (based on the number of larvae observed). There is concern that this species is declining in the region. Evidence from Glacier National Park and Lost Trail National Wildlife Refuge shows that breeding sites are often clustered in a small area, putting them at risk for environmental change and for local extirpation.

Amphibians and Reptiles Objective 2

Biannually conduct presence/absence surveys for bullfrogs and take control actions to prevent the establishment of this species, to protect native amphibians and reptiles from this introduced predatory amphibian.

Strategies

1. Learn survey techniques and design surveys; coordinate with the Amphibian Research and Monitoring Initiative team.
2. Teach all staff to identify bullfrogs.
3. Contact local experts about eradication procedures for bullfrogs.
4. Hire biological staff to conduct monitoring and control, if necessary, for bullfrogs.

Rationale

Bullfrogs are not native to Montana. However, they have been widely introduced across the United States and now exist along the Bitterroot, Flathead, and Clark Fork rivers. Bullfrogs can affect amphibian and reptile populations directly through predation and indirectly through the avoidance of sites where bullfrogs are present. Bullfrogs have been implicated in the declines of several amphibian and reptile species.

NOTE: Specific objectives for boreal toads can be found in the following species of concern section.

SPECIES OF CONCERN

This management direction addresses wildlife listed by state or federal agencies as threatened and endangered (or proposed or candidate for listing), sensitive, rare, or species of concern. For the refuge, the species of concern are listed below:

- grizzly bear
- gray wolf
- Canada lynx
- bald eagle
- trumpeter swan
- black tern
- boreal toad
- Spalding's catchfly (plant)

The impacts on these species were considered in the development of objectives in the other sections such as habitat and public use. Managers must evaluate all actions prior to implementation to ensure that the action will not have a negative impact on endangered and threatened species.

Appendix J (section 7 biological evaluation) provides detailed information on how the management activities delineated in this CCP were determined to not adversely affect the life and activities of species of concern in the refuge. It addresses federally listed species, as well as species of management concern for the state of Montana and the Partners in Flight program.

GOAL

Contribute to the conservation, enhancement, and recovery of endangered, threatened, and species of concern populations in Lost Trail National Wildlife Refuge and Fisher River watershed.

Species of Concern Objective 1

Document sightings and locations of rare or unusual plants and wildlife, and consider these species' needs when making management decisions, to ensure the continued existence of rare species.

Strategy

1. Record sightings of rare species during routine staff and volunteer duties.

Rationale

The Service is required to carry out conservation programs for listed species and to ensure that agency actions are not likely to jeopardize the continued existence of listed species, or adversely modify or destroy their critical habitat.

One of the primary purposes for the establishment of the refuge was to enhance the survival prospects of endangered and threatened species. Listed species that occur on the refuge include bald eagle, gray wolf, and Spalding's catchfly. Species found in the forests surrounding the refuge and that probably use the refuge include the grizzly bear and Canada lynx. Bull trout do not exist on the refuge, but may be affected by management decisions.

Since the enabling legislation includes endangered and threatened species as a purpose for establishment of the refuge—and since the protection of endangered

and threatened species is an inherently federal function with primary oversight by the Service—this plan has placed emphasis on these species.

Species of Concern Objective 2

Inventory and monitor species of concern, and rank species according to restoration and protection priorities, within 10 years of CCP approval, to develop guidelines for consideration of these species in management decisions.

Strategies

1. Categorize species as follows: (1) priority 1—species that will be managed for protection or increase of populations; (2) priority 2—species that will be considered when evaluating effects of management options, but whose habitats will not be targeted for management; and (3) priority 3—species whose habitat requirements will not be considered in making management decisions.
2. Focus inventory efforts and determine reestablishment potential; research historical occurrence data and use.
3. Monitor for occurrence of species of concern in Pleasant Valley, in coordination with partners, interns, and volunteers.
4. Hire a biologist to be stationed at the refuge to coordinate monitoring.
5. Monitor and survey to develop comprehensive species lists; use refuge staff, interns, and volunteers.

Rationale

Since Lost Trail is such a new refuge, not all species using the refuge have been documented. Refuge staff must determine if a species currently exists on the refuge and then the biological potential for recovery or enhancement for the species must be evaluated.

In addition, the rationale for “species of concern objective 1” applies to this objective.

Species of Concern Objective 3

Develop a conservation easement program (preliminary project proposal), encompassing the Fisher River watershed, within 3 years of CCP approval, to protect private land from development to minimize wildlife/human conflicts and to conserve habitat for large, far-ranging carnivores.

Strategies

1. Develop a conservation strategy with PCTC to protect their lands from future development.
2. Develop a preliminary project proposal for the conservation easement program, delineating a focus zone and priority areas.
3. Seek funding from the Land and Water Conservation Fund for a conservation easement program.

4. Monitor for occurrence of species of concern in Pleasant Valley, in coordination with partners, interns, and volunteers.
5. Partner with the MFWP, Partners for Wildlife, the USDA Forest Service, and private organizations such as the Nature Conservancy and the Montana Land Reliance to obtain support and funding.

Rationale

The Service is mandated to preserve and protect endangered species and to ensure conservation measures are available to prevent species of concern from becoming threatened or endangered. The refuge will protect all threatened, endangered, or species of concern on the refuge and will evaluate the feasibility of restoring historical threatened and endangered species, or species of concern.

Voluntary habitat conservation efforts, such as land or vegetation management plans and conservation easements will ultimately benefit many wildlife species (Sime 2002).

Private lands, in particular, have substantial value to wildlife because they frequently occur at low elevations with moderately extreme weather conditions such as deep snow.

The refuge will develop an outreach program to raise public awareness of those species located in the Pleasant Valley area. As the public becomes more aware of threatened, endangered, and species of concern in their area, they will be more likely to notice and document the occurrence of these species. As they develop an understanding of the life history of these species, their importance in the ecosystem, and the reasoning behind management decisions, they will be more likely to accept restoration and protection efforts.

Grizzly Bear Objective 1

Protect the grizzly bear habitat linkage zone between the CYE and the NCDE through coordination with neighboring landowners, within 5 years of CCP approval, to assist in recovery of the grizzly bear.

Strategies

1. Follow guidelines of the Grizzly Bear Compendium (LeFranc et al. 1987) to provide habitat and security within the Pleasant Valley area.
2. Identify and secure funding for conservation easements in the grizzly linkage zone; coordinate with the Interagency Grizzly Bear Coordination Team, the Flathead and Kootenai national forests, PCTC, MFWP, Montana DNRC, NRCS, and private landowners.
3. Develop an outreach program for the public on the grizzly bear and recovery efforts, to develop better support for and understanding of the

species and to minimize adverse human actions and conflicts. Work with the interpretation and education subcommittee of the Interagency Grizzly Bear Committee.

Rationale

Where grizzly bear habitat was once continuous in the Rocky Mountain ecosystem, habitat fragmentation from human settlement and development has created isolated populations of grizzly bears. When a species exists as geographically separate populations, some level of movement and gene flow between them decreases their probability of extinction (Soule 1987, Harrison 1994, Serveen 2001). It is important to the survival of the species that individual bears from one localized population encounter individuals from other populations to maintain genetic variation. The probability of successful movement between grizzly bear populations depends on what is happening in the intervening areas between them. Thus, the management of linkage zones to maintain and enhance movement opportunities is a critical part of the successful recovery of the grizzly bear (Serveen 2001).

The refuge is located between the NCDE and the CYE of grizzly bear recovery. Potential linkage areas across Highway 2 remain between the towns of Marion and Libby. Grizzly bear recovery biologists believe that securing the future of the grizzly bear is dependant upon maintaining opportunities for linkage of wildlife populations across areas of human development (Serveen et al. 2001).

Habitat fragmentation is usually accompanied by habitat loss, increased disturbance and increased human-wildlife conflicts. The primary causes of fragmentation in grizzly habitat are human activities such as road building and residential, recreational, and commercial development. Conservation easements maintain agricultural lands and prevent increased fragmentation. Conservation efforts have been initiated in the area surrounding the refuge. The NRCS has purchased conservation easements from willing landowners in the Pleasant Valley area, and the largest private landowner in the area, PCTC, signed a conservation easement with MFWP on 142,000 acres in the Fisher and Thompson river drainages. The refuge should work with other conservation organizations as well as the NRCS and MFWP to continue and expand this effort to preserve open space and limit fragmentation of habitat.

Managing human-induced mortalities is a major factor in the recovery of the grizzly bear. Therefore, it is crucial to the recovery effort that the public understand reasons for actions in order to generate tolerant or positive attitudes toward the bear. The interagency grizzly bear coordination team has

appointed an information and education subcommittee to develop education programs and disseminate information. Private conservation organizations interested in the recovery of grizzly bears also provide valuable assistance when they include appropriate information in their publications and news releases.



Chris Serveen/USFWS

Grizzly bears are one of the federally threatened species that occur in Pleasant Valley.

Grizzly Bear Objective 2

Develop a plan to improve grizzly bear habitat on the refuge within 10 years of CCP approval, to assist in recovery of the grizzly bear.

Strategies

1. Follow guidelines of the Grizzly Bear Compendium (LeFranc et al. 1987) to evaluate habitat and security within Pleasant Valley.
2. Evaluate current grizzly habitat components of Pleasant Valley; use the GIS and consultation with neighbors.
3. Complete a biological assessment and interagency cumulative effects assessment of existing and proposed land uses that could affect grizzly bears or their habitat.
4. Concentrate refuge efforts to supply those components of grizzly bear habitat that are limiting in the Pleasant Valley area.

Rationale

Maintaining the linkage area between the NCDE and CYE is important to the continued survival of the species. The grizzly bear has an increased risk of extinction because the population consists of a limited number of individuals that live in several distinct populations geographically isolated from one another. Small populations are less able to absorb losses caused by random environmental, genetic, and demographic changes (Serveen et al. 2001).

Linkage zones are areas between separated populations that provide adequate habitat for low densities of individuals to exist and move between isolated populations. The resulting exchange of

genetic material helps maintain demographic vigor and diversity, increasing the viability of individual populations. For the grizzly bear, preserving the linkage between populations is as critical to long-term conservation of the species as managing the individual populations.

Grizzly Bear Objective 3

Prohibit livestock grazing if a grizzly bear is within 1 mile of the refuge, to decrease the likelihood of grizzly bear depredation, forage competition with livestock, and the chance of individual bears becoming habituated to livestock as a food source.

Strategy

None.

Rationale

The refuge is located in an area classified as a management situation II under the Interagency Grizzly Bear Guidelines (USDA Forest Service 1986). Although grizzly bears occasionally inhabit the area, lack of highly suitable habitat and security precludes extensive use. The grizzly bear is important, but not the primary use of the area, and the refuge will not be managed exclusively for the grizzly bear at the expense of other priority species. However, the Service is required to carry out conservation (recovery) programs for listed species and to ensure that agency actions are not likely to jeopardize the continued existence of listed species, or adversely modify or destroy their critical habitat.

The refuge is located in an important linkage corridor for grizzly bears between the NCDE and CYE. Thus, it is important to maintain habitat and security for the grizzly bear.

Livestock grazing can have a significant impact on grizzly bears. In the NCDE, livestock depredation was the most common offense for which a bear was relocated (Thier and Sizemore 1981). Furthermore, these relocations were much less successful than relocations for other offenses (success being no return and no further conflict).

Knight et al. (1985) reported that depredations (livestock and property) were the leading cause of nonhunting mortality in the NCDE from 1975 to 1984. Unreported grizzly bear mortality related to livestock operations may be a significant part of the overall mortality. Jorgensen (1979) reported that only 41 and 17 percent of known bear kills in 1976 and 1977, respectively, were ever reported.

Several studies have addressed the question of whether grizzly bears can coexist with livestock without depredation. Knight and Judd (1983) reported that all radio-tracked bears (except one orphaned cub) that encountered sheep killed them. However, Claar et al. (1999) found that only 2 out of

20 marked grizzly bears in the Mission Mountains (in the NCDE) were involved in sheep depredations, although almost all were in proximity to livestock during spring and fall. Several investigations observed that depredation behavior was apparently a learned process (Johnson and Griffel 1982, Jorgensen 1983, Knight and Judd 1983). Regional difference in depredation may be related to learned behavior and previous levels of control on depredating bears (Johnson and Griffel 1982).

Livestock can also affect grizzly bears through direct competition for early spring browse and by degradation of quality habitat by trampling and grazing. Finally, livestock grazing can affect bears by displacing them off quality habitat as they avoid areas of human activity.

To decrease the likelihood of depredation and the chance of individual grizzly bears becoming habituated to livestock as a food source, livestock grazing will not be permitted on the refuge when a bear is located within 1 mile of the refuge. Livestock grazing will also be restricted to prevent competition for spring forage.

Grizzly Bear Objective 4

To ensure compliance with the ESA and to support the mission of the Service, minimize conflicts with and disturbance to grizzly bears on the refuge by implementing management and public use restrictions when grizzly bears are within 1 mile of the refuge.

Strategies

1. Prohibit black bear hunting.
2. Prohibit hunting of ground squirrels unless it becomes biologically necessary to protect resources.
3. Incorporate suspension provisions into special-use permits for the presence of grizzly bears.
4. Determine the effects that proposed management actions would have on grizzly bears; consult with biologists.
5. Monitor the occurrence and location of grizzly bears in Pleasant Valley, in collaboration with private landowners, MFWP, Interagency Grizzly Bear Coordination Team, USDA Forest Service, and PCTC.
6. Close designated areas to all public access (based on each particular situation) when one or more grizzly bears are within 1 mile of the refuge.
7. Limit administrative activity in areas of grizzly bear activity.
8. Close areas for grizzly bears through the use of signs and other informational material; enforce closures through law enforcement patrols.

- Evaluate proposed changes in public access prior to implementation; monitor for effect related to the grizzly bear if access is approved.

Rationale

The refuge is located in an area classified as a management situation II under the Interagency Grizzly Bear Guidelines (USDA Forest Service 1986). Although grizzly bears occasionally inhabit the area, lack of highly suitable habitat and security precludes extensive use. The grizzly bear is important, but not the primary use of the area and the refuge will not be managed exclusively for the grizzly bear at the expense of other priority species. However, the Service is required to carry out conservation (recovery) programs for listed species and to ensure that agency actions are not likely to jeopardize the continued existence of listed species, or adversely modify or destroy their critical habitat.

The refuge is located in an important linkage corridor for grizzly bears between the NCDE and CYE. Thus, it is important to maintain habitat and security for the grizzly bear.

Recreational activities can affect, directly or indirectly, the survival of grizzly bears. Grizzly bears can be directly taken in the defense of human life and through mistaken identity during black bear hunting seasons. In the Swan Range in northwestern Montana, out of 19 known human caused grizzly bear deaths, mistaken identity was the cause of 6 deaths and self defense was the cause of 3 deaths.

Indirectly, recreationists can displace bears off quality habitat onto less desirable habitat. This may result in reduced reproduction by displaced bears, higher mortality rates due to food stress or lower security, and smaller bear populations due to reduced carrying capacity of remaining habitat (Serveen et al. 2001).

Conversely, grizzlies may become habituated to humans. Habituation generally leads to mortality of the bears as the bears are more likely to come in conflict with humans, are more vulnerable to hunters and poachers, and have an increased chance of becoming involved in a collision with a motor vehicle (Claar et al. 1999). Black bear hunting will not be permitted and other recreational activities may be suspended when a grizzly bear is known to be within 1 mile of the refuge.

Ground squirrel hunting is not permitted. Several studies have shown that ground squirrels may be important as a source of protein to grizzly bears and that the restricted availability of animal protein may limit grizzly populations (Nagy et al. 1983, Hechtel 1985, Hamer et al. 1978, Stelmock 1981).

The greatest impact of roads on grizzly bears is an increase in human access into grizzly habitat. Bears react differently to roads depending on habituation

and security cover. Roads bring people into contact with bears, may cause bears to avoid habitats, or may habituate bears to humans. The refuge will not permit public use on any additional roads and will curtail administrative activities when grizzly bears are within 1 mile of the refuge.

Timber management and habitat manipulation can also affect grizzly bear use and should be evaluated prior to implementation.

Grizzly bears are not only a source of wonderment to wildlife enthusiasts, but also a source of fear and concern for some of the landowners whose lands border or are near the refuge, especially to those persons whose livelihood is intrinsically tied to domestic cattle and sheep ranching. It is known that these carnivores are opportunistic and kill available animals as prey to survive and feed themselves and their young. Cattle and sheep have been killed by these carnivores in areas where all of these species coexist, such as in western Montana.

Opening the refuge to hunting may affect grizzly bears by increasing the chances of human–bear contact and conflict. Grizzly bears have also been killed by hunters who encounter them unexpectedly. Prior to 1999, 3 bears killed in the Swan Range in Montana and 14 bears from the NCDE had been killed by hunters who felt threatened by the bears (Claar et al. 1999). Hunting may also impact grizzly bears by habituation of these species to kill sites and subsequently humans. Grizzly bears have been documented at kill sites and may even attempt to steal hunter-killed carcasses.

Grizzly Bear Objective 5

To improve support for and understanding of grizzly bears, the refuge's public use staff (or partners) will conduct or coordinate one workshop or field trip per year and will develop at least one interpretive display and one information sheet on the biology and role of grizzly bears in the ecosystem, living with grizzly bears, and the importance of linkage areas to endangered species survival.

Strategies

- Work with the interpretation and education subcommittee of the Interagency Grizzly Bear Committee.
- Seek partners such as MFWP, PCTC, Defenders of Wildlife, Flathead and Kootenai national forests, and Great Bear Foundation for grizzly bear conservation.

Rationale

“Gaining the support and confidence of people who live in or near grizzly habitat are one of the greatest challenges to grizzly bear recovery. Efforts that address the attitudes and concerns of the local public serve to foster tolerance and positive attitudes toward

grizzly bears in communities throughout grizzly bear habitat. These efforts include intensive education programs, proactive livestock and garbage management projects that reduce bear attractants on private land, and the maintenance of personal contact between citizens and state and federal wildlife biologists who live and work together in local communities and rural areas near grizzly habitat.” (LeFranc et al. 1987)

Managing human-induced mortalities is a major factory in effecting the recovery of the grizzly bear. Therefore, it is crucial to the recovery effort that the public understand reasons for actions to generate tolerant or positive attitudes toward the bear.

Gray Wolf Objective 1

Evaluate the effects of management decisions on gray wolves prior to implementation, and restrict management and public use activities when wolves are present on the refuge, to minimize conflicts with, and disturbance to, gray wolves.

Strategies

1. Prohibit sport trapping.
2. Close the refuge to public access within 1 mile of any active wolf den or rendezvous site from May 1 to July 1.
3. Close designated areas of the refuge to all public access from December 1 to April 15 if wolves are in the Pleasant Valley watershed.
4. Incorporate suspension provisions into special-use permits for the presence of wolves.
5. Determine the effects that proposed management actions would have on gray wolves; consult with biologists.

Rationale

The Service is required to carry out conservation (recovery) programs for listed species and to ensure that agency actions are not likely to jeopardize the continued existence of listed species, or adversely modify or destroy their critical habitat. Disturbance during denning, around rendezvous sites, and in winter habitat has the potential to affect adversely the survival of wolves in the area.

The presence of livestock on the refuge at any time of the year that wolves are in the area may contribute to depredation or habituation of wolves to livestock as a food source. Wolf–livestock conflicts cause negative public perceptions of wolves decreasing the acceptance of wolves by the public. Public support, particularly from private landowners, is critical to the continued success of wolf reintroduction.

Endangered species cannot be harassed or dispatched on refuge lands. They can be controlled on surrounding federal, state, and private lands if the Service’s wolf

recovery team has determined that a wolf has habituated to killing livestock and, therefore, meets the definition of a problem wolf.

Lost Trail is one of the first national wildlife refuges in the Intermountain region to support wolves. The policy concerning gray wolves on national wildlife refuges in the western Great Lakes states is that, “gray wolves will be monitored, and refuge habitat management actions will maintain the current prey base for them while they are listed as threatened and for a minimum of five years following any future delisting. Trapping or hunting by government trappers in response to depredation complaints will not be authorized on these refuges.” The refuge will follow the same policy until notified otherwise.

Gray Wolf Objective 2

Monitor and maintain habitat and sufficient native prey to support one pack of gray wolves in the Pleasant Valley ecosystem within 5 years of CCP approval (in coordination with MFWP, USDA Forest Service, and PCTC), to address a limiting factor to gray wolf survival.

Strategies

1. Use MFWP data and refuge monitoring of deer, elk, and moose populations to determine changes in the natural prey available to wolves on an annual basis.
2. Maintain sufficient natural prey to support one pack of wolves in Pleasant Valley; use adaptive management.
3. Foster prey for the gray wolf (deer and elk) by improving winter range: apply integrated pest management, plant desirable forage species, and limit disturbance from public use.
4. Evaluate hunting for its effects on prey populations; however, hunting will remain an authorized public use unless determined to be in direct conflict with wolf survival.
5. When wolves are residing in Pleasant Valley, communicate with the wolf recovery team, MFWP, PCTC, and surrounding landowners.
6. Evaluate hunting for its impacts on prey populations for the gray wolf; continue to authorize hunting unless it is determined to be in direct conflict with gray wolf survival.

Rationale

One of the major limiting factors to wolf survival is an adequate prey base. Big game population numbers will be increased by improving habitat. Since deer and elk inhabit PCTC, USDA Forest Service, and private lands off the refuge during much of the year, the refuge will work with other agencies to determine what is limiting ungulate populations in the area. The refuge will then strive to provide or improve specific habitats.

For example, the refuge is an important winter range for elk in the Pleasant Valley drainage (personal communication, MFWP biologists and on-site refuge manager). Upland habitat improvement and time-specific public use restrictions may improve elk survival, which would increase the natural prey base available to wolves in the area.

A demonstration of the importance of an abundant natural prey base to wolf survival can be found in the examination of wolf-prey relationships in northwest Montana. White-tailed deer populations started to increase in the 1970s and remained high until the winter of 1996–97. Wolf numbers and distribution also expanded during this period.

Record hunter harvest in the fall of 1996, followed by one of the most severe winters on record, significantly decreased ungulate populations. This was followed by a corresponding increase in wolf depredation on livestock and subsequent wolf control. Conflicts between wolves and livestock during 1997 represented nearly 50 percent of all confirmed livestock depredations and lethal wolf control in northwestern Montana since 1987 (Bangs et al. 1998). Maintaining an adequate prey base should facilitate wolf recovery while decreasing depredation and control. Providing and sustaining sufficient prey base requires that ungulates be carefully managed and their habitats protected.

Evaluation of wolf management in the northern Rocky Mountains has shown that successful wolf recovery does not depend upon land use restrictions on private land due to the wolves' ability to thrive in a variety of land uses. There is little, if any, need for land use restrictions to protect wolves in most situations with the possible exception of temporary restrictions around active den sites on federal land. Additionally, the public is much more tolerant of wolf recolonization if the presence of wolves does not result in restrictive government regulations.

Hunting success and regulations are directly related to prey populations. One of the greatest concerns the public had with wolf reintroduction was the effect that wolves would have on deer, elk, and moose populations. The primary deterrent of the long-term status of gray wolf survival is human attitudes toward wolves (USFWS 2001). The hunting public has made substantial financial investments and sacrifices to restore ungulate populations to Montana (Sime 2002), and hunters can be a strong ally or opponent to wolf survival. Therefore, the refuge will best gain support for a healthy wolf population by maintaining ungulate populations and not restricting hunting unless in direct conflict with the survival of a wolf pack in the Pleasant Valley area.

Gray Wolf Objective 3

Prohibit livestock grazing when a wolf pack is present in Pleasant Valley to minimize conflicts with, and disturbance to, gray wolves.

Strategy

None.

Rationale

An experimental, radio-collar-triggered, light and siren device developed to keep wolves away from livestock was tested in the Bitterroot Valley of Montana in 1999. Tests were conducted in 2000 on three members of the Sheep Mountain pack that were killing cattle in the Paradise Valley of Montana. The wolves were captured and fitted with electronic training collars and released into a 1-acre pen. A calf fitted with a remote training system was placed in the pen with the wolves. The wolves were shocked if they came within 1 yard of the calf. Initial results were good, but the project is still in the research and development stages. More research on this and other aversive methods are planned in cooperation with USDA Animal and Plant Health Inspection Service (APHIS), Wildlife Services; the University of Montana; and the Turner Endangered Species Fund.

Conducting control on problem wolves has led to local rural residents readily contacting the Service or APHIS if they suspect they have wolf-caused problems. Without control in place, there will most likely be more illegal killings than the average of one per year presently (USFWS 1999c).

Tolerance of wolves by the local public reduces illegal killing of wolves and allows more opportunity for the public and the Service to investigate innovative ways to reduce wolf-livestock conflicts without killing wolves (such as aversive conditioning). In addition, it enhances communication between resource agencies and people who live near wolves, which leads to more accurate data gathering on wolf restoration efforts. All this ultimately increases the likelihood of successful wolf recovery in the region.

Gray Wolf Objective 4

To decrease human/wolf conflicts, work with the wolf recovery team to visit with at least 50 percent of neighboring landowners on a yearly basis to exchange wolf sightings and depredation information, and to educate landowners on the status of wolves and new aversion information and techniques.

Strategies

1. Coordinate with the wolf recovery team regarding new aversion techniques available to landowners in Pleasant Valley.

2. Use letters, phone calls, informational meetings, and door-to-door visits to educate and inform the public on the progress of wolf recovery and the development of livestock protection methods.

Rationale

Gray wolves are not only a source of wonderment to wildlife enthusiasts, but also a source of fear and concern for some of the landowners whose lands border or are near the refuge, especially to those persons whose livelihood is intrinsically tied to domestic cattle and sheep ranching. It is known that these carnivores are opportunistic and kill available animals as prey to survive and feed themselves and their young. Cattle and sheep have been killed by these carnivores in areas where all of these species coexist, such as in western Montana.

The Service is working with the state of Montana and with private citizens and private conservation groups to conserve these species and to minimize conflicts with private landowners. The conservation group, Defenders of Wildlife, has established a successful compensation program to indemnify cattle or sheep ranchers that suffer losses from wolf depredations to their stock. The Service is confident that this group will continue with their program.

An experimental, radio-collar-triggered light and siren device developed to keep wolves away from livestock was tested in the Bitterroot Valley of Montana. Tests were conducted in 2000 on three wolves that were killing cattle in the Paradise Valley. The wolves were captured and fitted with electronic training collars and released into a 1-acre pen. A calf fitted with a remote training system was placed in the pen with the wolves. The wolves were shocked if they came within 3.3 feet of the calf; initial results were good. More research with this and other aversion techniques are planned in cooperation with APHIS's Wildlife Services, the University of Montana, and the Turner Endangered Species Fund.

Conducting control on problem wolves has fostered local rural residents to readily contact the Service or APHIS if they suspect they have wolf-caused problems. Without control in place, there would most likely be more illegal killing than the average of one per year presently documented (USFWS 1999c).

Tolerance of wolves by the local public reduces illegal killing of wolves and allows more opportunity for the Service to investigate innovative ways to reduce wolf/livestock conflicts without killing wolves. Enhanced communication between resource agencies and people who live near wolves leads to more accurate data gathering on wolf restoration efforts. All of this ultimately increases the likelihood of successful wolf recovery.

Gray Wolf Objective 5

To educate the public and foster support for wolf recovery, the refuge's public use staff in collaboration with the wolf recovery team will have one interpretive field trip or workshop a year, and develop one interpretive display and one information sheet on the biology of wolves and their role in the Pleasant Valley ecosystem within 3 years of CCP approval.

Strategy

1. Collaborate with the wolf recovery team and the MFWP.

Rationale

The success of wolf recovery in Montana has as much to do with the relationship between wolves and people as it does with the ecology of the species (Sime 2002). Providing scientifically based, factual information will keep the public informed and will reduce misconceptions, rumors, and suspicions. Education and knowledge about the wolf will hopefully make the public more objective and less emotional about this species and its management.

Gray Wolf Objective 6

To protect private land from development and to conserve wildlife habitat, develop a conservation easement program encompassing the Pleasant Valley watershed within 3 years of CCP approval.

Strategies

1. Develop a conservation strategy with PCTC to protect their lands from future development.
2. Work with other conservation easement partners such as the NRCS's WRP, MFWP, Montana Land Reliance, The Nature Conservancy, and the Audubon Society.
3. Develop a preliminary project proposal delineating a focus zone and priority areas.
4. Seek funding from the Land and Water Conservation Fund.

Rationale

Because wolves and other large carnivores have large home ranges, attention should be focused on the habitat values of both public and private lands. Private lands, in particular have substantial value to wildlife because they frequently occur at low elevations with moderate extreme weather conditions such as deep snow. Voluntary habitat conservation efforts, such as land or vegetation management plans and conservation easements will ultimately benefit many wildlife species. (Sime 2002).

Farming and ranching in Montana maintains open space. That open space is also habitat for a diversity

of wildlife species. Maintaining the land base for agriculture and wildlife habitat is an increasing challenge, given broader trends in resource and agricultural economics, human population demographics, and development of the “New West” (Sime 2002).

Increasing settlement during the last century has significantly transformed the valley floors of northwest Montana. Large undeveloped tracts of agricultural lands and a complex of wildlands, wetlands, rivers, grassland, and forests are being converted to home sites such as “ranchettes” of 2–20 acres as the region’s natural amenities attract new residents, vacation homebuyers, and businesses. This development trend has increased considerably in the last 20 years.

Flathead is one of the fastest-growing counties in Montana. Lack of planning and effective zoning has led to a highly fragmented residential development pattern. In 1999, 46 percent of new residential development in Flathead County occurred in rural areas.

The refuge is surrounded by large intact landownership. PCTC is a major landowner in the Pleasant Valley area. The state of Montana recently negotiated a conservation easement on PCTC lands in the Fisher River and Thompson River drainages in northwestern Montana. However, the PCTC is selling land surrounding Island Lake just west of the refuge. Much of the other private land in the valley is under the ownership of large family-owned ranches. Two of the ranches neighboring the refuge have already placed NRCS WRP easements on portions of their properties.

Pleasant Valley is located in a prime subdivision area with abundant wildlife, many lakes, and beautiful scenery and it is within easy commuting distance of Kalispell.

Canada Lynx Objective 1

Evaluate proposed management actions in Canada lynx habitats (forests and woodlands) prior to implementation and prohibit sport trapping of furbearers, to minimize negative impacts to Canada lynx habitat, and to prevent accidental death of Canada lynx.

Strategies

1. Restrict livestock use in openings created by fire or timber harvest that would delay successful regeneration of the shrub and tree components in forests above 3,300 feet in elevation, for Canada lynx habitat.
2. Manage grazing in aspen stands to ensure sprouting and sprout survival in aspen stands above 3,300 feet elevation for Canada lynx habitat.
3. Manage riparian areas and willow stands to maintain or achieve midget condition or higher in areas above 3,300 feet elevation for lynx habitat.
4. Develop a fire management plan for forests above 3,300 feet in elevation that mimics natural fire regimes for Canada lynx habitat.
5. Prohibit precommercial thinning or clear-cutting of woodland Canada lynx habitat.
6. Prohibit sport trapping for the life of this CCP to prevent accidental death of Canada lynx.
7. Clearly post boundaries with appropriate Service signs.
8. Evaluate the effects that Canada lynx management will have on other priority species against the probability that lynx will benefit from the management activity or prohibition of such activity.
9. Patrol the area using the seasonal law enforcement position for the refuge, staff from the National Bison Range Complex, and MFWP wardens.
10. Hire a biologist to coordinate and monitor lynx activities.

Rationale

Although the Canada lynx will be considered in management decisions, the refuge contains only marginal habitat for lynx and even intensive management for lynx habitat on the refuge may not result in lynx using the refuge. Therefore, when conflicts arise, the needs of the lynx may not be the primary consideration in habitat management. However, Section 7 of the ESA (50 CFR 402) requires that federal agencies refrain from taking any action that destroys or adversely modifies critical habitat. While a critical habitat designation is warranted, critical habitat has not been designated for the lynx. Thus, the refuge should evaluate all management decisions in forest stands above 3,300 feet to ensure that lynx habitat is not adversely modified.

Lynx habitat in the Rocky Mountains consists of two structurally different forest types. Lynx require early successional forests that support high densities of snowshoe hare and late-successional forests that contain cover for kittens and for denning.

Timber harvest and related activities in forests have the greatest potential to affect lynx habitat. Timber harvest and associated forest management can be benign, beneficial, or detrimental to lynx depending on harvest methods, spatial and temporal specifications, and the vegetation potential of the site. Timber harvest can result in reduced cover, unusable forest openings, and large monotypic stands with sparse understories that are unfavorable for lynx and snowshoe hare.

Precommercial thinning also reduces snowshoe hare habitat by reducing cover. Forestry practices can benefit lynx when they result in understory stem densities and structure that meets forage and cover needs of snowshoe hare. Snowshoe hare densities are highest in regenerating stands with very high stem densities. Regeneration harvest can be used to create quality snowshoe hare habitat, especially where natural regeneration would be expected to provide dense, young vegetation (Hodges 1999a, 1999b; Ruggiero et al. 1999).

Although disease and insect attacks may increase fuel loads and the risk of large, high-intensity fires, they also provide dead and downed trees used for denning and cover. Thus, the role that disease and insects play in the dynamics of forest being manipulated must be carefully considered when managing stands for timber and lynx.

Although lynx trapping is currently prohibited in Montana, lynx can be inadvertently trapped in other predator sets. It is not always possible to release a nontarget species from a trap unharmed. Human-caused mortality is believed to be additive in low-density lynx populations characteristic of the southern boreal forests (Koehler 1990). Therefore, illegal or incidental harvest can significantly reduce population numbers of lynx in southern regions.

Canada Lynx Objective 2

Identify potential denning and foraging habitat and topographical features important to Canada lynx movement; maintain denning habitat in patches generally larger than 5 acres on at least 25 percent of the denning area above 1,000 meters in elevation; and maintain habitat connectivity; within 10 years of CCP approval, to enhance habitat for lynx.

Strategies

1. Identify Canada lynx habitat by ground truthing areas identified as mature forest through vegetative classification mapping.
2. Determine snowshoe hare populations on the refuge and surrounding lands to evaluate the potential of lynx occupation.
3. Measure current woody debris and analyze the potential for lynx denning sites.
4. Identify and designate suitable habitat for snowshoe hare near lynx denning habitat.
5. Provide prey for Canada lynx by managing for snowshoe hare habitat; identify areas of forest above 3,300 feet in elevation to manage in an early successional stage with dense understory.
6. Provide prey for Canada lynx by maintaining long-term habitat for snowshoe hare; identify suitable habitat on neighboring PCTC lands and coordinate with timber managers to maintain habitat.

7. Maintain habitat connectivity by managing for intermediate successional stages in forest habitats between lynx foraging and denning habitat.
8. Keep natural fires from spreading off-refuge by creating firebreaks, if necessary, in habitat for Canada lynx.
9. Protect lynx denning cover by creating firebreaks to prevent natural fire from spreading in or out of areas where fuels have built up in areas managed for Canada lynx denning.
10. Hire a biologist to coordinate and monitor lynx activities.

Rationale

Late-successional mature forests that contain large, woody debris such as fallen trees or upturned stumps are required habitat for lynx denning (Berrie 1973, Koehler 1990, Koehler and Brittel 1990, Kesterton 1988, Murie 1963). Small-sized parcels (2.5–5 acres) of late-successional forest appear to be adequate for den sites, but these parcels must be connected by corridors of cover to permit females to move kittens to alternate den sites providing suitable access to prey. Several areas of habitat suitable for denning are required to ensure that habitat remains in the event of an uncontrollable natural process such as destruction of habitat due to wildland fire.

Early successional forests where snowshoe hare are plentiful are favored hunting habitats for lynx. Such forests result from fires (Bailey et al. 1986; Fox 1978; Keith and Surrendi 1971; Koehler 1990, 1991), timber harvest (Conroy et al. 1979; Koehler 1990, 1991; Litvaitis et al. 1985), or windthrow and disease (Koehler and Brittel 1990). Based on hare pellet counts in Washington, Koehler (1990) found that hares were more abundant in younger-aged stands of lodgepole pine than in any other forest type. Studies strongly indicate that conifer cover is critical for hares during the winter. Hares are more likely to use young stands with dense understory than uncut or even-aged stands with little understory (Monthey 1986; Thompson 1988; Koehler 1990).

Although early successional forests are common habitat on surrounding PCTC lands, these stands may not be managed to support the dense understory that is required for high snowshoe hare populations. For instance, precommercial thinning is detrimental to snowshoe hare habitat but is a common management tool on productive timberlands. Staff should consult with PCTC biologists to determine snowshoe hare habitat on surrounding lands and then determine what will be required on refuge lands to support lynx in the Pleasant Valley ecosystem.

Canada lynx are specialized predators adapted to northern latitude and high-elevation habitats with abundant winter snows. Snowshoe hare are the lynx's primary prey, comprising 35–97 percent of their diet (McCord and Cardoza 1982). Conclusions from the "Ecology and conservation of lynx in the United States" are that a snowshoe hare density greater than 0.5 hares per hectare (0.2 hares per acre) is required for lynx (Ruggiero et al. 1999).

Bald Eagle Objective 1

To enhance recovery of the bald eagle in Montana, eliminate disturbance and protect habitat within 0.5 mile of any occupied bald eagle nest, until the bald eagle is delisted and for 5 years thereafter.

Strategies

1. Monitor bald eagle nest success to ensure that breeding areas have at least 65 percent nest success, and at least five young fledged during the preceding 5 years.
2. Submit the annual bald eagle nest survey form to the appropriate state authorities.
3. Evaluate all management decisions for their effects bald eagles prior to implementation to ensure that preferred nesting and feeding habitat characteristics are maintained.
4. Allow existing levels of human activity if the bald eagle breeding area has at least 65 percent nest success, and has fledged at least five young during the preceding 5 years.
5. Limit disturbance to bald eagles by restricting construction of permanent developments such as kiosks, parking areas, and trails that may increase human activity within 0.5 mile of an occupied bald eagle nest or area with prime nesting potential.
6. Allow high-intensity activities outside the nesting season for bald eagles.

Rationale

An occupied eagle nest site is any site with recorded activity of breeding within 5 years. One of the preferred planning options in the Montana Bald Eagle Management Plan (MBEWG 1994) is nest site management zones. These zones are concentric circles around each nest site in which different management options are applied. Zone I extends 0.25 mile from the nest site in a concentric circle and is defined as the "nest site area." In this area, human activity or development may cause the abandonment or lower the productivity of the breeding area.

Zone II extends from 0.25 to 0.5 miles from an occupied nest site. This area is defined as the "primary use area" and is where 75 percent of a breeding pair's activity (foraging, loafing, and bathing) occurs.

Bald eagles are sensitive to human disturbance, especially activity after nest initiation and prior to fledgling. This activity can result in decreased nestling survival (Steidl and Anthony 1996). After hatching, eagles are less sensitive to disturbance and are less likely to abandon or neglect young.

Lost Trail is a national wildlife refuge and, as such, is held to higher standards where endangered species are concerned. Although the Montana Bald Eagle Management Plan guidelines permit minimal disturbance in zone II, the refuge will extend zone I guidelines to 0.5 mile.

In management zones I and II, habitat alteration (such as timber harvest, prescribed fire, power line construction, pesticide use, land clearing, levee or dam construction, and wetland drainage) that may negatively affect the breeding and foraging area of bald eagles should be evaluated prior to implementation.

Guidelines developed by the bald eagle recovery team (USFWS 1986) recommend a goal of at least one fledged per year on average per nesting pair and an average nest-success rate of not less than 65 percent over a 5-year period.

Nest site monitoring is an important tool in determining population trends of many bird species. The bald eagle nest survey form is designed to standardize raptor nesting data collection and is valuable in tracking progress toward the delisting of the bald eagle. The Montana working group coordinates the annual survey, and compiles and evaluates the results.



Bald Eagle Objective 2

To maximize the potential for nesting of the bald eagles on the north shore of Dahl Lake and the continued existence of nesting bald eagles on the refuge, maintain a mature forest stand comprised of aspen, Douglas-fir, ponderosa pine, or mixed conifers with low to moderate canopy cover, of at least 20 acres within 1 mile of Dahl Lake; the stand will contain at least two suitable nest trees and at least three perch trees.

Strategies

1. Maintain the bald eagle habitat (aspen stand) on the north shore of Dahl Lake in a healthy productive condition through the use of fencing, cattle grazing, flooding, prescribed fire, and protection from beavers.

- Evaluate the potential for aspen and conifer stands around Dahl Lake to provide habitat for nesting bald eagles; apply appropriate management techniques.

Rationale

Montana bald eagle working group (1991) characterized quality habitat as a mature forest stand of low to moderate canopy closure consisting of cottonwood, Douglas-fir, ponderosa pine, or mixed conifer. Forest stands with nest sites should be 20 acres or larger and be located within 1 mile of open water. The stand should contain at least two suitable nest trees (older, large-diameter trees) and more than three perch trees. Feeding habitat should be greater than 80 acres with shallows, grasslands, and meadows intermixed.

Bald Eagle Objective 3

Maintain suitable, bald eagle foraging habitat, minimize disturbance within key areas, and maintain the integrity of the breeding area between 0.5 and 1 mile of any occupied eagle nest until the bald eagle is delisted and 5 years thereafter, to enhance bald eagle recovery.

Strategies

- Delineate and protect key use areas of bald eagles (foraging and perching) to limit disturbance.
- Design habitat alterations to ensure that prey base and important habitat components such as perch trees are maintained or enhanced for the bald eagle.
- Protect bald eagles by evaluating proposed pesticide use before application.
- Design and regulate permanent developments such as viewing areas, trails, parking lots, and kiosks to minimize disturbance and avoid conflict with key use areas for the bald eagle, between 0.5 and 1.0 mile of an active nest.
- Monitor the effect on bald eagle use of any recreation permitted in the primary nesting zone.

Rationale

Zone III in the Montana Bald Eagle Management Plan guidelines represents most of the home range used by eagles during the nesting season. It usually includes all suitable foraging habitats within 2.5 miles of all nest sites in the breeding area that have been active within 5 years.

The management goal for Montana is to facilitate population growth until the number of breeding pairs peaks. After that, the management goal is to provide secure habitat to maintain a healthy self-sustaining population as close to peak levels as possible (MBEWG 1994b). Secure habitat includes all area within 0.5 mile of a nest and key use areas

within 2.5 miles of a nest site. Disturbance and habitat modifications in zone III could lead to the disruption of nesting or a decrease in nestling survival.

Bald Eagle Objective 4

Remove carrion from roadsides immediately upon notification, limit shooting and trapping, and restrict the use of pesticides; evaluate power lines and reduce associated hazards within 5 years of CCP approval, to minimize direct mortality to bald eagles.

Strategies

- Follow the hunt plan (2002) that limits hunting to deer, elk, moose, turkey, and grouse and designates a closed area in which the existing bald eagle nest is located.
- Prohibit sport trapping.
- Protect bald eagles by evaluating proposed pesticide use before application.
- Hire a biologist to evaluate or facilitate the evaluation of the effects of existing power lines on bald eagles.

Rationale

Eagles are attracted to carrion. If carrion exists along a road, eagles become vulnerable to oncoming traffic. This is especially true when the eagle is gorged and during the winter when ambient temperatures are below freezing and wind is calm (MBEWG 1994b).

Power lines and poles pose an electrocution and collision threat to eagles. Existing power lines can be modified to reduce the danger to eagles and other migratory birds. New power lines should be evaluated to minimize affects on eagles.

Eagles are vulnerable to leg-hold traps near site baits. They can be caught in these traps and sustain severe injury or death.

Trumpeter Swan Objective 1

Annually monitor trumpeter swan migration and nesting in the Pleasant Valley ecosystem, and protect nesting swans on the refuge from human disturbance from time of arrival until cygnets have fledged, to assist in trumpeter swan conservation.

Strategies

- Monitor for trumpeter swans during routine duties including duck pair and brood counts.
- Provide lookouts during the swan migration and nesting season; seek assistance from Flathead Audubon volunteers.
- Annually compile sightings and habitat use data for trumpeter swans in Pleasant Valley area; coordinate through neighboring landowners, MFWP, PCTC, and USDA Forest Service.

4. Limit public access in the trumpeter swan-nesting area, depending on nest site location.
5. Use signs to post trumpeter swan-nesting areas closed to public use; develop interpretive material to explain closures.

Rationale

Trumpeter swans are occasionally observed on Island and Flathead lakes, and various other locations in northwestern Montana. The Flathead Valley is one of three areas where suitable habitat existed and trumpeter swans were once a common breeding species in the United States. (Banko 1960)

One of the greatest threats to trumpeter swan survival in the RMP is that the swans concentrate in local wintering areas where food resources are becoming scarce and where they are at a greater risk of disease outbreaks. Locations of swans in areas outside of the Yellowstone–Idaho area should be reported to the trumpeter swan working group, as these swans may be pioneers that could establish new breeding and wintering grounds.

Nesting trumpeter swans have been shown to be sensitive to human disturbance during the nesting season. Birdwatching, photography, research, and other activities in or near nesting areas may cause nest failure or cygnet loss by disturbing adults (Mitchell 1994). In Yellowstone National Park, human intrusion was the most significant known cause of egg failure in trumpeter nests (Banko 1960).

Trumpeter Swan Objective 2

Reintroduce trumpeter swans to the Fisher River watershed if suitable habitat is available, within 10 years of CCP approval, to restore trumpeter swans to unoccupied, historical breeding habitat and encourage broader winter distribution.

Strategies

1. Evaluate Dahl Lake's suitability to sustain a healthy, reproducing population of trumpeter swans; evaluate emergent vegetation and aquatic invertebrates in the lake.
2. Evaluate threats to swan-nesting success such as snapping turtles, lead shot, and power lines; reduce threats where possible.
3. Implement the habitat development plan to benefit trumpeter swans: (1) maintain or increase the current amount of emergent vegetation; (2) maintain water depths below 4 feet over extended areas; and (3) maintain stable water levels during the swans breeding season.
4. Introduce trumpeter swan cygnets and yearlings to area lakes and wetlands to reestablish nesting trumpeter swans in the Fisher River watershed; collaborate with the Trumpeter Swan Working Group and CSKT.

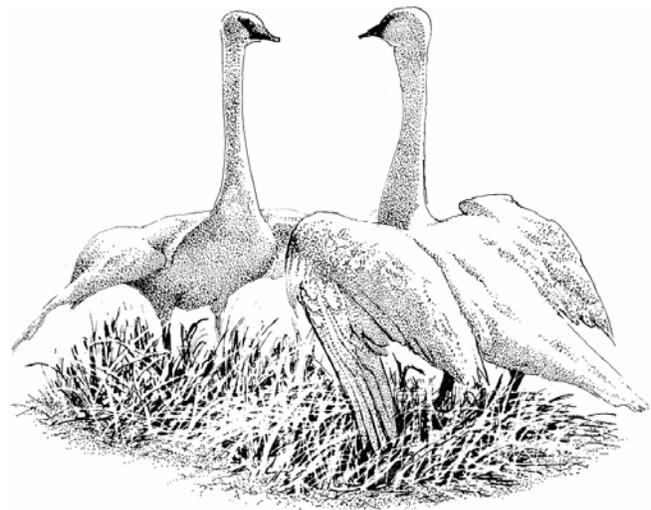
5. Provide relatively disturbance-free swan-nesting areas.
6. Discourage sedentary swan flocks and prohibit supplementary feeding.
7. Develop monitoring protocols for trumpeter swan restoration efforts.

Rationale

Trumpeter swans are long-lived, social birds that are highly dependent on strong family bonds and traditional patterns of habitat use that are passed down through generations (USFWS 1995a). When swans were eliminated from much of their range, they not only lost a major segment of the population but perhaps of greater importance, they lost flyway traditions.

Today, the majority of trumpeter swans in the RMP concentrate on a small number of wintering grounds. Severe losses could occur from disease outbreaks, severe winter weather, and lack of forage. In 1989, more than 100 swans died in the tri-state area when a blizzard swept through a major wintering area. Since then, winters have been mild, but the possibility of another hard winter always exists.

As the swan population increases, the limited resources in the area are taxed and may not recover to provide forage for the next year. It is important to the survival of the RMP to relearn and rebuild migratory patterns that were lost when swans were exterminated from much of their range. Historical accounts indicate that the Flathead Valley was once a major nesting area for swans. In recent times, there have been sporadic reports of swans wintering in northwestern Montana along the Flathead River and Clark Fork River drainages.



Trumpeter Swans
Bob Savannah/USFWS

Trumpeter swans have also been observed during migration and a pair was documented in the Pleasant Valley area one summer but breeding was not recorded. The ultimate goal is to reacquaint trumpeter swans with wintering grounds, breeding areas, and migratory routes that were lost when the population neared extinction in the early 1900s. This will be accomplished through natural pioneering and through transplant of swans to suitable habitat.

Important requirements for successful breeding of trumpeter swans include the following:

- room for take off (approximately 328 feet)
- accessible forage
- shallow, stable levels of unpolluted, fresh water
- emergent vegetation, muskrat island, or other structure for nest site
- low human disturbance
- highly irregular shorelines
- water depth of less than 3.9 feet
- abundant and diverse communities of aquatic plants
- abundant invertebrate populations

(Mitchell 1994, Hansen et al. 1971, Maj 1983, Squires 1991, Lockman et al. 1987)

Black Tern Objective 1

Annually monitor the number of nesting black terns, and monitor the tern's nesting and foraging habitat through the period of wetland restoration and enhancement to determine if emergent vegetation is provided at levels and densities equivalent to or above current levels (80 acres of palustrine, emergent, semipermanent, and flooded vegetation), with a water-to-emergent-vegetation ratio between 25 and 75 percent (as close to 50 percent as possible), and water depths between 0.5 and 1.2 meters at the emergent-vegetation/open-water interface, to establish baseline data for management decisions, and contribute to statewide conservation of black terns.

Strategies

1. Monitor for number of black tern adults present, number of nests, and nest success using volunteers, interns, or refuge staff.
2. Ensure refuge-specific data about black terns are included in statewide information; coordinate through MFWP.
3. Survey for presence, abundance, and nesting activity of black terns on Dahl Lake to determine the nesting population associated with current levels of emergent vegetation.
4. Monitor black tern nesting response to changes in water levels of Dahl Lake during

implementation of the habitat development plan and other management activities.

5. Determine the effects of wetland development on black tern habitat by doing pre- and postactivity measurements of vegetation response and water depth in emergent-vegetation areas adjacent to open water; map acreages of emergent vegetation and open water in the GIS.

Rationale

Black terns have shown continent-wide population decline since 1960 and are listed as threatened or endangered in six states. They are listed as a species of concern in 18 other states and provinces (Casey 2000). Black terns are listed as a Service nongame bird of management concern (USFWS 1995b, 2002). In Montana, black tern is listed as a species of special concern with a ranking of vulnerable under the Natural Heritage Program classification system (Shuford 1999), but has not been consistently monitored.

Declines are probably related to a loss of wetlands and a decrease in food supply, in part, caused by insect control (Dunn and Agro 1995). Black tern populations are difficult to quantify on an ecosystem level because black terns exhibit low site fidelity. Loss of potential nesting and foraging habitat for black terns is greatest in northeastern and northwestern Montana.

To evaluate the status of black terns in Montana, individual agency records need to be compiled and evaluated. The MFWP documented tern production on the refuge in 1999. Refuge staff observed terns in 2000 and 2001. Restoration and enhancement of refuge wetlands may affect tern nesting.

Black terns nest in shallow, freshwater wetlands in emergent vegetation. They prefer wetland complexes greater than 20 hectares (49.4 acres), in areas with 25–75 percent of the surface covered with emergent vegetation, water depths between 0.5 and 1.2 meters (1.6 and 3.9 feet), and nesting substrate within 0.5 and 2 meters (1.6 and 6.6 feet) of open water (Dunn and Agro 1995). Nests are often lost to bad weather, effects of winds and waves, and changing water levels. Known predators include great horned owl, mink, northern harrier, ring-billed gull, American crow, common raven, raccoon, muskrat, long-tailed weasel, otter, and snapping turtle (Gerson 1988, Novak 1992, Dunn and Agro 1995). Nest success will be monitored to document production.

Degradation of lake habitat may occur by succession, raising or lowering water levels, introducing exotic species, and reductions in water quality (Novak 1992). Nest platforms can be flooded out by rising water levels. Low water levels may increase likelihood of nest predation by mammals. Black terns may shift breeding sites from year to year in

response to changes in hydrologic cycles and emergent vegetation (Shuford 1999). In most cases, WPA managers can provide suitable nesting habitat for black terns without any major changes to their water management (Casey 2000).

Boreal Toad Objective 1

Assess the impacts that implementing the habitat development plan will have on the boreal toad population prior to wetland manipulation in those areas documented in 2001–2003 as breeding areas for this species.

Strategies

1. Locate breeding sites for boreal toads (Hossack et al. 2001).
2. Cross reference boreal toad sites against the habitat development plan to determine needed changes.
3. Determine what effects implementing the habitat development plan may have on the boreal toad, in collaboration with amphibian and reptile biologists.
4. Determine methods of wetland restoration and management that have the least adverse effect on boreal toads.

Rationale

Hossack et al. (2001, 2003) found evidence of boreal toads breeding on 5 of 20 sites surveyed in 2001 and 15 of 28 sites in 2002. Boreal toads were located at less than 5 percent of other forested sites surveyed in Montana since 1999.

Dahl Lake has the largest reproducing population known for the Rocky Mountains (based on the number of larvae observed). There is a concern that this species is declining in the region. Evidence from Glacier National Park and the refuge show that breeding sites are often clustered in a small area, hence are at risk to environmental changes for local extinction.

The development of water impoundments or any change in water manipulation or water levels can result in the loss of key breeding, overwintering, and foraging habitats for herpetofauna. Water impoundments that are developed for waterfowl production may lead to a decline in reptiles and amphibians through increased depredation from a high concentration of waterfowl.

A high concentration of waterfowl can also lead to a decrease in water quality. At Bosque del Apache National Wildlife Refuge in New Mexico, waterfowl increased nitrogen levels by 40 percent and phosphorus levels by 75 percent in the winter of 1995–96 (Post et al. 1998). Amphibians have highly permeable skin and egg membranes and complex life cycles.

Many species are philopatric to specific breeding, foraging, and overwintering habitats. With such an important locally breeding population and possibly an important regional breeding population, refuge management and wetland restoration projects should be carefully examined for the potential impacts to this species.

Spalding's Catchfly Objective 1

Maintain Spalding's catchfly populations in suitable upland grasslands (minimum population of 350 plants), and inventory 10 percent of suitable habitat each year until all suitable habitat has been evaluated, to protect Spalding's catchfly and provide unique opportunities for visitors to learn about threatened plants.



Lindy Garner/USFWS

A healthy cluster of the threatened Spalding's catchfly grows on the refuge.

Strategies

1. Maintain native Palouse prairie habitat in and around the Spalding's catchfly site with sufficient native forb composition to attract, but not compete for, pollinators.
2. Maintain a robust native plant community using prescribed fire.
3. Coordinate and collaborate with Montana DNRC to maintain Spalding's catchfly plants.
4. Protect Spalding's catchfly sites from trampling and grazing.
5. Monitor Spalding's catchfly sites for insect damage and apply adaptive management to protect plants.
6. Monitor all Spalding's catchfly populations on the refuge to determine population trend.
7. Search suitable habitat for Spalding's catchfly plants using volunteers from local schools, Montana Native Plant Society, and Landmark Volunteers.
8. Report locations of Spalding's catchfly populations to the Montana Natural Heritage Program.

9. Conduct site evaluations for habitat characteristics of Spalding's catchfly better to manage present and other potential sites of suitable habitat.
10. Develop interpretive material about Spalding's catchfly to educate the public on identification of the plant, its habitat requirements, and why the plant is endangered.

Rationale

Spalding's catchfly is a native forb of the carnation family (Caryophyllaceae) that occurs in mesic slopes, flats, or depressions of open grasslands. It is associated with Idaho fescue, rough fescue, and bluebunch wheatgrass. The catchfly is occasionally interspersed with conifers.

Twenty populations have been documented in northwestern Montana in the following counties: Flathead (6), Lake (2), Lincoln (6), and Sanders (6). A new population was discovered on the refuge in 2002. This population is one of the largest documented sites in Montana and contains a minimum of 300 plants within about 9.5 acres. Part of this population exists on Montana DNRC land within the legislative boundary of the refuge. The staff is certain more plants will be discovered as inventory efforts continue.

Federal law requires that endangered species be protected and, if possible, restored on federal lands. The refuge has up to 2,500 acres of Idaho fescue- and rough fescue-dominant habitat that could support Spalding's catchfly. Since there are only 53 known populations of Spalding's catchfly in fragmented populations across the northwest, the relatively large population located on the refuge and any new populations that may be discovered are significant to the plant's survival.

Threats to Spalding's catchfly include grazing and trampling by domestic livestock and native herbivores, herbicide treatment, competition from nonnative plants, and competition from pollinators. Prescribed fire may have a positive effect on Spalding's catchfly by removing litter or duff layers and woody plants, thus improving natural propagation of the plant. Recruitment of Spalding's catchfly was enhanced following prescribed fire in Montana (Lesica 1992, 1999). The effects of fire would vary, depending on fuel moisture, species composition, season, and intensity of burning (Lesica 1997). Prescribed fire may also increase invasive nonnative plant populations, which may negatively affect on Spalding's catchfly. Therefore, prescribed fire may enhance Spalding's catchfly survival and recruitment but must be thoroughly evaluated prior to use.

Although there is a federal responsibility to maintain this threatened plant population, its location on a national wildlife refuge provides unique possibilities

for environmental education and interpretation. Careful planning could present opportunities in the future for guided tours to view the plant and learn about its habitat characteristics and threats to its continued existence. Visitors could help locate new populations while out hiking or hunting, if they are exposed to preliminary information in the visitor contact station.

Spalding's Catchfly Objective 2

Inventory for Spalding's catchfly prior to any management actions to prevent destruction of Spalding's catchfly plants or adverse modification of its habitat.

Strategies

1. Monitor Spalding's catchfly from mid- to late July when flowers are in bloom using walk-through surveys.
2. Locate and map sites of Spalding's catchfly using global position system (GPS) technology.
3. Coordinate and collaborate with the Montana DNRC to maintain Spalding's catchfly.
4. Evaluate short-term, long-term, and cumulative effects of management actions (e.g., invasive plant control and prescribed fire) on maintenance and restoration of Spalding's catchfly.

Rationale

Same rationale as for objective 1.

Management tools such as prescribed fire and invasive plant control would benefit the catchfly as long as careful attention is given to implementation. Management tools such as grazing, prescribed fire, and spraying may adversely affect Spalding's catchfly populations, even though they could also be critical to its continued existence. A burning program at the wrong time of year or in an area subject to more invasive plant encroachment could create a disadvantage for the catchfly.

Invasive plant control is important because invasive plants displace and compete with the catchfly (Delphey and Rey-Zizgirdas 2001). However, herbicide application has to be carefully applied at the right time of year and not in the location of plants to not damage the catchfly. Federal law prohibits modification of critical habitat, and any act that may jeopardize the continued existence of a listed species. Prior to implementation of any management actions that may affect Spalding's catchfly, a survey must be conducted to determine if this species is in the management area. If the species is located, refuge staff will evaluate the effect that implementing the management action would have on the plant and develop the best management practice.

Spalding's Catchfly Objective 3

Annually control invasive plants around any Spalding's catchfly population that has a minimum of 20 plants, until survey shows there are no invasive plants within a 100-meter buffer, to maintain and increase Spalding's catchfly populations.

Strategies

1. Inventory all suitable habitats within the legislative boundary of the refuge for the presence of Spalding's catchfly.
2. Map invasive plant populations within and around all Spalding's catchfly populations.
3. Use hand pulling, hand spraying, and all-terrain vehicles (ATVs) for herbicide application in areas within 330 feet of Spalding's catchfly populations.
4. Establish a list of volunteers that are willing to help inventory for Spalding's catchfly or control invasive plants in catchfly habitat.

Rationale

Same rationale as for objective 1.

Invasive plants displace Spalding's catchfly and compete with it for water, nutrients, light, and pollinators (Delphey and Rey-Zizgirdas 2001, Montana Natural Heritage Program 1998). Many locations of Spalding's catchfly are at risk of being displaced by nearby populations of invasive plants, especially spotted knapweed and sulfur cinquefoil. Herbicide use to control invasive plants may also harm the catchfly. An integrated pest management program should be evaluated including hand pulling, hand spraying, and biological control to reduce encroaching invasive plants while not harming the catchfly.

CULTURAL RESOURCES

Archaeological and historical resources, as well as traditional uses, are addressed in the management direction for cultural resources.

GOAL

Protect, manage, and interpret archaeological, cultural, and historical resources present at Lost Trail National Wildlife Refuge for the benefit of present and future generations.

Cultural Resources Objective 1

To preserve resources for all Americans and comply with applicable laws and legislation, maintain and protect documented cultural and historical resources for the life of this plan.

Strategies

1. Work with Region 6's archaeologist to develop and perform a formal review of documented resources every 5 years to ensure protection, evaluation of condition, and preservation.
2. Survey for cultural resources before doing developments and restoration activities.
3. Use the most up-to-date techniques for surveying, documentation, preservation, restoration, and research through coordination with Region 6's archaeologists, Montana State Historical Preservation Office (SHPO), the CSKT THPO, and local scholars and experts.
4. Accommodate access to and ceremonial use of sacred sites by religious practitioners of recognized Native American tribes in accordance with policy.
5. Provide one half-time law enforcement officer to enforce laws and regulations to protect cultural resources.
6. Provide one full-time and one part-time maintenance staff to prevent damage and deterioration of resources.

Rationale

It is the policy of the Service to identify, protect, and manage cultural resources located on Service lands and affected by Service undertakings, in a spirit of stewardship, for future generations. Specifically, the Service will manage these resources in such a manner that sites, buildings, structures, objects, and values of importance are sufficiently protected for present or future scientific study, public appreciation, and socio-cultural use.

The historical and cultural foundation of the Nation should be preserved as a living part of community life and development in order to give a sense of orientation to the American people and a spirit of stewardship for the inspiration and benefit of present and future generations. The preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans.

There are a variety of laws in place that provide direction and legalities, including the Archaeological Resources Protection Act (ARPA), the Archaeological and Historic Preservation Act, the Historic Sites, Buildings and Antiquities Act, and the National Historic Preservation Act (NHPA).

The integrity of cultural resources located on Service lands is subject to threats from erosion, neglect, vandalism, grazing, cultivation, and other land-disturbing activities. The Service is required by statute to exercise caution in carrying out its

activities to assure that historical properties are not inadvertently sold, demolished, substantially altered, or allowed to deteriorate significantly without adequate review and protection.

Many of the laws that regulate management of cultural resources on Refuge System lands are concerned with avoiding or mitigating impacts to these resources during the planning of and implementation of projects. There are stipulations to stop projects if objects or sites are uncovered during work. Even though the refuge works with partners with expertise in cultural and historic fields, staff involved with planning and implementing projects should have enough training to recognize potential sites to minimize damage to resources.

Refuge projects will need to include trained personnel (whether on staff, the Service's Region 6 archaeologist, or its contractors) who will check sites prior to and during implementation so as not to damage cultural or historical resources. While this will add to costs, it is required by law. It will also provide documentation of any new sites and resources uncovered.

Cultural Resources Objective 2

Survey all refuge lands for cultural resources, within 15 years of CCP approval, to preserve resources for all Americans and comply with applicable laws and legislation.

Strategies

1. Use the most up-to-date techniques for surveying, documentation, preservation, restoration, and research through coordination with Region 6's archaeologists, Montana SHPO, the CSKT THPO, and local scholars and experts.
2. Provide one full-time public use specialist to be trained to coordinate cultural resource surveys in cooperation with Region 6's cultural resources personnel.

Rationale

Several laws require or encourage active surveying for cultural and historical resources, to minimize damage and deterioration to sites and to preserve them for future generations.

The NHPA is the primary piece of legislation that compels government agencies to protect and preserve cultural resources that are eligible for the National Register of Historic Places. NHPA requires federal agencies:

- to consider the effects of agency projects on federal lands;
- to minimize damage to cultural resources on federal lands;
- to survey federal lands for cultural resources.

Cooperation between the Montana SHPO, the THPO, and the Service will be needed to ensure that surveys of resources by the Service's Region 6 archaeologist or its contractors are comprehensive.

The preservation of historical heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans.

Minimum staffing guidelines for the refuge call for law enforcement and public use personnel. If provided, these can be available to coordinate documentation, protection, and interpretation of cultural resources. Basic facilities and support provided for other management programs (such as office space, computers, and vehicles) can also be used to support management of cultural and historical resources.

By actively seeking and documenting as many sites as possible at the refuge, managers can develop plans that will avoid as much damage as possible to the resources. This will also save time and money by eliminating or modifying projects that would have to be delayed, redesigned, or stopped if a cultural or historical site were uncovered during the undertaking.

Cultural Resources Objective 3

Develop an outreach program to educate the public about cultural and historical aspects of the refuge and foster support and understanding of the management program to protect sensitive aspects of these resources, within 5 years of CCP approval.

Strategies

1. Develop a resource library of information about cultural and historical sites on the refuge.
2. Work with Region 6's archaeologist and education and visitor services staff to develop interpretive and educational products.
3. Distribute outreach materials for cultural resources in collaboration with local schools, colleges, and civic groups.
4. Develop programs for the public to experience cultural resources with limited direct contact, e.g., access to photographs and replicas vs. actual site visits.
5. Provide one full-time public use specialist to develop cultural resource materials to distribute to the public.

Rationale

The ARPA requires land-managing agencies to establish public awareness programs regarding the value of archaeological resources to the Nation. However, refuge managers should understand that these sites are sensitive, and allowing uncontrolled access by the public to them is unacceptable.

Refuge managers must ensure the physical integrity of the sites, including maintaining appropriate location confidentiality. These resources are increasingly endangered because of their commercial attractiveness and education is a way to encourage compliance with rules and regulations and increase protection.

PUBLIC USE

Priority public uses (wildlife-dependent recreational uses) are addressed in the following management direction for public use. Priority uses are listed here:

- hunting
- fishing
- wildlife observation
- wildlife photography
- interpretation
- environmental education

Locations of public use and facilities are displayed in figure 12.

The definition of authorized access (foot travel, snowshoes, skis, mountain bikes, horses) will be determined in the appropriate step-down plan(s).

GOAL

Provide quality wildlife-dependent recreational and educational opportunities for persons of all abilities to learn, understand, and enjoy the Intermountain ecosystem of northwestern Montana; the associated fish, wildlife, and plants of Lost Trail National Wildlife Refuge; and the National Wildlife Refuge System in a safe and compatible manner.

Public Use Objective 1

Develop a demographic profile of wildlife-dependent recreational users (users within a 2-hour commuting radius) within 2 years of CCP approval, to determine the long-term direction to provide for quality, public use opportunities.

Strategies

1. Collaborate with Region 6's staff in education and visitor services (EVS).
2. Provide one full-time public use specialist to work with EVS staff and the Office of Management and Budget to develop a demographic profile of current and future refuge visitors.
3. Obtain information on wildlife-dependent recreational users visiting the area, in coordination with MFWP, Flathead County Travel Board, Kalispell and Libby Chambers of Commerce, and the Institute for Tourism and Recreation Research (University of Montana).
4. Develop partnerships with local angler and hunting groups such as Trout Unlimited, Ducks

Unlimited, and RMEF to learn of fishing and hunting use in the area, access needs, and sport fishery and hunting goals.

5. Determine environmental educational needs and student numbers within a 2-hour travel radius through collaboration with local schools, including Flathead Valley Community College and the University of Montana's Yellow Bay Biological Station.
6. Work with local environmental education groups, including Flathead Chapter of the Audubon Society, Glacier Institute, Swan Ecosystem Center, and Crown of the Continent Ecosystem Education Consortium to determine what they offer and whom they serve.
7. Develop partnerships with local wildlife groups such as Flathead Chapter of the Audubon Society and photography clubs to gather information on member use of local wildland areas for wildlife observation and photography.
8. Work with MFWP, Glacier National Park, Flathead National Forest, and the CSKT to determine what they offer and whom they serve.

Rationale

Wildlife-dependent recreational public use—hunting, fishing, wildlife photography and observation, interpretation, and environmental education—are great means of fostering understanding and instilling an appreciation of native fish, wildlife, and plants and their conservation. They are also part of the priority wildlife-dependent public uses designated in the Improvement Act.

Because Lost Trail is a new refuge, there is limited background on what the public wants and expects from the refuge. It needs to be determined which opportunities can be offered that would provide quality experiences, that would be used by and attract visitors, and that would complement and enhance opportunities provided by the private sector or other agencies.

Public Use Objective 2

Develop and implement a visitor service plan within 2 years of CCP approval, to provide the highest quality wildlife-dependent recreational opportunities.

Strategies

1. Collaborate with Region 6's staff in EVS.
2. Conduct a formal visitor services requirement evaluation with Region 6's EVS staff to determine if the visitor service plan has been met and to determine future needs.

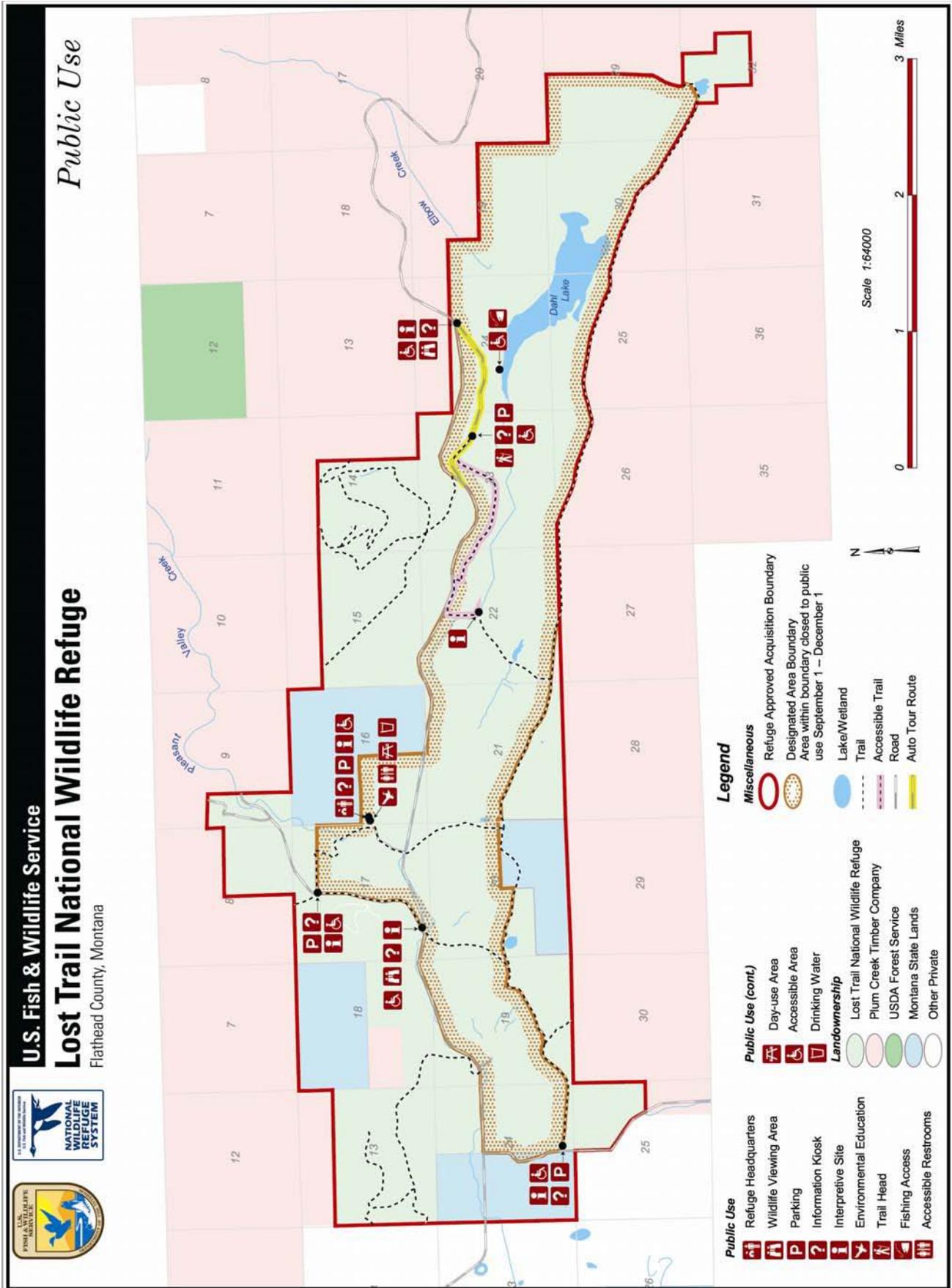


Figure 12. Public use at Lost Trail National Wildlife Refuge, Montana

Rationale

Careful planning provides the visiting public with opportunities to enjoy and appreciate fish, wildlife, plants, and other resources. As a result, the public will develop an understanding and will build an appreciation of each individual's role in the environment today and into the future.

Public Use Objective 3

Develop one accessible day use area within 3 years of CCP approval, to encourage participation in wildlife-dependent use opportunities, which will foster appreciation and support for fish, wildlife, and their habitat.

Strategies

1. Collaborate with Region 6's staff in EVS.
2. Design and develop facilities to meet accessibility standards in coordination with Region 6's EVS staff.
3. Request design assistance from the National Center on Accessibility, the Summit Independent Living Center, and other groups to ensure that sites are accessible for all users.
4. Develop one either-sex accessible restroom facility to be available during daylight hours.
5. Provide a source of drinkable water available during daylight hours.
6. Develop an accessible day use area with six tables and fire pits.
7. Provide one full-time and one half-time maintenance staff to construct and maintain public use facilities and areas.

**Rationale**

A day use area will support and encourage wildlife-dependent public uses by allowing visitors to stay longer and experience more of the refuge. The

refuge is remote, with few nearby services and no nearby public eating or restroom facilities.

These basic facilities will allow visitors to stay longer and obtain a higher quality experience. This, in turn, will lead to more opportunities to appreciate and support fish, wildlife, plants, and their habitats; the refuge; and the Service. To provide for environmental education opportunities for school groups, the refuge will need to provide a place for students and educators to eat their lunch, along with drinkable water and restroom facilities.

Hunting Objective 1

Allow elk, deer, mountain grouse, and turkey hunting under MFWP regulations, starting fall 2002 in designated areas (appendix G); and provide a quality hunting experience to persons of all abilities within 5 years of hunt plan approval, resulting in at least 90 percent of hunters reporting a quality hunt, to provide quality opportunities for persons of all abilities to take part in hunting.

Strategies

1. Allow hunters access to portions of the refuge that will provide reasonable challenges and opportunities for taking targeted species under the described harvest objective and create minimal conflict with other priority wildlife-dependent recreational uses or refuge operations (appendix G).
2. Produce and distribute a tear sheet with a map that designates areas open and closed to hunting, along with all pertinent rules, regulations, and restrictions so hunters can make informed decisions (appendix G).
3. Make staff available at the contact station to provide rules, regulations, information, and first aid to hunters daily during the opening and closing weeks of archery and rifle seasons, and during weekends throughout hunting season. Staffing will be recruited from the National Bison Range Complex, as well as volunteers.
4. Inform hunters with disabilities (who have obtained a MFWP permit to hunt from a vehicle) about opportunities to access designated refuge management roads and trails, in collaboration with MFWP.
5. Provide information about opportunities on surrounding lands to allow hunters to plan for a quality experience, in collaboration with PCTC, Flathead National Forest, and MFWP.
6. Erect appropriate signs to designate closed and restricted areas to reduce the chance of noncompliance and conflicts with nonhunters.
7. Provide adequate law enforcement staffing during peak hunting periods, in collaboration with MFWP.

8. Develop and implement a monitoring system to receive input from hunters about their hunting experiences using direct interviews, registration stations at parking areas and trailheads, and mail-in/drop-off cards left on vehicles, working with Region 6's EVS staff and the Office of Management and Budget.
9. Evaluate hunting for its impacts on prey populations for the gray wolf; continue to

authorize hunting unless it is determined to be in direct conflict with gray wolf survival.

Rationale

The Service recognizes hunting as a healthy, traditional outdoor pastime, deeply rooted in American heritage. When managed appropriately, hunting can instill a unique understanding and appreciation of wildlife, their behavior, and their habitat needs.

Local wildlife populations should be able to coexist with a hunt program. Elk populations within MFWP's hunting district 103 are consistently above MFWP objective levels. Refuge lands are primarily elk winter range. Removal of some elk within the refuge would facilitate adequate harvest levels and assist MFWP in optimum management of the local elk population.

White-tailed deer are year-round residents; mule deer primarily use the refuge in fall and winter. Their populations have been steadily increasing in the past 4 years. MFWP monitors both species to facilitate adaptive management using harvest regulations.

Hunting generally has no appreciable impact on healthy small game populations as the harvest is insignificant compared to natural mortality. Of the MFWP's seven regions, Region 1 yields 50 percent of the statewide harvest of mountain grouse, indicating a consistently high population in the area of the refuge and the ability to tolerate hunting pressure.

Turkeys were released in the area by MFWP to increase hunting opportunities. They are not indigenous to Montana and so are not a priority species for refuge management.

Hunting is a legitimate and appropriate public use of the Refuge System. Hunting programs will promote understanding and appreciation of natural and cultural resources and their management on all lands included in the Refuge System. Monitoring programs must focus on the impacts of recreational activities on wildlife, habitat, and the quality of experience for the public.

A quality hunt is defined as one that: (1) maximizes safety for hunters and other visitors; (2) is available to a broad spectrum of the hunting public; (3) provides hunters uncrowded conditions by minimizing conflicts

and competition among hunters; and (4) provides reasonable challenges and opportunities for taking targeted species under the described harvest objective established by the hunting program. It also minimizes the reliance on motorized vehicles and technology designed to increase the advantage of the hunter over wildlife. By implementing successful monitoring techniques, hunting can be evaluated and adaptively managed to meet established standards and ensure that activities continue to be appropriate and compatible.

There is a history of extensive hunting on neighboring lands (PCTC has a block management plan in place with MFWP and there are a few sections of DNRC lands within the acquisition boundary of the refuge). Allowing hunting on portions of the refuge will allow for an expansion of hunting and provide for some quality opportunities.

The biggest restriction to a quality hunt is the limited staffing currently available. Much needs to be done to provide information needed by hunters—not the least being a clear and understandable handout with map, rules, and regulations, along with signing refuge boundaries and closed areas. Pulling staff from other areas of the complex to complete work for hunting may limit other wildlife-dependent public uses, although all can use some hunting resources (such as a public use handout).

Hunting Objective 2

Provide special youth-only hunts for deer and elk, during the first week of archery season and the first week of rifle season, starting fall 2002 to promote understanding, appreciation, and stewardship of the refuge and all system lands.

Strategies

1. Designate the first week of archery season and the first week of rifle season as youth-only hunts for hunters 12–14 years of age, accompanied by an adult at least 21 years of age.
2. Promote hunter education for youth by providing educational materials and outdoor education sites, in collaboration with MFWP.
3. Develop media contacts and outreach materials to inform the hunting community of hunting opportunities for youth.
4. Make law enforcement and other staff available during the youth hunts to provide a positive hunting experience and promote ethical hunting behavior; include volunteers and MFWP personnel, as well as one half-time, refuge, law enforcement officer.

Rationale

To continue this use and instill a conservation ethic into future citizens, the refuge can provide quality hunting experiences that will encourage and teach youth the pleasures and responsibilities of hunting.

The refuge is in a beautiful intermontane valley with quality opportunities for hunting. It is also remote, which provides for uncrowded hunting opportunities. This presents a good opportunity to introduce youth to hunting as well as foster a sense of appreciation and stewardship to the refuge and its mission of protecting fish, wildlife, and plants for future Americans.

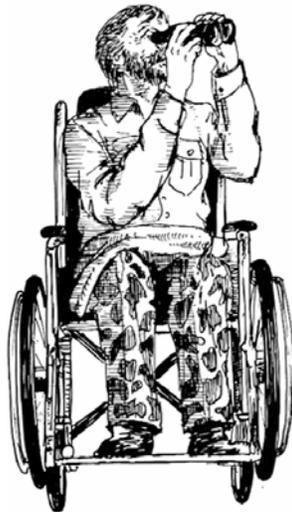
This program needs to have adequate staffing to contact the majority of youth involved in these early hunts, to impart messages of conservation and ethical behavior. The refuge will need to partner extensively with MFWP and others to ensure the success of this program.

Hunting Objective 3

Provide easily accessible information to and personal contact with hunters for at least 95 percent compliance with refuge regulations, within 5 years of CCP approval, to encourage hunters to practice the highest standards of ethical behavior in attempts at taking wildlife.

Strategies

1. Erect appropriate signs to designate closed and restricted areas to reduce the chance of noncompliance and conflicts with nonhunters.
2. Erect interpretive displays at designated parking areas (figure 12) and at the contact station that describe ways to hunt ethically and explain hunting rules, regulations, and restrictions.
3. Post and distribute refuge regulations prohibiting trapping to prevent accidental death of Canada lynx.
4. Make staff available at the contact station to provide rules, regulations, information, and first aid to hunters daily during the opening and closing weeks of archery and rifle seasons, and during weekends throughout hunting season. Staffing will be recruited from the National Bison Range Complex, as well as volunteers.
5. Provide one half-time law enforcement officer to be available in the field during hunting season to inform hunters of rules, regulations, and ethical behavior.
6. Annually monitor and evaluate the presence of boundary hunting adjacent to closed areas of the refuge. If necessary to discourage this practice, consider these actions: (1) alter hunt area boundaries or habitat; and (2) eliminate parking



Bob Savannah/USFWS

areas and access roads—to distribute hunters or modify wildlife use patterns in ways that make boundary hunting less appealing.

Rationale

The mission of the National Wildlife Refuge System is to conserve and protect wildlife, plants, and habitat. The Service desires a hunt that reflects positively on the refuge, the Refuge System, and the Service. However, hunting at the refuge is a relatively new use and there is limited history of impacts of hunters. The refuge will take the opportunity to “set the standard” early on so hunters will know what to expect in the future.

Fishing Objective 1

Determine, within 5 years of CCP approval, the feasibility of restoration of native sport fisheries, to address a previously unavailable use opportunity.

Strategy

1. Gather baseline resource data, review literature, and develop and implement restoration plans, in collaboration with NRCS, Trout Unlimited, MFWP, and USGS.

Rationale

The Service recognizes fishing as a traditional outdoor pastime that is deeply rooted in America’s natural heritage. As long as the resources can support it, fishing should be considered a legitimate and appropriate public use. Fishing can foster understanding and instill appreciation of native fish, wildlife, and plants, while promoting support for their restoration and conservation and support of the refuge, the Refuge System, and the Service.

Fishing Objective 2

Carry out planning, funding, evaluation, and implementation of a restoration program for native fisheries—through at least four partnerships—within 5 years of determining a native sports fisheries is feasible, to develop quality, sport-fishing opportunities.

Strategies

1. Gather baseline resource data, review literature, and develop and implement restoration plans, in collaboration with NRCS, Trout Unlimited, MFWP, and USGS.
2. Provide one full-time biologist to coordinate refuge participation in sport-fishing partnerships.

Rationale

A goal of the National Wildlife Refuge System is to conserve and restore representative ecosystems. With the acquisition of Lost Trail into the Refuge System, there is an opportunity to restore the hydrology, fisheries, and riparian communities on the refuge.

Fishing Objective 3

Open at least 30 percent of fishable waters along Pleasant Valley Creek and Dahl Lake, with a minimum of one accessible fishing area that provides safe and uncrowded fishing opportunities, within 2 years of restoring a viable sport fishery if determined feasible, to provide a quality fishing experience.

Strategies

1. Design, develop, and maintain parking areas, trails, and accessible fishing platforms to provide access and protect resources. Pursue funding sources such as partnerships, grants, and fee programs.
2. Develop informational handouts (tear sheets) with a map, access points, rules, and regulations; handouts will be available at kiosks. Open and closed areas to fishing will be clearly signed.
3. Allow high-intensity activities outside the nesting season for bald eagles.
4. Limit human activity in key bald eagle areas.
5. Limit public access in trumpeter swan-nesting areas, depending on nest site location.
6. Develop a system to monitor the quality of fishing experiences using comment cards, personal contacts, and registration at fishing sites, working with the Service's Region 6 EVS staff.
7. Provide one full-time public use specialist to provide and monitor quality fishing opportunities.
8. Provide one half-time law enforcement officer to contact anglers and enforce rules and regulations.

Rationale

Fishing is one of the six wildlife-dependent recreational public uses defined in the Improvement Act. A quality program is a good way to help foster appreciation, support, and understanding of the refuge, the Refuge System, and the Service.

An effort should be made to accommodate fishing as long as it is compatible with resources and other wildlife-dependent public uses. At this time, there are no viable sport fishery opportunities at the refuge, due in large part to past land practices that changed the hydrology of Dahl Lake, Pleasant Valley Creek, and the watershed downstream.

Fishing Objective 4

Provide one fishing event for youth per year, involving at least 20 participants, within 2 years of hiring a public use employee, to increase youth appreciation of fish and fishing.

Strategies

1. To attract more participants and provide more educational opportunities, conduct the youth fishing program during National Fishing Week (early June).
2. Work with youth programs such as Girl Scouts, Boy Scouts, and schools to encourage a broad spectrum of fishing event participation.
3. Provide one full-time public use specialist and one half-time law enforcement officer to coordinate and conduct the fishing program for youth. Pursue funding sources such as partnerships, grants, and fee programs.
4. Collaborate with off-refuge youth fishing programs (such as MFWP, Hooked on Fishing, and Creston National Fish and Wildlife Center) and recruit community volunteers to help with events held at appropriate fishing sites off the refuge.

Rationale

Promoting youth fishing is an opportunity to introduce future generations to the pleasure and excitement of fishing. Those involved will not only learn how to fish successfully but ethically as well.

Wildlife Observation and Photography Objective 1

Provide opportunities for wildlife observation and photography by providing public access with minimal disturbance to wildlife and habitat, and developing designated viewing sites (one wildlife drive, two accessible wildlife-viewing areas, and one accessible trail), resulting in a 90 percent visitor satisfaction rate within 5 years of CCP approval, to promote public appreciation of natural and cultural resources.

Strategies

1. Open the area between the county road and the South Pleasant Valley Road (figure 12) to authorized public use only on designated trails from December 1 to September 1. Close the area to all public use from September 1 to December 1.
2. Open the uplands (figure 12) to authorized public use only on designated trails and roads from December 15 to April 1; open the uplands to public use on and off trails for the remainder of the year.
3. Allow existing levels of human activity if the bald eagle breeding area has at least 65 percent nest success, and has fledged at least five young during the preceding 5 years.
4. Limit disturbance to bald eagles and golden eagles by restricting construction of permanent developments such as kiosks, parking areas, and trails that may increase human activity within 0.5 mile of an occupied bald eagle nest or area with prime nesting potential.

5. Use signs to post areas closed to the public during use by trumpeter swans; develop interpretive material to explain closures for swans.
 6. Coordinate with local schools, Girl Scouts, Boy Scouts, MCC, and other youth groups to build viewing sites while providing an educational experience for youth.
 7. Evaluate proposed changes in public access prior to implementation; monitor for effects related to the grizzly bear if access is approved.
 8. Develop and distribute public use surveys to determine quality of observation and photography experiences.
 9. Gather information on member use of local wildland areas for wildlife observation and photography, in collaboration with local groups such as the Flathead Chapter of the Audubon Society and photography clubs.
 10. Provide one full-time maintenance staff to build and maintain the wildlife-viewing area and trails.
3. Open the headquarters/contact station to the public a minimum of 5 days a week, including weekends during peak use (e.g., hunting season).
 4. Develop materials about wildlife-dependent recreational use allowed on the refuge, including rules and regulations; post at the contact station and at all kiosks, pullouts, and trailheads; include information to encourage ethical behavior among users.
 5. Monitor the wildlife observation and photography program with observation of visitor use, comment cards, car counters, personal contacts, review of law enforcement incidents, and tracking of wildlife movements and resource damage.
 6. Develop and distribute public use surveys to determine quality of observation and photography experiences.
 7. Provide one full-time public use specialist to work with the Service's Region 6 EVS staff to design, develop, and monitor the program for wildlife observation and photography.
 8. Provide one full-time public use specialist to recruit volunteers to staff the contact station to allow for minimum and increased operation.
 9. Provide one half-time clerk to staff the contact station and dispense information.

Rationale

Wildlife photography and observation are two of the six priority wildlife-dependent recreational public uses as defined in the Improvement Act. They should be provided for if found compatible and if the refuge has the resources to support them.

Promoting wildlife photography and observation of plants, animals, and their associated habitats can foster an understanding of and increase public appreciation for America's natural resources and the role of the Refuge System in managing and protecting these resources. The refuge is part of an intermontane ecosystem that typically has been used for farming and ranching. The refuge offers a unique opportunity for the public to view plants and animals in a natural ecosystem setting.

Wildlife Observation and Photography Objective 2

Make contact with 90 percent of visitors via the visitor contact station, interpretive materials, and interpretive kiosks, starting within 2 years of CCP approval, to provide quality wildlife observation and photography opportunities, and promote public appreciation of natural and cultural resources.

Strategies

1. Erect and maintain at least three accessible kiosks with maps, rules, and regulations. Post the best, current observational and photographic opportunities for wildlife (figure 12). Provide maintenance personnel to build and maintain kiosks.
2. Design and develop facilities to meet accessibility standards in coordination with Region 6's EVS staff.



Rationale

Information will be provided to visitors to enable them to pursue high-quality wildlife-dependent recreational activities while connecting to resources. This will provide opportunities for them to develop an understanding and appreciation for natural and cultural resources. In addition, visitors will have information on how to use the refuge in an appropriate and compatible manner.

Wildlife Observation and Photography Objective 3

Encourage the highest standards of ethical behavior by the public during wildlife observation and photography, with 90 percent of visitors understanding and following procedures within 5 years of CCP approval, to provide quality wildlife observation and photography opportunities and limit resource damage.

Strategies

1. Develop materials about wildlife-dependent recreational use allowed on the refuge, including rules and regulations; post at the contact station and at all kiosks, pullouts, and trailheads; include information to encourage ethical behavior among users.
2. Instill ethical observation and photography behavior through presentations, workshops, and field trips, in collaboration with local outdoor groups such as the Flathead Chapter of the Audubon Society, Boy Scouts, and Girl Scouts.
3. Educate the public on how to minimize winter disturbance and stress to large mammals during recreational activities.
4. Monitor the wildlife observation and photography program with observation of visitor use, comment cards, car counters, personal contacts, review of law enforcement incidents, and tracking of wildlife movements and resource damage.
5. Provide one half-time law enforcement officer to contact the public, educate about and enforce ethical standards, and enforce rules and regulations.

Rationale

Wildlife photography, wildlife observation, and interpretation are a great means of fostering understanding and instilling an appreciation of native fish, wildlife, and plants and their conservation. Providing the public with a safe, quality wildlife observation and photography experience includes following ethical behavior that results in minimal disturbance to wildlife and plants.

A balance that allows for quality public use opportunities without negatively affecting the resources is sought. This will ultimately ensure that wildlife viewing and photography is available for future generations. The definition of “authorized access” (foot travel, snowshoes, skis, mountain bikes, and horses) will be determined in the appropriate step-down plan.

Interpretation Objective 1

Develop interpretive materials and disseminate them to at least 90 percent of visitors, within 2 years of program funding and staffing to promote public appreciation of natural and cultural resources.

Strategies

1. Erect standard refuge entrance signs at entries along main roads.
2. Develop a public use brochure with a clear map, wildlife-dependent recreational opportunities, rules, and regulations; make brochure available at accessible points within 2 years (figure 12).
3. Develop an interpretive handout with tips for ethical viewing behavior and the advantages of following them, i.e., less disturbance to wildlife provides more viewing opportunities.
4. Develop an interpretive display to post at the contact station, kiosks, parking areas, and trailheads to inform users of ethical behavior.
5. Design and develop interpretive displays for the contact station, working with the Service’s Region 6 EVS staff, the National Center for Accessibility, and the Summit Independent Living Center.
6. Erect and distribute interpretive signs and materials at parking areas, wildlife-viewing areas, trailheads, and the contact station.
7. Limit disturbance to bald eagles and golden eagles by restricting construction of permanent developments such as kiosks, parking areas, and trails that may increase human activity within 0.5 mile of an occupied bald eagle nest or area with prime nesting potential.
8. Develop an outreach program for the public on the grizzly bear and recovery efforts, to develop better support for and understanding of the species and to minimize adverse human actions and conflicts. Work with the interpretation and education subcommittee of the Interagency Grizzly Bear Committee.
9. Use letters, phone calls, informational meetings, and door-to-door visits to educate and inform the public on the progress of wolf recovery and the development of livestock protection methods.
10. Monitor interpretive services and messages through feedback from visitors—observation of visitor’s use and personal contacts, comment cards, car counters, law enforcement incidents, and registration at kiosks, observation sites, parking areas, contact stations, and trailheads.
11. Provide one full-time public use specialist to work with Region 6 EVS staff to develop a station brochure and handouts.
12. Provide one half-time clerk to staff the contact station and dispense information.
13. Provide one full-time biologist work to work with MFWP and NRCS to gather data on wildlife and plants for development of species lists.

Rationale

Interpretation is a great way to relate the natural resources to visitors. It allows them to come to appreciate and support the management of the refuge. Interpretive materials will include information on best areas and times to receive quality experiences. Information will help reduce conflicts between users and reduce resource damage. It will provide the public with access to rules and regulations.

Interpretation Objective 2

Develop interpretive themes within 10 years of hiring a public use specialist. Major themes will include wetlands, endangered species, history of Pleasant Valley, management of Lost Trail National Wildlife Refuge, the National Wildlife Refuge System, and the Service, to increase visitors' understanding and support, as well as their appreciation of fish, wildlife, plants, and their habitats.

Strategies

1. Interpret the mission of the refuge, the National Wildlife Refuge System, and the Service through direct contact of staff with visitors.
2. Develop interpretive materials about management of the refuge, the national wildlife Refuge System, and the Service.
3. Develop interpretive materials about the history of Pleasant Valley, in collaboration with the CSKT, local history groups, and neighbors.
4. Educate the public on how to minimize winter disturbance and stress to large mammals during recreational activities.
5. Develop interpretive materials about endangered species, working with Region 6's ecological services staff.
6. Develop an interpretive panel about wolves to be displayed in the visitor contact station or at a kiosk.
7. Develop interpretive material about Spalding's catchfly to educate the public on identification of the plant, habitat requirements, and why the plant is endangered.
8. Provide one public use specialist to work with Region 6's EVS staff to develop a handout with observational and photographic and observational opportunities along with successful techniques a comprehensive map, rules, and regulations.

Rationale

Interpretation is one of the six wildlife-dependent recreational public uses as defined in the Improvement Act. Well-designed interpretive services can be a most effective and inexpensive resource management tool. For many visitors,

taking part in one or more interpretive activities is their primary contact with refuge staff and could be their first contact with the refuge, conservation, and wildlife.

There is an opportunity to foster a sense of understanding and appreciation of the refuge and the Service, as well as influence visitors' behaviors when visiting units of the Refuge System. Personal contact can help us make management decisions and build public support by providing insight into management practices.

Interpretive planning and subsequent activities and products can:

help visitors understand the impacts of their actions, minimizing unintentional resource damage and wildlife disturbance;

communicate rules and regulations so they relate to visitors, solving or preventing potential management problems;

help the refuge make management decisions and build public support by providing insight into management practices.

Interpretation Objective 3

Ensure that at least 75 percent of visitors understand wetland values and the refuge's contribution to restoration and protection of Pleasant Valley wetlands, within 5 years of CCP approval, to promote public appreciation of natural resources.

Strategies

1. Develop interpretive materials about wetland restoration within 2 years, in partnership with NRCS.
2. Coordinate with local schools, Girl Scouts, Boy Scouts, MCC, and other youth groups to build interpretive nature trails while providing an educational experience for youth.
3. Provide one full-time public use specialist to work with Region 6's EVS staff and NRCS to design and develop interpretive displays about wetlands to be erected at the Dahl Lake wildlife-viewing area, along interpretive trails, and at the contact station (figure 12).

Rationale

Wildlife conservation is the first priority of the System, and new and ongoing recreational use programs should help visitors focus on wildlife and other natural resources. Activities should make visitors aware of the most important resource issues at the refuge, be supportive of management plans that address those issues, and show how the refuge contributes to the mission of the Refuge System.

The refuge was established as partial mitigation for habitat and wildlife losses and impacts on Flathead WPA due to erosional losses caused by increased Flathead Lake water levels (due to the operation of Kerr Dam by the MPC). Prior to Service acquisition, the MPC, in partnership with the NRCS, worked to protect portions of the refuge by purchasing a wetland easement under the WRP. Continuing partnerships will deal with restoring the hydrology, wetland, and stream ecology of Dahl Lake and Pleasant Valley Creek.

The story of wetland mitigation and protection is an essential element to the establishment of this refuge. The visiting public should be exposed to this story and the partners involved.

Environmental Education Objective 1

Develop an extensive environmental education program, including development of a formal partnership, within 5 years of CCP approval, to allow students and educators to gain hands-on experiences and appreciation of natural resources.

Strategies

1. Develop an environmental education manual that fulfills both the educational requirements of local and nearby students and the vision and goals of the refuge. Work closely with Pleasant Valley and Marion school districts.
2. Pursue grants that will allow schools to participate in environmental education at the refuge, in coordination with the school boards of Pleasant Valley and Marion schools.
3. Develop and present teacher workshops; obtain provider status from the Montana State Office of Public Instruction.
4. Become a member of the Environmental Education Core Group, a coalition of local individuals and groups (private and governmental) involved in environmental education.
5. Create a nonprofit group to support environmental education and research at the refuge, in coordination with the Montana State University extension office (Flathead County).
6. Develop a program to be presented to local schools on wolves, their biology, and their importance in the ecosystem.
7. Monitor the overall effectiveness of the environmental education program by tracking the number of teachers, students, and groups using the resources, and by providing feedback forms to educators.
8. Provide one full-time public use specialist to develop, implement, and monitor the environmental education program.
9. Provide one career-seasonal law enforcement officer to support the environmental education program.
10. Recruit and train volunteers to assist in developing and presenting environmental education programs.
11. Provide training to environmental education staff at least once a year to attain the knowledge, skills, and abilities to support environmental education at a minimum level.

Rationale

Environmental education is one of the six appropriate wildlife-dependent recreational public uses as defined in the Improvement Act. Quality environmental education programs will promote understanding and appreciation of natural and cultural resources, and so foster support and stewardship of the refuge, Refuge System, and Service.

Partnerships will extend refuge funding and staffing to reach a wider audience.

Environmental Education Objective 2

Develop and maintain a lending library of extensive materials and resources within 2 years of CCP approval, to provide up-to-date and Service-related environmental education materials for educators.

Strategies

1. Research and obtain materials relevant to natural and cultural resources of the refuge and Pleasant Valley.
2. Develop and gather environmental education materials, working with Region 6's EVS staff and the Service's National Conservation Training Center (NCTC), division of educational outreach.
3. Establish formal partnerships with school districts and community groups to assist with development, implementation, and promotion of the library.
4. Provide in-school materials to orient students prior to field trips to convey safety messages and describe appropriate field conduct to minimize resource damage.
5. Provide information sheets and wolf education boxes to schools.
6. Monitor the overall effectiveness of the environmental education program by tracking the number of teachers, students, and groups using the resources, and by providing feedback forms to educators.
7. Provide one full-time public use specialist to develop, organize, maintain, and distribute library materials.

Rationale

Creating and providing a lending library of materials and resources for teachers and other educators is a Service recommendation for providing a minimal environmental education program. The library will be a good way to provide educational materials geared toward the refuge and its natural resources and history. Library materials will provide background about the Service, which will help promote support and stewardship. The library will provide educators with materials to develop programs, and reinforce lessons learned during field trips. Library materials will include field guides and activities to use on site.

The Service recommends that field station environmental education programs, at a minimum, should include:

- creating or providing a lending library of materials and resources for teachers and other educators;
- designating a trained staff contact person for environmental education;
- designating a study site and providing stewardship opportunities;
- helping local educators identify refuge resources and develop programs;
- forming partnerships or recruiting and training volunteers including senior citizens and people with disabilities to conduct environmental education activities.

Environmental Education Objective 3

Provide on-site field trips to educators and students upon request to foster stewardship of the land, understand the refuge mission of conserving natural resources, and experience the wonder of native fish, wildlife, and plants as well as the culture and history of the area.

Strategies

1. Develop refuge-based themes such as wetlands, endangered species, and local history. Incorporate local, state, and national educational standards into programs, working with local schools.
2. Select and develop a designated environmental education site (figure 12), working with Region 6's EVS staff and the National Center on Accessibility.
3. Provide in-school materials to orient students prior to field trips to convey safety messages and describe appropriate field conduct to minimize resource damage.
4. Conduct at least one field trip or environmental education activity per year in collaboration with

the Pleasant Valley and Marion schools to aid in students' biology education.

5. Conduct at least one hands-on project per year for biology student in collaboration with the Montana Academy to aid in students' biology education, as well as benefit refuge resources.
6. Develop on-site monitoring and research programs for students and educators with an emphasis on wildlife conservation and the importance of wetlands, working with the refuge's biology staff and the NRCS.
7. Develop partnerships with local schools, Girl Scout, Boy Scouts, the MCC, and other youth groups to provide an educational experience through participation in fence removal, facility maintenance, and other habitat management projects.
8. Monitor the overall effectiveness of the environmental education program by tracking the number of teachers, students, and groups using the resources, and by providing feedback forms to educators.
9. Provide one full-time public use specialist to develop, implement, and monitor the environmental education program.

Rationale

Opportunities for hands-on experience with the resource will foster appreciation and support of the refuge and the Service. Involving students in simple monitoring projects will instill a sense of ownership and stewardship to the resources. This is a good way to advance science literacy through an interdisciplinary educational approach.

Learning and stewardship activities with direct contact with the resource will provide opportunities to contribute to refuge management goals. These activities will allow students and educator to see the changes to the environment their assistance has produced. Long-term projects will reinforce conservation messages learned in the field. The projects will be a means to give educators experience to bring back to the classroom and add depth to their messages. In addition, the activities will teach students and educators about resources while getting needed help for restoration projects.

Due to its diversity of habitat and wildlife species, the refuge lends itself to quality, outdoor environmental education. Educational institutions presently schedule environmental education field trips to other land management units of the National Bison Range Complex.

Interaction with the Montana Academy and other local schools will aid the refuge in providing environmental education opportunities, develop

community support, and promote interest in future goals and projects. Children located in the Pleasant Valley will be able to further their appreciation for the surrounding environment. In addition, this will help establish community support that will increase interest and understanding of the refuge and the Refuge System.

ADMINISTRATION

Organizational structure, staffing, facilities, equipment, and maintenance are administrative items addressed in the management direction.

GOAL

Provide staffing, funding, and facilities to maintain the long-term integrity of habitats and wildlife resources of Lost Trail National Wildlife Refuge in supporting the achievement of ecosystem and National Wildlife Refuge System goals.

Operations Objective 1

Form a new complex comprised of Lost Trail National Wildlife Refuge, Swan River National Wildlife Refuge, and Flathead County units of the Northwest Montana WMD, separate from the National Bison Range Complex, within 15 years of CCP approval, to better address interests unique to this area of northwestern Montana and anticipated increased public use.

Strategies

1. Provide a separate organizational code and appropriations (by the Service's Region 6 headquarters) for future operations, maintenance, and administration of the refuge.
2. Transfer the annual funding from the National Bison Range to the reorganized refuge complex for two full-time employees (one on-site supervisory refuge operations specialist and one wildlife biologist) and one career-seasonal employee (maintenance).

Rationale

The following factors justify consideration of Lost Trail National Wildlife Refuge with other Service land management units in Flathead County as a field station separate from the National Bison Range Complex:

- size of the refuge
- level of daily operations
- planned staffing with subsequent supervisory responsibilities
- political "awareness and inherent sensitivity of refuge activities within the local area and the Columbia Basin Ecosystem"

- wildlife activities, interests and activities unique and particular to this area of northwestern Montana
- anticipated increased public use activities

Operations Objective 2

Provide adequate resources and staff to administer, develop, and maintain refuge habitat, facilities, programs, and public use for the period of this CCP, within 2 years of CCP approval, to perform the restoration, management, activities, and monitoring described in the CCP to achieve the refuge's goals. Provide on-site law enforcement (overt, covert, and preventative) within 5 years of CCP approval, to provide quality public use experiences, while ensuring the protection of refuge resources.

Strategies

1. Recruit one supervisory refuge operations specialist (GS-12) to provide management operations, oversight, and administration for the refuge and other Service units north of the refuge.
2. Maintain the on-site, full-time refuge manager (GS-11, supervisory refuge operations specialist) to provide daily supervision and oversight to all activities and operations.
3. Recruit one full-time maintenance worker and one part-time maintenance worker (both WG-8) to provide adequate resources to operate, maintain, and repair facilities.
4. Hire one public use specialist (GS-11) to coordinate the public use program and facilities.
5. Hire one part-time administrative support assistant (GS-4/5) to provide daily on-site clerical and administrative support.
6. Develop a web page to describe available maintenance resources and to monitor and track materials.
7. Coordinate and plan equipment needs with the maintenance supervisor and project leader at complex headquarters through the refuge operating needs system (RONS) and maintenance management system (MMS) processes, to acquire appropriate equipment to maintain facilities and habitats (e.g., tractor, mower, backhoe, pickup, dump truck, motor boat, vehicle hoist, equipment repair tools and diagnostics, and carpentry tools and machinery).
8. Maintain equipment in a safe and efficient operating status.
9. Replace and add equipment through the RONS planning process as needed (due to normal deterioration and needed repair, and as staffing is increased).

10. Acquire necessary office equipment including computers and Internet access.
11. Provide microscopes and lab and other necessary equipment to support the environmental education curriculum.
12. Provide field guides, binoculars, and spotting scopes to assist with census work.
13. Provide VCRs, televisions, and PowerPoint equipment to preview audiovisual materials.
14. Provide satellite capacity for the Service's "distance from learning" program.
15. Communicate with MFWP staff to maintain adequate levels of law enforcement on and adjacent to the refuge (on public lands).
16. Provide one half-time law enforcement officer to protect natural and cultural resources by coordinating with MFWP.



Bernardo Garza/USFWS

Refuge Maintenance Shop

Rationale

The refuge manager currently directs, implements and supervises daily administrative, management, public use, and maintenance activities and operations of the refuge. In addition, the refuge manager coordinates these types of activities on five WPAs in Flathead County and on Swan River National Wildlife Refuge.

The following factors dictate the necessity of an on-site refuge manager for the life of this plan:

- the size of the refuge
- on-going administrative and operational activities
- required maintenance needs
- community interest
- potential environmental education and interpretative programs
- recreational opportunities
- proximity to rural communities as well as a major, growing metropolitan area (Kalispell)

Increased management and administrative responsibilities associated with development of a new refuge necessitates the need for a GS-12 supervisory position to assist with directing all Refuge System programs and to meet the goals and mission of the Service.

With the refuge being newly established, there is a multitude of resource data to be collected that would assist and enable refuge managers to properly manage the refuge in accordance with applicable laws and Service policy. A full-time wildlife biologist will implement the biological program including monitoring, evaluation, and analysis of all habitats and associated ecosystems (streams, wetlands, grasslands, and forested areas).

Managing habitats to fulfill refuge purposes and prevent invasive plant destruction of ecosystem functions is necessary to meet the mission of the Refuge System. Development and administration of the public use program and facilities to provide the visiting public with a quality, safe, wildlife-dependent recreational experience is also necessary to meet the mission.

Increased staffing, administration, public use programs, equipment, biological data collection, and monitoring will result in the need for additional administrative support to effectively communicate, budget, and perform time and attendance and hiring activities.

Managing resources and infrastructure to meet Service guidelines and policies will require adequate maintenance staff with proper tools and equipment. Implement the refuge operating needs system project for acquiring appropriate equipment and supplies to maintain refuge habitats and public use facilities (i.e., purchase of herbicide sprayers, mower, and tractor; and recurring costs of herbicide, mechanical invasive plant control, biological invasive plant control, and public use facilities maintenance).

The safe and efficient operation of the refuge is dependent on having the necessary equipment to carry on daily operations. It is necessary, practical, reasonable, prudent, and proper to maintain necessary vehicle, shop, and office equipment as funding allows.

Increased authorization of public recreational activities will result in a need for a full-time law enforcement presence to ensure a safe and enjoyable experience by refuge visitors while ensuring the protection of natural and cultural resources.

Operations Objective 3

Annually use volunteers to assist with maintenance, biological monitoring, and public use activities to implement effectively and efficiently the CCP.

Strategy

1. Provide one three-quarters-time volunteer coordinator to implement the “friends program.”

Rationale

Volunteers assist in organizing and conducting programs such as limited environmental education programs with local schools, refuge interpretation, minor facility and equipment maintenance, and various wildlife surveys.

Facilities Objective 1

Continue to provide adequate administrative and maintenance facilities within 3 years of CCP approval, and ensure needed facilities and structures are maintained to Service standards during the period of this CCP, to provide support for refuge staff and programs, and for public safety.

Strategies

1. Repair and maintain facilities, buildings, fences, and roads on an “as-needed basis.”
2. Complete facility maintenance and fence removal through assistance from the MCC and the RMEF.
3. Complete modifications of the horse arena to provide administrative space, a maintenance shop, and equipment storage; submit as a RONS project to modify the building and acquire equipment and tools including a phone system, computers, work stations, filing and storage cabinets, a vehicle lift, a vehicle wash bay, equipment repair tools, carpentry tools, and metal working tools.
4. Coordinate with Flathead Wildlife, Inc. to assist with building parking areas for designated public use activities and assist with habitat management projects.
5. Develop and implement a RONS and MMS projects list to provide necessary public use-dependent equipment and facilities.
6. Work with the Service’s Region 6 staff (education and visitor services) on design and accessibility requirements.

Rationale

Increased staff makes it necessary to maintain these facilities to avoid major and costly maintenance.

To adequately manage programs, it is necessary to provide productive workspace supplied with the necessary equipment, tools, and supplies to accomplish refuge and Service objectives.

An increase in public use activities will necessitate design and development of additional public use facilities.

Facilities Objective 2

Identify and remove unnecessary structures and facilities within 10 years of CCP approval, to provide for restoration of habitat, protection of wildlife, reduction of maintenance needs, and public safety.

Strategies

1. Remove unnecessary structures and facilities as deemed necessary.
2. Complete facility maintenance and fence removal through assistance from the MCC and the RMEF.
3. Continue the annual fence removal project (RMEF challenge cost-share grant initiated in 2000).
4. Use students to assist with fence removal or various other habitat management projects.
5. Recruit volunteers for projects such as cleanup or removal of other facilities.

Rationale

Many structures and facilities were previously used in ranching activities. Many of these facilities:

are in excess to Service needs and are occupying areas that are potential grassland habitats;

are detrimental as a wildlife hazard or a harbor for predators of ground-nesting birds;

increase maintenance costs;

increase fixed costs;

detract from the natural appearance of the landscape.

By removing these structures and facilities, maintenance costs will decrease, unnecessary facilities will be eliminated, and habitat will be restored.

PARTNERSHIPS

Partnerships that support overall management of the refuge are addressed in this management direction. Partnerships for single-type or localized activities have been described in the above topics.

GOAL

Promote and develop partnerships with adjacent landowners, public and private organizations, and other interested individuals to preserve, restore, and enhance a diverse and productive ecosystem of which Lost Trail National Wildlife Refuge is an integral part.

Partnerships Objective 1

Meet once a year with the NRCS and private landowners in the Pleasant Valley to coordinate and collaborate on an interagency, land steward partnership to protect more than 5,800 acres of wetland and wetland-related habitat, within 3 years of CCP approval.

Strategy

1. Coordinate closely with the NRCS on stream and wetland restoration throughout the WRP.

Rationale

Partnerships will assist in preserving resources of the Pleasant Valley ecosystem for future generations. Approximately 1,700 acres of the refuge were purchased subject to an existing WRP easement; therefore, the refuge will abide by NRCS rules and regulations to restore the hydrology of the WRP easement area. The WRP project as a whole is important to the hydrology of the entire valley not just the WRP easement that lies within the refuge boundary. In working with these partners, restoration of hydrology and vegetation on and adjacent to the refuge will be an important step in restoring the ecosystem to historical conditions.

Partnerships Objective 2

Partner with nongovernmental organizations (RMEF, Audubon Society, Landmark Volunteers, MCC, and Flathead Wildlife, Inc.) to conduct habitat and maintenance activities and collect biological data for the first 5 years after CCP approval, to increase conservation efforts.

Strategies

1. Collaborate with Partners for Fish and Wildlife to continue restoration on the refuge and adjacent lands.
2. Continue the annual RMEF fence removal project (challenge cost-share grant initiated in 2000) until all unnecessary fencing materials are removed.
3. Continue to seek the assistance of MCC members as well as Landmark Volunteers for facility maintenance and fence removal.
4. Continue writing project advisory committee grant proposals for assistance with the invasive plant program until the refuge can support its own needs for invasive plant control. This includes money, applications, and monitoring.
5. Continue protection of species of concern with conservation easement partners such as the NRCS, WRP, MFWP, Montana Land Reliance, The Nature Conservancy, and Audubon Society.
6. Continue to encourage Audubon volunteers to assist the refuge with migratory bird surveys, owl surveys, rail surveys, looking for rare

species, monitoring bald eagle nests, and monitoring black tern nesting colonies.

7. Continue to seek the assistance of Flathead Wildlife, Inc. to assist with building parking areas for designated public use activities and to assist with various habitat management projects.
8. Sign up various volunteer work crews for other projects that need attention, i.e., removal of the east cattle station or cleanup and removal of other facilities.

Rationale

Grants allow for additional funding, which the complex lacks, for management issues. The RMEF has enthusiastic and willing volunteers that will assist with big game winter range improvement. Use of volunteers provides extensive help with little or no cost. This volunteer effort has been critical for removing 75 miles of interior barbwire fence, which currently hinders big game movement throughout the refuge.

Labor forces within the refuge are minimal. Crews from groups such as the RMEF will be essential to completing projects such as fence removal, facility maintenance, and other labor-intensive projects that will enhance wildlife habitat.

The refuge often times does not have enough staff to complete all monitoring and inventory needs. The National Audubon Society has people who are enthusiastic and generally knowledgeable about birds. With a little training from staff, this partnership will help establish baseline data needed for management decisions.

Additional funding will assist with other habitat management projects involving volunteers. The mission of the MCC is to bring together Montana's commitment to its people and its natural resources by enhancing citizenship and employability through stewardship of our lands and community service.

The model of the MCC is:

*young people + hard work + meaningful projects
= quality citizens and a better environment*

The refuge will help fulfill this mission with community service projects that will provide for habitat management benefits. Removal of fencing, and facility maintenance, are high priorities. The benefits are numerous since fence removal helps wildlife movement throughout the refuge, as well as reducing the number of unwanted fence lines within the boundaries of the refuge.

Allowing interest groups to assist with these types of projects will make them less expensive and more feasible to accomplish within a reasonable amount of time. In turn, this allows community members to be involved at the refuge with hands-on assistance.

Partnerships Objective 3

Develop a “friends group” for a mutually agreed-upon area of the refuge within 3 years of CCP approval, to enhance management, programs, or funding of refuge programs.

Strategies

1. Work with the Flathead County extension office to develop a “friends group” and a direction of focus.
2. Provide the necessary office equipment and space to such partners as a “friends group.”
3. Meet with “friends group” volunteers at least twice a year to determine group direction and assist where appropriate.

Rationale

Development of a “friends group” will increase public awareness, involvement, and support. It will promote cooperation among varied conservation and environmental groups.

Partnerships Objective 4

In conjunction with PCTC; MFWP; Montana DNRC; USDA Forest Service; and private landowners, determine the opportunities and feasibility for a forest legacy easement within 5 years of CCP approval.

Strategies

1. Review forest lands on and near the refuge for threats from development.
2. Determine opportunities for establishing a forest legacy easement, through discussions with partners.
3. Acquire a forest legacy easement to protect forests adjacent to the refuge and within the Pleasant Valley from development, in collaboration with all partners.

Rationale

The refuge was created to preserve habitat and the wildlife that uses it. Development in the area could potentially increase invasive plants, provide for more domestic animal conflicts, and increase disturbance to resident wildlife. This program will encourage the current land use of private lands and ensure the public value of the forests is protected. The group will protect critical wildlife habitat and conserve watershed functions, however it will maintain all recreation opportunities.

Partnerships Objective 5

Share law enforcement responsibilities with MFWP during deer, elk, and upland game bird hunting seasons, on and adjacent to the refuge (on public lands), for the duration of this CCP, to efficiently provide quality public use experiences, while ensuring the protection of refuge resources.

Coordinate with the local sheriff’s office and the Montana Highway Patrol to address and deal with potential issues outside of the hunting season and to provide law enforcement personnel with backup and law enforcement assistance when needed.

Strategies

1. Maintain adequate levels of law enforcement assistance during hunting seasons for big game and upland game birds through continued communication with MFWP.
2. Provide one half-time law enforcement officer to protect natural resources by coordinating with MFWP.

Rationale

A working relationship with MFWP must be developed and maintained to ensure an ethical, lawful, and quality hunting experience—or there can be no hunting program on the refuge. Law enforcement personnel will be available for other enforcement needs.

Partnerships Objective 6

Meet once a year with PCTC, RMEF, Flathead and Lincoln counties weed departments, and the USDA Forest Service to maintain partnerships for collaboration and mutual assistance with invasive plant control, access, and road maintenance issues, for the period of this CCP.

Strategies

1. Coordinate with the PCTC where shared-easement road maintenance is applicable.
2. Continue to discuss, with partners, alternatives for invasive plant control within the Pleasant Valley.
3. Develop a strategy with partners for control of tansy ragwort and how to prevent it from becoming a dominant plant species within the Pleasant Valley.
4. Attain assistance with tansy ragwort control from the Tansy Trust Fund grant program, as well as from the Service’s challenge cost-share grants.
5. Coordinate fire suppression issues and protocols at annual meetings with Montana DNRC.

Rationale

Assistance in all areas of invasive plant control must be coordinated to have the maximum possible impact within the Pleasant Valley. Working with the grant program provides needed funding. The refuge will seek to preserve the valley and the ecosystem for future generations to enjoy and use for recreation. To maintain the current working relationship within the Pleasant Valley is also a critical tool for proper management of the refuge. Use of road 1019 is permitted, however maintenance issues must be addressed annually.

The Service currently does not have staff and funding to maintain roads that are damaged or destroyed by partners—the issue of maintenance is addressed in the easement document that allows use of these roads. The easement document mandates that maintenance of specified roads be based on primary usage of these roads by refuge staff or partners that caused the damage.

In addition, keeping an open working relationship with partners will allow for future negotiations and consultations for the ensured preservation of the Pleasant Valley.

Partnerships Objective 7

For the period of this CCP, collaborate with the Flathead County Road Department regarding refuge signage and potential cooperative road maintenance and possible relocation issues concerning Pleasant Valley Road.

Strategy

1. Control beaver activities that impact Pleasant Valley Road, i.e., flooding, through coordination with MFWP.

Rationale

County road crews maintain Pleasant Valley Road, which traverses the refuge. Road issues and maintenance concerns should be discussed and dealt with on a regular basis. Due to the layout of the road, any problems with the road may be dangerous to refuge staff as well as the visiting public.

Partnerships Objective 8

Continue issuing annual special-use permits with the USDA Forest Service for use, maintenance, and invasive plant control on refuge road North 1019, as needed for the period of this CCP.

Strategy

1. Issue a special-use permit to the USDA Forest Service for use of road 1019 for logging activities on land north of the refuge.

Rationale

Same rationale as for objective 7.

Partnerships Objective 9

Continue coordination with Bonneville Power Administration regarding the power line easement for the duration of this CCP.

Strategy

1. Continue to abide by rules and agreements in the existing power-line easement document. Annually review the easement document and coordinate all refuge activities that may affect the power line with Bonneville Power Administration.

Rationale

The refuge was acquired subject to the existing power line easement and, therefore, is legally required to abide by the existing terms of the easement.

Partnerships Objective 10

Maintain the statewide memorandum of understanding with the DNRC for wildland-fire suppression efforts for 15 after CCP approval.

Strategies

1. Operate under the statewide agreement with the Montana DNRC for fire suppression on the refuge.
2. Coordinate fire suppression issues and protocols at annual meetings with Montana DNRC.

Rationale

DNRC and the Service have entered into a memorandum of understanding for wildland fire suppression on the refuge. Interagency wildland-fire suppression efforts are necessary due to lack of staff. DNRC is the logical choice since they maintain a fire station within 15 miles, allowing for 24-hour assistance and quick response during the fire season.

Partnerships Objective 11

For the period of this CCP, continue coordination with PCTC and their lessee regarding grazing issues on adjacent PCTC lands.

Strategies

1. Continue coordination with PCTC regarding maintenance of existing fence lines.
2. Meet with the PCTC representative and lessee annually, prior to grazing.

Rationale

The PCTC is the principle landowner surrounding the refuge. Grazing on these lands is an annual occurrence from June 15 to October 15. Not all of the refuge is properly fenced, therefore continued coordination and discussions with the lessee is necessary to prevent trespass cattle.

Partnerships Objective 12

Continue to collaborate with the Pleasant Valley and Marion schools for a minimum of one field trip or environmental education activity per year.

Strategies

1. Continue to accommodate the Pleasant Valley and Marion schools whenever appropriate and compatible, to enhance their scientific or biological learning experiences.
2. Work closely with the Pleasant Valley and Marion school districts to develop an environmental education manual that fulfills

both the educational requirements of local and nearby students in addition to the vision and goals of the refuge.

3. Continue working with the school board of Pleasant Valley and Marion schools to write grants, etc., that allow the school to participate in environmental education activities on the refuge.



Ray Washtrak/USFWS

Students from Pleasant Valley School work with goose nesting structures at the refuge.

Rationale

Environmental education is one of the six top priority public uses that refuges are required to address. Interaction with local schools will aid in environmental education opportunities at the refuge and community support, while promoting interest in future goals and projects on the refuge.

Children located in the Pleasant Valley will be able to further their appreciation for the surrounding environment. In addition, this will help establish community support that will increase interest in and understanding of the refuge and the Refuge System.

Partnerships Objective 13

Work with the Montana Academy staff to collaborate on a minimum of one hands-on project per year for biology students to aid in their biological education as well as benefit refuge resources.

Strategies

1. Allow the Montana Academy to use the refuge for their outdoor biology classes whenever appropriate and compatible.
2. Seek assistance from the Montana Academy staff in areas that may be beneficial to the refuge as well as to students, i.e., tansy ragwort control.
3. Use students to assist with fence removal or various other habitat management projects.
4. Provide one full-time public use specialist to develop, implement, and monitor environmental education programs.

Rationale

Environmental education is one of the six top priority public uses that refuges are required to address. Interaction with the Montana Academy will aid in environmental education opportunities at the refuge and community support, while promoting interest in future goals and projects on the refuge.

Children located in the Pleasant Valley will be able to further their appreciation for the surrounding environment. In addition, this will help establish community support that will increase interest in and understanding of the refuge and the Refuge System.

FUNDING AND STAFFING

Funding levels for the above-described operations and staffing to achieve the refuge vision and goals are described in tables 12 and 13.

Actions, projects, and maintenance needs for the refuge are displayed in tables derived from the RONS and MMS, in appendices K and L respectively.

Table 12. Staffing to carry out objectives and strategies of the CCP, Lost Trail National Wildlife Refuge, Montana

Staffing	Employee Grade Level ¹	Estimated Salary (\$) (not including cost of employee benefits)
Supervisory refuge operations specialist	GS-12	56,463
Refuge operations specialist	GS-11	47,110
Wildlife biologist	GS-11	47,110
Outdoor recreation planner (public use specialist)	GS-11	47,110
Law enforcement officer, career-seasonal (0.5 FTE ²)	GS-9	19,468
Administrative support assistant	GS-5	25,697
Maintenance worker (2.0 FTEs)	WG-8	71,564
	Annual Salary Total ³	314,522

¹General Schedule (GS); Wage Grade (WG)

²FTE=full-time equivalent employee

³Based on position grade level, rounded to the nearest thousand

Table 13. Budgetary needs to carry out objectives and strategies of the CCP, Lost Trail National Wildlife Refuge, Montana

<i>Budget Item</i>	<i>Estimated Expense (\$)</i>
Administration and maintenance facility	1,500,000
Equipment	200,000
Environmental education program	200,000
“Friends group” facility and activities	250,000
Lending library	300,000
Operations (annual supplies, gas, etc.)	56,000
Salary with benefits	390,000
Structure maintenance and improvement	500,000
Vehicles	250,000
Visitor contact station	350,000
	Total 3,996,000

Glossary

accessible—pertaining to physical access to areas and activities for people of different abilities, especially those with physical impairments.

adaptive management—the rigorous application of management, research, and monitoring to gain information and experience necessary to assess and modify management activities. A process that uses feedback, from refuge research and monitoring and evaluation of management actions, to support or modify objectives and strategies at all planning levels.

alternatives—different sets of objectives and strategies or means of achieving refuge purposes and goals, helping fulfill the Refuge System mission and resolving issues.

amphibians—a class of cold-blooded vertebrates including frogs, toads, and salamanders.

APHIS—U.S. Department of Agriculture's Animal and Plant Health Inspection Service.

ARPA—Archaeological Resources Protection Act.

ATV—all-terrain vehicle.

bald eagle disturbance—any human-elicited response that induces a behavioral or physiological change in a bald eagle contradictory to those that facilitate survival and reproduction. Disturbance may include elevated heart or respiratory rate, flushing from a perch or events that cause a bald eagle to avoid an area or nest site. (MBEWG 1994)

bald eagle nest—any platform within the breeding area that may have been built or used by a bald eagle, usually as a focus for reproductive behavior and activity. Bald eagle nests are usually built by mated pairs, are made of sticks, and are situated in trees. Nests may be constructed by single eagles or other species and composed exclusively or in part of grass, forbs, or human-constructed material and situated on cliffs, structures (windmills, utility poles), or the ground. (MBEWG 1994)

bald eagle nest site management zone—local geographic areas surrounding active and alternate bald eagle nests in which human activities are likely to disrupt normal breeding activity. Zones involve application of spatial and temporal human activity restrictions, progressively less restrictive with increasing distance from the nest site. (MBEWG 1994)

baseline—a set of critical observations or data used for comparison or a control.

big game—large animals sought for hunting or fishing for sport including white-tailed deer, pronghorn, mule deer, elk, moose, bighorn sheep, black bear, and mountain lion.

biological control, *also* **biocontrol**—reduction in numbers or elimination of unwanted species by the introduction of natural predators, parasites, or diseases.

biological integrity—composition, structure, and function at the genetic, organism, and community levels consistent with natural conditions and the biological processes that shape genomes, organisms, and communities.

biomass—the total amount of living material, plants and animals, above and below the ground in a particular habitat or area.

biotic—pertaining to life or living organisms; caused or produced by or comprising living organisms.

Bonneville Power Administration—a federal agency under the U.S. Department of Energy that markets wholesale electrical power and operates and markets transmission services in the Pacific Northwest. The power comes from 31 federal hydro-projects, 1 nonfederal nuclear plant, and several other nonfederal power plants. The hydro-projects and the electrical system are known as the Federal Columbia River Power System. <<http://www.bpa.gov/corporate/kc/home/facts/>>

Breeding Bird Survey—a cooperative program of the U.S. Fish and Wildlife Service and the Canadian Wildlife Service for monitoring population changes in North American breeding birds by using point counts along roads (Koford et al. 1994).

Cabinet/Yaak ecosystem (CYE)—encompasses about 2,720 square miles of northwestern Montana and northern Idaho. The Cabinet Mountains comprise about 58 percent of the ecosystem and lie south of the Kootenai River, with the Yaak River to the north. Two 7.2-mile-wide corridors link the Yaak with the Cabinet Mountains. <<http://www.r6.fws.gov/endspp/grizzly/cabyaakprogreport2002.pdf>>

CCP—*see* comprehensive conservation plan.

CFR—Code of Federal Regulations.

cfs—cubic feet per second.

climax—a community that has reached a steady state under a particular set of environmental conditions; a relatively stable plant community; the final stage in ecological succession.

cm—centimeter; equivalent to 0.39 inch.

colony—the nests or breeding place of a group of birds (such as herons) occupying a limited area.

compatibility—a wildlife-dependent recreational use or any other use of a refuge that, in the sound professional judgment of the refuge manager, will not materially interfere with or detract from the fulfillment of the mission of the Refuge System or the purposes of the refuge (Draft USFWS Manual 603 FW 3.6). A compatibility determination supports the selection of compatible uses and identified stipulations of limits necessary to ensure compatibility. A use (recreational or nonrecreational) of a refuge is incompatible if, in the sound professional judgment of the director of the Service, it will materially interfere with or detract from the fulfillment of the mission of the Refuge System or the purposes of the refuge. Incompatible uses are not allowed to occur on Service areas.

comprehensive conservation plan (CCP)—a document that describes the desired future conditions of the refuge. Provides long-range (15-year) guidance and management direction for the refuge manager to accomplish the purposes of the refuge, contribute to the mission of the Refuge System, maintain and, where appropriate, restore the biological integrity, diversity, and environmental health of each refuge and the Refuge System, and meet other mandates. (602 FW 3). For refuges established after October 8, 1997, CCPs are prepared when the refuge obtains staff and acquires a land base sufficient to achieve refuge purposes, but no later than 15 years after establishment of the refuge. Refuges convert long-range management plans (e.g., master plans and refuge management plans) approved prior to October 9, 1997 into CCPs with appropriate public involvement and NEPA compliance, no later than October 2012.

cool-season grasses—grasses that begin growth earlier in the season and often become dormant in the summer. These grasses will germinate at lower temperatures (65–85°F). Examples of cool-season grasses at refuge are bluebunch wheatgrass, Idaho fescue, and rough fescue.

coordination area—a wildlife management area made available to a state, by “(A) cooperative agreement between the United States Fish and Wildlife Service and the state fish and game agency pursuant to Section 4 of the Fish and Wildlife Coordination Act (16 U.S.C. 664); of (B) by long-term leases or agreements pursuant to the Bankhead–Jones Farm Tenant Act (50 Stat. 525; 7 U.S.C. 1010 et seq.)” States manage coordination areas, but they are part of the Refuge System. CCPs are not required for coordination areas.

CSKT—Confederated Salish and Kootenai Tribes.

cultural resources—the remains of sites, structures, or objects used by people in the past.

cultural resource inventory—a professionally conducted study designed to locate and evaluate evidence of cultural resources present within a defined area. Inventories may involve various levels including background literature search (class I), sample inventory of project site distribution and density over a larger area (class II), or comprehensive field examination to identify all exposed physical manifestation of cultural resources (class III).

CYE—*see* Cabinet/Yaak ecosystem.

defoliation—the removing of vegetative parts; to strip vegetation of leaves; removal can be caused by weather, mechanical, animals, and fire.

depredation—damage inflicted on agricultural crops or ornamental plants by wildlife. Depredation can also refer to the taking of wildlife, including destruction of nests or dens, and eggs or young.

depredation by wolves—killing or serious maiming by one or more wolves of lawfully present domestic livestock or other domestic animals on federally and state-managed lands or private lands, accompanied by the threat that additional livestock or domestic animals will be killed or maimed by wolves.

dm—decimeter; equivalent to 3.94 inches.

DNRC—Montana Department of Natural Resources and Conservation.

DOI—Department of the Interior.

drawdown—the act of manipulating water levels in an impoundment to allow for the natural drying-out cycle of a wetland.

EA—*see* environmental assessment.

ecological diversity—the variety of life and its processes, including the variety of living organisms, the genetic differences among them, and the communities and ecosystems in which they occur (USFWS Manual 052 FW 1.12B).

ecosystem—a biological community together with its environment, functioning as a unit. For administrative purposes, the Service has designated 53 ecosystems covering the United States and its possessions. These ecosystems generally correspond with watershed boundaries and their sizes and ecological complexity vary.

EIS—environmental impact statement.

emergent—a plant rooted in shallow water and having most of the vegetative growth above water. Examples are cattail and hardstem bulrush.

endangered species, federal—a plant or animal species listed under the Endangered Species Act that is in danger of extinction throughout all or a significant portion or its range.

endangered species, state—a plant or animal species listed under the federal Endangered Species Act that is located in Montana. See listings at: <http://www.fwp.state.mt.us/wildthings/t%26e.asp>

endemic species—plants or animals that occur naturally in a certain region and whose distribution is relatively limited to a particular locality.

environmental assessment (EA) —a concise public document, prepared in compliance with the National Environmental Policy Act, that briefly discusses the purpose and the need for an action, alternative to such action. An EA provides sufficient evidence and analysis of impacts to determine whether to prepare an environmental impact statement or finding of no significant impact (40 CFR 4508.9).

environmental health—natural composition, structure, and functioning of the physical, chemical, and other abiotic elements, and the abiotic processes that shape the physical environment.

EPA—U.S. Environmental Protection Agency.

ESA—Endangered Species Act.

ESO—ecological services office.

EVS—education and visitor services.

extinction—the complete disappearance of a species from the earth; no longer existing (Koford et al. 1994).

extirpate—the elimination of a species from an island, local area, or region (Koford et al. 1994); to destroy completely; wipe out.

fauna—all the vertebrate and invertebrate animals of an area; the animals' characteristic of a region, period, or special environment.

fen, also alkaline bog—wetland primarily composed of organic soil material (peat or muck) that took thousands of years to develop.

FERC—Federal Energy Regulatory Commission.

finding of no significant impact (FONSI)—a document prepared in compliance with the National Environmental Policy Act, supported by an environmental assessment, that briefly presents why a federal action will have no significant effects on the human environment and for which an environmental impact statement will not be prepared (40 CFR 1508.13).

fire regime—a description of the frequency, severity, and extent of fire that typically occurs in an area or vegetative type.

flora—all the plant species of an area; plant or bacterial life characteristic of a region, period, or special environment.

FMP—fire management plan.

forb—a broad-leaved, herbaceous plant; a seed-producing annual, biennial, or perennial plant that does not develop persistent woody tissue but dies down at the end of the growing season.

forest—a group of trees with their crown overlapping (generally forming 60–100 percent cover).

“friends group”—any formal organization whose mission is to support the goals and purposes of its associated refuge and the National Wildlife Refuge System. This includes “friends” organizations and cooperating and interpretive associations.

FTE—full-time equivalent employee.

geographic information system (GIS)—a computer system capable of storing and manipulating spatial data; a set of computer hardware and software for analyzing and displaying spatially referenced features (i.e., points, lines and polygons) with nongeographic attributes such as species and age (Koford et al. 1994).

GIS—*see* geographic information system.

global positioning system (GPS)—a system that, by using satellite telemetry, can pinpoint exact locations of places on the ground.

goal—descriptive, open-ended, and often broad statements of desired future conditions that convey a purpose but do not define measurable units (Draft USFWS Manual 620 FW 1.5).

GPS—*see* global positioning system.

GS—general schedule (pay rate schedule for certain federal positions).

GYA—Greater Yellowstone Area.

habitat—the place or environment where a plant or animal naturally or normally lives and grows.

habitat development plan—a dynamic working document that provides refuge managers a decision-making process; guidance for the management of refuge habitat; and long-term vision, continuity, and consistency for habitat management on refuge lands. Each plan incorporates the role of refuge habitat in international, national, regional, tribal, state, ecosystem, and refuge goals and objectives; guides analysis and selection of specific habitat management strategies to achieve those habitat goals and objectives; and uses key data, scientific literature, expert opinion, and staff expertise. (USFWS Manual 620 FW 1)

The habitat development plan for Lost Trail National Wildlife Refuge is a result of a FERC-approved settlement between the Department of the Interior, the MPC, and the CSKT for mitigation of habitat and wildlife losses on Flathead WPA caused by past and future operations of Kerr Dam by the MPC. The refuge has 3,112 acres because of this mitigation process. The habitat development plan addresses planned habitat enhancements on the refuge per the “Stipulation and Agreement” (December 12, 1997) and the “Order Approving Settlement.” These developments and enhancements are the result of nearly 15 years of study, assessment, planning, and negotiations between the MPC, the CSKT, and the Service.

habitat fragmentation—the alteration of a large habitat, creating isolated patches of the original habitat that are interspersed with a variety of other habitat types (Koford et al. 1994); the process of reducing the size and connectivity of habitat patches, making movement of individuals or genetic information between parcels difficult or impossible.

herbivore—an animal feeding on plants.

impoundment—a body of water created by collection and confinement within a series of levees or dikes, creating separate management units although not always independent of one another.

Improvement Act—National Wildlife Refuge System Improvement Act of 1997. <www.fws.gov/refuges/policymakers/mandates/hr1420/index.html>

indicator species—a species of plant or animal that is assumed to be sensitive to habitat changes and represents the needs of a larger group of species.

integrated pest management (IPM)—the control of pest species (plant or animal) using a practical, economical, and scientifically based combination of biological, mechanical, cultural, or chemical control methods. A balanced approach to controlling pest species’ populations.

intermittently flooded—substrate usually exposed, but surface water is present for variable periods without seasonal periodicity.

introduced species—a species present in an area due to deliberate release by humans (including reintroductions, transplants, and restocked species) or due to accidental release through escape or indirect assistance (Koford et al. 1994).

introduction—the intentional or unintentional escape, release, dissemination, or placement of a species into an ecosystem as a result of human activity.

invasive species—a species that is nonnative to the ecosystem; a species whose introduction causes

or is likely to cause environmental or economic harm, or harm to human health.

inviolate sanctuary—a place of refuge or protection where animals and birds may not be hunted.

IPM—*see* integrated pest management.

issue—any unsettled matter that requires a management decision, e.g., an initiative, opportunity, resource management problem, threat to the resources of the unit, conflict in uses, public concern, or the presence of an undesirable resource condition.

lawfully present livestock—livestock (cattle, sheep, horses, and mules) occurring on private lands or on legal allotments (not trespassing) on federal lands.

Lincoln County tansy ragwort management program—an invasive plant grant program in conjunction with the Montana Department of Agriculture that has a continued focus on containment, control, and eradication of tansy ragwort infestations. Techniques include revegetation of disturbed logging sites, mapping infestations, spot treatment with herbicides, and continued release of biocontrol agents (Montana Department of Natural Resources Biennial Noxious Weed Summary Report FY 01–02).

maintenance management system (MMS)—a national database that contains the unfunded maintenance needs of each refuge. Projects include those required to maintain existing equipment and buildings and to correct safety deficiencies for the implementation of approved plans, and to meet goals, objectives, and legal mandates.

MBEWG—Montana Bald Eagle Working Group.

MCC—Montana Conservation Corps.

mechanical control—reduction in numbers or elimination of unwanted species through the use of mechanical equipment such as mowers and clippers.

mesic—characterized by, relating to, or requiring a moderate amount of moisture; having a moderate rainfall.

MFWP—Montana Department of Fish, Wildlife and Parks.

migration—regular extensive, seasonal movements of birds between their breeding regions and their wintering regions (Koford et al. 1994); to pass, usually periodically, from one region or climate to another for feeding or breeding.

migratory birds—birds that follow a seasonal movement from their breeding grounds to their winter grounds. Waterfowl, shorebirds, raptors, and songbirds are all migratory birds.

mitigation—measures designed to counteract environmental impacts or to make impacts less severe.

mixed-grass prairie—the transition zone between the tall-grass prairie and the short-grass prairie dominated by grasses of medium height that are approximately 2–4 feet tall. Soils are not as rich as the tall-grass prairie and moisture levels are less.

mm—millimeter; equivalent to 0.04 inch.

MMS—*see* maintenance management system.

monitoring—the process of collecting information to track changes of selected parameters over time.

MOYOCO—Upper Missouri, Yellowstone, Upper Columbia River ecosystem.

MPC—Montana Power Company.

MPIF—Montana Partners in Flight.

NAAQS—national ambient air quality standards.

National Bison Range Complex—National Wildlife Refuge System land and programs including: National Bison Range, Ninepipe National Wildlife Refuge (NWR), Pablo NWR, Swan River NWR, Lost Trail NWR, and Northwest Montana Wetland Management District (includes 15 waterfowl production areas, as well as a conservation easement program).

national wildlife refuge (NWR)—“A designated area of land, water, or an interest in land or water within the National Wildlife Refuge System, but does not include coordination areas.” Find a complete listing of all units of the Refuge System in the current “Annual Report of Lands Under Control of the U.S. Fish and Wildlife Service.”

National Wildlife Refuge System (Refuge System, NWRS)—various categories of areas administered by the Secretary of the Interior for the conservation of fish and wildlife including species threatened with extinction; all lands, waters, and interests administered by the Secretary as wildlife refuges; areas for the protection and conservation of fish and wildlife that are threatened with extinction—wildlife ranges, game ranges, wildlife management areas, or waterfowl production areas.

National Wildlife Refuge System mission—The mission of the National Wildlife Refuge System is to administer a national network of lands and waters for the conservation, management, and, where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.

native species—species that are part of the original plant and animals of an area. In general,

meaning from the same continent (Johnson and Larson 1999).

NCDE—*see* northern Continental Divide ecosystem.

NCTC—National Conservation Training Center.

Neotropical migratory bird (NTMB)—a bird species that breeds north of the United States and Mexican border and winters primarily south of this border.

NEPA—National Environmental Policy Act.

nest success—the percentage of nests that hatch successfully (one or more eggs hatch) of the total number of nests initiated in an area.

NHPA—National Historic Preservation Act.

nongovernmental organization—any group that is not composed of federal, state, tribal, county, city, town, local, or other governmental entities.

North American Waterfowl Management Plan—the North American Waterfowl Management Plan, signed in 1986, recognizes that the recovery and perpetuation of waterfowl populations depends on restoring wetlands and associated ecosystems throughout the United States and Canada. It established cooperative international efforts and joint ventures composed of individuals; corporations; conservation organizations; and local, state, provincial, and federal agencies drawn together by common conservation objectives. Lost Trail National Wildlife Refuge falls into the “Prairie Pothole Joint Venture.”

northern Continental Divide ecosystem (NCDE)—this is 32,300 square kilometers (8 million acres) of extremely diverse habitats, much of it being heavily forested, mountainous, and a largely roadless wilderness along the Rocky Mountains from the Canadian border south to Lincoln, Montana. <http://www.nrmssc.usgs.gov/research/NCDEbear_dna_detail.htm>

Northern Rocky Mountain Wolf Recovery Plan—a document prepared by a team of individuals with expertise regarding the biological and habitat requirements of the wolf, outlining the tasks and actions necessary to recover the species within parts of its former range in the Rocky Mountain region. Original plan completed in 1980. Revised recovery plan approved August, 3 1987.

NRCS—Natural Resources Conservation Service.

NTMB—*see* Neotropical migratory bird.

NWI—national wetland inventory.

NWR—*see* national wildlife refuge.

NWRS—*see* National Wildlife Refuge System.

objective—a concise statement of what is to be achieved, when and where it is to be achieved, and who is responsible for the work. Objectives are derived from goals and provide the basis for determining management strategies. Objectives should be attainable, time-specific, and measurable.

Partners in Flight—a Western Hemisphere program designed to conserve Neotropical migratory birds and officially endorsed by numerous federal and state agencies and nongovernmental organizations; also known as the Neotropical Migratory Bird Conservation Program (Koford et al. 1994).

PCTC—Plum Creek Timber Company.

perennial—plants that live for 3 years or more (Johnson and Larson 1999).

permanently flooded—surface water is present throughout the year in all years.

P.L.—public law.

planning team—teams that are interdisciplinary in membership and function. Teams generally consist of a planning team leader; refuge manager and staff biologists; a state natural resource agency representative; and other appropriate program specialists (e.g., social scientist, ecologist, recreation specialist). Other federal and tribal natural resource agencies are asked to provide team members, as appropriate. The planning team prepares the comprehensive conservation plan and appropriate National Environmental Policy Act documentation.

planning team leader—typically a professional planner or natural resource specialist knowledgeable of the requirements of National Environmental Policy Act and who has planning experience. The planning team leader manages the refuge planning process and ensures compliance with applicable regulatory and policy requirements.

planning unit—a single refuge, an ecologically or administratively related refuge complex, or distinct unit of a refuge. The planning unit also may include lands currently outside refuge boundaries.

Pleasant Valley ecosystem—the plants, wildlife, and associated life cycles associated with the land area of the Pleasant Valley watershed.

Pleasant Valley watershed—land area drained by water (rivers, stream, lakes) that flows into the water sources located in Pleasant Valley and its major water sources (Dahl and Lynch lakes, and Pleasant Valley Creek) ending at the confluence of the Pleasant Valley–Fisher River.

predation—a mode of life in which food is primarily obtained by the killing or consuming of animals.

prescribed fire—controlled application of fire to the landscape that allows the fire to be confined to a predetermined area while producing the intensity of heat and rate of spread required to achieve planned management objectives.

priority public uses—six wildlife-dependent recreational public uses authorized by the Improvement Act to have priority and are found to be appropriate for refuges. They are hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation. Compatibility of these uses needs to be determined for each refuge.

problem wolves—wolves that have depredated on lawfully present livestock, domestic animals (pets), or other member of a group; pack of wolves including adults, yearlings, and young-of-the-year that were directly involved in the depredation, or fed upon the remains, of livestock that were a result of the depredation.

proposed action—the alternative proposed by the Service as best achieving the refuge purpose, vision, and goals; contributing to the Refuge System mission and addressing the significant issues; and consistent with principles of sound fish and wildlife management.

purposes of the refuge—“The purposes specified in or derived from the law, proclamation, executive order, agreement, public land order, donation document, or administrative memorandum establishing, authorizing, or expanding a refuge, refuge unit, or refuge subunit.”

raptor—a carnivorous bird (such as a hawk, falcon, or vulture) that feeds wholly or chiefly on meat taken by hunting or on carrion (dead carcasses).

refuge operating needs system (RONS)—a national database that contains the unfunded operational needs of each refuge. Projects include those required to implement approved plans and meet goals, objectives, and legal mandates.

Refuge System—*see* National Wildlife Refuge System.

resident species—a species inhabiting a given locality throughout the year; nonmigratory species. Examples for Lost Trail National Wildlife Refuge include Columbian ground squirrel, black-capped chickadee, great horned owl, moose, and coyote.

richness, also species richness—the absolute number of species in an assemblage or community; the number of species in a given area (Koford et al. 1994).

riparian area or zone—the area adjacent to water; the area influenced by water associated with streams or rivers.

RMEF—Rocky Mountain Elk Foundation.

RMP—Rocky Mountain population.

RONs—*see* refuge operating needs system.

scoping—the process of obtaining information from the public for input into the planning process.

seasonally flooded—surface water is present for extended periods in the growing season, but is absent by the end of the season in most years.

sediment—material deposited by water, wind, or glaciers.

semipermanently flooded—surface water is present throughout the growing season in most years.

Service—*see* U.S. Fish and Wildlife Service.

shorebird—any of a suborder (Charadrii) of birds (such as a plover or a snipe) that frequent the seashore or mud flat areas.

SHPO—state historic preservation office.

spatial—relating to, occupying, or having the character of space.

special-use permit—a permit for special authorization from the refuge manager required for any refuge service, facility, privilege, or product of the soil; provided at refuge expense and not usually available to the general public through authorizations in Title 50 Code of Federal Regulations or other public regulations (Refuge Manual 5 RM 17.6).

species of concern, federal—species that (1) are documented or have apparent population declines; (2) are small or restricted populations; or (3) depend on restricted or vulnerable habitats.

step-down management plan—step-down management plans provide the details (strategies and implementation schedules) necessary to meet goals and objectives identified in the comprehensive conservation plan (CCP). CCPs will either incorporate or identify step-down plans required to carry out the CCP. After completion of the CCP, existing step-down plans will be modified as needed to accomplish stated goals and objectives. (602 FW 4).

strategy—a specific action, tool, or technique or combination of actions, tools, and techniques used to meet unit objectives (Draft USFWS Manual 602 FW 1.5).

tansy ragwort—*Senecio jacobaea* is an Eurasian invasive plant in the sunflower family (Asteraceae). It spreads primarily by seed—a single tansy ragwort plant may produce up to 150,000 seeds, which may remain viable for up to 15 years. All parts of this plant are poisonous. It causes liver damage to cattle

and horses, while sheep are affected to a lesser extent. <<http://www.oneplan.org/index.htm>>

temporarily flooded—surface water is present for brief periods during the growing season.

THPO—tribal historical preservation office.

threatened species, federal—species listed under the Endangered Species Act that are likely to become endangered within the foreseeable future throughout all or a significant portion of their range.

threatened species, state—a plant or animal species listed under the federal Endangered Species Act that is located in Montana. See listings at <<http://www.fwp.state.mt.us/wildthings/t%26e.asp>>

USDA—U.S. Department of Agriculture.

U.S. Fish and Wildlife Service (Service, USFWS)—the principal federal agency responsible for conserving, protecting, and enhancing fish and wildlife and their habitats for the continuing benefit of the American people. The Service manages the 93-million-acre National Wildlife Refuge System comprised of more than 540 national wildlife refuges and thousands of waterfowl production areas. It also operates 65 national fish hatcheries and 78 ecological service field stations. The agency enforces federal wildlife laws, manages migratory bird populations, restores national significant fisheries, conserves and restores wildlife habitat such as wetlands, administers the Endangered Species Act, and helps foreign governments with their conservation efforts. It also oversees the federal aid program that distributes millions of dollars in excise taxes on fishing and hunting equipment to state wildlife agencies.

U.S. Fish and Wildlife Service mission—The mission of the U.S. Fish and Wildlife Service is working with others to conserve, protect, and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people.

USFWS—*see* U.S. Fish and Wildlife Service.

U.S. Geological Survey (USGS)—a federal agency whose mission is to provide reliable scientific information to describe and understand the earth; minimize loss of life and property from natural disasters; manage water, biological, energy, and mineral resources; and enhance and protect our quality of life.

USGS—*see* U.S. Geological Survey.

vision statement—a concise statement of what the planning unit should be, or what the Service hopes to do, based primarily on the Refuge System mission, specific refuge purposes, and other mandates. In addition, the vision statement is tied to the maintenance and restoration of biological integrity, diversity, and environmental health of each refuge and the Refuge System.

visual obstruction reading (VOR)—a measurement of the density of a plant community; the height of vegetation that blocks the view of predators to a nest.

VOR—*see* visual obstruction reading.

waders, also wading birds—birds having long legs that enable them to wade in shallow water. Includes egrets, great blue herons, black-crowned night-herons, and bitterns.

warm-season grasses—grasses that begin growth later in the season (early June). These grasses require warmer soil temperatures to germinate and actively grow when temperatures range from approximately 85 to 95°F. Examples of warm-season grasses are red threeawn (*Aristida longiseta*) and mountain brome (*Bromus carinatus*).

waterfowl—a category of birds that includes ducks, geese, and swans.

waterfowl production area (WPA)—prairie wetland with associated upland that is managed to provide nesting areas for waterfowl, which is owned in fee title by the Service. These lands are purchased from willing sellers with funds from Duck Stamp sales. They are open to public hunting, fishing, and trapping according to state and federal regulations.

watershed—the region or area draining into a river, river system, or body of water.

wetland easement—a perpetual agreement entered into by a landowner and the Service. The easement covers only the wetlands specified in the agreement. In return for a single lump-sum payment, the landowner agrees not to drain, burn, level, or fill wetlands covered by the easement.

wetland management district (WMD)—land that the Refuge System acquires (with federal Duck Stamp funds), restores, and manages primarily as prairie wetland habitat critical to waterfowl and other wetland birds. The Northwest Montana WMD, as part of the National Bison Range Complex, includes 15 waterfowl production areas and an easement program located in Flathead and Lake counties.

wetland reserve program (WRP)—voluntary program offering landowners the opportunity to protect, restore, and enhance wetlands on their

property. The Natural Resources Conservation Service provides technical and financial support to help landowners with their wetland restoration efforts. The NRCS goal is to achieve the greatest wetland functions and values, along with optimum wildlife habitat, on every acre enrolled in the program. This program offers landowners an opportunity to establish long-term conservation and wildlife practices and protection. <<http://www.nrcs.usda.gov/programs/wrp/>>

wildlife-dependent recreational use—“A use of a refuge involving hunting, fishing, wildlife observation and photography, or environmental education and interpretation.” These are the six priority public uses of the Refuge System as established in the National Wildlife Refuge System Administration Act, as amended. Wildlife-dependent recreational uses, other than the six priority public uses, are those that depend on the presence of wildlife. Other uses will be considered in the preparation of a comprehensive conservation plan; however, the six priority public uses always will take precedence.

WG—wage grade schedule (pay rate schedule for certain federal positions).

WMD—*see* wetland management district.

wolf den—a place where wolves rear their pups, usually for the first six weeks. Dens are often used year after year, but wolves may also dig new dens or use some other type of shelter, such as a cave.

wolf pack—a group of wolves, usually consisting of a male, a female, and their offspring.

wolf recovery team—a designated group working on the recovery of wolves to an area in compliance with the Endangered Species Act.

wolf rendezvous site—a place where wolves gather after the young have left the den site.

woodland—open stands of trees with crowns not usually touching (generally forming 25–60 percent cover).

WPA—*see* waterfowl production area.

WRP—*see* wetland reserve program.

WUI—wildland-urban interface.

Appendix A—Background Information

This appendix includes background information related to the refuge and its management, as follows:

- key legislation and policy
- refuge establishment history
- public use
- water rights
- species of concern
- cultural resources

KEY LEGISLATION AND POLICY

Americans with Disabilities Act (1992): Prohibits discrimination in public accommodations and services.

Architectural Barriers Act (1968): Requires federally owned, leased, or funded buildings and facilities to be accessible to persons with disabilities.

Clean Water Act (1977): Requires consultation with the U.S. Army Corps of Engineers for major wetland modifications.

Criminal Code of Provisions of 1940, as amended, (18 U.S.C. 41): States the intent of Congress to protect all wildlife within federal sanctuaries, refuges, fish hatcheries, and breeding grounds. Provides that anyone (except in compliance with rules and regulations promulgated by authority of law) who hunts, traps, or willfully disturbs any such wildlife, or willfully injures, molests, or destroys any property of the United States on such land or water, shall be fined up to \$500 or imprisoned for not more than 6 months or both.

Emergency Wetland Resources Act of 1986: Authorizes the purchase of wetlands from Land and Water Conservation Fund moneys, removing a prior prohibition on such acquisitions. The Act also requires the Secretary to establish a national wetlands priority conservation plan, requires the states to include wetlands in their comprehensive outdoor recreation plans, and transfers to the Migratory Bird Conservation Fund amount equal to import duties on arms and ammunition.

Endangered Species Act of 1973 and recent amendments (16 U.S.C. 1531–1543; 87 Stat. 884), as amended (establishing legislation): Provides for conservation of threatened and endangered species of fish, wildlife, and plants by federal action and by encouraging state programs. Specific provisions include:

the listing and determination of critical habitat for endangered and threatened

species and consultation with the Service on any federally funded or licensed project that could affect any of these agencies;

prohibition of unauthorized taking, possession, sale, transport, etc., of endangered species;

an expanded program of habitat acquisition;

establishment of cooperative agreements and grants-in-aid to states that establish and maintain an active, adequate program for endangered and threatened species;

assessment of civil and criminal penalties for violating the Act or regulations.

Environmental Education Act of 1990 (20 U.S.C. 5501–5510; 104 Stat. 3325): Public law (P.L.) 101-619, signed November 16, 1990, established the Office of Environmental Education within the U.S. Environmental Protection Agency (EPA) to develop and administer a federal environmental education program. Responsibilities of the office include developing and supporting programs to improve understanding of the natural and developed environment, and the relationships between humans and their environment; supporting the dissemination of educational materials; developing and supporting training programs and environmental education seminars; managing a federal grant program; and administering an environmental internship and fellowship program. The office is required to develop and support environmental programs in consultation with other federal natural resource management agencies, including the Service.

Executive Order 11988—Floodplain Management: This executive order, signed May 24, 1977, prevents federal agencies from contributing to the “adverse impacts associated with occupancy and modification of floodplains” and the “direct or indirect support of floodplain development.” In the course of fulfilling their respective authorities, federal agencies “shall take action to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values served by floodplains.”

Executive Order 12996—Management and General Public Use of the National Wildlife Refuge System (1996): Defines the mission, purpose, and priority public uses of the National Wildlife Refuge System.

It also presents four principles to guide management of the system.

Executive Order 13007—Indian Sacred Sites (1996): Directs federal land management agencies to accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners, avoid adversely affecting the physical integrity of such sacred sites, and where appropriate, maintain the confidentiality of sacred sites.

Federal Noxious Weed Act (1990): Requires the use of integrated management systems to control or contain undesirable plant species, and an interdisciplinary approach with the cooperation of other federal and state agencies.

Fish and Wildlife Act of 1956 (70 Stat. 1119; 16 U.S.C. 742a–742j), as amended: Establishes a comprehensive fish and wildlife policy and directs the Secretary of the Interior to provide continuing research; and extension and conservation of fish and wildlife resources.

Fish and Wildlife Improvement Act of 1978: Improves the administration of fish and wildlife programs and amends several earlier laws including the Refuge Recreation Act, the National Wildlife Refuge Administration Act, and the Fish and Wildlife Act of 1956. It authorizes the Secretary to accept gifts and bequests of real and personal property on behalf of the United States. It also authorizes the use of volunteers on Service projects and appropriations to carry out volunteer programs.

Land and Water Conservation Fund Act of 1965: Provides funds from leasing bonuses, production royalties, and rental revenues for offshore oil, gas, and sulphur extraction to the Bureau of Land Management, the USDA Forest Service, the U.S. Fish and Wildlife Service, and state and local agencies for purchase of lands for parks, open space, and outdoor recreation.

Migratory Bird Conservation Act of 1929 (16 U.S.C. 715–715d, 715e, 715f–715r): Establishes the Migratory Bird Conservation Commission, which consists of the Secretaries of the Interior (chair), Agriculture, and Transportation; two members from the House of Representatives; and an ex-officio member from the state in which a project is located. The commission approves acquisition of land and water, or interests therein, and sets the priorities for acquisition of lands by the Secretary of the Interior for sanctuaries or for other management purposes. Under this Act, to acquire lands or interests therein, the state concerned must consent to such acquisition by legislation. Such legislation has been enacted by most states.

Migratory Bird Conservation Act of 1929 (16 U.S.C. 715s, 45 Stat. 1222), as amended: Authorizes acquisition, development, and maintenance of migratory bird refuges; cooperation with other

agencies in conservation; and investigations and publications on North American birds. Authorizes payment of 25 percent of net receipts from administration of national wildlife refuges to the country or counties in which such refuges are located.

Migratory Bird Hunting and Conservation Stamp Act of 1934 (16 U.S.C. 718–718h; 48 Stat. 51), as amended: The “Duck Stamp Act,” as this March 16, 1934 authority is commonly called, requires each waterfowl hunter 16 years of age or older to possess a valid federal hunting stamp. The Act authorized the requirement of an annual stamp for the hunting of waterfowl. Proceeds go towards the purchase of habitat for waterfowl and other wildlife. Duck stamps are also purchased: (1) for entry into some refuges; (2) by conservationists; and (3) for stamp collections. Receipts from the sale of the stamp are deposited in a special Treasury account known as the Migratory Bird Conservation Fund and are not subject to appropriations.

Migratory Bird Treaty Act of 1918 (16 U.S.C. 703–711; 50 CFR subchapter B), as amended: Implements treaties with Great Britain (for Canada) and Mexico for protection of migratory birds whose welfare is a federal responsibility. The act provides for regulations to control taking, possession, selling, transporting, and importing of migratory birds and provides penalties for violations. This Act enables the setting of seasons and other regulations (including the closing of areas, federal or nonfederal) related to the hunting of migratory birds.

National and Community Service Act of 1990 (42 U.S.C. 12401; 104 Stat. 3127): P.L. 101-610, signed November 16, 1990, authorizes several programs to engage citizens of the United States in full and part-time projects designed to combat illiteracy and poverty, provide job skills, enhance educational skills, and fulfill environmental needs. The Act will make grants to states for the creation of programs for citizens over 17 years of age. Programs must be designed to fill unmet educational, human, environmental, and public safety needs. Initially, participants will receive postemployment benefits of up to \$1000 per year for part-time and \$2,500 for full-time participants.

Several provisions are of particular interest to the Service:

American Conservation and Youth Service Corps: As a federal grant program established under subtitle C of the law, the corps offers an opportunity for young adults between the ages of 16 and 25, or in the case of summer programs, between 15 and 21, to engage in approved human and natural resources projects that benefit the public or are carried out on federal or Indian lands. To be eligible for

assistance, natural resources programs will focus on improvement of wildlife habitat and recreational areas, fish culture, fishery assistance, erosion, wetlands protection, pollution control, and similar projects. A stipend of not more than 100 percent of the poverty level will be paid to participants. A commission established to administer the Youth Service Corps will make grants to states, the Secretaries of Agriculture and Interior, and the Director of ACTION to carry out these responsibilities.

Thousand Points of Light: Creates a nonprofit Points of Light Foundation to administer programs to encourage citizens and institutions to volunteer to solve critical social issues, discover new leaders, and develop institutions committed to serving others.

National Historic Preservation Act of 1966 (16 U.S.C. 470–470b, 470c–470n): P.L. 89-665, approved October 15, 1966 (80 Stat. 915), and repeatedly amended, provides for preservation of significant historical features (buildings, objects, and sites) through a grants-in-aid program to the states. It establishes the National Register of Historic Places and a program of matching grants under the existing National Trust for Historic Preservation (16 U.S.C. 468–468d). The Act establishes the Advisory Council on Historic Preservation, which was made a permanent independent agency in P.L. 94-422, approved September 28, 1976 (90 Stat. 1319). That Act also creates the Historic Preservation Fund. Federal agencies are directed to take into account the effects of their actions on items or sites listed or eligible for listing in the National Register. As of January 1989, 91 historic sites on national wildlife refuges have been placed on the National Register.

There are various laws for the preservation of historic sites and objects.

Antiquities Act (16 U.S.C. 431–433): The Act of June 8, 1906 (34 Stat. 225) authorizes the President to designate as national monuments objects or areas of historic or scientific interest on lands owned or controlled by the United States. The Act required that a permit be obtained for examination of ruins, excavation of archaeological sites, and the gathering of objects of antiquity on lands under the jurisdiction of the Secretaries of Interior, Agriculture, and Army, and provided penalties for violations.

Archeological and Historic Preservation Act (16 U.S.C. 469–469c): P.L. 86-523, approved June 27, 1960 (74 Stat. 220) as amended by P.L. 93-291, approved May 24, 1974 (88 Stat. 174) to carry out the policy established by the “Historic Sites Act” (see below), directed federal agencies to notify the Secretary of the Interior whenever they find a federal or federally assisted, licensed, or permitted project may cause loss or destruction of significant scientific, prehistoric, or archaeological data. The Act authorizes use of appropriated, donated, and transferred funds for the recovery, protection, and preservation of such data.

Archaeological Resources Protection Act (16 U.S.C. 470aa–470ll): P.L. 96-95, approved October 31, 1979 (93 Stat. 721): Largely supplants the resource protection provisions of the Antiquities Act for archaeological items. This Act establishes detailed requirements for issuance of permits for any excavation for or removal of archaeological resources from federal or Indian lands. It also establishes civil and criminal penalties for the unauthorized excavation, removal, or damage of any such resources; for any trafficking in such resources removed from federal or Indian land in violation of any provision of federal law; and for interstate and foreign commerce in such resources acquired, transported, or received in violation of any state or local law.

Historic Sites, Buildings and Antiquities Act (16 U.S.C. 461–462, 464–467): The Act of August 21, 1935 (49 Stat. 666), popularly known as the “Historic Sites Act,” as amended by P.L. 89-249, approved October 9, 1965 (79 Stat. 971), declares it a national policy to preserve historic sites and objects of national significance, including those located on refuges. It provides procedures for designation, acquisition, administration, and protection of such sites. Among other things, National Historic and Natural Landmarks are designated under authority of this Act. As of January 1989, 31 national wildlife refuges contained such sites.

P.L. 100-588, approved November 3, 1988 (102 Stat. 2983): Lowers the threshold value of artifacts triggering the felony provisions of the Act from \$5,000 to \$500; makes attempting to

commit an action prohibited by the Act a violation; and requires the land managing agencies to establish public awareness programs regarding the value of archaeological resources to the Nation.

National Environmental Policy Act of 1969 (P.L. 91-190, 42 U.S.C. 4321–4347, January 1, 1970, 83 Stat. 852) as amended by P.L. 94-52, July 3, 1975, 89 Stat. 258, and P.L. 94-83, August 9, 1975, 89 Stat. 424:

Requires all agencies, including the Service, to examine the environmental impacts of their actions, incorporate environmental information, and use public participation in the planning and the implementation of all actions, federal agencies must integrate the Act with other planning requirements, and to prepare appropriate documents to facilitate better environmental decision making (40 CFR 1500). The Act declares national policy to encourage a productive and enjoyable harmony between humans and their environment. Section 102 of that Act directs that “to the fullest extent possible:

the policies, regulations, and public laws of the United States shall be interpreted and administered in accordance with the policies set forth in this Act, and

all agencies of the Federal Government shall...insure that presently unquantified environmental amenities and values may be given appropriate consideration in decision making along with economic technical considerations...”

Section 102(2)c of NEPA requires all federal agencies, with respect to major federal actions significantly affecting the quality of the human environment, to submit to the Council on Environmental Quality a detailed statement of:

the environmental impact of the proposed action;

any adverse environmental effect that cannot be avoided should the proposal be implemented;

alternatives to the proposed action;

the relationship between local short-term uses of the environment and the maintenance and enhancement of long-term productivity;

any irreversible and irretrievable commitments of resources that would be involved in the proposed action, should it be implemented.

National Wildlife Refuge System Administration Act of 1966 (P.L. 89-669; 80 Stat. 929; 16 U.S.C. 668dd–668ee), as amended: This Act defines the National Wildlife Refuge System as including wildlife refuges, areas for protection and conservation of fish

and wildlife that are threatened with extinction, wildlife ranges, game ranges, wildlife management areas, and WPAs. The Secretary is authorized to permit any use of an area provided such use is compatible with the major purposes for which such area was established. The purchase considerations for rights-of-way go into the Migratory Bird Conservation Fund for the acquisition of lands. By regulation, up to 40 percent of an area acquired for a migratory bird sanctuary may be opened to migratory bird hunting unless the Secretary finds that the taking of any species of migratory game birds in more than 40 percent of such area would be beneficial to the species. The Act requires an Act of Congress for the divestiture of lands in the system, except for (1) lands acquired with Migratory Bird Conservation Commission funds, and (2) lands that can be removed from the system by land exchange, or if brought into the system by a cooperative agreement, then pursuant to the terms of the agreement.

National Wildlife Refuge System Improvement Act of 1997 (P.L. 105-57, October 9, 1997, Amendment to the National Wildlife Refuge System Administration Act of 1966): Sets the mission and the administrative policy for all refuges in the National Wildlife Refuge System. Clearly defines a unifying mission for the Refuge System; establishes the legitimacy and appropriateness of the six priority public uses (hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation); establishes a formal process for determining appropriateness and compatibility; establishes the responsibilities of the Secretary of the Interior for managing and protecting the Refuge System; and requires a CCP for each refuge by the year 2012. This Act amended portions of the Refuge Recreation Act and the National Wildlife Refuge System Administration Act of 1966.

Key provisions include the following:

- a requirement that the Secretary of the Interior ensures maintenance of the biological integrity, diversity, and environmental health of the National Wildlife Refuge System
- the definition of compatible wildlife-dependent recreation as “legitimate and appropriate general public use of the [National Wildlife Refuge] System”
- the establishment of hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation as “priority public uses” where compatible with the mission and purpose of individual national wildlife refuges
- the refuge managers’ authority to use sound professional judgment in determining which public uses are compatible on national wildlife refuges and whether or not they will be allowed (a

formal process for determining “compatible use” is currently being developed)

- the requirement of open public involvement in decisions to allow new uses of national wildlife refuges and renew existing ones, as well as in the development of CCPs for national wildlife refuges

National Wildlife Refuge System Volunteer and Community Partnership Enhancement Act of 1998:

The purposes of this Act are: (1) to encourage the use of volunteers to assist the Service in the management of refuges within the Refuge System; (2) to facilitate partnerships between the Refuge System and nonfederal entities to promote public awareness of the resources of the Refuge System and public participation in the conservation of those resources; and (3) to encourage donations and other contributions by persons and organizations to the Refuge System. (P.L. 105-242; 112 Stat. 1575)

North American Wetlands Conservation Act (103 Stat. 1968; 16 U.S.C. 4401–4412): P.L. 101-233, enacted December 13, 1989:

An act to conserve North American wetland ecosystems, waterfowl and other migratory birds, fish, and wildlife that depend on such habitats. The Act established a council to review project proposals and provided funding for the projects. The Act provides funding and administrative direction for implementation of the North American Waterfowl Management Plan and the Tripartite Agreement on wetlands between Canada, United States, and Mexico. The Act converts the Pittman–Robertson account into a trust fund, with the interest available without appropriation through the year 2006 to carry out the programs authorized by the Act, along with an authorization for annual appropriation of \$15 million plus an amount equal to the fines and forfeitures collected under the Migratory Bird Treaty Act. Available funds may be expended, upon approval of the Migratory Bird Conservation Commission, for payment of not to exceed 50 percent of the United States share of the cost of wetlands conservation projects in Canada, Mexico, or the United States (or 100 percent of the cost of projects on federal lands). At least 50 percent and no more than 70 percent of the funds received are to go to Canada and Mexico each year.

Refuge Recreation Act of 1962: Authorizes the Secretary of the Interior to administer refuges, hatcheries, and other conservation areas for recreational use, when such uses do not interfere with the areas’ primary purposes. It authorizes construction and maintenance of recreational facilities and the acquisition of land for incidental fish and wildlife oriented recreational development or protection of natural resources. It also authorizes the charging of fees for public uses.

Refuge Recreation Act of 1966 (P.L. 87-714; 76 Stat. 653–654; 16 U.S.C. 460k et seq.): Authorizes appropriate, incidental, or secondary recreational use on conservation areas administered by the Secretary of the Interior for fish and wildlife purposes.

Refuge Revenue Sharing Act (16 U.S.C. 715s): Section 401 of the Act of June 15, 1935 (49 Stat. 383) provides for payments to counties in lieu of taxes, using revenues derived from the sale of products from refuges.

P.L. 88-523, approved August 30, 1964 (78 Stat. 701): Makes major revisions by requiring that all revenues received from refuge products such as animals, timber and minerals, or from leases or other privileges, be deposited in a special Treasury account and net receipts distributed to counties for public schools and roads.

P.L. 93-509, approved December 3, 1974 (88 Stat. 1603): Requires that moneys remaining in the fund after payments be transferred to the Migratory Bird Conservation Fund for land acquisition under provisions of the Migratory Bird Conservation Act.

P.L. 95-469, approved October 17, 1978 (92 Stat. 1319): Expands the revenue-sharing system to include national fish hatcheries and Service research stations. It also includes in the Refuge Revenue Sharing Fund receipts from the sale of salmonid carcasses. Payments to counties were established as follows:

- On acquired land, the greatest amount calculated on the basis of 75 cents per acre, $\frac{3}{4}$ of 1 percent of the appraised value, or 25 percent of the net receipts produced from the land
- On land withdrawn from the public domain, 25 percent of net receipts and basic payments under P.L. 94-565 (31 U.S.C. 1601–1607, 90 Stat. 2662), payment in lieu of taxes on public lands

This amendment also authorizes appropriations to make up any difference between the amount in the Fund and the amount scheduled for payment in any year. The stipulation that payments be used for schools and roads was removed, but counties were required to pass payments along to other units of local government within the county that suffer losses in revenues due to the establishment of Service areas.

Refuge Trespass Act of June 28, 1906 (18 U.S.C. 41; 43 Stat. 98, 18 U.S.C. 145): Provides the first federal protection for wildlife on national wildlife refuges. This Act makes it unlawful to hunt, trap, capture, willfully disturb, or kill any bird or wild animal, or take or destroy the eggs of any such birds, on any lands of the United States set apart or reserved as refuges or breeding grounds for such birds or animals by any law, proclamation, or executive order, except under rules and regulations of the Secretary. The Act also protects government property on such lands.

Refuge Trespass Act of June 25, 1948 (18 U.S.C. 41. Stat 686), section 41 of the Criminal Code, title 18: Consolidates the penalty provisions of various acts from January 24, 1905 (16 U.S.C. 684–687; 33 Stat. 614), through March 10, 1934 (16 U.S.C. 694–694b; 48 Stat. 400) and restates the intent of Congress to protect all wildlife within federal sanctuaries, refuges, fish hatcheries, and breeding grounds. The Act provides that anyone (except in compliance with rules and regulations promulgated by authority of law) who hunts, traps, or willfully disturbs any wildlife on such areas, or willfully injures, molests, or destroys any property of the United States on such lands or waters, shall be fined, imprisoned, or both.

Rehabilitation Act of 1973 (29 U.S.C. 794), as amended: Title 5 of P.L. 93-112 (87 Stat. 355), signed October 1, 1973, prohibits discrimination on the basis of handicap under any program or activity receiving federal financial assistance.

Transfer of Certain Real Property for Wildlife Conservation Purposes Act of 1948: Provides that, upon determination by the Administrator of the General Services Administration, real property no longer needed by a federal agency can be transferred without reimbursement to the Secretary of the Interior if the land has particular value for migratory birds, or to a state agency for other wildlife conservation purposes.

Wilderness Act of 1964: P.L. 88-577, approved September 3, 1964, directs the Secretary of the Interior, within 10 years, to review every roadless area of 5,000 or more acres and every roadless island (regardless of size) within National Wildlife Refuge System and National Park Service for inclusion in the National Wilderness Preservation System.

NATIONAL WILDLIFE REFUGE SYSTEM

Administration of national wildlife refuges is governed by bills passed by the United States Congress and signed into law by the President of the United States, and by regulations promulgated by the various branches of the government. Following is a brief description of some of the most pertinent laws and statues establishing legal parameters and policy direction for the National Wildlife Refuge System.

Fish and Wildlife Conservation Act of 1980 (P.L. 96-366, September 29, 1980, 16 U.S.C. 2901–2911, as amended 1986, 1988, 1990, and 1992): Creates a mechanism for federal matching funding of the development of state conservation plans for nongame fish and wildlife. Subsequent amendments to this law require that the Secretary monitor and assess migratory nongame birds, determine the effects of environmental changes and human activities, identify birds likely to be candidates for endangered species listing, and identify conservation actions that would prevent this from being necessary. In 1989, Congress also directed the Secretary to identify lands and waters in the Western Hemisphere, the protection, management, or acquisition of which would foster conservation of migratory nongame birds. All of these activities are intended to assist the Secretary in fulfilling the Secretary's responsibilities under the Migratory Bird Treaty Act and the Migratory Bird Conservation Act, and provisions of the ESA implementing the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere.

Refuge Revenue Sharing Act of 1978 [P.L. 95-469, October 17, 1978, (amended 16 U.S.C. 715s); 50 CFR, part 34]: Changes the provisions for sharing revenues with counties in a number of ways. It makes revenue sharing applicable to all lands administered by the Service, whereas previously it was applicable only to areas in the National Wildlife Refuge System. The new law makes payments available for any governmental purpose, whereas the old law restricted the use of payments to roads and schools. For lands acquired in fee simple, the new law provides a payment of 75 cents per acre, $\frac{3}{4}$ of 1 percent of fair market value or 25 percent of net receipts, whichever is greatest, whereas the old law provided a payment of $\frac{3}{4}$ of 1 percent adjustment cost or 25 percent of net receipts, whichever was greater. The new law makes reserve (public domain) lands entitlement lands under P.L. 94-565 (16 U.S.C. 1601–1607, and provides for a payment of 25 percent of net receipts. The new law authorizes appropriations to make up any shortfall in net receipts, to make payments in the full amount for which counties are eligible. The old law provided that if net receipts were insufficient to make full payment, payment to each county would be reduced proportionality.

Section 401 of the Federal Water Pollution Control Act of 1972 (P.L. 92-500; 86 Stat. 816, 33 U.S.C. 1411): Requires any applicant for a federal license or permit to conduct any activity that may result in a discharge into navigable waters to obtain a certification from the state in which the discharge originates or will originate, or, if appropriate, from the interstate water pollution control agency having jurisdiction over navigable waters at the point where the discharge originates or will originate, that

the discharge will comply with applicable effluent limitations and water quality standards. A certification obtained for construction of any facility must also pertain to subsequent operation of the facility.

Section 404 of the Federal Water Pollution Control Act of 1972 (P.L. 92-500, 86 Stat. 816): Authorizes the Secretary of the Army, acting through the Chief of Engineers, to issue permits, after notice and opportunity for public hearing, for discharge of dredged or fill material into navigable waters of the United States, including wetlands, at specified disposal sites. Selection of disposal sites will be in accordance with guidelines developed by the Administrator of the Environmental Protection Agency in conjunction with the Secretary of the Army. Furthermore, the Administrator can prohibit or restrict use of any defined area as a disposal site whenever she/he determines, after notice and opportunity for public hearings, that discharge of such materials into such areas will have an unacceptable adverse effect on municipal water supplies, shellfish beds, fishery areas, wildlife, or recreational areas.

National Wildlife Refuge Regulations for the most recent fiscal year (50 CFR 25-35, 43 CFR 3103.2 and 3120.3-3): Provides regulations for administration and management of national wildlife refuges including mineral leasing, exploration, and development.

Rights-of-way General Regulations (50 CFR 29.21; 34 FR 19907, December 19, 1969): Provides for procedures for filing applications. Provides terms and conditions under which rights-of-way over, above, and across lands administered by the Service may be granted.

Use of Off-road Vehicles on Public Lands (Executive Order 11644, Federal Reg. Vol. 37, No. 27, February 9, 1972): Provides policy and procedures for regulating off-road vehicles.

RECREATIONAL USE

The following are laws and executive orders that regulate recreational use on Refuge System lands.

Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 410 hh3233 and 43 U.S.C. 1602-1784)

Alaska Native Claims Settlement Act (43 U.S.C. 1601-1624)

Antiques Act of 1906 (16 U.S.C. 431-433)

Archaeological and Historic Preservation Act of 1960 (16 U.S.C. 469-469c), as amended

Archaeological Resources Protection Act of 1979 (16 U.S.C. 470aa-470mm)

Comprehensive Environmental Responses, Compensation and Liability Act of 1980

Endangered Species Act of 1973 (16 U.S.C. 1531-1544), as amended

The Fish and Wildlife Act of 1956 (16 U.S.C. 742f (a) (4), as amended)

Fish and Wildlife Conservation Act (16 U.S.C. 2901-2911), as amended

The Fish and Wildlife Coordination Act [16 U.S.C. 661(1)-662(c)]

Fish and Wildlife Improvement Act of 1978 (16 U.S.C. 7421)

Historic Sites, Building and Antiquities Act of 1935 (16 U.S.C. 461-462, 464-467)

Land and Water Conservation Fund [16 U.S.C. 460(l-4)-(l-11)], as amended.

Migratory Bird Conservation Act of 1929 (16 U.S.C. 715-715d, 715e, 715f-715r), as amended

National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-669ee), as amended

National Wildlife Refuge System Improvement Act of 1997

Natural Historic Preservation Act of 1966 (16 U.S.C. 470-470b, 470c-470n), as amended

Refuge Recreation Act of 1962 (16 U.S.C. 460k-460k4), as amended

Refuge Recreation Act of 1969 (16 U.S.C. 460k-460k4), as amended

Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970, as amended

Wild and Scenic Rivers Act (16 U.S.C. 1271-1287), as amended

Wilderness Act of 1964 (16 U.S.C. 1131-1136)

Executive Order 11593—Protection and Enhancement of the Cultural Environment

Executive Order 11593—Protection of Historical, Archaeological and Scientific Properties

Executive Order 11644—Use of Off-road Vehicles on Public Lands

Executive Order 11988—Floodplain Management

Executive Order 11990—Protection of Wetlands

Executive Order 12372—Intergovernmental Review of Federal Program

Executive Order 12962—Recreational Fisheries

Executive Order 12996—Management and General Public Use of the National Wildlife Refuge System

Executive Order 13006—Locating Federal Facilities On Historic Properties In Our Nation's Central Cities

Executive Order 13007—Indian Sacred Sites

Executive Order 13287—Preserve America

REFUGE ESTABLISHMENT HISTORY

The MPC owned and operated Kerr Dam, a hydro-generating facility located on the Flathead River approximately 2.5 miles southwest of the southern end of Flathead Lake. In 1976, the MPC filed an application with the FERC for a new license to operate the Kerr project. Kerr Dam is located within the exterior boundaries of the Flathead Indian Reservation (CSKT). Subsequent to the MPC re-license application, the CSKT filed a competing application for operation of the dam. From 1980 to 1985, the MPC operated the Kerr project under successive annual operating licenses, pending resolution of a number of legal and environmental issues and studies.

In 1985, FERC issued an EA that evaluated the environmental effects of issuing a license for the Kerr Project. The EA further identified hydro-project impacts to aquatic and wildlife resources and wildlife habitat on the Flathead WPA located at the north end of Flathead Lake. These impacts included severe wave action erosion of wildlife habitats on the WPA due to seasonal increases in lake levels. The WPA is administered as an entity of the National Wildlife Refuge System, thus national wildlife trust resources were impacted by hydro-operations that began in 1938.

After a period of review, biological studies, assessments, and subsequent litigation; the MPC, CSKT, and Department of Interior (DOI) ultimately reached a settlement in 1985 that was approved by FERC and incorporated into a new 50-year license issued jointly to the MPC and the CSKT. Article 47 of the new license required the MPC to study and develop mitigation and management measures for the loss of wildlife habitat on the Flathead WPA. In May 1990, after consultation with the CSKT and the Service, the MPC issued a mitigation and management plan. Subsequent to review of this plan, and determination that the MPC's plan would constitute a major federal action, FERC issued an environmental impact statement (EIS). In 1994, under authority of the Federal Power Act, the DOI submitted 4e conditions, which would provide for adequate protection and use of the Flathead Indian Reservation and the Flathead WPA. In 1998, FERC issued an "Order Approving Settlement" that required the MPC to acquire 3,911 acres of suitable replacement habitat as partial mitigation for wildlife losses and impacts on the WPA. This replacement habitat acreage was to be conveyed to the Service in fee title.

In 1985, the Service identified the need to evaluate the future of land acquisition in Flathead and Lake counties, Montana. This need resulted from pending MPC mitigation due to identified habitat losses and wildlife impacts on the Flathead WPA. In 1986, the

Service prepared a land acquisition and development plan. This document delineated over 11,000 acres of potential wetland and upland tracts in the Flathead Valley that would be suitable for wetland-dependent wildlife production and management. The 160-acre Dahl Lake and surrounding habitats, located in the Pleasant Valley, were identified in the document.

Establishment of the Lost Trail National Wildlife Refuge began in June of 1996 when the MPC purchased the Lost Trail Ranch with the intent of conveying 3,112 acres to the Service per the FERC order requiring replacement of lost habitat. Two separate parcels of the ranch were identified as mitigative replacement habitat:

- 160-acre Dahl Lake with 2,452 acres of surrounding habitat
- 500 acres of restorable wetlands located on the west end of the ranch

After review of the proposed conveyed parcels and in consideration of additional wildlife needs within the area, the Service proposed acquisition of the remaining ranch tracts for establishment of a national wildlife refuge. The MPC readily agreed to this concept. In early 1998, a preliminary project proposal, conceptual management plan, and acquisition EA were prepared. The acquisition EA listed several alternatives:

- No action—acceptance of the two mitigation parcels (3,112 acres) to be managed as a WPA
- Acceptance of the mitigation parcels to be managed as a national wildlife refuge
- Mitigation and fee-title acquisition of lands as a national wildlife refuge

Alternative C was the preferred alternative. A scoping meeting was held in Kalispell, Montana, on May 20, 1998, to solicit public comment concerning Service acquisition of Lost Trail Ranch. The concept of establishment of a national wildlife refuge received little opposition.

After considerable efforts by the Service's realty division (Denver), acquisition of the Lost Trail National Wildlife Refuge was completed on August 24, 1999.

During the interim acquisition period (1998–1999), the NRCS, in conjunction with the MPC, acquired a WRP easement on 1,770 acres of the ranch. This easement allows for the restoration of the hydrology of the area. Restoration efforts will be federally funded through NRCS in coordination with the Service.

PUBLIC USE

The Improvement Act of 1997, the organic legislation of the Refuge System, recognizes six wildlife-dependent "priority public uses" that are

most appropriate for national wildlife refuges. These are hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation. National refuge policy encourages refuges to offer these opportunities and to seek out additional resources when needed to do so. There is a special focus on these activities because they help foster an appreciation and understanding of wildlife and the outdoors.

Wildlife conservation is always the top obligation of national wildlife refuges, and refuges must go through several steps when evaluating a public use. If a use is not one of the priority public uses, the first step is to evaluate it against several criteria to determine whether the use is appropriate for a specific national wildlife refuge. All uses must also be determined to be compatible—meaning that they will not materially detract from or interfere with the refuge’s establishing purpose or Service mission. The third step is to determine whether the refuge has the resources to administer the use safely and responsibly. If a priority public use is appropriate and compatible, but the refuge staff lacks the resources to administer the use, refuge managers are encouraged to seek additional resources from outside sources, such as nonprofit partner organizations and state natural resource agencies.

The priority uses are first in line for the refuge’s available public use staff and financial resources. If conflicts arise between priority uses and other uses, refuge managers must eliminate the nonpriority use or modify that use to reduce conflict.

Refuge managers may allow (with written justification) other compatible public uses. When considering other uses, the refuge manager will prepare a compatibility determination when necessary. Non-wildlife-dependent activities can be allowed when needed to provide access to, help implement, or sustain a priority use when no other way is practicable. Refuge managers must determine the appropriateness as well as compatibility of such uses before allowing them to occur on Refuge System lands. For example, camping may be necessary to facilitate hunting on large remote refuges but may not be necessary to facilitate hunting on refuges near developed areas where camping or other lodging is available.

Refuge managers may establish use limits and/or zones for specific activities, disperse or restrict use, or use other means to minimize or eliminate conflict between uses that occur at refuges. Nonpriority uses, if allowed, must not interfere with or diminish the opportunity for, or quality of, priority wildlife-dependent recreational uses. Using zones or the establishment of limits, the Service can generally provide a balanced recreation program and avoid favoring one priority recreational opportunity over another when both are compatible.

It is recognized, however, that some refuges may not support public use. Many refuges only support limited public use and not every priority use can be accommodated on every refuge. If it is determined that a refuge can support one or more of these uses, the priority wildlife-dependent recreational use must receive preferential consideration in refuge planning and management before the refuge manager analyzes other appropriate recreational opportunities.

The “appropriate use” test for nonpriority public uses occurs before the refuge manager begins a compatibility determination. The appropriate use test is designed to screen out uses that are not among the priority public uses and which are clearly not related to the refuge’s wildlife conservation mission. Compatibility reviews determine whether any use will detract from the refuge’s ability to meet its conservation obligations. If an existing or proposed use is determined to be appropriate, then the use must still be reviewed for compatibility before it may be allowed or continued to be allowed. If a use is not appropriate, then a compatibility determination is not necessary. A use should not be allowed simply because it is a historical use but should go through this process to determine appropriateness and compatibility.

An appropriate use of a refuge is a proposed or existing use that meets at least one of the following three conditions:

1. The use is a priority public use or is necessary for the safe, practical, and effective conduct of a priority public use on a refuge.
2. The use contributes to the Refuge System mission, or the refuge purposes, goals, or objectives as described in a refuge management plan (such as this CCP) approved after the passage of the refuge Improvement Act.
3. The refuge manager has determined the use to be appropriate after evaluating 11 factors designed to screen out uses that could conflict with stewardship responsibilities for the wildlife conservation mission of the Refuge System, interfere with priority public uses, or which do not contribute to an overall understanding and appreciation of wildlife resources.

The 11 factors a refuge manager would use to determine if a use is appropriate follow.

1. Does the use comply with applicable laws and regulations?
2. Is the use consistent with applicable executive orders and Department and Service policies?
3. Is the use consistent with refuge goals and objectives documented in an approved refuge management plan?

4. Has an earlier documented analysis not denied the use?
5. Is the use consistent with public safety?
6. Is the use manageable within available budget and staff?
7. Is the use consistent with other resource or management objectives?
8. Will the use be easy to control in the future?
9. Is the refuge the only place where this activity can reasonably occur?
10. Does the use contribute to the public's understanding and appreciation of the refuge's wildlife or cultural resources, or is the use beneficial to the refuge's wildlife or cultural resources?
11. Can the use be accommodated without impairing existing wildlife-dependent recreational uses or reducing the potential to provide quality wildlife-dependent recreation into the future?

If the answer is “no” to any of these questions, the Service will generally not allow the use. If the answers are consistently “yes” to these questions, or if there are compelling reasons why the refuge manager believes the use is appropriate on the refuge, the refuge manager then prepares written justification, and obtains concurrence from his/her supervisor.

Refuge managers, with assistance from regional offices as well as the public, must adequately monitor recreational activities on the Refuge System lands. Monitoring programs must focus on the impacts of recreational activities on wildlife, habitat, and the quality of experience for the public. By implementing successful monitoring techniques, the Service can evaluate and adaptively manage to meet established standards and ensure that activities continue to be appropriate, compatible, and of high quality.

The following general criteria (from the “Draft Wildlife-dependent Recreational Uses Policy Pursuant to the Improvement Act”) will help refuge managers decide what recreational activities to allow, encourage, or develop, and at what level. Refuge managers must eliminate—with adequate consultation, documentation, and cooperation with affected federal, state, tribal, local authorities, and groups—programs that do not meet these criteria.

■ *Ensure appropriateness.* Refuge managers, in consultation with regional offices when deemed necessary, must first consider if a use is appropriate on Refuge System lands. Refuge managers must be able to show why the requested use supports the Refuge System mission and the purpose of the refuge before

investing additional resources for a compatibility determination.

■ *Ensure compatibility.* Refuge managers must:

- exercise sound professional judgment (compatibility determinations are inherently complex and require the refuge manager to consider their field experiences and knowledge of a refuge's resources, particularly its biological resources, and make conclusions that are consistent with principles of sound fish and wildlife management and administration, available scientific information, and applicable laws);
- consider the extent to which available resources (funding, personnel, and facilities) are adequate to develop, manage, and maintain the proposed use to ensure compatibility (the refuge manager must make reasonable efforts to ensure that the lack of resources is not an obstacle to permitting otherwise compatible wildlife-dependent recreational uses—hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation);
- under no circumstances (except emergency provisions necessary to protect the health and safety of the public or any fish or wildlife population), authorize any use not determined to be compatible.

■ *Focus on wildlife.* Wildlife conservation is the first priority of the Refuge System, and new and ongoing recreational use programs should help visitors focus on wildlife and other natural resources. Activities should make visitors aware of the most important resource issues at the refuge, be supportive of management plans that address those issues, and show how the refuge contributes to the mission of the Refuge System.

■ *Tailor programs to refuge needs and ability to administer the program.* Refuge managers will determine and document:

- the design and scope of a refuge recreational use program after evaluating the wildlife-dependent uses that are appropriate, compatible, and practical at that refuge; the amount and type of visitation; constraints of the location; traditions/viewpoints of the local populace; legal commitments; other opportunities in the area; public interest; resource management concerns; and other criteria;
- a realistic demand for the activity (this is important because activities generally are harder to curtail or stop than to begin; refuge managers must have an eye to the future and be ready for possible changes in staffing, funding, or other program elements that may occur).

- *Follow an approved plan.* Before administering priority uses or identifying and allowing mandated or nonpriority uses at a refuge, the refuge manager should consult the refuge's CCP, visitor-service management plan, and other applicable step-down plans. The documents will outline program objectives and other specific information that will provide the guidance needed to manage these activities.
- *Ensure adequate resources.* Refuge managers will:
 - offer wildlife-dependent recreational use programs only to the extent that staff and funds are sufficient to develop, operate, and maintain the program to safe, quality standards (refuge managers should remember that, in general, the greater the scope and complexity of a program, the greater the need for staff and money; where wildlife-dependent recreational uses cannot occur at a refuge due to insufficient resources, refuge managers will try to facilitate these programs through user fee programs and cooperative efforts, including memorandums of understanding, cost-share agreements, sharing personnel with nearby refuges, and others; conservation partnerships or other groups can help refuge managers more effectively finance and administer recreational use programs on refuges by providing labor, funds, or other types of support; where available and appropriate, refuge managers should work with cooperating associations, volunteers, contractors, businesses, local communities, educational institutions, state and tribal governments, other federal agencies, conservation groups, other organizations, and the public to minimize or reduce the costs of conducting recreational use programs; the community relations benefits of such an approach are effective and far-reaching);
 - seek opportunities to develop formal agreements, contracts, cooperative ventures, and community sponsorships to fund equipment and supplies, maintain facilities, conduct training, provide technical assistance, and help with other aspects of a quality recreational use program (refuge managers should not enter into agreements that unnecessarily encumber lands and facilities or hinder meeting the resource management objectives).

HUNTING

The Service recognizes hunting as a healthy, traditional outdoor pastime, deeply rooted in American heritage, and when managed appropriately, can instill a unique understanding and appreciation of wildlife, their behavior, and their habitat needs. Hunting also is an important wildlife management tool on refuges. The Service relies on close cooperation and coordination with state fish

and wildlife management agencies in managing hunting opportunities on refuges and in setting management goals and objectives for refuge populations. Regulations permitting hunting of resident wildlife within the Refuge System shall be, to the extent practicable, consistent with state fish and wildlife laws, regulations, and management plans. The Service encourages refuge staff to develop and take full advantage of opportunities to work with other partners who have an interest in helping promote quality hunting programs on refuges.

The Service defines a quality hunting experience as one that:

- maximizes safety for hunters and other visitors;
- encourages the highest standards of ethical behavior in taking or attempting to take wildlife;
- is available to a broad spectrum of the hunting public;
- contributes positively to or has no adverse effect on population management of resident or migratory species;
- reflects positively on the individual refuge, the Refuge System, and the Service;
- provides hunters uncrowded conditions by minimizing conflicts and competition among hunters;
- provides reasonable challenges and opportunities for taking targeted species under the described harvest objective established by the hunting program; it also minimizes the reliance on motorized vehicles and technology designed to increase the advantage of the hunter over wildlife;
- minimizes habitat impacts;
- creates minimal conflict with other priority wildlife-dependent recreational uses or refuge operations;
- incorporates a message of stewardship and conservation in hunting opportunities.

Prior to establishment as a national wildlife refuge, Lost Trail had always been in private ownership. Although ranch owners and invited guests hunted the area, public hunting was not permitted. Opening the refuge to hunting and other public uses may negatively affect large mammal populations on the refuge and in the Pleasant Valley ecosystem. Monitoring will help managers assess the impacts of public use and other management decisions.

Hunt Environmental Assessment

The refuge developed a hunt EA and hunt plan during 2001. In summary, the 2001 hunt EA contained six alternatives. Alternative A (limited hunting) provided for archery-only hunting of elk and deer, as well as turkey and mountain grouse hunting, within designated areas. Alternative B (designated areas) was selected as the preferred alternative and provides for archery and rifle hunting of deer and elk, as well as turkey and mountain grouse, within designated areas. Alternative C (maximum allowable hunting) would have allowed hunting throughout the refuge for big game (elk, deer, moose, bear, lion), turkey, and upland game birds as well as predators. Alternative D (special permit hunting) provided for deer and elk hunting throughout the refuge under a permit season, as well as allowing turkey and grouse hunting. Alternative E (MFWP proposal) was suggested by the MFWP and would have allowed gun and archery hunting of deer and elk, waterfowl hunting on 40 percent of the refuge, turkey and grouse hunting, and rifle/shotgun hunting of furbearers. Alternative F (no action) would have continued the closure of the refuge to any form of hunting. These alternatives are explained in detail in the EA. Copies are available at the National Bison Range (406/644 2211) or at <<http://bisonrange.fws.gov/losttrail/lastea.pdf>>.

The preferred alternative selected from the hunt EA released in 2001 is alternative B (designated areas) with modifications. This alternative allows for hunting of elk, deer, mountain grouse (ruffed, spruce, and blue) and turkey following MFWP regulations and seasons except for designated closed areas (appendix G). No hunting will be allowed between the county road (Pleasant Valley Road) and the South Pleasant Valley Road. Hunting will be permitted on refuge lands south or east of the South Pleasant Valley Road (southeast pond area) and north of the county road. Shotgun hunting for turkey and mountain grouse will be limited to nontoxic shot. Hunting of moose, mountain lion, black bear, coyote, ground squirrels, furbearers, and waterfowl will not be allowed. Vehicle access will be permitted on roads currently open to the public including the north 1019 road and the county road. Hunters will be required to park in designated parking areas to access areas open to hunting (appendix G).

Special youth hunting and access for hunters with disabilities will be encouraged and accommodated following MFWP regulations. Youth hunting will be further encouraged by limiting the first week of archery deer and elk season and the first week of the general deer and elk season to youths 12–14 years of age accompanied by an adult or guardian who is at least 21 years of age. Hunters with disabilities in possession of a MFWP permit to hunt from a vehicle

will be provided limited access to refuge management roads and trails.

The refuge manager—whenever necessary to protect the resources of the area or in the event of an emergency endangering life or property—may close all or any part of the refuge to hunting. In addition, according to refuge policy (8RM 5.3B, 5.3F, and 5.5N), yearly evaluation and monitoring for impacts from the hunt program will occur to determine if modifications to the hunt plan are necessary.

One step-down management plan has already been completed for the refuge—the hunt plan. During the acquisition process and in the acquisition EA, the Service stated that hunting would be evaluated and potentially allowed within 1 year after purchase. The Service missed that deadline but the development of a hunt EA and hunt plan were then accelerated to open the refuge to hunting for the fall 2002 season, concurrently with the development of the CCP. The approved preferred alternative in the hunt EA served as the guideline for the development of the step-down hunt plan. It outlines the specific details of how the hunt program is carried out. The hunt EA and hunt step-down plan can be viewed online at <<http://bisonrange.fws.gov/losttrail/>> or a copy can be obtained by writing to the refuge.

FISHING

The Service recognizes fishing as a traditional outdoor pastime that is deeply rooted in America's natural heritage. The objectives of the Refuge System's fishing program are to: effectively maintain healthy and diverse fish population resources through the use of scientific management techniques; to promote public understanding of, and increase public appreciation for, America's natural resources and the Service's role in managing the Refuge System; to provide opportunities for quality recreational and educational experiences; and to minimize conflicts between anglers and other visitors.

A quality fishing experience is one that contributes to management objectives and accomplishes the following:

1. maximizes safety for anglers and other visitors;
2. causes no adverse impact on populations of resident or migratory species, native species, threatened and endangered species, or habitat;
3. encourages the highest standards of ethical behavior in regard to catching, attempting to catch, and releasing fish;
4. is available to a broad spectrum of the public that visits, or potentially would visit, the refuge;

5. provides reasonable accommodations for individuals with disabilities to participate in refuge fishing activities;
6. reflects positively on the Refuge System;
7. provides uncrowded conditions;
8. creates minimal conflict with other priority wildlife-dependent recreational uses or refuge operation;
9. provides reasonable challenges and harvest opportunities;
10. increases the visitors' understanding and appreciation for the fishery's resource.

WILDLIFE PHOTOGRAPHY AND OBSERVATION

Wildlife photography and observation are legitimate and appropriate public uses of the Refuge System, and along with the other priority public uses in the Improvement Act, will receive enhanced consideration over other uses. The objectives of the Refuge System's wildlife photography and observation program are to promote public understanding of and increase public appreciation for America's natural resources and the Refuge System by providing safe, enjoyable, attractive, and accessible wildlife-viewing and photographic opportunities and facilities.

Essential elements of a quality wildlife photographic or observation experience include the following:

- Opportunities occur in places with the least amount of disturbance to wildlife.
- Opportunities occur in a primitive setting or use safe facilities and provide an opportunity to photograph and view wildlife and its habitat in a natural environment.
- Facilities or programs maximize opportunities to photograph and view the spectrum of wildlife species and habitats of the refuge.
- Photographic and viewing opportunities, in conjunction with interpretive and educational opportunities, promote public understanding of and increase public appreciation for America's natural resources and the role of the Refuge System in managing and protecting these resources.
- Viewing and photographic opportunities are tied to interpretive and educational messages related to stewardship and key resource issues.
- If provided, most facilities blend with the natural setting, station architectural style, and provide viewing and photographic opportunities for all visitors, including persons with disabilities.
- Design of observation facilities minimizes disturbance to wildlife while facilitating the visitor's views and photographic opportunities of the spectrum of species found on the refuge.

- Photographers and observers understand and follow procedures that encourage the highest standards of ethical behavior.
- Viewing and photographic opportunities exist for a broad spectrum of the public.
- Observers and photographers have minimal conflict with other priority wildlife-dependent recreational uses or refuge operations.

INTERPRETATION

Refuges will promote public awareness and advocacy of resources and management activities that conserve the region's natural, cultural, and historical resources through interpretive products. Service objectives for interpretive programs are to develop and maintain interpretive programs on refuges to:

1. increase public understanding and support for the Refuge System;
2. develop a sense of stewardship leading to actions and attitudes that reflect concern and respect for wildlife resources, cultural resources, and the environment;
3. provide an understanding of the management of our natural and cultural resources;
4. provide safe, enjoyable, accessible, meaningful, and quality experiences for visitors increasing their awareness, understanding, and appreciation of fish, wildlife, plants, and their habitats.

Well-designed interpretive services can be our most effective and inexpensive resource management tool. For many visitors, taking part in one or more interpretive activities is their primary contact with refuge staff, their chance to find out about refuge messages, and could be their first contact with the refuge, conservation, and wildlife. Through these contacts, the Service has the opportunity to influence visitor's attitudes toward the Service and their behaviors when visiting units of the Refuge System. Interpretive planning and subsequent activities and products can:

1. help visitors understand the impacts of their actions, minimizing unintentional resource damage and wildlife disturbance;
2. communicate rules and regulations so they relate to visitors, solving or preventing potential management problems;
3. help us make management decisions and build public support by providing insight into management practices.

There are two broad categories of interpretive activities: self-guided and personal services. Self-guided interpretation includes brochures, exhibits, kiosks, audiovisual media (including computer programs), and self-guided trails. Personal services

interpretation includes information desk duty, group presentations, guided talks and tours, and special events. Variety in interpretive experiences will appeal to a broad spectrum of interests and learning styles. Refuges should strive for:

quality, self-guided services, since they reach a larger audience, are more readily available, and visitors can use them at their own pace;

quality personal contact to initiate conversation and answer questions;

a variety of interpretive experiences that appeal to varying visitor interests.

ENVIRONMENTAL EDUCATION

The refuge's goal for environmental education is to teach awareness, understanding, and appreciation of our trust resources and develop a sense of stewardship for natural and cultural resources and their management at the refuge, in the ecosystem and on other lands in the Refuge System.

To advance and support the National Wildlife Refuge System mission and goals, refuges will develop programs based on the following guidelines.

1. Connect people's lives to the health of the environment.
2. Advance science literacy through an interdisciplinary educational approach.
3. Strengthen the Refuge System through science learning.
4. Help participants experience the wonder of fish, wildlife, plants, and cultural and historical resources.
5. Stress the role and importance of refuges and emphasize the relationship between wildlife and associated ecosystems.
6. Be outcome-based, going beyond attending a program to resulting in something of value for both refuge resources and participants.
7. Pursue outreach and partnership opportunities enhancing programs on and off refuges and expanding our levels of educational expertise and staffing.
8. Include lesson plans and refuge activity guides that incorporate, complement, and focus on local school curricula allowing participants to use refuges as living laboratories.
9. Train educators, volunteers, and partners in resource issues in order to multiply Service efforts across a broader spectrum of students.
10. Establish, maintain, and promote environmental study sites and outdoor classrooms where they are compatible with refuge purpose(s), goals, and objectives.
11. Involve underserved populations like urban or rural schools, Native Americans, non-English-speaking populations, senior citizens, people with disabilities, and groups in the educational community other than K-12 such as colleges and universities.
12. Expand the Service's capability through technology such as web pages and electronic field trips.
13. Use appropriate formats for visitors with disabilities (learning, visual, hearing).

Refuge environmental education programs will:

provide appropriate materials, equipment, facilities, and study locations to support environmental education, where compatible;

allow program participants to demonstrate learning through refuge-specific stewardship tasks as well as projects that they can carry over into their everyday lives;

establish partnerships to support environmental education on refuges open to the public;

incorporate local, state, and national educational standards in our programs with an emphasis on wildlife conservation;

assist refuge staff and volunteers to attain the knowledge, skills, and abilities to support environmental education at a minimum level;

teach awareness, understanding and appreciation of our trust resources;

serve as a means by which refuge employees are seen as role models for environmental stewardship through a continually developing positive relationship with the community.

While reference materials provide good background to the refuge, the Refuge System and the Service, nothing is more effective in fostering appreciation and understanding of the resource than hands-on experiences. The EPA recommends moving away from textbook-driven instruction by using "hands-on, learner-centered, and cooperative learning" approaches where students are actively engaged in the learning process (EPA 1999). Involving students in some simple monitoring projects will instill a sense of ownership and stewardship to the resources. This is a good way to advance science literacy through an interdisciplinary educational approach.

For refuges that have staffs of less than 5 full-time equivalent (FTE) employees and do not have any positions solely dedicated to public use activities, the Service recommends that field station environmental education programs, at a minimum, should include:

- creating or providing a lending library of materials and resources for teachers and other educators;
- designating a trained staff contact person for environmental education;
- designating a study site and providing stewardship opportunities;
- helping local educators identify refuge resources and develop programs;
- forming partnerships or recruiting and training volunteers including senior citizens and people with disabilities to conduct environmental education activities.

For refuges that have staffs of approximately 5–9 FTEs, do not have any positions solely dedicated to public use, and have a refuge manager position at the GS-11 to GS-12 level, the Service recommends field stations to:

- conduct and/or host teacher training workshops;
- provide educators with refuge-specific curriculum, activities, and lesson plans;
- develop accessible outdoor classrooms;
- establish formal partnerships with school districts and community groups to assist with development and implementation of refuge environmental education programming;
- recruit and train volunteers to assist in developing and presenting environmental education programming;
- conduct regular environmental education program evaluation;
- provide opportunities to contribute to refuge management goals through learning and stewardship activities;
- establish a lending library of educational materials including but not limited to book, trunk, and multimedia resources;
- conduct some on-site and occasional off-site environmental education programming;
- employ key staff who has acquired the skills to develop and conduct environmental education activities.

For refuges that have staffs of approximately 10–14 FTEs with 1 position solely dedicated to public use, and have a refuge manager at the GS-12 to GS-13 level. At the enhanced level, the Service encourages field stations to:

- develop a multidisciplinary environmental education program with integrated curricula meeting national and state educational standards;
- adapt the refuge's program to increase participant learning and connect environmental health with quality of life;
- develop multiple facilities or study sites, with materials and equipment, that support refuge goals and objectives;
- seek to hire professionally trained refuge environmental education staff;
- conduct refuge-specific workshops, special events, and symposia, including day camps, after-school and off-site programs, elder hostels, and extended learning opportunities;
- provide environmental education training and mentoring opportunities for educators, Service staff, and others;
- have an environmental education program that demonstrates student learning through measurable objectives;
- create an extensive environmental education outreach program for reaching participants outside the local area;
- allow the environmental education staff to continue to develop professionally by attending training;
- use technology to interface with off-site participants through the Internet, distance learning, and websites;
- establish partnerships beyond local communities.

Field stations will establish educational program priorities based on their objectives and mandates, as well as local, state, and national priorities. As part of refuge planning, the Service evaluates educational programs and offer differing levels of environmental education based in part on the number of staff with public use duties as well as other available resources. Other factors that determine the level of involvement include demand for educational programs, the number of schools near a refuge, and their willingness to participate.

WATER RIGHTS

The refuge is nestled near the headwaters of Pleasant Valley Creek, a tributary to the Fisher River, which is a tributary to the Columbia River. The earliest stock water and irrigation claims for the ranch date back to 1890 and 1899, respectively. The amended ranch irrigation claims describe 1,572 acres irrigated with 10,930 acre-feet per annum. The combined irrigation diversion rate at the western edge of the ranch is 20 cfs. This flow value does not include areas that are subirrigated by check structures with no flow rate claimed on the water right. The largest irrigation claim is on Dahl Lake. Historically, the lake was backed up, causing the small valley to flood; after a short time, water was released downstream in Pleasant Valley Creek. It is also important to note that the irrigated acreage figure does not include a number of the ranch's natural wetlands (see figure 8). Filing on naturally subirrigated pasture and wetlands was not required under the statute establishing the adjudication. For the last several years, the refuge staff has been monitoring streamflows and pond elevations to understand better the available water. However, it has been very dry during this period.

The Temporary Preliminary Decree for the Fisher River Basin (76C) was issued in 1985. Some of the water rights were not accurately described in the preliminary decree. When the MPC negotiated transfer of the property to the Service, a water rights specialist was retained to review and amend the ranch's water rights. The water rights were verified through field checks and interviews with a number of local water users. The validity of the water rights was documented, but a few errors were found. The clerical errors were corrected with DNRC, but the process of change for the larger issues is still before the water court.

WATER AVAILABILITY

Jerry Cundall managed the property from 1993 to 1999. He says that water availability has not been a problem since he has managed the ranch. His tenure does include at least one dry year, 1994. In addition, the claims filed by the Lost Trail Ranch received no objections from any other users during the adjudication of the basin that occurred in the 1980s, which is an indication that the ranch and general area experience few water conflicts.

Summary of Water Rights on Lost Trail National Wildlife Refuge, Montana

<i>Source Name</i>	<i>Rate or Storage*</i>	<i>Administrative No.</i>	<i>Appropriation Date</i>
Unnamed tributary, Dahl Lake	0.06 cfs	76CW109542	09/27/1890
Unnamed tributary, Dahl Lake	8.75 cfs	76CW109536	09/27/1890
Unnamed tributary, Dahl Lake	30.00 gpd/au	76CW109532	09/27/1890
Unnamed tributary, Dahl Lake	4.80 cfs	76CW109540	12/31/1971
Unnamed tributary, Dahl Lake	30.00 gpd/au	76CW109531	12/31/1971
Pleasant Valley Creek	3.10 cfs	76CW007495	06/29/1886
Pleasant Valley Creek	321.00 af	76CB214633	06/30/1949
Pleasant Valley Creek	220.00 af	76CW141573	08/31/1956
Pleasant Valley Creek	5.00 gpm	76CW109544	08/30/1961
Pleasant Valley Creek	433.00 af	76CW109539	08/30/1961
Pleasant Valley Creek	30.00 gpd/au	76CW109535	08/30/1961
Pleasant Valley Creek	0.06 cfs	76CW109543	08/30/1961
Unnamed tributary, Pleasant Valley Creek	3.50 cfs	76CW109538	12/31/1910
Unnamed tributary, Pleasant Valley Creek	35.00 gpm	76CW109533	12/31/1910
Unnamed tributary, Pleasant Valley Creek	2,029.00 af	76CW109541	06/01/1954
Unnamed tributary, Pleasant Valley Creek	30.00 gpd/au	76CW109534	12/31/1972
Unnamed tributary, Pleasant Valley Creek	1.30 cfs	76CW109537	12/31/1972
Unnamed tributary, Pleasant Valley Creek	1.00 af	76CP103961	03/03/1998
Unnamed tributary, Pleasant Valley Creek	10.00 af	76CC30015698	07/05/2005
Unnamed tributary, Pleasant Valley Creek	9.00 af	76CC30015699	07/05/2005
Well	7.00 gpm/9.50 af	76CC076531	12/17/1990
Well	12.00 gpm/4.22 af	76CC076900	01/15/1991
Well	25.00 gpm	76CP103958	03/03/1998

*Rate and storage units:

af=acre-feet

au=animal unit

cfs=cubic feet per second

gpd=gallons per day

gpm=gallon per minute

The Service is starting a process to predict water availability. Outlined on the topographic maps are three basin drainage areas for the ranch (see figure 8). These three drainage areas are only a presumption of points that might be useful to predict runoff. These drainage areas will be used to predict stream runoff. The closest sites in this drainage that have had USGS continuous stream gauges are Fisher River at Jennings and Libby. Their drainage sizes are 780 and 838 square miles respectively, or 14–15 times larger than Lost Trail Ranch’s drainage area. Therefore, these sites would be difficult to use to predict what occurs in a small, headwater drainage.

SPECIES OF CONCERN

Background and biological information is described below for species of concern that may occur within the refuge.

GRIZZLY BEAR

Grizzly bears (*Ursus arctos horribilis*) are a part of America’s rich wildlife heritage with an estimated 50,000 grizzly bears inhabiting the western United States prior to European settlement (USFWS 1993). Loss of habitat, livestock depredation control, commercial trapping, unregulated hunting, and protection of human life have eliminated the grizzly bear from all but approximately 2 percent of its historical range in the lower 48 states (USFWS 1993). Today, only 800–1,000 grizzly bears remain in a few fragmented populations in Montana, Idaho, Wyoming, and Washington. Approximately 75 percent of the population of grizzly bears in the lower 48 states occurs in Montana.

Where grizzly bears once roamed throughout the entire Rocky Mountain ecosystem, human settlement and development has fragmented habitat resulting in isolated island populations. Today, there are six distinct recovery areas (ecosystems) in the conterminous United States. These are areas where grizzly bears were known to reside in 1975 and where adequate space and habitat remains to maintain viable self-sustaining populations. These recovery areas include the northern Cascades in Washington; the Selkirk, the CYE and NCDE in Montana; the Bitterroot in Idaho and Montana; and the Greater Yellowstone in Montana, Wyoming, and Idaho.

The grizzly bear was listed as a threatened species in the lower 48 states under the ESA in 1975 (Federal Register, V.40, No.14, Part IV-3173-4). The Service is mandated by Congress to conserve listed species and the ecosystems upon which they depend. The Revised Grizzly Bear Plan (USFWS 1993) identified actions necessary for the conservation and recovery of the species. Recovery criteria was developed for each recovery zone. The criteria were based on the number of females with cubs observed

annually, distribution of family groups within the recovery zone, and a limit on human-caused mortality. The species will be delisted when the populations in all established recovery zones have obtained their goals.

Populations that are dramatically reduced in size and isolated from one another have an increased risk of extinction. Small populations are less able to absorb losses caused by random environmental, genetic, and demographic changes (Serveen et al. 2001). Linkage zones are areas between separated populations that provide adequate habitat for low densities of individuals to exist and move between isolated populations. The resulting exchange of genetic material helps maintain demographic vigor and diversity, increasing the viability of individual populations. For the grizzly bear, preserving the linkage between populations is as critical to long-term conservation of the species as managing the individual populations.

For recovery and management purposes, all habitats within each of the recovery areas were classified into one of three management situations. Management situation I contains grizzly bear population centers and/or habitat that is needed for the survival and recovery of the species. The needs of grizzlies are given priority. Land uses that affect grizzly bears and their habitat must be compatible with the needs of the species. Management situation II lands are comprised of less suitable habitat where grizzly bears may occur but population centers do not exist. In these areas, the needs of the grizzly bear are weighed against other uses and they will be accommodated when feasible but may not be given the highest priority to the exclusion of other uses. Human–bear conflict minimization will be given high priority. Management situation III contains lands that are unsuitable for grizzly bears such as residential and high recreation areas. Grizzly use of these areas is rare and will be discouraged.

Grizzly Bear Biology

Grizzly bears are a long-lived species of up to 40 years and they exhibit one of the lowest reproductive rates among terrestrial mammals. The limited reproductive capacity prevents a rapid increase in the population. Females first age of breeding is between 3.5 and 8.5 years of age and averages 5.5 years. Breeding occurs on an average of every 3 years after the first litter with from one to four cubs produced. Average litter size is two. Age of first reproduction and litter size varies and may be related to nutritional state (Herrero 1978). Males sexually mature at age 4½. Mating appears to occur from late May through mid-July, peaking in mid-June.

Adult bears lead a solitary existence with social affiliations generally restricted to family groups of mother and offspring, siblings that may stay

together for several years after being weaned, and an occasional alliance of subadults or several females and their offspring. Mating season is the only time that adult males and females tolerate one another. The home ranges of adult bears frequently overlap. Home ranges also appear to be smaller while cubs are present, but expand when the cubs are yearlings in order to meet increased foraging demands (Kemp 1972, Pearson 1975, Russell et al. 1978). Home range sizes vary in relation to food availability, weather conditions, and interactions with other bears.

Humans are the only major cause of mortality to bears both directly and indirectly through habitat destruction. Bears will occasionally kill one another or be killed by other large predators such as wolves. Parasites and diseases are not a significant factor in limiting grizzly bear populations.

Grizzly bears are omnivores consuming both vegetation and animal matter. Vegetation tends to dominate the diet in all areas. However, animal matter (fish, mammals, and insects) can serve as an important supplement to the grizzly bear diet. When bears emerge from their dens in the spring, they tend to forage on immature green vegetation or animal matter. Bears select habitats of specific elevation, aspect, and moisture gradients to obtain these emergent foods. Plants that generally appear early in the growing season, such as grasses, sedges, horsetail, and clover tend to be important foods until more nutritious foods become available. Green vegetation has also been documented as important during late seasons. Selection of vegetation at this time coincides with the use of mesic habitats such as stream bottoms and receding snow-bed communities. Succulent vegetation in these mesic habitats has higher protein content than similar plant species in exposed areas.

The underground roots, corms, and bulbs of foods such as *Herdysarum* spp., *Claytonia* spp., *Erythronium* spp. (glacier lily), *Lomatium* spp. or *Perieridia* spp. (yampah) are also selected at a specific time or in a specific habitat when nutrient quality is high and fiber content is low. Equisetum is selected in all regions of North America and during all seasons. *Heraclium lanatum* (cow parsnip), *Trifolium* spp. and *Taraxacum* spp. are important in the NCDE early and midseason.

Fruit and berries are vital mid- and late-season as they provide bears with an abundant source of sugar prior to denning. During the period of fruit availability, bears must not only gain sufficient weight to survive denning, but must also store energy for the following spring. This is especially true for adult males that tend to forsake spring foraging opportunities to seek and mate with females (Sizemore 1980). In northwestern Montana *Vaccinium* spp. (huckleberry), and *Shepherdia* (buffaloberry) are important natural sources of berries. Overwintering berries of *Arctostaphylos* spp.

(bearberry) are also consumed during the spring in some areas (Hamer et al. 1977, Hechtel 1985, Mace and Jonkel 1980) and may have higher sugar content than during the previous autumn (Hamer et al. 1977).

Because it is highly digestible and high in protein, meat is often preferred over vegetal foods. Local concentrations of large ungulates constitute an important source of protein when available.

Rodents, primarily ground squirrels and microtines either may be a dietary supplement (Hamer et al. 1978, Stelmock 1981, Mace and Jonkel 1980) or may constitute a major protein source prior to denning (Nagy et al. 1983, Hechtel 1985). The restricted availability of animal protein may limit grizzly populations.

The search for food has a prime influence on movement. Upon emergence from the den, grizzly bears seek the lower elevation, drainage bottoms, avalanche chutes, and ungulate winter ranges where their food requirements can be met. Throughout late spring and early summer, they follow plant phenology back to higher elevations. In late summer and fall, there is a transition to fruits and nut sources, as well as herbaceous materials. This is a generalized pattern though and it should be kept in mind that bears are individuals trying to survive and will go where their food requirements are met.

Grizzly bears are occasionally sighted in the Pleasant Valley area. PCTC biologists report that a male grizzly bear resided in the Pleasant Valley–Lost Prairie area in 1994 and 1995. In the fall of 2001, a grizzly bear was observed at Island Lake and Coniff Creek approximately 2 miles from the refuge. The bear was frequently observed in an area being actively logged on PCTC land throughout the fall (Laurie Woods, PCTC Forest Unit Manager, personal communication). According to grizzly bear recovery biologists, the refuge could serve as a linkage area between the NCDE and the CYE.

Livestock grazing can have a significant impact on grizzly bears. In the NCDE, livestock depredation was the most common offense for which a bear was relocated (Thier and Sizemore 1981). Furthermore, these relocations were much less successful than relocations for other offenses (success being no return and no further conflict). Knight et al. (1985) reported that depredations (livestock and property) were the leading cause of nonhunting mortality in the NCDE from 1975 to 1984. Unreported grizzly bear mortality related to livestock operations may be a significant part of the overall mortality. Jorgensen (1979) reported that only 41 percent and 17 percent of known bear kills in 1976 and 1977, respectively, were ever reported.

Several studies have addressed the question of whether grizzly bears can coexist with livestock without depredation. Knight and Judd (1983)

reported that all radio-tracked bears (except one orphaned cub) that encountered sheep killed them. However, Claar et al. (1999) found that only 2 out of 20 marked grizzly bears in the Mission Mountains (NCDE) were involved in sheep depredations although almost all were in proximity to livestock during spring and fall. Several investigations observed that depredation behavior was apparently a learned process (Johnson and Griffel 1982, Jorgensen 1983, Knight and Judd 1983). Regional differences in depredation may be related to learned behavior and previous levels of control on depredating bears (Johnson and Griffel 1982).

Livestock can also affect grizzly bears through direct competition for early spring browse and by degradation of quality habitat by trampling and grazing. Livestock grazing can affect bears by displacing them off quality habitat as they avoid areas of human activity.

Recreational activities, directly or indirectly, can affect the survival of grizzly bears. Grizzly bears can be directly taken in the defense of human life and through mistaken identity during black bear hunting seasons. In the Swan Range in northwestern Montana, out of 19 known human-caused grizzly bear deaths, mistaken identity was the cause of 6 deaths and self defense was the cause 3 deaths. Indirectly, recreationists can displace bears off quality habitat onto less desirable habitat. This may result in reduced reproduction by displaced bears, higher mortality rates due to food stress or lower security, and smaller bear populations due to reduced carrying capacity of remaining habitat (Serveen et al. 2001).

Conversely, grizzlies may become habituated to humans. Habituation generally leads to mortality of the bear as these bears are more likely to come in conflict with humans, are more vulnerable to hunters and poachers, and have an increased chance of becoming involved in a collision with a motor vehicle (Claar et al. 1999). The greatest impact of roads on grizzly bears is an increase in human access into grizzly habitat. Bears react differently to roads depending on habituation and security cover. Roads bring people into contact with bears, may cause bears to avoid habitats, or may habituate bears to humans.

Habitat fragmentation is usually accompanied by habitat loss, increased disturbance and increased human-wildlife conflicts. The primary causes of fragmentation in grizzly habitat are human activities such as road building and residential, recreational, and commercial development.

The grizzly bear has an increased risk of extinction because the population consists of a limited number of individuals that live in several distinct populations geographically isolated from one another. Small populations are less able to absorb losses caused by

random environmental, genetic, and demographic changes (Serveen et al. 2001).

Linkage zones are areas between separated populations that provide adequate habitat for low densities of individuals to exist and move between isolated populations. The resulting exchange of genetic material helps maintain demographic vigor and diversity, increasing the viability of individual populations.

Gaining support and confidence of people who live in or near grizzly habitat is one of the greatest challenges to grizzly bear recovery. Efforts that address the attitudes and concerns of the local public serve to foster tolerance and positive attitudes toward grizzly bears in communities throughout grizzly bear habitat. These efforts include intensive education programs, proactive livestock and garbage management projects that reduce bear attractants on private land, and the maintenance of personal contact between citizens and state and federal wildlife biologists who live and work together in local communities and rural areas near grizzly habitat.

GRAY WOLF

Prior to European settlement, the gray wolf existed across most of North America. Early settlers perceived the gray wolf as a threat to human life and property, especially livestock. Wolves also competed for deer and elk upon which many early settlers were dependant for food. By the 1930s, poisoning, trapping and shooting, spurred in part by government bounties, extirpated the gray wolf from 95 percent of its range in the conterminous United States. Gray wolf populations were eliminated from Montana, Idaho, and Wyoming, as well as adjacent southwestern Canada.

After human-caused mortality of wolves in southwestern Canada began to be regulated in the 1960s, the population began expanding southward (Carbyn 1983). Dispersing individuals occasionally reached the northern Rocky Mountains of the United States (Ream and Mattson 1982, Nowak 1983), but were not protected and soon disappeared. The ESA of 1973 provided the needed protection and recolonization became possible.

In 1986, wolves that had migrated from Canada successfully raised a litter of pups in Glacier National Park, Montana, and a small population was soon established (Ream et al. 1991). The third pack of wolves to recolonize naturally into Montana from Canada formed in Pleasant Valley in 1988. The wolves dened on private land within 0.25 mile of what is now the refuge. In 1989, there were three adults and three pups in the pack. Unfortunately, they started to prey on livestock and were controlled both lethally and through relocation.

A second pack formed in 1996 in Pleasant Valley and had pups again in 1997 and 1998. Once again, they started to prey on livestock and were removed in 1999. All control actions were either carried out prior to the establishment of the refuge or conducted off the refuge after establishment. After the removal of the Pleasant Valley Pack in 1999, the "Little Wolf Pack" moved down from the north and began killing cattle in the Pleasant Valley area. Four wolves from the "Little Wolf Pack" were killed in two control actions in 2000.

In 1998, the Lost Trail Ranch was purchased by the MPC and eventually became Lost Trail National Wildlife Refuge. At the same time, the NRCS, working with neighboring landowners, purchased WRP easements on 5,765 acres of former grazing lands. The formation of the refuge and the purchase of these WRP easements will greatly reduce the number of cattle being grazed in this area and should decrease wolf–livestock conflicts.

Much controversy has surrounded wolf recovery in Montana and throughout the northern Rockies. Although wolves primarily feed on deer and elk, they will occasionally prey on livestock. Once a wolf has identified livestock as a source of food, it may continue to prey on livestock and teach other wolves in the pack to do the same. A private program compensates ranchers fair-market-value for confirmed losses and about one-half fair market value for probable wolf kills of livestock and livestock guard animals. However, livestock carcasses are often eaten or decomposed when located, making it difficult to confirm wolf depredation. On open range, carcasses may never be found, resulting in actual losses much higher than what can be confirmed.

Sometimes livestock producers who have confirmed livestock losses caused by wolves may also discover some other livestock missing after the fall roundup. This leads ranchers to infer that wolves were responsible for the missing livestock even if there are no signs of depredation. This perceived human–wildlife conflict creates a climate of mistrust for the Service's mandate to protect and recover wolves.

The Service strives to maintain good relations with adjacent landowners, including coordination efforts and addressing the concerns of private property owners. These efforts are geared towards the recovery and conservation of this listed species as required by the ESA. The refuge is part of the historical range of the gray wolf and is geographically situated between areas designated for recovery. Thus, this refuge is in a position to contribute to the overall recovery and maintenance of this species by acting as a corridor or as a possible site for wolf recolonization.

On April 1, 2003, the Service issued "take" regulations under section 4d of the ESA detailing

the context and designated personnel that may take gray wolves. These regulations replaced those found in the 1999 control plan. Some of the reasons why a gray wolf may be lethally taken include scientific research, protecting human safety, and proven depredation of domestic cattle. In this last case, before any wolf control action is initiated, an investigation must be conducted to confirm that a depredation has occurred and that wolves were indeed responsible for the depredation.

Wolves may not necessarily be determined problem wolves if depredations occur on livestock that are lawfully present on federal lands or in areas or at times, which are critically important to wolves. Under such conditions, control of wolves will occur only if all other options for resolution of the conflict have been exhausted. This criterion applies only to the refuge and other federal lands in northwestern Montana. Areas or habitat components important to wolves include areas within 1 mile of known or highly suspected wolf dens or rendezvous sites from March 15 to July 1, ungulate calving/fawning areas from May 1 to July 1, and ungulate winter ranges from December 1 to April 15 (USFWS 1999c). Refuge personnel will apply these conservation measures.

Most of the controversy surrounding wolf conservation revolves around wolves that feed on domestic cattle and sheep. It is the Service's intention to manage wolves in northwestern Montana in a way that allows nondepredating wolves to be the "building blocks" of the population. Nondepredating wolves should cause little or no conflict with humans. The Service intends to build its recovery program around these animals. Animals that habitually depredate on livestock are not desirable for use in establishing or bolstering wolf populations. Therefore, wolves that are chronic problem wolves and direct their hunting behavior toward livestock will be removed from the population. While already recovered in this area, the recovery plan indicates that, if necessary, the state of Montana and the Service may use lethal control methods to stop depredations. No control efforts will be conducted on the refuge; however, problem wolves may den on the refuge or seek refuge there and be taken when on private land.

The recovery plan for the wolf in the northern Rockies of the United States (USFWS 1987) identified northwestern Montana, central Idaho, and the Greater Yellowstone Area (GYA) as recovery areas. The biological goal for delisting is greater than or equal to 10 breeding pairs of wolves in each of these three areas for 3 consecutive years.

Monitoring data indicates that this goal was attained in 2000 with 30 breeding pairs of wolves successfully raising two or more young to December 2000. Preliminary data indicates that at least 30 breeding pairs were also successful in 2001. Thus, if 30 breeding pairs are again documented in December

2002, the Service could propose to delist wolves from the ESA. Wolves cannot be removed from federal protection until the states in which they reside develop approved conservation and management plans. The state of Montana drafted a conservation and management plan in January of 2002. This document has been submitted for review and can be obtained from MFWP.

Gray Wolf Biology

Wolves are social animals, normally living in packs of 2–10 members. Packs are primarily family groups consisting of a breeding pair, their pups from the current year, offspring from the previous year, and occasionally an unrelated wolf.

Packs occupy and defend from other packs and individual wolves a territory of 20–210 square miles. In the northern Rocky Mountains, territories tend to be larger, typically 200–400 square miles. Normally only the top-ranking male and female in each pack breed and produce pups.

Litters are born from early April into May and can consist of 1–11 pups, but generally consist of 4–6 pups. In late April until September, pups are moved to rendezvous sites where they remain while the adults hunt and return with food. Rendezvous sites are located in meadows or forest openings generally near the den, but they can be several miles away. Pups travel and hunt with the pack by September. Yearling wolves frequently disperse from their natal packs. Dispersers may become nomadic and cover large areas as lone animals, or they may locate suitable unoccupied habitat and a member of the opposite sex and begin their own territorial pack.

When the wolf recovery plan was written, it was believed that wolves would occupy higher elevation public lands far from the presence of humans (Fritts et al. in press). However, wolves demonstrated a much greater tolerance of human activity than anticipated. While some packs have established territories in protected areas such as national parks and wilderness, most prefer lower elevations where prey is more abundant (Boyd-Heger 1997).

Several studies on wolf and their prey have been initiated since the wolf recovery plan has been in place. Wolves in the GYA are preying primarily on elk (90 percent of all wolf kills) (Smith et al. 2000), and kill rates are slightly higher (12–15 ungulates/wolf/year) than predicted (12 ungulates/wolf/year) in the EIS. In the Gros Ventre River drainage in Wyoming, of 51 located kills, 48 were elk, 2 were coyotes, and 1 was a beaver. In a study west of Salmon, Idaho, elk was again the preferred prey with a kill on average every 3.45–4.98 days.

Researchers believe these kill rates may be underestimated due to loss of contact with the pack for various lengths of time. Studies in the River of No Return Wilderness in central Idaho also

indicated elk as the primary prey followed by mule deer (Mack and Laudon 1998). In the north fork of the Flathead River drainage, white-tailed deer comprised 87 percent of the wolf kills examined from 1992 to 1995 (Kunkel et al. 1999). Researchers concluded that ungulate species compose different proportions of wolf diets, depending on the relative abundance and distribution of available prey within the territory. Wolves will also prey on smaller species such as rabbits and ground squirrels, as well as on carrion, vegetation, and insects. Wolves may also kill and feed on domestic livestock such as cattle, horses, and sheep.

No wild animals habitually prey on gray wolves. Occasionally, wolves will be killed by large prey such as deer or moose or by a competing predator such as a mountain lion. Other wolves are the largest cause of natural predation among wolves. Other causes of natural mortality include old age, disease, starvation, or accidents. In northwestern Montana, natural mortality probably does not regulate populations (USFWS 2001).

Humans are the largest cause of wolf mortality and the only cause that can significantly affect populations at recovery levels (USFWS 2001). Human-caused mortality consists of authorized control actions, legal killing in defense of life or property, illegal killing, and car and train collisions. Control actions accounted for most human-caused mortalities in Montana.

In the studies of wolves in Montana, Idaho, and Wyoming to date, disease and parasites have not appeared to be a significant factor affecting wolf population dynamics. Just like wolves in all other parts of North America, wolves in the northern Rocky Mountains will occasionally die from a wide variety of canid diseases. However, it is doubtful that wolf populations in the northern Rocky Mountains would be significantly impacted, because wolf exposure to these diseases has been occurring for decades.

A demonstration of the importance of an abundant natural prey base to wolf survival can be found in the examination of wolf-prey relationships in northwestern Montana. White-tailed deer populations started to increase in the 1970s and remained high until the winter of 1996–97. Wolf numbers and distribution also expanded during this period. Record hunter harvest in the fall of 1996 followed by one of the most severe winters on record significantly decreased ungulate populations. This was followed by a corresponding increase in wolf depredation on livestock and subsequent wolf control. Conflicts between wolves and livestock during 1997 represented nearly 50 percent of all confirmed livestock depredations and lethal wolf control in northwestern Montana since 1987 (Bangs et al. 1998).

Evaluation of wolf management in the northern Rocky Mountains has shown that successful wolf recovery does not depend upon land use restrictions on private land due to the wolves' ability to thrive in a variety of land uses. There is little, if any, need for land use restrictions to protect wolves in most situations, with the possible exception of temporary restrictions around active den sites on federal lands. Additionally, the public is much more tolerant of wolf recolonization if the presence of wolves does not result in restrictive government regulations.

There are nonlethal management techniques to discourage wolves from preying on livestock (e.g., electronic training collars). However, none of the techniques tested to date has proven 100 percent effective and none of the existing techniques has worked for extended periods.

Hunting success and regulations for large ungulates are directly related to prey populations. One of the greatest concerns the public had with wolf reintroduction was the effect that wolves would have on deer, elk and moose populations (USFWS 2001). Thus, human attitudes and tolerance, which vary widely across different stakeholders, is probably the most important factor to long-term gray wolf survival and conservation (Sime 2002).

CANADA LYNX

The Canada lynx (*Lynx canadensis*) was listed as a threatened species in the contiguous United States under the ESA in 2000. According to the Service, the factor threatening the lynx in the contiguous United States is the lack of guidance to conserve lynx and its habitat in federal land management plans.

Lynx inhabit marginally suitable habitat in the contiguous United States that decreases in quality and availability the further south the habitat occurs. Historical reports from western Montana indicate that lynx were numerous in recent times. MFWP records indicate trappers statewide took 990 lynx from 1959 to 1967 (Hoffman et al. 1969). Since 1977, Montana's largest lynx harvest was 62 lynx trapped in 1979 and again in 1984 (McKelvey et al. 1999, Giddings 1995). Quotas were established in 1982 and lynx trapping was closed in Montana in 1999. Lynx are most common in the northwestern areas of the state.

Canada Lynx Biology

Snowshoe hare are the primary food of lynx comprising from 35 to 97 percent of their diet throughout the year (McCord and Cardoza 1984). Lynx also feed on mice, squirrels, grouse and ptarmigan, especially during the summer months (McCord and Cardoza 1984). There have been several observations of lynx hunting Columbian ground squirrels including a report by Barash (1971) of two adult and one juvenile lynx cooperatively hunting ground squirrels in Glacier National Park.

Lynx habitat is composed of Englemann spruce (*Pinus engelmannii*), subalpine fir (*Abies lasiocarpa*), lodgepole pine (*Pinus contorta*) and aspen forests (*Populus tremuloides*) above 1,400 meters. In the western mountains, the management of habitat for snowshoe hares is an important component of lynx conservation efforts due to the relatively low hare densities in boreal forest habitats of western mountains, and because of the importance of hare availability for successful lynx reproduction.

Snowshoe hare habitat consists of coniferous forests with dense understory (Berrie 1973, Koehler 1990, Ruggiero et al. 1999). These conditions are usually found in early successional stands with high stem densities. For denning, lynx require mature forests that contain large woody debris such as fallen trees or upturned stumps. Thus, high quality lynx habitat in the western mountains consists of a mosaic of early successional habitats with high hare densities, and late-successional stands with downed woody debris for thermal and security cover for denning.

The refuge contains only marginally suitable Canada lynx habitat. Northwestern Montana is at the southern range of the lynx and thus lynx only exists at the highest elevations. Lynx in Montana are generally found in forest communities between 1,200 and 2,100 meters. Douglas-fir, western larch, and lodgepole pine dominate on lower elevations with subalpine fir, whitebark pine, and Engelmann spruce at higher elevations. Maximum elevation on the refuge is 1,280 meters and only 4,121 acres of forest habitat exists. Further, open grasslands across the valley floor are a barrier to lynx movement across the refuge. Snowshoe hare populations are unknown for the refuge, but hares have frequently been observed in forested areas of the refuge and surrounding PCTC lands.

Canada lynx are specialized predators adapted to northern latitude and high elevation habitats with abundant winter snows. Conclusions from the "Ecology and conservation of lynx in the United States" (Ruggiero et al. 1999), are that a snowshoe hare density greater than 0.5 hare/hectare is required for lynx.

BALD EAGLE

Historically, bald eagles were present across North America from Alaska and Canada south to northern Mexico. Persecution of bald eagles and golden eagles in livestock producing areas of the west prompted passage of the Bald Eagle Protection Act of 1940 (16 U.S.C. 668). Further protection was afforded in 1972 with inclusion of raptors under the Migratory Bird Treaty Act (16 U.S.C. 703, 1918). The effects of the pesticide DDT decimated populations during the 1960s and, by the early 1970s, bald eagle breeding range was limited to remote forested areas. DDT was banned in 1973 and bald eagle populations started to recover. Because of severe population

declines induced by pesticide residues, the northern subspecies of the bald eagle was afforded protection under the ESA in 1978.

The bald eagle was classified as endangered in Montana in 1978. The ESA of 1973 mandated the formation of regional recovery teams charged with preparation of plans that outline specific conservation and management actions to achieve and maintain recovery of endangered species in specific recovery areas. Montana includes seven recovery zones (in the Pacific States recovery area) (MBEWG 1994b).

Surveys indicate that the population of nesting bald eagles in Montana is increasing. From 1978 to 1995, the number of breeding pairs increased from 12 to 166, surpassing the recovery goal of 99 breeding pairs cited in the 1986 Bald Eagle Recovery Plan. As of July 1994, Montana contained the seventh largest breeding bald eagle population and largest concentration of autumn migrants in the lower 48 conterminous states. On July 12, 1995, the bald eagle was reclassified from “endangered” to “threatened” in Montana (MFWP 2002).

The management goal for Montana is to facilitate population growth until the number of viable bald eagle breeding areas peaks. Thereafter, the goal is to provide secure habitat for bald eagles to maintain a viable, healthy, self-sustaining population as close to peak level as possible in perpetuity (MBEWG 1994b).

Within the context of the management goal, the habitat objective is to provide sufficient habitat to maintain peak numbers of viable bald eagle breeding areas in Montana. The population objective is to maintain at least 68 percent of the peak number of viable breeding areas as active (MBEWG 1994b).

Bald Eagle Biology

Bald eagles are associated with aquatic environments although they may forage in uplands. Bald eagles are opportunistic with prey consisting of fish, ground squirrels, waterfowl, carrion, and rabbits (Snow 1973, Todd et al. 1982, Stalmaster 1987, Watson et al. 1991, Mersmann et al. 1992).

In Montana, bald eagles typically nest within one mile of the shore of lakes larger than 80 acres or major rivers. Nest sites are generally in older trees of large diameter in stands greater than three acres (MBEWG 1994b).

Bald eagles can be sensitive to human disturbances such as recreation, research, and development. Response varies from temporary avoidance of an area to total reproductive failure and abandonment of the breeding site. Bald eagles can also tolerate what appear to be significant disturbances. Relationships of human activity and eagle responses are highly complex, difficult to quantify, and often site specific. Responses vary depending on type,

intensity, duration, timing, predictability, and location of the human activity. Some bald eagles are more tolerant of human activity than others are. Tolerance threshold is usually site, pair, and activity specific and a function of type, intensity, and proximity of disturbance over time (MBEWG 1994b).

A pair of bald eagles has nested in an aspen stand on the north shore of Dahl Lake since 1995. This pair has fledged average of two young per year. The eagle nest was blown out of the tree in a severe windstorm during the summer of 2000. Two adult eagles constructed a nest in the same vicinity in 2001 but no young were produced.

Bald eagles are highly sensitive to disturbance from the nest building stage until hatching. After hatching, eagles are less sensitive to disturbance and are less likely to abandon or neglect young.

The management goal for Montana is to facilitate population growth until the number of breeding pairs peaks. After that, the management goal is to provide secure habitat to maintain a healthy self-sustaining population as close to peak levels as possible (MBEWG 1994b).

TRUMPETER SWAN

The trumpeter swan is considered a threatened species and of special concern by MPIF (Casey 2000). Although this species was petitioned to be listed under the ESA, the Service determined the petition did not contain substantial information.

Trumpeter swans were once common in the United States but were decimated by commercial harvest for feathers and skins and by loss of habitat. A small population of swans managed to survive in the tri-state area of Montana, Wyoming, and Idaho due to the areas remoteness and geothermal activity that kept water open over the winter months. In 1935 only 69 trumpeter swans were known to exist; however, it was later discovered that unrecorded flocks also inhabited parts of Alaska and Canada. Although populations have increased, the trumpeter swan is still at risk from continued loss of wintering habitat, over population and concentration of swans on remaining wintering areas, and lack of migration in several wild and restored flocks (Mitchell 1994).

A priority of the Service’s Trumpeter Swan Working Group is to restore nesting trumpeter swans to unoccupied historic breeding habitat and encourage broader winter distribution. Winter habitat seems to be the limiting factor for the United States portion of the RMP. A congregation of approximately 30 percent of the population in a small area at Harriman State Park and large congregations at Red Rock Lakes National Wildlife Refuge and other wintering areas within the tri-state area leave the trumpeters vulnerable to disease. (Federal Register/Vol. 55, No. 81/Thursday, April 26, 1990/Proposed Rules).

The Service recognizes the need to continue to expand winter range of the RMP trumpeter swans. It also indicated there was a need to maintain viable segments, or subpopulations, of the RMP in order to expand the species to where it is sufficiently widespread that a catastrophic event in any one part of the population's range will not threaten the existence of the population. With new breeding areas occupied, new migratory paths may be established. The "pioneering spirit" results in young traveling to and from specific breeding and wintering areas with their parents, which may foster a wintering migratory path different from into the tri-state management area, where there have been problems with lack of adequate wintering habitat.

Trumpeter Swan Biology

Trumpeter swan habitat needs are not well defined, but suggest shallow interconnected wetland complexes, irregular shorelines, and water depths of less than 1.2 meters with dense stands of emergent vegetation. Swans need muskrat mounds, abandoned beaver lodges, or sedge hummocks for nest sites. (Casey 2000)

Preferred forage species listed under the Targee National Forest Plan (1997) include sego pondweed (*Potamogeton rectinatis*) and waterweed (*Elodea canadensis*). However, trumpeters readily adapt to new food sources and virtually all available species are consumed. In Yellowstone, dominant food consisted of *Chara* spp., *Elodea canadensis*, and *Potamogeton* spp. (Squires and Anderson 1997). Cygnets feed mainly on aquatic insects and invertebrates from 2 to 5 weeks of age (Mitchell 1994). This protein rich food source is important to the cygnets' rapid growth.

The Wisconsin Department of Natural Resources developed a habitat suitability index for trumpeter swans during restoration efforts in the state. Criteria developed for trumpeter swan restoration to an area included: abundant and diverse submergent and emergent aquatic plant food (especially *Elodea*, *Sagittaria*, *Najas*, *Nitella*, *Potamogeton*, *Zizania*, *Sparganium*); presence of shrubby or emergent plants suitable for escape cover; loafing sites; absence of utility lines along potential flight paths; minimal waterfowl-hunting history during years when lead shot was legal; and limited access and minimal uncontrolled human use. Breeding habitat required suitable nesting substrate, especially rich submergent and emergent food supply, and more escape cover, more isolation from human contact, and more protected shallow water and shoreline feeding areas (for broods) than nonbreeding sites, which could include more open water.

The only trumpeter swans that have been recently documented in the Pleasant Valley area are two swans that attempted to nest at Island Lake. They

were observed throughout the summer by a neighboring landowner.

Trumpeter swans are long-lived, social birds that are highly dependant upon strong family bonds and traditional patterns of habitat use that are passed down through generations (USFWS 1995a). Severe losses could occur from disease outbreaks, severe winter weather, and lack of forage. In 1989, more than 100 swans died in the tri-state area when a blizzard swept through a major wintering area. Since then winters have been mild, but the possibility of another hard winter always exists.

As the swan population increases, the limited resources in the area are taxed and may not recover to provide forage for the next year. It is important to the survival of the RMP to relearn and rebuild migratory patterns that were lost when swans were exterminated from much of their range. The ultimate goal is to reacquaint trumpeter swans with wintering grounds, breeding areas, and migratory routes that were lost when the population neared extinction in the early 1900s. This will be accomplished through natural pioneering and through transplant of swans to suitable habitat.

Nesting trumpeter swans have been shown to be sensitive to human disturbance during the nesting season. Birdwatching, photography, research, and other activities in or near nesting areas may cause nest failure or cygnet loss by disturbing adults (Mitchell 1994). In Yellowstone National Park, human intrusion was the most significant known cause of egg failure in trumpeter nests (Banko 1960).

Important requirements for successful breeding of trumpeter swans includes: room for take off (approximately 100 meters); accessible forage; shallow, stable levels of unpolluted, fresh water; emergent vegetation, muskrat island, or other structure for nest site; low human disturbance, highly irregular shorelines; water depth of less than 1.2 meters; abundant and diverse communities of aquatic plants; and abundant invertebrate populations (Mitchell 1994, Hansen et al. 1971, Maj 1983, Squires 1991, Lockman et al. 1987).

BLACK TERN

Black terns are listed as a Service nongame bird of management concern (USFWS 1995b). They were listed as a candidate 2 species for review under the ESA; however, they were removed from ESA consideration when the category 2 list was discontinued. Statewide they are listed as a species of special concern with a ranking of vulnerable under the Natural Heritage Program classification system (Shuford 1999). Black tern populations have been declining since the 1960s across North America. Declines are thought to be related to a loss of wetlands, and a decrease in food supply caused by insect control and over fishing in the winter range (Dunn and Agro 1995).

Dahl Lake was surveyed for black tern by MFWP in 1999. Approximately 50–60 adults were observed. Nesting was confirmed by the presence of juveniles. Nests were located in Alkali bulrush (Ryan Rauscher, MFWP, personal communication).

Black Tern Biology

Black terns nest in biologically rich shallow freshwater marshes with abundant emergent vegetation. They prefer marshes or marsh complexes comprised of semipermanent ponds greater than 20 hectares in size. Ponds can be located in open or forested country up to 1,540 meters in elevation (Dunn and Agro 1995, Shuford 1999). Black terns feed on insects and fresh water fishes.

Black terns arrive on the breeding grounds mid- to late May initiating nesting in late May or early June. Most hatching is completed by late June or early July, with fledging occurring mid- to late July. Black terns leave the breeding grounds for foraging sites by early August.

Black terns are semicolonial nesters. Generally, nests are located in still water from 25 to 134 centimeters deep in marshes with from 25 to 75 percent emergent vegetation (Gould 1974, Stern 1987, Shuford 1999). Nest site selection is correlated more to the density of emergent vegetation than to the type of plant or water depth. Vegetation is not usually so dense as to prevent a canoe from being forced through it (Dunn and Agro 1995).

Nests are built on floating substrate comprised of matted dead marsh vegetation, detached root masses, boards, or muskrat-built feeding platforms of fresh-cut vegetation. Occasionally nests are located on nonfloating material such as muskrat lodges, small mud patches of rooted but flattened vegetation, or abandoned nests of other marsh birds. (Dunn and Agro 1995). Nests are often flimsy, and are easily destroyed by wind or changing water levels. If the nest is destroyed, renesting may occur at the same site or at another site up to 42 kilometers away.

Predominant emergent vegetation is usually cattails (*Typha* spp.), bulrush (*Scirpus* spp.), or less often burreed (*Sparganium* spp). Nests have also been located in sedge (*Carex* spp.), reed canarygrass (*Phalaris arundinacea*), marsh horsetail (*Equisetum fluviatile*), rushes (*Juncus* spp.) hairgrass (*Deschampsia* spp.), and spatterdock (*Nuphar* spp.). Emergent vegetation is <0.25–0.5 meter high when the nests are initiated and often grows to 1 meter before hatching occurs. Snags and posts are used for copulation, resting, and feeding fledglings (Dunn and Agro 1995).

Black terns nest in shallow, freshwater wetlands in emergent vegetation. They prefer wetland complexes greater than 20 hectares, in areas with

25–75 percent surface covered with emergent vegetation, water depths between 0.5 and 1.2 meters, and nesting substrate within 0.52 meters of open water (Dunn and Agro 1995). Nests are often lost to bad weather, effects of winds and waves and changing water levels. Known predators include great horned owl, mink, northern harrier, ring-billed gull, American crow, common raven, raccoon, muskrat, long-tailed weasel, otter, and snapping turtle (Gerson 1988, Novak 1992, Dunn and Agro 1995). Nest success will be monitored to document production.

Degradation of lake habitat may occur by succession, raising or lowering water levels, introducing exotic species, and reductions in water quality (Novak 1992). Nest platforms can be flooded out by rising water levels. Low water levels may increase likelihood of nest predation by mammals. Black terns may shift breeding sites from year to year in response to changes in hydrologic cycles and emergent vegetation (Shuford 1999). In most cases, WPA managers can provide suitable nesting habitat for black terns without any major changes to their water management (Casey 2000).

SPALDING'S CATCHFLY

Spalding's catchfly (*Silene spaldingii*) is a long-lived perennial herb that reproduces by seed only. It is a natural component of native Palouse prairie from 1,750 to 5,100 feet in elevation. Palouse prairie has been reduced by 98 percent of its historic levels due to conversion to crop, hay and pastureland, and urbanization.

Today, there are only 53 known populations of Spalding's catchfly located in remnant Palouse prairie habitat in Washington, Idaho, Oregon, and Montana. Nine of these populations are located in western Montana (Flathead, Lincoln, Sanders, and Lake counties). Threats to these remaining populations include continued habitat destruction and fragmentation, grazing and trampling by domestic livestock and native herbivores, herbicide treatment, competition from nonnative plants, altered fire regimes, and competition for pollinators.

Grazing affects Spalding's catchfly directly through trampling and consumption of seed heads and indirectly by altering species composition of available habitat. Soil disturbance associated with grazing gives biennial plants and nonnatives that are adapted to disturbance a competitive advantage over Spalding's catchfly (Benner 1995). If grazing is heavy enough, Spalding's catchfly will likely disappear from an area. Grazing of inflorescence by livestock and native herbivores has been observed and is considered a significant threat to the species (Federal Register/Vol. 66 No. 196. 50 CFR 17 RIN 1018AF79 10/02). Grazing by rodents has also been found to be significant factor influencing the survival of Spalding's catchfly. In eastern Washington, plants

that were marked as part of a monitoring project were found broken or missing when examined at a latter date. Damage was attributed to rodents (Benner 1999).

Spalding's catchfly is predominantly found at sites free of nonnative plant species. Nonnative invasive plant species such as St. Johnswort (*Hypericum perforatum*), Yellow starthistle, Canada Thistle (*Cirsium arvense*), sulfur cinquefoil (*Potentilla recta*), and cheatgrass (*Bromus tectorum*) outcompete Spalding's catchfly for water, nutrients, light, and pollinators. At one site in Montana, the number of plants decreased from 30 in 1983 to only 11 in 1990 after an invasion of spotted knapweed. The survival of Spalding's catchfly is further threatened by efforts to control nonnative invasive plant species. Chemicals used to control most invasive plants will also kill catchfly plants.

Spalding's catchfly requires a pollinator such as the bumblebee (*Bombus fervidus*) to reproduce successfully. When other flowers such as St. Johnswort are abundant in a habitat where catchfly is also present completion for the limited number or pollinators may adversely affect the fecundity of the plant. Conversely, in areas where Palouse prairie has been converted to agricultural production, pollinators such as the bumblebee may not be present because of the scarcity of flowering plants in the area. The presence of pollinators is considered critical for the persistence of Spalding's catchfly (Federal Register/Vol. 66 No. 196. 50 CFR 17 RIN 1018AF79 10/02). Populations of Spalding's catchfly that occupy small areas surrounded by cropland that does not support bumblebees are not likely to persist over the long term (Federal Register/Vol. 66 No. 196. 50 CFR 17 RIN 1018AF79 10/02).

Spalding's catchfly populations have also been influenced by traditional fire suppression philosophies that have promoted an increase in woody vegetation and the build up of litter and duff. Competition from woody plants often reduces the recruitment of native prairie species (Menges 1995).

Spalding's catchfly is found in mesic sites that are neither extremely wet nor extremely dry. Flowers are produced from mid- to late July which is after most other forbs in these habitats are finished flowering.

Threats to Spalding's catchfly that may occur on the refuge include, grazing and trampling by domestic livestock and native herbivores, herbicide treatment, competition from nonnative plants, and competition for pollinators. Prescribed fire may have a positive effect on Spalding's catchfly by removing litter or duff layers and woody plants, improving natural propagation of the plant. Recruitment of Spalding's catchfly was enhanced following prescribed fire in Montana (Lesica 1992, 1999). The effects of fire will vary depending on fuel moisture, species composition, season, and intensity of burning (Lesica

1997). Prescribed fire may also increase invasive nonnative plant populations, which may negatively affect Spalding's catchfly. Therefore, prescribed fire may enhance catchfly survival and recruitment but must be thoroughly evaluated prior to use.

Invasive plants displace the plant and compete with it for water, nutrients, light, and pollinators (Lesica and Heidel 1996 in Delphey and Rey-Zizgirdas 2001; Montana Natural Heritage Program 1998). Many locations of catchfly on the refuge are at risk of being displaced by nearby populations of invasive plants, especially spotted knapweed and sulfur cinquefoil. Herbicide use to control nonnative plants may also harm Spalding's catchfly. An integrated pest management program should be evaluated including hand pulling, hand spraying, and biological control to reduce encroaching invasive plants while not harming the catchfly.

Management tools such as prescribed fire and federal control will benefit the catchfly as long as careful attention is given to their implementation. Management tools such as grazing, prescribed fire, and spraying may adversely affect Spalding's catchfly populations, even though they could also be critical to its continued existence. A burning program at the wrong time of year or in an area subject to more invasive plant encroachment could create a disadvantage for the catchfly.

Invasive plant control alone is important due to invasive plants displacing and in competition with the catchfly (Lesica and Heidel 1996, Montana Natural Heritage Program 1998). However, herbicide application has to be carefully applied at the right time of year and not in the location of plants to not damage the catchfly. Federal law prohibits modification of critical habitat, and any act that may jeopardize the continued existence of a listed species.

Prior to implementation of any management actions that may affect Spalding's catchfly, a survey must be conducted to determine if this species is in the management area. If the species is located, refuge staff will evaluate the affect that implementing the management action would have on the plant and develop the best management practice.

CULTURAL RESOURCES

According to the National Historical Preservation Act, the historical and cultural foundation of the Nation should be preserved as a living part of community life and development to give a sense of orientation to the American people.

The Archaeological Resources Protection Act requires the land-managing agencies to establish public awareness programs regarding the value of archaeological resources to the Nation; however,

cultural sites are sensitive, and allowing uncontrolled access by the public to them is unacceptable. These resources are increasingly endangered because of their commercial attractiveness and education is a way to encourage compliance with rules and regulations and increase protection.

In accordance with Executive Order No. 13006, issued May 21, 1996 (61 Federal Register 26071), federal agencies shall, prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, use historic properties available.

Appendix B—Compatibility Determinations

The below information and rationale was used to determine the type and level of public use that is compatible with the purposes of the Lost Trail National Wildlife Refuge.

PUBLIC USE

Detailed descriptions of the public use activities that will be allowed on the refuge (below) are stated in the management direction (chapter 4) of the CCP for Lost Trail National Wildlife Refuge. These public use activities are as follows:

- Wildlife observation and photography throughout the refuge including use of a scenic drive, wildlife-viewing areas, and nature trails.
- Recreational hunting of deer, elk, mountain grouse, and turkey in accordance with state of Montana regulations.
- One recreational fishing event per year for youth, in accordance with state of Montana regulations.
- Wildlife-dependent environmental education and interpretation activities with on-site field trips and a day use area for use by educational groups.

REFUGE ESTABLISHMENT

Lost Trail National Wildlife Refuge was established in August 1999. The purposes of the refuge are described in the following establishment and acquisition authorities:

- Migratory Bird Conservation Act (16 U.S.C. 715-751r) ...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.
- Fish and Wildlife Conservation Act [16 U.S.C. 661(1)-662(c)] ...for the conservation and enhancement of fish and wildlife.

REFUGE GUIDANCE

As part of the National Wildlife Refuge System, the management and use of Lost Trail National Wildlife Refuge is guided by various federal laws and guidance.

Laws, Regulations, and Policy

- National Wildlife Refuge System Improvement Act of 1997
- National Wildlife Refuge System Administration Act of 1966
- Refuge Recreation Act of 1962
- Code of Federal Regulations, Title 50
- U.S. Fish and Wildlife Service Manual
- Endangered Species Act of 1973

- Migratory Bird Hunting and Conservation Stamp Act
- Migratory Bird Treaty Act of 1918
- National Environmental Policy Act of 1969

National Wildlife Refuge System Mission

The mission of the System is to administer a national network of lands and waters for the conservation, management, and, where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.

Goals of the National Wildlife Refuge System

- Preserve, restore, and enhance in their natural ecosystems (when practicable) all species of animals and plants that are endangered or threatened with becoming endangered.
- Perpetuate the migratory bird resource.
- Preserve a natural diversity and abundance of fauna and flora on refuge lands.
- Provide an understanding and appreciation of fish and wildlife ecology and man's role in his environment and to provide refuge visitors with high quality, safe, wholesome, and enjoyable recreational experiences oriented toward wildlife to the extent these activities are compatible with the purposes for which the refuge was established.

REFUGE GOALS

A goal is a descriptive statement of desired future conditions that conveys a purpose.

Riparian Habitat Goal

Restore, enhance, and maintain a mixed deciduous and coniferous riparian habitat to support indigenous wildlife species and perpetuate the ecological integrity of the Fisher River watershed.

Wetland Habitat Goal

Provide breeding, resting, and feeding habitat for wetland-dependent species of northwestern Montana by restoring, maintaining, and enhancing a mosaic of lake, semipermanent, seasonal, temporary, and saturated wetlands.

Grassland Habitat Goal

Restore, enhance, and maintain Intermountain grasslands, with an emphasis on native bunchgrass prairie to provide habitat for migratory birds, species of concern, and associated wildlife species.

Forest Habitat Goal

Enhance and maintain Douglas-fir, ponderosa pine, aspen, and cottonwood forested habitats within the context of the Fisher River watershed for migratory birds, species of concern, and other associated wildlife species.

Invasive Plant Goal

Native plant communities, composition, occurrence, and density exist without degradation by invasive plants, and support associated wildlife.

Migratory Birds Goal

Preserve, restore, and enhance the ecological diversity and abundance of migratory birds of the Intermountain West forest, wetland complexes, riparian habitat, and bunchgrass prairie.

Endemic Wildlife Goal

Restore and maintain resident and endemic wildlife populations of northwestern Montana to maintain and enhance species diversity of Lost Trail National Wildlife Refuge and Fisher River watershed.

Species of Concern Goal

Contribute to the conservation, enhancement, and recovery of endangered, threatened, and species-of-concern populations in Lost Trail National Wildlife Refuge and Fisher River watershed.

Cultural Resources Goal

Protect, manage, and interpret archaeological, cultural, and historical resources present at Lost Trail National Wildlife Refuge for the benefit of present and future generations.

Public Use Goal

Provide quality wildlife-dependent recreational and educational opportunities for persons of all abilities to learn, understand, and enjoy the Intermountain ecosystem of northwestern Montana; the associated fish, wildlife, and plants of Lost Trail National Wildlife Refuge; and the National Wildlife Refuge System in a safe and compatible manner.

Administration Goal

Provide staffing, funding, and facilities to maintain the long-term integrity of habitats and wildlife resources of Lost Trail National Wildlife Refuge in supporting the achievement of ecosystem and National Wildlife Refuge System goals.

Partnership Goal

Promote and develop partnerships with adjacent landowners, public and private organizations, and other interested individuals to preserve, restore, and enhance a diverse and productive ecosystem of which Lost Trail National Wildlife Refuge is an integral part.

AVAILABILITY OF RESOURCES

Current resources and those unmet funding needs defined as RONS projects (appendix I) will be available to administer the CCP, in association with assistance from the MFWP to conduct the hunt program and with partnerships for various refuge projects.

ANTICIPATED IMPACTS

Since this refuge is new, there is not much biological or public use information available. It is unknown how fast and to what extent the public use opportunities will be used. Wildlife-dependent public use is generally encouraged on national wildlife refuges as long as it is compatible with the purposes for which the refuge was established. Implementation of a CCP has biological and public use monitoring integrated throughout to determine if management activities or public use need to be modified to keep uses within the compatibility threshold.

Following is a short description of the estimated level of wildlife-dependent recreational activities. For a further evaluation of impacts, please see chapter 5 of the EA, titled "Environmental Consequences."

Wildlife Observation and Photography

Wildlife observation and photography are minimal at this time, but anticipated to increase. These activities might result in some disturbance to wildlife especially if visitors venture too close to sensitive areas (e.g., migratory bird nests, elk calving, and moose foraging). Disturbance is expected to be minimal and have an insignificant effect when properly managed (e.g., access limited to trails at times, nest buffer zones, and closures).

Hunting

Please see the compatibility determination completed for the hunt program on the refuge in December 2001. Hunting was considered compatible and had the regional director's signature for concurrence.

Fishing

A single youth fishing event per year is the only fishing that might be allowed. This level of fishing is so minimal there should be very limited, short-lived disturbance to certain species of wildlife and is not expected to negatively impact the refuge. If it is determined that fish population levels cannot provide a quality event, staff will work with partners such as MFWP to sponsor an event off-refuge such as at a nearby WPA. Allowing the public youth to fish will provide environmental education, foster positive public opinion, and help build support for the Service and its natural resource conservation agenda.

Environmental Education and Interpretation

A day use area for environmental education groups will create localized disturbance and removal of vegetation. However, the benefit of educating visitors to the importance of natural resource conservation and learning about wildlife biology outweigh the minimal impact of site development.

PUBLIC REVIEW AND COMMENT

The draft compatibility determination was provided for intergovernmental review May 2004 and for public review July 2005.

DETERMINATION (CHECK ONE BELOW)

Uses ARE NOT Compatible

Uses ARE Compatible with the following stipulations

STIPULATIONS NECESSARY TO ENSURE COMPATIBILITY

Visitors will need to comply with refuge brochures and tear sheets for refuge closures, time of year access limited to trails, and be in accordance with state of Montana regulations and licensing requirements.

JUSTIFICATION FOR COMPATIBILITY DETERMINATION

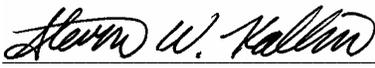
The U.S. Fish and Wildlife Service's current policy is to expand and enhance opportunities for high-quality wildlife-dependent public use, with emphasis on hunting, fishing, wildlife observation, wildlife photography, environmental education, and interpretation.

These uses are generally considered to be appropriate with the purposes of the refuge and meet the refuge public use goal to provide for compatible wildlife-dependent recreation. Monitoring of biological and public use impacts is stipulated to maintain within the comparability threshold.

Signatures


Ray Washtak, Refuge Manager
Lost Trail National Wildlife Refuge

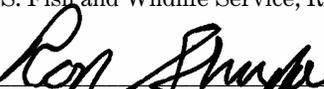
8-24-05
Date


Steve Kallin, Project Leader
National Bison Range

8/23/05
Date

Concurrence

 8/29/05
Steve Berendzen, Refuge Supervisor (MT, UT, WY) Date
U.S. Fish and Wildlife Service, Region 6

 8/30/05
Richard A. Coleman, Ph.D., Asst. Regional Director Date
National Wildlife Refuge System
U.S. Fish and Wildlife Service, Region 6

Mandatory 10- or 15-year Reevaluation Date: 2020

Appendix C—List of Preparers

This CCP is the result of extensive, collaborative, and enthusiastic efforts by the members of the planning team.

<i>Team Member</i>		<i>Current Work Unit</i>
Ray Washtak	Refuge manager	Lost Trail National Wildlife Refuge, Marion, MT
Steve Kallin	Project leader for the National Bison Range Complex	National Bison Range Complex, Moiese, MT
David Wiseman	<i>Former</i> project leader for the National Bison Range Complex	USFWS, Region 6, Lakewood, CO
Lindy Garner	<i>Former</i> wildlife biologist for the National Bison Range Complex	North Louisiana Refuge Complex, Farmerville, LA
Lynn Verlanic	Wildlife biologist	Lost Trail National Wildlife Refuge, Marion, MT
Pat Jamieson	Outdoor recreation planner	National Bison Range Complex, Moiese, MT
Stacy Hoehn	<i>Former</i> student refuge operations specialist trainee for Lost Trail National Wildlife Refuge	Valley City Wetland Management District, Valley City, ND
Shannon Heath	Outdoor recreation planner	USFWS, Region 6, Helena, MT
Jim Williams	District wildlife manager	Montana Fish, Wildlife and Parks, Kalispell, MT
John Grant	Area manager for the Ninepipes Wildlife Management Area	Montana Fish, Wildlife and Parks, Charlo, MT
Bernardo Garza	Fish and wildlife biologist, planning team leader	USFWS, Region 6, Lakewood, CO
Rhoda Lewis	<i>Former</i> regional archaeologist	<i>Retired</i>
Sean Fields	<i>Former</i> biologist, GIS specialist	Benton Lake National Wildlife Refuge, MT
Mark Ely	Chief of GIS branch	USFWS, Region 6, Lakewood, CO
Deb Parker	Writer-editor	USFWS, Region 6, Lakewood, CO
Barb Shupe	<i>Former</i> writer-editor	USFWS, Region 6, Lakewood, CO
Jana Mohrman	Hydrologist	USFWS, Region 6, Lakewood, CO

Besides Mr. Grant and Mr. Williams, the Service acknowledges and expresses gratitude to the MFWP for the relevance of the role played by their members, including Carolyn Sime (gray wolf coordinator), in the CCP planning process. Additionally, the following staffs of Region 6 of the Service were of enormous help through their review and input on the drafts of this document:

- Kevin Beck, fire specialist (MT, UT, WY), National Bison Range Complex
- Steve Berendzen, refuge supervisor (MT, UT, WY)
- John Blankenship, *former* deputy regional director
- Rick Coleman, assistant regional director
- John Cornely, chief, migratory birds
- John Esperance, chief, land protection planning branch
- Sheri Fetherman, chief, education and visitor services
- Jaymee Fojtik, *former* GIS specialist
- Galen Green, fire ecologist
- Toni Griffin, refuge planner
- Lee Jones, biologist, National Bison Range Complex
- Linda Kelly, chief, CCP branch
- Ken Kerr, fire management officer

- Laura King, refuge planner
- Wayne King, biologist
- Greg Langer, *former* refuge supervisor (MT, UT, WY)
- Rachel Laubhan, wildlife biologist
- Brant Loflin, cultural resources specialist (MT)
- Adam Misztal, *former* refuge planner
- Ralph O. Morgenweck, regional director
- Greg Pratschner, fisheries program supervisor, north region
- Bob Rebarchik, zone fire management officer (MT)
- Clay Ronish, refuge law enforcement zone officer (MT, UT)
- Michael Spratt, chief, division of refuge planning
- Bill West, assistant project leader, National Bison Range Complex
- Harvey Wittmier, chief, division of realty

Appendix D—Consultation and Coordination

CONSULTATION

The following individuals were consulted during the development of this document:

Montana Fish, Wildlife and Parks

Lydia Bailey
Jerry Brown
Mike Hensler
Clint Muhlfeld
Jim Williams

Natural Resources Conservation Service

Forest Berg
Mary Price
Angel Rosario
Cal Sibley
Neal Svendsen
Herb Webb

U.S. Geological Survey, Northern Rockies Science Center

Blake Hossack
Rick Sodja

U.S. Department of Agriculture, Forest Service

Maria Mantas

Montana State Lands, Department of Natural Resources Conservation

Jon Dahlberg
Bill Wright

Plum Creek Timber Company

Henning Stabins
Laurie Woods

U.S. Fish and Wildlife Service

Tim Bodurtha
Paul Hanna
Shannon Heath
Jana Mohrman
Karen Nelson
Tom Roffe

Confederated Salish and Kootenai Tribes

Marcia Pablo
Dale Becker

American Bird Conservation

Dan Casey

Private Individuals

4 persons

PUBLIC INVOLVEMENT

Public scoping was initiated for Lost Trail National Wildlife Refuge in January 1998. At this time, issue workbooks were mailed and open houses were held

for public input on management to be dealt with in the CCPs for all the refuges of the National Bison Range Complex.

Lost Trail National Wildlife Refuge was in the preliminary stages of being considered for acquisition, yet the Service requested comments on its management as well. Many of the public comments from the open houses and issue workbooks were general comments for all units of the complex being managed as part of the Refuge System. They are included here for Lost Trail National Wildlife Refuge as well.

Another scoping meeting was held only for Lost Trail National Wildlife Refuge in May 1998 to request input from the public about the acquisition and management of the refuge. Twenty-two people attended the Kalispell, Montana meeting. Approximately 48 written comments were received during the entire comment period. Comments identified biological, social, and economic concerns. The issues raised and comments received from the public, the state, and other groups helped the planning team to develop the goals, objectives, and strategies for each of the alternatives contemplated in the draft CCP and EA for the refuge.

During the acquisition process and in the acquisition EA, the Service stated that hunting would be evaluated and potentially allowed within 1 year after purchase. The Service missed that deadline. The development of the EA for hunting and the hunt step-down plan was accelerated to open the refuge to hunting for the fall 2002 season. This occurred concurrently with the development of the CCP.

A public open house was held at the refuge to request public comment on hunting on March 1, 2001. Forty-five people came to the open house and public comments were received in the mail. Most of the input was requesting the refuge be open to big game and waterfowl hunting.

The EA evaluated six alternatives for hunting. The EA and draft hunt plan were released to the public October 30, 2001, for a 30-day comment period. An open house for the public to ask questions and provide input regarding the EA and draft plan was held November 15, 2001. The public provided comments during the open house and by mail. A large number of comments this time were to keep the refuge closed to hunting.

The approved preferred alternative in the hunt EA served as the guideline for the development of the step-down hunt plan. It outlines the specific details of how the hunt program is carried out.

Development of the CCP continued with an EA with four alternatives. The draft CCP and EA was released to the public in July 2005. Throughout the development of the draft CCP and EA, the refuge staff discussed the planning process with local county commissioners, sportsmen and women's groups, and other interested groups. In addition, the refuge staff invited the local tribal and state agencies to participate in the development of the CCP.

Concurrently with the public comment period, the Service held open house meetings in Libby (July 27) and Kalispell (July 28), where the staff provided an overview of the resources in the refuge and of the draft CCP and EA. Service staff answered questions and received comments from the attending public. These open house meetings were advertised in the local media in Montana. Approximately 20 persons attended both meetings during the public review period of the draft CCP and EA.

The planning team received 13 letters, which contained approximately 45 comments (some of them common to more than one commenter). Among these letters, there was one from the Montana House of Representatives.

Public Comments

Public comments were received and used throughout the planning process. Issues and concerns in the draft CCP and EA were identified through discussions with planning team members and key contacts, and through the public scoping process. Comments were received orally at meetings, via email, and in writing.

The refuge staff recognizes and appreciates all input received from the public. To address this input, several clarifications and some changes are reflected in this final CCP.

Comments received during the public review period for the draft CCP and EA have been compiled and summarized, followed by responses from the Service. Individuals, agencies, local governments, and organizations concerned about the natural resources of the refuge provided these issues, concerns, and comments.

Comments about editorial and presentation corrections were addressed in the production of this final CCP, and are not detailed here.

Where there were similar statements from more than one commenter, the statements were grouped into one summarized comment.

Comment 1—The refuge's wetland habitats should be opened to waterfowl hunting. Waterfowl hunting on refuges is allowed under the Migratory Bird Conservation Act of 1929 and parts of the refuge were purchased with Federal Migratory Bird Stamp funds.

Response—Although current waterfowl population numbers are too low to provide hunting opportunities, the refuge expects implementation of this CCP will lead to restoration and enhancement of all refuge habitats. This could lead to increases in waterfowl populations and the opening of refuge habitats to waterfowl hunting in the future. The strategies and rationale for "waterbirds objective 3" further address this in chapter 4.

Comment 2—The refuge should be open to recreational furbearer trapping, as defined in the "State of Montana Fish, Wildlife and Parks Trapping Regulations," with the exception of trapping of badgers. The refuge is a source of Columbian badgers used for augmentation efforts in Canada.

Response—The Service is not opposed to the concept of recreational furbearer trapping. However, one of the purposes for the establishment of the refuge is for the protection and enhancement of federally listed species, as stated in the draft CCP and EA. The refuge lies within the range of several federally listed species (i.e., gray wolf, grizzly bear, Canada lynx) that could be adversely affected or killed inadvertently in traps intended for other animal species. To protect any individual of federally listed species that might wander through or use habitats on the refuge, the Service finds it necessary to ban the use of traps within the limits of the refuge. This ban is in line with the state's request to protect the Columbian badger from trapping.

Comment 3—The proposed action (alternative A) was well developed. The goal and objectives to restore, enhance, and protect habitats, especially wetland habitats, are strongly supported because they will have local and downstream positive effects for vegetation (e.g., riparian corridors) and wildlife (e.g., fisheries).

Response—The Service expects that, when all the habitat goals are met, the results will be positive direct and indirect impacts on vegetation, wildlife, and the quality of human life.

Comment 4—The draft CCP and EA discusses the ESA petition for Columbia redband trout but does not discuss the similar ongoing process for westslope cutthroat trout. The section on species of concern does not mention these fish species.

Response—Because these species are not expected to return to the refuge in the life of this plan, these species were addressed in the riparian habitat section rather than in the section on species of concern. Restoration of Pleasant Valley Creek could eventually lead to Columbia redband trout and westslope cutthroat trout inhabiting the refuge. However, this would not happen until fish passage issues were addressed off-refuge downstream on Pleasant Valley Creek. Westslope cutthroat trout has been through the listing process and the Service has determined that it does not require listing under

the ESA (this clarification has been added to the section on fish in chapter 3 of this final CCP).

Comment 5—The Lund family, who were historically important local figures, were not mentioned in the draft CCP and EA.

Response—The story of the Lunds' role in past management of the lands that today comprise the refuge has been added to the section on cultural resources in chapter 3 of this final CCP.

Comment 6—Part of the definition for a quality hunting experience (appendix A) that deals with “minimizing reliance on motorized vehicles and technology” may be misconstrued as “anything more than bare hands.”

Response—The definition provided in appendix A is the Service's definition of a quality hunting experience. It has been reviewed nationally and is unlikely to be misinterpreted or misconstrued. The Service does not intend for it to mean that “minimizing reliance on motorized vehicles and technology” is equal to killing an animal with bare hands or with the use of a knife.

Comment 7—Cattle should not be allowed to graze in the refuge.

Response—Grazing by domestic cattle is a proven and effective habitat management tool currently used, to different degrees, throughout the National Wildlife Refuge system. Grazing, as well as prescribed fire and haying, is one of the tools available to refuge managers. When grazing is used properly in refuge habitats, it is able to simulate similar impacts by other naturally occurring herbivores—impacts that are part of a healthy ecosystem. Like any other habitat management tool available to refuge staffs, grazing is used when it is the most conducive tool to accomplish habitat management goals and objectives.

Comment 8—The formation of a new refuge complex, independent from the National Bison Range Complex, is supported. Will the refuge staff be able to accomplish objectives within proposed time frames?

Response—The refuge will strive to procure all necessary staff and resources, as well as form and maintain partnerships and volunteer groups, to be able to achieve all the goals and objectives stated in this CCP.

Comment 9—How is public input (e.g., scoping of issues and concerns) accommodated in the planning process? How can dog fanciers near the refuge find out about public meetings or similar mechanisms so they can participate to ensure their concerns and issues are taken into consideration?

Response—The first page of this appendix has a summary of how public involvement was implemented during the CCP process. Chapter 2 has

further information on the scoping process and the issues that were raised during this process. When the planning team received this comment, a copy of the draft CCP and EA was immediately sent to the commenter via overnight mail, well within the public comment period. However, no subsequent comments from this commenter were received. Leashed dogs are allowed into the refuge as long as their owners are engaged in one of the six priority public uses. A leashed service dog with its owner is allowed during *any* visit to the refuge. A service dog assists persons with visual, auditory, or other physical impairments.

Comment 10—The refuge should accommodate maximum public use because wildlife is adaptable. Refuges are for people as well as wildlife. Wildlife tends to have maximum social and economic value when that wildlife can be hunted, fished, observed, or photographed. Alternative B is supported.

Response—Congress sets guiding principles for the management of public lands by federal agencies. While some federal agencies have multiple-use mandates from Congress, the Service has a specific mandate to put wildlife first. The Service is to accommodate wildlife-oriented public use only when compatible with conservation of wildlife resources and their habitats. The proposed action (alternative A) was selected to implement as the CCP to allow wildlife-oriented public uses while ensuring that the wildlife and their habitats are protected, enhanced, and restored, so that future generations of Americans can continue to enjoy wildlife.

Comment 11—The refuge should be more appropriately named in accordance to its geographical location.

Response—The name of the refuge was selected very early during the acquisition phase. “Lost Trail National Wildlife Refuge” was chosen because the former private lands that now comprise the refuge were known locally as the Lost Trail Ranch. The Service wanted to aid in the public's identification of the refuge. This explanation has been added to chapter 1 of this final CCP.

Comment 12—Public involvement needs to be maximized because the refuge is taxpayer-funded and because openness of the program will foster continued support of further activities.

Response—Please see the response to comment 9. In addition, the goals, objectives, and strategies for the sections on partnerships and administration (chapter 4) exemplify the refuge's continued openness to maximum public involvement in all aspects of refuge management.

Comment 13—Control of invasive weeds should be a priority.

Response—The Service agrees. The refuge developed a goal specific to invasive plant species, with specific objectives and strategies. The CCP

calls for an earnest, well-organized, partnership-oriented, frontal attack on invasive plant species.

Comment 14—Minimize the cost of needed conservation measures through continued use of partnerships.

Response—Please see the responses to comments 12 and 13.

Comment 15—Use haying and livestock grazing to decrease fire danger, maintain plant vigor, provide new growth for those wildlife species dependent on grazing, and provide a more diverse home for waterfowl. Consider using best-management practices when organizing a grazing program and try to use the neighbors of the refuge as partners for the grazing program.

Response—Please see the response to comment 7. In addition, the goals, objectives, and strategies for partnerships and administration (chapter 4) address the coordination needed to effectively manage the refuge. A new appendix, “Fire Management Program,” has been added to this final CCP to address fuels management and wildland fire suppression.

Comment 16—The language used under the administration subheading (chapter 1) could be construed as a requirement placed on the Service by the House of Representatives.

Response—The language used in the said section specifies that the House Report 105-106 “encourages,” not requires, managers to obtain outside assistance if adequate finances are not available to manage a priority public use in a compatible manner.

Comment 17—The riparian habitat section (chapter 3) describes losses of riparian habitats throughout the western United States, but does not provide specific information about losses of riparian habitat within the refuge.

Response—The information regarding the current status of riparian habitats within the refuge is found throughout the CCP, especially in appendix A.

Comment 18—The structure of the alternatives usually follows the following order: the no-action alternative, followed by all other alternatives in no particular order. The draft CCP and EA for this refuge placed the proposed action first and the no-action alternative last. This added to the confusion caused by the order in which the objectives and strategies were organized.

Response—The planning team chose to place the proposed action first, followed by the rest of the alternatives considered, because the proposed action had the greatest degree of detail. Thus, other alternatives that shared similar elements with the proposed action could be easily referenced back to the first alternative. The planning team has

reorganized the objectives, rationales, and strategies to a more traditional and user-friendly format in this final CCP.

Comment 19—The way the map in appendix F of the draft CCP and EA shows the ownership boundary is misleading and should be modified.

Response—The map was produced by the PCTC and is used by permission. Any changes to that map would need to be negotiated with the PCTC.

Comment 20—Some of the adjacent landowners might not be considering conservation easements on their lands.

Response—The refuge is interested in pursuing conservation easements that would benefit wildlife and aid in achieving the purposes and goals of the refuge. The refuge is also aware that adjacent landowners might be too busy or uninterested at this time to pursue such easements. However, the CCP is a 15-year management plan and interest and opportunities to develop such easements might develop in the future.

Comment 21—The draft CCP and EA mentions that Service law enforcement personnel could have jurisdiction and provide law enforcement on adjacent private lands; however, that jurisdiction falls exclusively within the purview of the state of Montana.

Response—Partnerships objective 5 (chapter 4) mentions “law enforcement responsibilities... on and adjacent to the refuge.” For clarification in this final CCP, “on public lands” has been added to partnerships objective 5 and strategy 1 under the same objective, and to strategy 15 under operations objective 2. Refuge law enforcement officers do not and cannot perform law enforcement duties outside of Service lands unless the state of Montana specifically asks the refuge and enters into a written agreement. Service law enforcement personnel enforce federal laws on refuge lands. When the Service’s law enforcement personnel observe violations on adjacent lands, they proceed to notify the state of Montana.

Comment 22—It is inappropriate for the refuge to not provide a campsite, assuming adjacent lands will absorb that use.

Response—The CCP mentions that state and USDA Forest Service (public) lands near the refuge are open to public camping. The CCP does not mention any private landowner adjacent to the refuge as providing camping to the public. The Service’s Region 6 policy on camping is that it is an incompatible public use—camping cannot be allowed on refuges in Region 6.

Comment 23—The impact that maximizing the biological potential of the refuge might have on the refuge’s adjacent landowners is not mentioned in the

draft CCP and EA. If it becomes incompatible with forest management on adjacent lands and excessive big game damage occurs, the adjacent landowners would like that to be considered as an undesirable impact and would like the refuge to address the problem.

Response—Achieving the maximum biological potential of the refuge’s habitats will result in improved conditions for all resident and migratory species at the refuge. This could result in increased numbers of wildlife visiting or residing in the refuge. Improved habitat conditions at the refuge would act as a magnet for wildlife, lessening the impact on adjacent lands rather than increasing them. Potential impacts that may be caused by excessive numbers of wildlife such as large ungulates can be addressed through hunting pressure, which is an issue the state of Montana deals with through their yearly hunting regulations and quotas.

Comment 24—Additional motorized access use on the refuge is not encouraged. The amount of public use in this area has risen dramatically over the last six years. Adjacent landowners appreciate the refuge’s policy on limited motorized access, which has isolated pieces of the refuge that cannot affect other landowners’ property. The soils, in conjunction with the gentle topography, provide the opportunity for people to use motorized vehicles inappropriately, resulting in damage to the environment and to the roads. This happens very quickly and the damage is costly. The current use pattern provides a balance between environmental damage and motorized public use.

Response—The Service does not intend to encourage or allow increases in access to the refuge by motorized vehicles.

Comment 25—The Service should try to move away from campground development within national wildlife refuges. Campgrounds, particularly if they are made accessible and made properly for the user, can be a drain on precious refuge resources, both staff and money.

Response—Development of a campground is not part of this final CCP, in compliance with the Service’s Region 6 policy that determined camping on a refuge is an incompatible public use. The refuge has decided to no longer pursue its objective to build a campground on refuge lands, as had been proposed in the environmental education section of alternative A of the draft CCP and EA. This also reflects the fact that there are other public lands near the refuge where camping is allowed, as well as reasonably priced hotels and motels within reasonable commute time from the refuge. Also, please see the response to comment 22.

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Individuals

142 persons

Appendix E—Environmental Compliance

Environmental Action Statement

U.S. Fish and Wildlife Service, Region 6
Lakewood, Colorado

Within the spirit and intent of the Council on Environmental Quality's regulations for implementing the National Environmental Policy Act and other statutes, orders, and policies that protect fish and wildlife resources, I have established the following administrative record.

I have determined that the action of implementing the Comprehensive Conservation Plan for Lost Trail National Wildlife Refuge is found not to have significant environmental effects, as determined by the attached Finding of No Significant Impact and the environmental assessment as found with the draft comprehensive conservation plan.

Manya Henry

for

Ralph O. Morgenweck
Regional Director
U.S. Fish and Wildlife Service
Region 6
Lakewood, Colorado

9/26/05

Date

Richard A. Coleman

Richard A. Coleman, Ph.D.
Assistant Regional Director
U.S. Fish and Wildlife Service, Region 6
National Wildlife Refuge System Lakewood,
Colorado

9/26/05

Date

Robyn F. Krey

for

Steve Berendzen
Refuge Program Supervisor (MT, UT, WY)
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9/26/05

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Steven W. Kallin

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9/20/05

Date

Ray Washtak

Ray Washtak
Refuge Manager
Lost Trail National Wildlife Refuge
U.S. Fish and Wildlife Service, Region 6
Marion, Montana

9-15-05

Date

Finding of No Significant Impact

U.S. Fish and Wildlife Service, Region 6
Lakewood, Colorado

Fulfill the Comprehensive Conservation Plan for Lost Trail National Wildlife Refuge

Four management alternatives for the Lost Trail National Wildlife Refuge were assessed as to their effectiveness in achieving the refuge purposes and their impact on the human environment. Alternative A, the Service's proposed action would place management emphasis on the restoration of native vegetation and natural hydrology, and control invasive plants. Compatible wildlife-dependent public uses would be limited when needed to protect wildlife, habitats, and cultural resources.

Alternative B, while similar to the proposed action, would maximize compatible public use instead of pursuing habitat restoration. Alternative C is similar to the proposed action in its emphasis on habitat restoration and wildlife protection, but restricts public use to ensure resource protection. The "no-action" alternative D would continue custodial management of the refuge.

Based on the environmental assessment and comments received, I have selected alternative A for implementation.

The proposed action was selected because it best meets the purposes for which the Lost Trail National Wildlife Refuge was established and is preferable to the "no-action" alternative in light of physical, biological, economic, and social factors. The proposed action will also provide public access for wildlife-dependent recreation, environmental education, and interpretation.

I find that the preferred alternative is not a major federal action that would significantly affect the quality of the human environment within the meaning of Section 102(2)(C) of the National Environmental Policy Act of 1969. Accordingly, the preparation of an environmental impact statement on the proposed action is not required.

The following is a summary of anticipated environmental effects from implementation of the proposed action:

- The proposed action will not adversely impact endangered or threatened species or their habitat.
- The proposed action will not adversely impact archaeological or historical resources.
- The proposed action will not adversely impact wetlands nor does the plan call for structures that could be damaged by or that would significantly influence the movement of floodwater.
- The proposed action will not have a disproportionately high or adverse human health or environmental effect on minority or low-income populations.

The state of Montana and the Confederated Salish and Kootenai Tribes have been notified and given the opportunity to review the comprehensive conservation plan and associated environmental assessment.

for Mary G. Henry
Ralph Morgenweck
Regional Director
U.S. Fish and Wildlife Service
Region 6
Lakewood, Colorado

9/26/05
Date

Appendix F—List of Animal and Plant Species

This appendix presents a list of animal species present in the Pleasant Valley ecosystem. In addition, plant species mentioned in the CCP are listed.

Species with confirmed sightings on Lost Trail National Wildlife Refuge are followed by an asterisk (*).

ANIMALS

BIRDS

Loons

Common loon (*Gavia immer*)

Grebes

Pied-billed grebe (*Podilymbus podiceps*)*

Horned grebe (*Podiceps autitus*)*

Eared grebe (*P. nigricollis*)*

Red-necked grebe (*P. grisegena*)*

Western grebe (*Aechmophorus occidentalis*)

Clark's grebe (*A. clarkii*)

Cormorants

Double-crested cormorant (*Phalacrocorax auritus*)

Hérons and Bitterns

Great blue heron (*Ardea herodias*)*

Black-crowned night-heron (*Nycticorax nycticorax*)

American bittern (*Botaurus lentiginosus*)*

Swans, Geese, and Ducks

Tundra swan (*Cygnus columbianus*)

Trumpeter swan (*C. buccinator*)

Ross' goose (*Chen rossii*)

Canada goose (*Branta canadensis*)*

Snow goose (*Chen caerulescens*)

Gadwall (*Anas strepera*)*

Mallard (*A. platyrhynchos*)

Northern pintail (*A. acuta*)

American wigeon (*A. americana*)*

Eurasian wigeon (*A. penelope*)

Wood duck (*Aix sponsa*)*

Northern shoveler (*Anas clypeata*)*

Blue-winged teal (*A. discors*)*

Green-winged teal (*A. crecca*)*

Cinnamon teal (*A. cyanoptera*)*

Canvasback (*Aythya valisineria*)*

Redhead (*A. americana*)*

Ring-necked duck (*A. collaris*)*

Greater scaup (*A. marila*)

Lesser scaup (*A. affinis*)*

Common goldeneye (*Bucephala clangula*)*

Barrow's goldeneye (*B. islandica*)*

Bufflehead (*B. albeola*)*

Ruddy duck (*Oxyura jamaicensis*)*

Common merganser (*Mergus merganser*)*

Red-breasted merganser (*M. serrator*)

Hooded merganser (*Lophodytes cucullatus*)*

New World Vultures

Turkey vulture (*Cathartes aura*)

Osprey, Hawks, and Eagles

Osprey (*Pandion haliaetus*)*

Northern harrier (*Circus cyaneus*)*

Golden eagle (*Aquila chrysaetos*)*

Bald eagle (*Haliaeetus leucocephalus*)*

Sharp-shinned hawk (*Accipiter striatus*)

Cooper's hawk (*A. cooperii*)

Northern goshawk (*A. gentiles*)

Red-tailed hawk (*Buteo jamaicensis*)

Swainson's hawk (*B. swainsoni*)

Rough-legged hawk (*B. lagopus*)

Ferruginous hawk (*B. regalis*)

Falcons

American kestrel (*Falco sparverius*)*

Merlin (*F. columbarius*)

Prairie falcon (*F. mexicanus*)*

Peregrine falcon (*F. peregrinus*)*

Gyr Falcon (*F. rusticolus*)

Gallinaceous Birds

Gray partridge (*Perdix perdix*)

Wild turkey (*Meleagris gallopavo*)*

Ruffed grouse (*Bonasa umbellus*)*

Spruce grouse (*Falcapennis Canadensis*)*

Blue grouse (*Dendragapus obscurus*)*

White-tailed ptarmigan (*Lagopus leucurus*)

Rails and Coots

Virginia rail (*Rallus limicola*)

Sora (*Porzana carolina*)*

American coot (*Fulica americana*)*

Cranes

Sandhill crane (*Grus canadensis*)*

Plovers

Killdeer (*Charadrius vociferus*)*

Avocets and Stilts

American avocet (*Recurvirostra americana*)*

Black-necked stilt (*Himantopus mexicanus*)

Sandpipers and Phalaropes

Greater yellowlegs (*Tringa melanoleuca*)*
 Lesser yellowlegs (*T. flavipes*)
 Solitary sandpiper (*T. solitaria*)
 Spotted sandpiper (*Actitis macularia*)*
 Long-billed curlew (*Numenius americanus*)
 Sanderling (*Calidris alba*)
 Semipalmated sandpiper (*C. pusilla*)
 Western sandpiper (*C. mauri*)
 Least sandpiper (*C. minutilla*)
 Baird's sandpiper (*C. bairdii*)
 Pectoral sandpiper (*C. melanotos*)
 Long-billed dowitcher (*Limnodromus scolopaceus*)*
 Common snipe (*Gallinago gallinago*)*
 Wilson's phalarope (*Phalaropus tricolor*)*
 Red-necked phalarope (*P. lobatus*)

Gulls and Terns

Franklin's gull (*L. pipixcan*)
 Bonaparte's gull (*L. philadelphia*)
 Ring-billed gull (*L. delawarensis*)
 California gull (*L. californicus*)
 Herring gull (*L. argentatus*)
 Forster's tern (*Sterna forsteri*)
 Common tern (*S. hirundo*)
 Black tern (*Chlidonias niger*)*

Pigeons and Doves

Band-tailed pigeon (*Columba fasciata*)
 Mourning dove (*Zenaidura macroura*)*

Cuckoos

Yellow-billed cuckoo (*Coccyzus americanus*)

Typical Owls

Barn owl (*Tyto alba*)
 Great horned owl (*Bubo virginianus*)*
 Barred owl (*Strix varia*)
 Great gray owl (*S. nebulosa*)*
 Snowy owl (*Nyctea scandiaca*)
 Western screech-owl (*Otus kennicotti*)
 Flammulated owl (*O. flammeolus*)
 Northern pygmy-owl (*Glaucidium gnoma*)
 Northern saw-whet owl (*Aegolius acadicus*)
 Boreal owl (*A. funereus*)
 Burrowing owl (*Athene cunicularia*)

Nightjars

Common nighthawk (*Chordeiles minor*)*

Swifts

Black swift (*Cypseloides niger*)
 Vaux's swift (*Chaetura vauxi*)
 White-throated swift (*Aeronautes saxatalis*)

Hummingbirds

Black-chinned hummingbird (*Archilochus alexandri*)
 Broad-tailed hummingbird (*Selasphorus platycercus*)
 Calliope hummingbird (*Stellula calliope*)*
 Rufous hummingbird (*Selasphorus rufus*)

Kingfishers

Belted kingfisher (*Ceryle alcyon*)*

Woodpeckers

Lewis's woodpecker (*Melanerpes lewis*)*
 Northern flicker (*Colaptes auratus*)*
 Williamson's sapsucker (*Sphyrapicus thyroideus*)
 Red-naped sapsucker (*S. nuchalis*)*
 Downy woodpecker (*Picoides pubescens*)*
 Hairy woodpecker (*P. villosus*)*
 Three-toed woodpecker (*Picoides tridactylus*)*
 Black-backed woodpecker (*P. arcticus*)*
 Pileated woodpecker (*Dryocopus pileatus*)*

Tyrant Flycatchers

Olive-sided flycatcher (*Contopus cooperi*)*
 Western wood-pewee (*Contopus virens*)*
 Willow flycatcher (*Empidonax traillii*)*
 Least flycatcher (*E. minimus*)*
 Hammond's flycatcher (*Amphidonas hammondi*)*
 Dusky flycatcher (*E. oberholseri*)*
 Cordilleran flycatcher (*E. occidentalis*)
 Say's phoebe (*Sayornis saya*)
 Eastern kingbird (*Tyrannus tyrannus*)*
 Western kingbird (*T. verticalis*)

Shrikes

Loggerhead shrike (*Lanius ludovicianus*)
 Northern shrike (*L. excubitor*)

Vireos

Blue-headed vireo (*Vireo solitarius*)*
 Red-eyed vireo (*V. olivaceus*)
 Warbling vireo (*V. gilvus*)*

Jays, Magpies, and Crows

Blue jay (*Cyanocitta cristata*)
 Stellar's jay (*C. stelleri*)
 Gray jay (*Perisoreus canadensis*)
 Clark's nutcracker (*Nucifraga columbiana*)*
 Black-billed magpie (*Pica hudsonia*)*
 American crow (*Corvus brachyrhynchos*)*
 Common raven (*C. corax*)*

Larks

Horned lark (*Eremophila alpestris*)

Swallows

Tree swallow (*Tachycineta bicolor*)*
 Violet-green swallow (*T. thalassina*)*
 Bank swallow (*Riparia riparia*)*
 Cliff swallow (*Hirundo pyrrhonota*)*
 Northern rough-winged swallow (*Stelgidopteryx serripennis*)*
 Barn swallow (*H. rustica*)*

Chickadees

Black-capped chickadee (*Parus atricapillus*)*
 Mountain chickadee (*P. sclateri*)*
 Chestnut-backed chickadee (*P. rufescens*)
 Boreal chickadee (*P. hudsonicus*)

Nuthatches

White-breasted nuthatch (*Sitta carolinensis*)*
 Red-breasted nuthatch (*S. canadensis*)*
 Pygmy nuthatch (*S. pygmaea*)

Creepers

Brown creeper (*Certhia americana*)

Wrens

- House wren (*Troglodytes aedon*)*
- Winter wren (*T. troglodytes*)
- Rock wren (*Salpinctes obsoletus*)
- Canyon wren (*Catherpes mexicanus*)
- Marsh wren (*Cistothorus palustris*)*

Dippers

- American dipper (*Cinclus mexicanus*)

Kinglets

- Golden-crowned kinglet (*Regulus satrapa*)*
- Ruby-crowned kinglet (*R. calendula*)*

Thrushes

- Western bluebird (*Sialia mexicana*)
- Mountain bluebird (*S. currucoides*)*
- Townsend's solitaire (*Myadestes townsendi*)*
- Veery (*Catharus fuscescens*)
- Swainson's thrush (*C. ustulatus*)*
- Hermit thrush (*C. guttatus*)
- Varied thrush (*Ixoreus naevius*)
- American robin (*Turdus migratorius*)*

Mimic Thrushes

- Gray catbird (*Dumetella carolinensis*)*
- Sage thrasher (*Areoscoptes montanus*)

Starlings

- European starling (*Sturnus vulgaris*)*

Pipits

- American (water) pipit (*Anthus rubescens*)

Waxwings

- Bohemian waxwing (*Bombycilla garrulus*)
- Cedar waxwing (*B. cedrorum*)

Wood-warblers

- Tennessee warbler (*Vermivora peregrine*)*
- Orange-crowned warbler (*Ermivora celata*)*
- Nashville warbler (*V. ruficapilla*)
- Yellow-rumped warbler (*Dendrocia coronata*)*
- Townsend's warbler (*D. townsendi*)*
- Yellow warbler (*D. petechia*)*
- MacGillivray's warbler (*Oporornis tolmiei*)*
- Wilson's warbler (*Wilsonia pusilla*)*
- Northern waterthrush (*Seiurus noveboracensis*)
- Common yellowthroat (*Geothlypis trichas*)*
- Yellow-breasted chat (*Icteria virens*)
- American redstart (*Setophaga ruticilla*)

Tanagers

- Western tanager (*Piranga ludoviciana*)*

Sparrows and Towhees

- Spotted towhee (*Pipilo maculatus*)*
- American tree sparrow (*Spizella arborea*)
- Chipping sparrow (*S. passerina*)*
- Clay-colored sparrow (*S. pallida*)
- Brewer's sparrow (*S. pallida*)
- Lark sparrow (*Chondestes grammacus*)
- Grasshopper sparrow (*Ammodramus savannarum*)*
- Le Conte's sparrow (*A. leconteii*)
- Fox sparrow (*Passerella iliaca*)
- Savannah sparrow (*Passerculus sandwichensis*)*
- Lincoln's sparrow (*Melospiza lincolnii*)

- Song sparrow (*M. melodia*)*
- Vesper sparrow (*Poocetes gramineus*)*
- Harris' sparrow (*Zonotrichia querula*)
- White-throated sparrow (*Z. albicollis*)
- White-crowned sparrow (*Z. leucophrys*)
- Dark-eyed junco (*Junco hyemalis*)*
- Lapland longspur (*Calcarius lapponicus*)

Grosbeaks and Allies

- Snow bunting (*Plectrophenax nivalis*)*
- Rose-breasted grosbeak (*Pheucticus ludovicianus*)
- Black-headed grosbeak (*P. melanocephalus*)*
- Lazuli bunting (*Passerina amoena*)*

Blackbirds and Orioles

- Western meadowlark (*Sturnella neglecta*)*
- Yellow-headed blackbird (*Xanthocephalus xanthocephalus*)*
- Red-winged blackbird (*Agelaius phoeniceus*)*
- Common grackle (*Quiscalus quiscula*)
- Brewer's blackbird (*Euphagus cyanocephalus*)*
- Brown-headed cowbird (*Molothrus ater*)*
- Northern oriole (*Icterus galbula*)*

Finches

- Cassin's finch (*Carpodacus cassinii*)
- Red crossbill (*Loxia curvirostra*)*
- White-winged crossbill (*L. leucoptera*)
- Pine grosbeak (*Pinicola enucleator*)
- Pine siskin (*Carduelis pinus*)*
- American goldfinch (*C. tristis*)*
- Common redpoll (*C. flammea*)
- Hoary redpoll (*C. hornemanni*)
- Evening grosbeak (*Coccothraustes vespertinus*)*

Old World Sparrows

- House sparrow (*Passer domesticus*)*

MAMMALS

- Badger (*Taxidea taxus*)*
- Beaver (*Castor canadensis*)*
- Big brown bat (*Eptesicus fuscus*)
- Black bear (*Ursus americanus*)*
- Bobcat (*Lynx rufus*)
- Bushy-tailed woodrat (*Neotoma cinerea*)
- California myotis (*Myotis californicus*)
- Canada lynx (*Lynx canadensis*)*
- Columbian ground squirrel (*Spermophilus columbianus*)*
- Coyote (*Canis latrans*)*
- Deer mouse (*P. maniculatus*)*
- Elk (*Cervus elaphus*)*
- Fisher (*Martes pennanti*)
- Golden-mantled ground squirrel (*Spermophilus lateralis*)
- Gray wolf (*Canis lupus*)*
- Grizzly bear (*Ursus arctos*)
- Hoary bat (*Lasiurus cinereus*)
- Hoary marmot (*Marmota caligata*)
- House mouse (*Mus musculus*)
- Little brown myotis (*Myotis lucifungus*)*
- Ling-eared myotis (*M. keenii*)
- Long-legged myotis (*M. volans*)
- Long-tailed vole (*Microtus longicaudus*)

Long-tailed weasel (*Mustela frenata*)
 Marten (*Martes americana*)
 Masked shrew (*Sorex cinereus*)
 Meadow vole (*Microtus pennsylvanicus*)*
 Merriam's shrew (*Sorex merriami*)
 Mink (*Mustela vison*)
 Moose (*Alces alces*)*
 Mountain cottontail (*Sylvilagus nuttallii*)
 Mountain lion (*Puma concolor*)*
 Mule deer (*Odocoileus hermionus*)*
 Muskrat (*Ondatra zibethicus*)*
 Northern bog lemming (*Synaptomys borealis*)
 Northern flying squirrel (*Glaucomys sabrinus*)
 Northern pocket gopher (*Spermophilus richardsonii*)
 Northern river otter (*Lontra canadensis*)*
 Norway rat (*Rattus norvegicus*)
 Pika (*Ochotona princeps*)
 Porcupine (*Erethizon dorsatum*)
 Preble's shrew (*Sorex preblei*)
 Pygmy shrew (*Blarina brevicauda*)
 Raccoon (*Procyon lotor*)
 Red fox (*Vulpes vulpes*)
 Red squirrel (*Tamiasciurus hudsonicus*)
 Red-tailed chipmunk (*Tamias ruficaudus*)
 Short-tailed weasel (*Mustela erminea*)
 Silver-haired bat (*Lasiorycteris noctivagans*)
 Snowshoe hare (*Lepus americanus*)*
 Southern red-backed vole (*Clethrionomys gapperi*)
 Striped skunk (*Mephitis mephitis*)
 Townsend's big-eared bat (*Plecotus townsendii*)
 Vagrant shrew (*Sorex vagrans*)
 Water shrew (*S. palustris*)
 Water vole (*Microtus richardsonii*)
 Western heather vole (*Phenacomys intermedius*)
 Western jumping mouse (*Zapus princeps*)
 White-tailed deer (*Odocoileus virginianus*)*
 White-tailed jackrabbit (*Lepus townsendii*)
 Wolverine (*Gulo gulo*)*
 Yellow-bellied marmot (*Marmota flaviventris*)
 Yellow-pine chipmunk (*Tamias amoenus*)
 Yuma myotis (*Myotis yumanensis*)

AMPHIBIANS AND REPTILES

Amphibians

Boreal toad (*Bufo boreas*)*
 Bullfrog (*Rana catesbeiana*)
 Coeur D'Alene salamander (*Plethodon idahoensis*)
 Idaho giant salamander (*Dicamptodon aterrimus*)
 Long-toed salamander (*Ambystoma macrodactylum*)*
 Northern leopard frog (*Rana pipiens*)
 Pacific chorus frog (*Pseudacris regilla*)*
 Roughskin newt (*Taricha granulose*)
 Spotted frog (*Rana pretiosa*)*
 Tailed frog (*Ascaphus truei*)
 Tiger salamander (*Ambystoma tigrinum*)
 Wood frog (*Rana sylvatica*)

Reptiles

Common garter snake (*Thamnophis sirtalis*)*
 Northern alligator lizard (*Elgaria coerulea*)
 Painted turtle (*Chrysemys picta*)*
 Racer (*Coluber constrictor*)
 Rubber boa (*Charina bottae*)
 Western rattlesnake (*Crotalus viridis*)
 Western skink (*Eumeces skiltonianus*)
 Western terrestrial garter snake (*Thamnophis elegans*)*

FISH

Northern pike minnow (*Ptychocheilus oregonensis*)
 Pumpkinseed (*Lepomis gibbosus*)
 Redside shiner (*Richardsonius balteatus*)
 Yellow perch (*Perca flavescens*)

PLANTS

GRASSES AND SEDGES

Alkali cordgrass (*Spartina gracilis*)
 Alkaligrass (*Puccinellia nuttalliana*)
 Basin wildrye (*Elymus cinereus*)
 Blue wildrye (*Elymus glaucus*)
 Bluebunch wheatgrass (*Pseudoregneria spicata*)
 Bulrush (*Scirpus acutus*)
 Cheatgrass (*Bromus tectorum*)
 Columbia needlegrass (*Stipa columbiana*)
 Crested wheatgrass (*Agropyron desertorum*)
 Elk sedge (*Carex geyeri*)
 Foxtail barley (*Hordeum jubatum*)
 Idaho fescue (*Festuca idahoensis*)
 Intermediate wheatgrass (*Agropyron intermedium*)
 Kentucky bluegrass (*Poa pratensis*)
 Lily pad (*Nuphar* spp.)
 Mountain brome (*Bromus carinatus*)
 Needle and thread (*Stipa comata*)
 Orchard grass (*Dactylis glomerata*)
 Pine grass (*Calamagrostis rubescens*)
 Prairie junegrass (*Koeleria cristata*)
 Quack grass (*Agropyron repens*)
 Red threeawn (*Aristida longiseta*)
 Red top (*Agrostis stolonifera*)
 Reed canarygrass (*Phalaris arundinacea*)
 Richardson needlegrass (*Stipa richardsonii*)
 Rough fescue (*Festuca scabrella*)
 Sandberg bluegrass (*Poa secunda*)
 Sedge (*Carex* spp.)
 Slender wheatgrass (*Agropyron trachycaulum*)
 Smooth brome (*Bromus inermis*)
 Timothy (*Phleum pretence*)
 Tufted hairgrass (*Deschampsia caespitosa*)
 Western fescue (*Festuca occidentalis*)
 Western wheatgrass (*Agropyron smithii*)
 Wild oat (*Avena fatua*)

FORBS

Alberta penstemon (*Penstemon albertinus*)
 Alumroot (*Heuchera richardsonii*)
 Black medic (*Medicago lupulina*)
 Buckwheat (*Eriogonum spp.*)
 Canada thistle (*Cirsium arvense*)
 Common toadflax (*Linaria vulgaris*)
 Cudweed sagewort (*Artemisia ludoviciana*)
 Dogwood (*Cornus sericea*)
 Elk thistle (*Cirsium scariosum*)
 Fringed sage (*Artemisia frigida*)
 Glacier lily (*Erythronium grandiflorum*)
 Orange hawkweed (*Hieracium aurantiacum*)
 Meadow hawkweed (*H. pratense*)
 Heartleaf arnica (*Arnica cordifolia*)
 Horsetail (*Equisetum arvense*)
 Littleleaf penstemon (*Penstemon procerus*)
 Owl clover (*Orthocarpus tenuifolius*)
 Prairie smoke (*Geum triflorum*)
 Purple aster (*Symphyotrichum patens*)
 Purple mariposa (*Calochortus nitidus*)
 Pussy toes (*Antemana neglecta*)
 Round alumroot (*Heuchera cylindrical*)
 Sage buttercup (*Ranunculus glaberrimus*)
 Shrubby cinquefoil (*Pentaphylloides florib*)
 (*Potentilla fruticosa*)
 Silky lupine (*Hupinus sericeus*)
 Silver sage (*Artemisia cana*)
 Solomon's seal (*Polygonatum odoratum*)
 Spotted knapweed (*Centaurea maculosa*)
 St. Johnswort (*Hypericum perforatum*)
 Sticky geranium (*Geranium viscosissimum*)
 Stinging nettle (*Urtica dioica*)
 Stoneseed (*Lithospermum tuberosum*)
 Sulphur cinquefoil (*Potentilla recta*)
 Tansy ragwort (*Senecio jacobaea*)
 Twinflower (*Linnaea borealis*)

Umbrella plant (*Cyperus alternifolia*)
 Veiny meadowrue (*Thalictrum venulosum*)
 Velvet lupine (*Lupinus leucophyllus*)
 Western gromwell (*Lithospermum ruderales*)
 White vetch (*Vicia grandiflora*)
 Wild strawberry (*Fragaria virginiana*)
 Yarrow (*Achillea millefolium*)
 Yellow cinquefoil (*Potentilla megalantha*)
 Yellow penstemon (*Penstemon confertus*)

SHRUBS

Chokecherry (*Prunus virginiana*)
 Currant (*Ribes aureum*)
 Dwarf huckleberry (*Vaccinium cespitosum*)
 Kinnikinnick (*Arctostaphylos uva-ursi*)
 Oregon grape (*Berberis repens*)
 Rose (*Rosa spp.*)
 Russet buffalo berry (*Sheperdia argentea*)
 Serviceberry (*Amelanchier arborea*)
 Snowberry (*Symhoricarpos albus*)
 White spirea (*Spiraea albiflora*)

TREES

Aspen (*Populus tremuloides*)
 Cottonwood (*Populus balsamifera*)
 Douglas-fir (*Pseudotsuga menziesii*)
 Englemann spruce (*Picea englemanii*)
 Grand fir (*Abies grandis*)
 Juniper spp. (*Juniperus spp.*)
 Lodgepole pine (*Pinus contorta*)
 Ponderosa pine (*Pinus ponderosa*)
 Speckled alder (*Alnus incana*)
 Subalpine fir (*Abies lasiocarpa*)
 Water birch (*Betula papyrifera*)
 Western larch (*Larix occidentalis*)
 Willow (*Salix spp.*)

Appendix G—Authorized Public Uses



U.S. Fish & Wildlife Service

Lost Trail

National Wildlife Refuge

Authorized Public Uses

2005 - 2006

Welcome

Lost Trail National Wildlife Refuge (NWR) is the 519th refuge inducted into the National Wildlife Refuge System. We invite the public to the Refuge for wildlife observation, wildlife photography, environmental education, and access to adjacent State and Plum Creek Timber Company (PCTC) lands. At this time, limited public use is permitted on the Refuge. A Comprehensive Conservation Plan (CCP), which involves public review, is currently being completed for the Refuge and will determine public use that will be permitted in the future.

General Information

This 7,885-acre Refuge, established in 1999, is managed for the benefit of migratory birds and other wildlife species. The Refuge shares portions of its boundary with PCTC, the Montana Department of Natural Resources and Conservation (DNRC), and private landowners. Visitors and hunters must have landowner permission before accessing or hunting on private property. Lost Trail NWR is a satellite unit of the National Bison Range Complex headquartered in Moiese, Montana.

Directions

The Refuge can be reached via Highway 2 by going west from Kalispell approximately 20 miles to Marion. Turn right (north) at Marion onto Pleasant Valley Road. After approximately 1.3 miles, the blacktop road will fork. Stay to the right! Continue on the main gravel road (Pleasant Valley Road) about 13 miles; the Refuge headquarters is located north of the County Road.

Parking on the Refuge

- Parking areas are located on North 1019 Road near Bleise Road and on the west end of the Refuge at the intersection of South Pleasant Valley Road and the County Road.
- Parking along North 1019 Road and Orr Road is prohibited.
- Blocking roads or gates is prohibited.

State Land

Four parcels of State land within the “executive boundary” of the Refuge are owned and managed by the DNRC. These parcels are not part of the Refuge and are open to public recreation according to State law. A Recreational Use License is required and can be obtained from any authorized Montana Fish, Wildlife and Parks license agent.

Authorized Public Uses

- Visitors are allowed to observe or photograph wildlife, hike, cross-country ski, or snowshoe throughout the Refuge, except in the seasonally closed area, (closed September 1 through December 10).
- Motorized access to PCTC land is permitted via Pleasant Valley Road (County Road), North 1019 Road, and Orr Road (see map). PCTC’s “Open Lands Policy” provides recreational rules and guidelines; copies are available at any PCTC office and at the Refuge headquarters.
- Refuge management allows mountain bike (non-motorized) and horseback use on those roads designated on the map for non-motorized access.
- Regulations and further information are available at the Refuge headquarters.

To Protect You And The Refuge

- Possession or discharge of firearms or archery equipment in designated closed areas is prohibited.
- Pets must be on a leash and attended at all times.
- Motorized use of the Refuge is allowed only on North 1019 Road, Orr Road, or the Pleasant Valley Road (County Road).
- Off-road vehicle travel is strictly prohibited.
- Collecting, injuring, disturbing, destroying, or harming animals, animal parts (including horns), or plants is not permitted unless authorized.
- Open fires are prohibited.
- Overnight camping is prohibited.
- Please comply with all signs.
- Shooting into a closed area is prohibited.

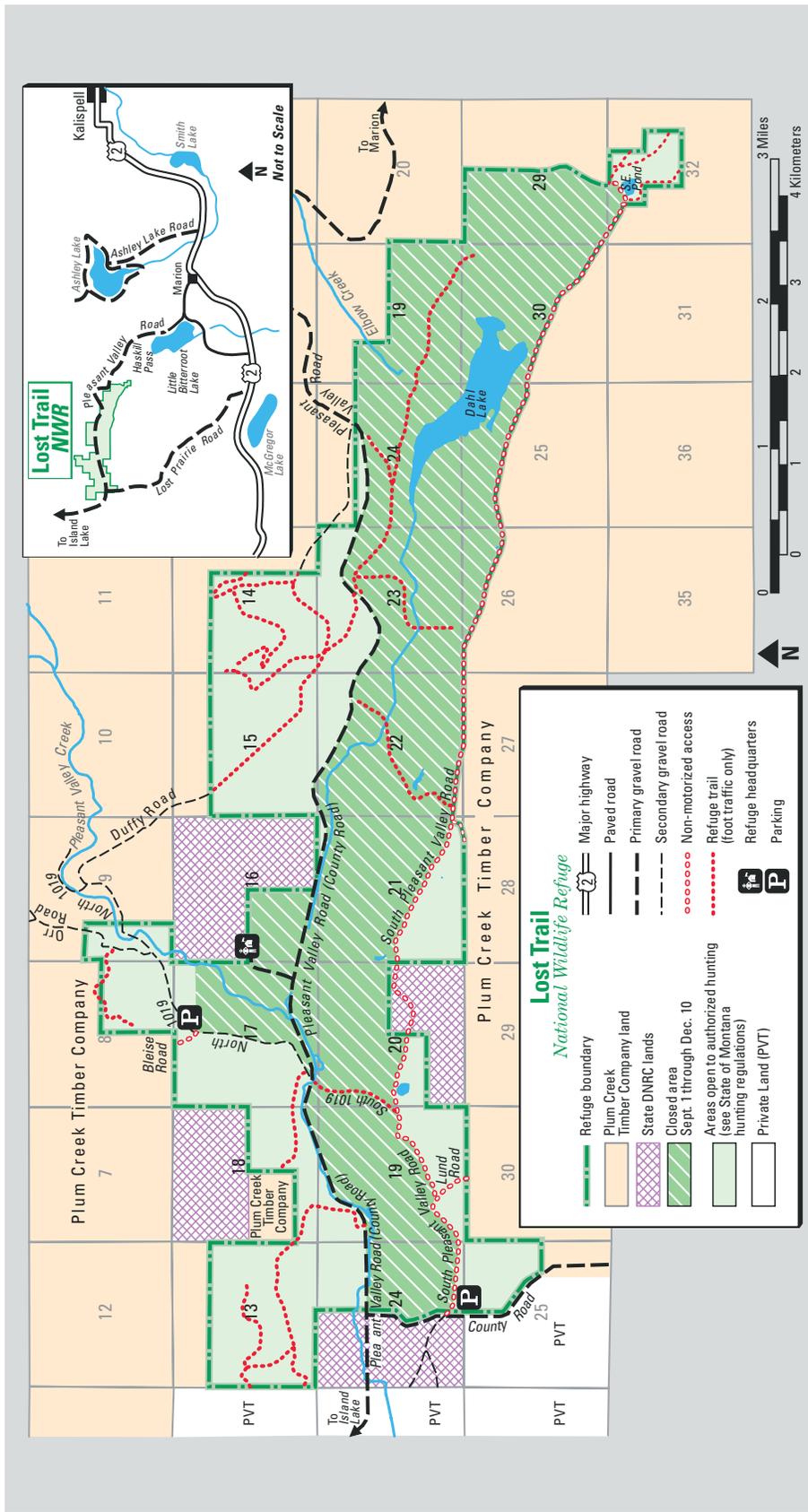
Refuge Hunting Regulations

Hunting elk, white-tailed deer, mule deer, turkey, and mountain grouse is permitted on the Refuge, except in designated closed areas. ***The Closed Area is outlined on the map. This area is closed to all public access from September 1 through December 10.*** All State of Montana hunting regulations apply; in addition the following Refuge regulations apply:

- ***The first week of archery and the first week of general deer and elk season is open to youth (12-14) only. Youth hunters must be accompanied by an adult who is at least 21 years of age.***
- Guiding or outfitting is prohibited.
- Hunters need consent from the Refuge manager before retrieving game from within the closed area.
- Portable or temporary blinds or tree stands are permitted, but must be removed on a daily basis.
- Refuge management allows mountain bike (non-motorized) and horseback riding or pack stock on those roads designated on the map for non-motorized access.
- Dogs may not be used for hunting.
- ***Coyote hunting and ground squirrel shooting are not permitted under Refuge hunting regulations.***
- When hunting grouse or turkey on the Refuge, only a shotgun no larger than a 10-gauge and federally approved non-toxic shot may be used.

Accessibility Information

Equal opportunity to participate in and benefit from programs and activities of the U.S. Fish and Wildlife Service is available to all individuals regardless of physical or mental ability. Dial 7-1-1 for a free connection to the State transfer relay service for TTY and voice calls to and from the speech and hearing impaired. For information or to address accessibility needs, please contact the Refuge staff at 406 / 858 2216 or the U.S. Department of the Interior, Office of Equal Opportunity, 1849 C Street, NW, Washington, D.C. 20240.



Refuge Signs And Their Meaning

Refuge Boundary

NATIONAL WILDLIFE REFUGE BOUNDARY

Areas are open to permitted activities only.

Regulations and further information are available at the Refuge headquarters.

No Hunting

NO HUNTING ZONE

Areas behind this sign are closed to hunting.

Public Hunting Area

PUBLIC HUNTING AREA

Areas behind this sign are open to public hunting for deer, elk, turkey, and mountain grouse only.

Lost Trail National Wildlife Refuge

6295 Pleasant Valley Road
Marion, MT 59925
406 / 858 2216
406 / 858 2218 fax
Ray_Washtak@fws.gov

U.S. Fish and Wildlife Service
http://www.fws.gov

For Refuge System Information
1 800 344 WILD

Montana Department of Fish, Wildlife and Parks

490 N. Meridian
Kalispell, MT 59901
406 / 752 5501

Plum Creek
Timber Company
P.O. Box 8990
Kalispell, MT 59904
406 / 751 2400

Montana Department of Natural Resources and Conservation

2250 Hwy 93 North
Kalispell, MT 59901
406 / 751 2240

For State transfer relay service
TTY / Voice: 711

July 2005

Appendix H—List of Facilities

Facilities on the Lost Trail National Wildlife Refuge are listed below.

<i>Buildings</i>	<p>One 4-bedroom, 2-bath residence</p> <p>One 3-bedroom, 2-bath residence with a 2-car garage</p> <p>One 3-bedroom, 2-bath modular residence</p> <p>One small, single unit residence consisting of a single room with bath, kitchen, and bedroom</p> <p>Two log-construction buildings</p> <p>One newly constructed office complex: 6 offices, an administrative area, a visitor contact area, a multi-purpose room, a staff locker room, a storage room, a 50'x50' maintenance shop, and a 4-bedroom apartment</p> <p>Two log-construction horse barns with stalls</p> <p>Three storage buildings</p> <p>Two shop areas (one currently being used)</p>
<i>Infrastructure</i>	<p>Three wells that supply potable water to the residences (one well is located at the “lake house” area and is currently not being used)</p> <p>Five underground septic systems (all operational, one system not being used)</p>
<i>Fences and Roads</i>	<p>Approximately 33 miles of 4- and 5-strand barbwire boundary fence</p> <p>Approximately 28 miles of interior and boundary roads (grass-covered “two-track” roads and graveled roads)</p> <p>Several culverts and cattle guards</p> <p>South Pleasant Valley Road</p> <p>One county-maintained road that traverses the refuge east-to-west</p> <p>North 1019 and South 1019 roads</p>
<i>Artificial Habitats</i>	<p>Ten artificial wetlands</p>

Appendix I—Fire Management Program

The U.S. Fish and Wildlife Service has management and administrative responsibility, including fire management and other management issues, on approximately 13,130 acres of forest, riparian, wetland, and grassland habitats within Flathead County, Montana. In addition, there are 1,568 acres on the Swan River National Wildlife Refuge in Lake County, Montana. Lost Trail National Wildlife Refuge manages all of these habitats. Refuge objectives focus primarily on migratory bird and federally listed species habitat, as well as recreational opportunities.

FIRE—A CRITICAL NATURAL PROCESS

In ecosystems in the northern Rocky Mountains, vegetation has evolved under periodic disturbance and defoliation from large herbivores and fire, with minor weather events. This periodic disturbance is what kept the ecosystem diverse and healthy, while maintaining significant biodiversity for thousands of years. Historically, naturally occurring wildland fire and Native American ignitions have played an important role in many ecosystems:

- by removing fuel accumulations
- by decreasing the impacts insects and diseases
- by simulating regeneration
- by cycling critical nutrients
- by providing a diversity of habitats for plant species and wildlife

When fire is excluded on a broad scale, the unnatural accumulation of living and dead fuels that occurs can contribute to degraded plant communities and wildlife habitats. These fuel accumulations often change fire regime characteristics, and have created a potential in many areas across the country for uncharacteristically severe wildland fires. These catastrophic wildland fires often pose risks to public and firefighter safety. In addition, they threaten property and resource values such as wildlife habitat, grazing opportunities, timber, soils, water quality, and cultural resources.

Return of fire in most ecosystems is essential for healthy vegetation—in grasslands, wetlands, and some woodlands—for wildlife habitat.

When integrated back into an ecosystem, fire can help restore and maintain healthy systems and reduce the risk of wildland fires. To facilitate fire's natural role in the environment, fire first must be

integrated into land and resource management plans and activities on a broad scale. Reintroduced fire:

- can improve waterfowl habitat, wetlands, and riparian areas by reducing the density of or modify the species in the vegetation, thereby increasing available water;
- can improve deer and elk habitat, especially in areas with shortages such as winter habitat and on spring and fall transitional ranges;
- can sustain biological diversity;
- can improve access in woodlands and shrublands;
- can improve soil fertility;
- can improve the quality and amount of livestock forage;
- can improve growth in immature woodlands by reducing density;
- can remove excessive build-up of fuels;
- can reduce susceptibility of plants to insects and disease caused by moisture and nutrient stress;
- can improve water yield for off-site activities and communities dependent on wildlands for their water supply.

WILDLAND FIRE MANAGEMENT POLICY AND GUIDANCE

In 2001, an update of the 1995 Federal Fire Policy was completed and approved by the Secretaries of Interior and Agriculture. The 2001 Federal Wildland Fire Management Policy directs federal agencies to achieve a balance between fire suppression to protect life, property, and resources and fire use to regulate fuels and maintain healthy ecosystems. In addition, it directs agencies to use the appropriate management response for all wildland fires regardless of the ignition source. This policy provides nine guiding principles that are fundamental to the success of the fire management program.

- Firefighter and public safety is the first priority in every fire management activity.
- The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process.

- Fire management plans (FMPs), programs, and activities support land and resource management plans and their implementation.
- Sound risk management is a foundation for all fire management activities.
- Fire management programs and activities are economically viable, based on values to be protected, costs, and land and resource management objectives.
- FMPs and activities are based on the best available science.
- FMPs and activities incorporate public health and environmental quality consideration. Federal, state, tribal, local, interagency, and international coordination and cooperation are essential.
- Standardization of policies and procedures among federal agencies is an ongoing objective.
- The fire management considerations, guidance, and direction needs to be addressed in land-use resource management plans (e.g., comprehensive conservation plans). FMPs are step-down processes from the land-use plans and habitat plans. They contain more detail on fire suppression, fire use, and fire management activities.

MANAGEMENT DIRECTION OF FUTURE FMPs FOR LOST TRAIL NWR

Fire management would be used to protect life, property, and other resources from wildland fires by safely suppressing all wildfires on the Lost Trail National Wildlife Refuge and its WMD.

Prescribed fire, manual means, or mechanical means would be used in an ecosystem management context for habitat management, and to protect both federal and private property.

Fuel reduction activities would be applied where needed, especially in areas with a higher proportion of residences that may be considered “wildland-urban interface” (WUI) areas.

All fire management programs would be conducted in a manner consistent with applicable laws, policies, and regulations. An FMP would be maintained and implemented to accomplish resource management objectives.

Prescribed fire would be applied in a scientific way under selected weather and environmental conditions. Prescribed fire would be used on up to approximately 1,000 acres of grasslands and forests and 140 acres of wetlands annually to accomplish habitat management objectives.

Fire Management Objective

Fire is an important management tool that can be used to accomplish habitat management objectives.

Fire is also a tool that can quickly destroy equipment, building and property, and hurt or kill those that work with it. Prescribed fire and WUI treatments would be used to reduce hazardous fuels on refuge lands to reduce the intensity and favorable conditions for wildland fires.

Fire Management Strategies

Strategies and tactics that consider public and firefighter safety and values at risk would be used. A more detailed fire plan for information on wildland fire suppression and prescribed fire methods, timing, and monitoring will be found in a step-down FMP for the refuge.

All management actions would use prescribed fire to control nonnative vegetation and manage woody vegetation within the diverse ecosystem habitats of the refuge. The prescribed fire program will be outlined in the FMP for the refuge. This plan will describe the following:

- burn units and their predominant vegetation
- primary objectives for the units and the fires
- acceptable range of results
- site preparation requirements
- weather requirements
- safety considerations and measures to protect sensitive features
- burn-day activities
- communications and coordination for burns
- ignition techniques
- smoke management procedures
- post-burn monitoring

Air Quality

Prescribed fire temporarily reduces air quality by reducing visibility and releasing several components through combustion. The four major components are carbon monoxide, carbon dioxide, hydrocarbons, and particulates. Varying amounts of particulate content are generated in different types of fuels (e.g., wildlife habitat improvement burns vs. fuel reduction burns).

Standards set by the Clean Air Act and the Montana Department of Environmental Quality would be met during all prescribed fire under all fire management actions.

Visibility and clean air are primary natural resource values. The protection of these resources must be given full consideration in fire management planning and operations. Additionally, smoke can have serious health and safety effects that must be considered. The management of smoke will be incorporated into the planning of prescribed fires and, to the extent possible, in the suppression of wildland fire.

Fire Management Organization, Contacts, and Cooperation

Qualified fire management technical oversight and support for the refuge and the WMD will be established by Region 6 using the fire management district approach. Under this approach, an appropriate fire management staffing organization will be determined by established modeling systems based on the fire management workload of a group of refuges, and possibly that of interagency partners. The fire management workload consists of historical wildfire suppression activities and historical and planned fuels treatment.

Depending on budgets, fire management staffing and support equipment may be located on the

station or at other refuges in the district and shared between all units. Wherever possible, fire management activities will be conducted in a coordinated and collaborative manner with federal and nonfederal partners.

The Montana DNRC has responsibility for all fire suppression activities within Lost Trail National Wildlife Refuge. Currently, the fire management on the refuge is covered by the FMP for the National Bison Range Complex. With the approval of this CCP, a new FMP would need to be developed for the Lost Trail National Wildlife Refuge as a stand-alone or interagency plan.

Appendix J—Section 7 Biological Evaluation

INTRA-SERVICE SECTION 7 BIOLOGICAL EVALUATION FORM

Originating Persons: Ray Washtak
Lynn Verlanic
Bernardo Garza

Telephone Numbers: (406) 858-2216 x 1
(303) 236-4377

Date: August 15, 2005

I. Region: 6

II. Service Activity (Program): Refuges & Wildlife, Lost Trail National Wildlife Refuge

III. Pertinent Species and Habitat:

A. Federally Listed Species and/or their critical habitat within or downstream from action area:

- grizzly bear, *Ursus arctos* (federally listed: threatened)
- bald eagle, *Haliaeetus leucocephalus* (federally listed as threatened; proposed delisting)
- gray wolf, *Canis lupus* (federally listed: threatened)
- Canada lynx, *Lynx canadensis* (federally listed: threatened)
- Bull trout, *Salvelinus confluentus* (federally listed: threatened)
- Spalding's catchfly, *Silene spaldingii*, (federally listed: threatened)

There is no federally designated critical habitat on the area of Lost Trail NWR

Species Listed and/or of Special Concern for the Montana Fish, Wildlife & Parks (MFWP):

- trumpeter swan, *Olor buccinator* (MT species of concern, priority 1 for MT PIF)
- black tern, *Chlidonias niger* (MT species of concern, priority 2 for MT PIF)
- boreal toad, *Bufo boreas* (MT species of concern, category S3)

B. Proposed species and/or proposed critical habitat within the action area:

There are no known proposed species and/or proposed critical habitat in Lost Trail NWR

C. Candidate species within or downstream from the action area :

There are no known candidate species within or downstream from Lost Trail NWR

D. Include species/habitat occurrence on a map: see attachment

IV Geographic area or station name and action:

Station: Lost Trail National Wildlife Refuge

Action: Issuance & Implementation of Comprehensive Conservation Plan for Lost Trail NWR

V Location (map attached):

E. Ecoregion Number and Name: Lost Trail NWR is located within the Service's Region 6, Mountain-Prairie Region, and specifically in the MOYOCO Ecosystem

F. County and State: Flathead County, Montana

G. Section, township, and range: Lost Trail NWR includes parts or all of:

Sections 13, 21, and 25, Range 27 West; Sections 8-9 and 14-26, Range 26 West; and Sections 19, 29, 30 and 32, Range 25 West. All of these within Township 28 North.

F. Distance and direction to nearest town:

Lost Trail NWR is located in southwestern area of Flathead County, Montana. This refuge is nestled in the Pleasant Valley, approximately 20 miles northwest from the town of Marion, southwest of the city of Kalispell.

G. Habitats and Occurrence of Federally listed and Species of Special Concern for the MFWP:

grizzly bear: The refuge is an area classified as a management situation II under the Interagency Grizzly Bear Guidelines. Although grizzly bears occasionally inhabit the area, lack of highly suitable habitat and security precludes extensive use today.

bald eagle: A pair of bald eagles have nested in the aspens on the north side of Dahl Lake for the last several years.

gray wolf: Lost Trail NWR is one of the first national wildlife refuges in the Intermountain West to support the gray wolf. Wolves have attempted to colonize the Pleasant Valley twice in the last decade. In both instances, the wolves started to prey on livestock and were subsequently killed. Currently there are no known wolves inhabiting the refuge or the lands immediately adjacent to the refuge. The site of the refuge is an important winter range for elk in the Pleasant Valley, which are a primary prey species for wolves. adjacent to the refuge. The site of the refuge is an important winter range for elk in the Pleasant Valley, which are a primary prey species for wolves.

- Canada lynx: This species occurs in northwestern Montana, but has not yet been documented on the refuge. Habitat for this species consists of a mosaic of forest habitats including early successional forests that support high densities of snowshoe hares and late-successional forests that contain cover for kittens and for denning. Although early successional forests are common on Plum Creek Timber Company lands that surround the refuge, these lands may not be managed to support the dense understory required for high densities of snowshoe hares.
- bull trout: This species has not been documented nor does it presently occur at the site of the refuge but rather downstream from the Refuge along the Fisher River watershed.
- Spalding's catchfly: This species is a native forb of the carnation family that occurs in mesic slopes, flats, or depressions of open grassland. It is associated with Idaho fescue, rough fescue and bluebunch wheatgrass, occasionally interspersed with conifers. Twenty populations of this species have been documented in northwestern Montana, with one of the largest ones having been found within the refuge in 2002. The refuge's population encompasses a minimum of 300 plants within 9.5 acres, with part of this population existing on state land within the legislative boundary of the refuge.
- trumpeter swan: Historic accounts indicate that the Flathead Valley is one of three areas where suitable habitat existed and trumpeter swans were once a common breeding species in the U.S. In recent times, there have been sporadic reports of swans wintering in northwestern Montana along the Flathead and Clark Fork river drainages. Trumpeter swan habitat exists around Dahl Lake. A pair of trumpeter swans was documented in the Pleasant Valley area one summer, but breeding was not recorded.
- black tern: The Service has listed this species as a nongame bird of management concern. In Montana, this species is listed as a species of special concern with a ranking of "vulnerable" under the Natural Heritage Program classification system, but has not been consistently monitored. Black terns have been documented nesting around Dahl Lake. Black tern production on the refuge was documented by the state in 1999. Refuge staff observed black terns in the refuge in 2000 and 2001.
- boreal toad: The refuge is a survey site as part of the national amphibian research and monitoring initiative launched by the USGS. The

refuge has documented one of the largest known populations of boreal toads reproducing in the northwestern Rocky Mountains, based on the number of larvae observed (2001, 2002). The USGS found upwards of 40 breeding females at Lower Moose Pond, and more than 200 breeding females on the south side of Dahl Lake.

VI Description of proposed action

The proposed action is: development and implementation of a Comprehensive Conservation Plan to guide the management of Lost Trail NWR for the next 15 years. Implementation of this Plan comprises implementation of all actions and activities to achieve the stated goals contained in the Plan that will ultimately lead to the fulfilment of the purposes for which Congress established Lost Trail NWR and assist in the fulfilment of the goals of the National Wildlife Refuge System.

VII Determination of effects:

A. Explanation of effects of the action on species and critical habitats in items III. A, B & C

- | | |
|---------------|--|
| grizzly bear: | Implementation of the CCP will have no detrimental effects on populations of this species in Montana as there are no known bears on the refuge at this time. Should a grizzly species use or wander into refuge lands, provisions in the CCP call for protecting both bears and humans by limiting public use on refuge lands, as well as ensuring grizzly bear food sources are abundant in the refuge. |
| bald eagle: | Implementing the CCP is not thought to have detrimental effects on this raptor. In fact, the continued preservation and management of these lands for the benefit of wildlife species should enhance foraging sites for eagle use. Provisions in the CCP call for restricting public uses so as to avoid impacting nesting activities. Nesting trees and habitat for eagles will be protected around Dahl Lake. |
| gray wolf: | Implementation of the CCP will have no detrimental effects on populations of this species in Montana as there are no known wolves on the refuge at this time. Should a wolf or a pack use or wander into refuge lands, provisions in the CCP call for protecting both wolves and humans by limiting public use on refuge lands, as well as ensuring wolf food sources are abundant in the refuge. Grazing will not be permitted when wolves are on or within one mile of the refuge. |
| Canada lynx: | There are no known lynx in or near the refuge. Implementing the CCP should have no detrimental effects on this feline species. Furthermore, proposed habitat management actions for the forest in |

the refuge should enhance the possibility of lynx using refuge lands in the future. Should lynx migrate or use the refuge, provisions in the CCP call for limiting public uses to ensure protection to this species. Sport trapping is not permitted on the refuge.

bull trout:

Implementation of the CCP includes restoring the natural hydrology of Dahl Lake, which is upstream from known bull trout populations. It is believed that none of the management actions nor public uses of the refuge being proposed in the CCP should have any adverse effect on bull trout populations outside of the refuge boundary. It is expected that some of the riparian and wetland habitats management proposals will improve the water quality of the refuge wetlands and streams and this could have a positive impact on water quality of the Fisher River watershed downstream from the refuge.

Spalding's catchfly:

Implementation of the CCP will have no detrimental effects on populations of this plant in the refuge as the habitat management actions proposed in the CCP call for continued protection and monitoring of this plant's population in the refuge, as well as controlling invasive plant species in habitats conducive to this species. All of the habitat management activities being proposed in this CCP, which fall within known or suspected Spalding's catchfly habitat call for ensuring protection for this species.

There is no federally designated critical habitat on the action area (Lost Trail NWR) and the CCP does not find a need to propose designating critical habitat within the Refuge at this time.

trumpeter swan:

Implementing the CCP is not thought to have detrimental effects on this species. In fact, the continued preservation and management of these lands for the benefit of wildlife species should enhance wetland and riparian habitats for use by migrating trumpeter swans. Provisions in the CCP call for restricting public uses so as to avoid impacting any possible nesting activities should swans be found to be inhabiting the refuge.

black tern:

Implementing the CCP is not thought to have detrimental effects on this species. In fact, the continued preservation and management of these lands for the benefit of wildlife species should enhance wetland and riparian habitats for use by black terns.

boreal toad:

The implementation of the CCP should have no detrimental effects on this amphibian. One focus of the refuge plan is to enhance the structure and function of the riparian and wetland habitats of the refuge. Therefore, toads should indirectly benefit from refuge management efforts. Furthermore, the CCP calls for continued

cooperation and participation with amphibian research and monitoring efforts, as well as prohibiting any activities that could directly or indirectly have an adverse impact on this species, such as collection, or filling activities in known occupied sites.

A. Explanation of actions to be implemented to reduce adverse effects:

Lost Trail NWR manages lands where grizzly bears, gray wolves, bald eagles, black terns, boreal toads and Spalding's catchfly forbs exist today or did so in the past. Other species such as the bull trout and Canada lynx occur near the refuge and could have used habitats that today are being managed by the refuge. All habitat management and administrative actions, as well as all public uses being proposed in the CCP have been carefully designed so as to improve the habitats necessary for these and others species to thrive, while ensuring that wildlife-dependent recreation takes place in a compatible manner. All actions delineated in this CCP are thought to follow and be in accordance with provisions of protection and restoration plans for several species, as delineated by the Service and other Federal and state agencies. The CCP contains provisions that would be invoked and be put into effect to protect federally listed species and species of special concern from any public use or management action by refuge staff or visitors to the refuge. All of those provisions and actions are delineated throughout the CCP.

VIII Effect determination and response requested: [* = optional]

A. Listed species/designated critical habitat:

<u>Determination</u>	<u>Response requested</u>
no effect/no adverse modification (species: NONE)	<input checked="" type="checkbox"/> *Concurrence
may affect, but is not likely to adversely affect species/adversely modify critical habitat (species: NONE)	<input type="checkbox"/> Concurrence
likely to jeopardize the continued existence of species and adversely modify or destroy their critical habitat (species: NONE)	<input type="checkbox"/> Formal Consultation

B. Proposed species/proposed critical habitat: none at this time

<u>Determination</u>	<u>Response requested</u>
no effect on proposed species/no adverse modification of proposed critical habitat (Species: NONE)	<input type="checkbox"/> *Concurrence
Is likely to jeopardize proposed species/ adversely modify proposed critical habitat	<input type="checkbox"/> Conference

Lost Trail NWR Comprehensive Conservation Plan: Intra Service Section 7 Biological Evaluation page 7

C. Candidate Species:

Determination

Response requested

no effect

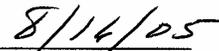
_____ *Concurrence

is likely to jeopardize candidate species
(species: NONE)

_____ Conference



Ray Washtak, Refuge Manger,
Lost Trail National Wildlife Refuge



Date

IX Reviewing ESO Evaluation:

A. Concurrence _____

Nonconcurrence _____

B. Formal Consultation required: _____

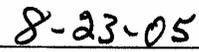
C. Conference required: _____

D. Informal conference required: _____

E. Remarks:



Mark Wilson
Montana Field Supervisor, U.S. Fish & Wildlife Service



Date

Appendix K—Refuge Operations Needs System Projects

<i>RONS¹</i> <i>Number</i>	<i>Project Description</i>	<i>First- year Need (\$)</i>	<i>Recurring Annual Need (\$)</i>	<i>FTE²</i>
00002	Provide a supervisory refuge manager to direct habitat management activities and develop public use programs.	152,000	87,000	1.0
00009	Provide an administrative officer to answer phones, respond to visitor questions, prepare administrative documents, and track budgets.	54,500	22,000	0.5
00010	Provide maintenance positions (one full-time and one part-time) for maintenance activities on all structures and facilities, and for mechanical and chemical management of Refuge System lands administered from the refuge.	119,000	54,000	1.0
00011	Provide a law enforcement officer to protect resources and provide for visitor safety on Lost Trail and Swan River national wildlife refuges.	97,000	32,000	0.5
00012	Provide an outdoor recreation planner to develop public use plans for Lost Trail and Swan River national wildlife refuges and WPA.	69,000	69,000	1.0
—	Provide a part-time coordinator to take full advantage of volunteerism and to expand into friends and support groups.	66,500	34,000	0.5
—	Provide an environmental education room so that locals may use and learn from the refuge.	60,000	5,000	—
—	Construct pit toilets for public use facilities.	45,000	5,000	—
—	Develop a refuge brochure and video.	51,000	3,000	—
—	Complete fencing of the exterior boundary of the refuge.	155,000	—	—
—	Contract for a cultural resource survey.	35,000	—	—
—	Conduct a comprehensive vegetation inventory and assess current habitat condition.	122,000	62,000	—
—	Complete modifications of the office building to provide a woodworking and metal shop, a wash bay, and a vehicle storage bay.	250,000	15,000	—
—	Improve many easement roads by purchasing dump trucks, gravel, and other needed equipment.	310,000	10,000	—

¹RONS=refuge operating needs system

²FTE=full-time equivalent position

Appendix L—Maintenance Management System Projects

<i>MMS¹ Number</i>	<i>Project Description</i>	<i>Cost (\$)</i>
01105	Rehabilitate deteriorated storage building complex.	278,000
01099	Repair deteriorated horse ranch quarters.	35,000
01108	Rehabilitate deteriorated boundary fence.	202,000
02006	Replace quarters' roofing, guttering, furnace, and ductwork.	35,000
01116	Repair deteriorated roads open to the public.	350,000
02003	Rehabilitate office and visitor contact space.	10,000
01098	Repair deteriorated water line system in horse ranch area.	30,000
01100	Repair deteriorated exterior of three residences.	35,000
01104	Upgrade deteriorated shop at horse ranch area.	329,000
01097	Replace deteriorated garage at horse ranch quarters.	30,000
01102	Replace inaccessible ranch office space.	71,000
99004	Develop and print refuge and WMD ² brochures for public use.	41,000

¹MMS=maintenance management system

²WMD=wetland management district

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