SEP 17 1979

wilderness study

july 1977

BIGHORN CANYON

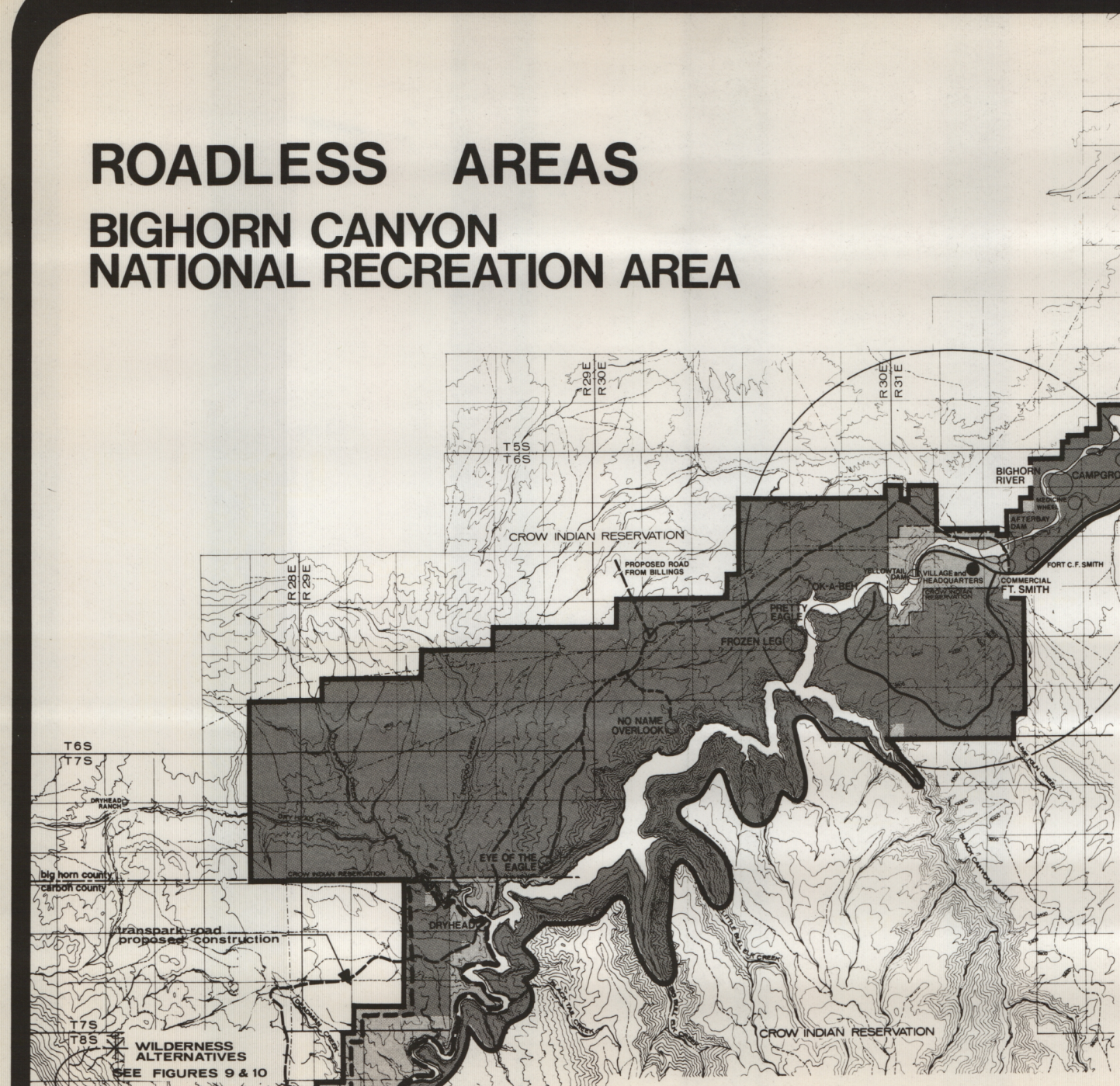


NATIONAL RECREATION AREA / MONTANA - WYOMING

This report was prepared pursuant to Public Law 88-577 of September 3, 1964. Publication of the findings herein should not be construed as representing either the approval or disapproval of the Secretary of the Interior. The purpose of this report is to provide planning information and proposals for further consideration by the National Park Service, the Secretary of the Interior, and other Federal agencies.

ROADLESS AREAS

BIGHORN CANYON NATIONAL RECREATION AREA



LEGEND

- Park Boundary
- Power Line (A.G.)
- Major Road
- Minor Road
- Jeep Trail
- Wild Horse Range
- YellowTail Wildlife Habitat Area
- Federal Ownership
- Non-Federal Ownership
- Roadless Areas

ROADLESS AREAS	ACREAGE (approx.)
A	14,508 acres approx.
B	11,804 " "
C	4,870 " "
D	4,386 " "
E	1,806 " "
F	4,497 " "

GROSS PARK ACREAGE	APPROX.	120,000 ACRES
FEDERAL LAND	"	66,000 "
NON-FEDERAL LAND	"	54,000 "

0 1 2 3 4 8

graphics scale in miles

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AUG-77 | N.M.R.

Department of the Interior

Wilderness Study
Appendix 6 to the Environmental Analysis

Bighorn Canyon National Recreation Area

Montana - Wyoming

Prepared by

Bighorn Canyon National Recreation Area
Rocky Mountain Region
National Park Service

Regional Director, Rocky Mountain Region

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BACKGROUND DATA

Problem

As an appendix to the Environmental Analysis for the Master Plan/Development Concept Plan this document was prepared as per the Washington Office Staff Directive 76-14, dated September 13, 1976, (Appendix A) which the purpose is to accomplish the following:

". . . provide for continued wilderness reviews for the National Park Service areas, either as required by legislation, or when this is desirable because the area contains primitive lands which are to be preserved and used in a manner similar to lands in other parks already recommended for wilderness designation."

". . . provide for public input in the selection of study area, if any National Park Service unit contains land classified as a natural zone, the suitability of such lands for wilderness preservation is to be discussed at public workshops and public meetings which are held prior to formulation of the general management plan."

". . . consider units which may have been established or enlarged since September 1964 without a specific requirement for wilderness study, as well as older units which offer wilderness potential but may not contain roadless areas as large as 5,000 contiguous acres."

The directive (76-14) also states that in evaluating wilderness potential applicable portions of the Wilderness Act should be referred to including the definition of wilderness which is contained in the act.

Supporting Legislation and Departmental Guidelines

---Wilderness Act, Public Law 88-577, of September 3, 1964, establishing a National Wilderness Preservation System, provides, in part, as follows:

Policy - "It is . . . the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

System - " . . . there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas' . . ."

Management - "The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress."

Definition - "A wilderness, . . . is . . . an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

Areas for Study - "Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of 5,000 contiguous acres or more in the national parks, monuments and other units of the National Park System . . ., under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or nonsuitability of each area . . . for preservation as wilderness."

Use - "Nothing in this Act shall modify the statutory authority under which units of the National Park System are created. Further, the designation of any area of any park, monument, or other unit of the National Park System as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the National Park System in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including but not limited to, the Act of June 8, 1906, (34 Stat. 255; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796 (2)); and the Act of August 21, 1935, (49 Stat. 666; 16 U.S.C. 461 et seq.)."

---Wilderness Preservation and Management, The following chart identifies the potential administrative actions in those areas identified as roadless areas depending on whether they are designated as "wilderness" or not. See Appendix B, Management Policies, "Wilderness Preservation and Management."

Potential Administrative Action	Wilderness Designation	No Wilderness Designation
Human Access	Horseback & Foot Travel	Motorized, Horseback, or Foot
Permanent Improvements	No	Yes
Permanent Human Habitation	No	Yes
Management	Minimum tools, equipment, or structures for safety of wilderness travelers or protection of wilderness area. Permits patrol cabin, pit toilets, temporary roads spraying equipment, hand tools, fire fighting cache, fencing, and controlled burning. In emergency aircraft and motorized vehicles may be used.	Motorized equipment, permanent buildings, modern toilets, roads, motorized construction equipment.
	Wildhorse Management Unit	Wildhorse Management Unit
Sport Hunting	Yes	Yes
Visitor Use Structures and Facilities	Minimum necessary for health and safety of visitors and protection of wilderness. Pit toilet, fire ring of natural materials, tent sites, and hand operated water pump may be allowed.	Fire grills, flush toilets, cabins, running water, boat launch ramps, and docks.
Commercial Services		
a. Grazing	Yes (prior rights and privileges)	Yes
b. Stock Driveways	Yes (prior rights and privileges)	Yes
c. Mining (Appendix B)	No	Yes
Roads and Utilities Structures and Installation	No roads, no structures, & no utility lines above ground.	Road, structures, installation and utility lines are permitted.
Trails	Yes	Yes
Research	Temporary installations permitted.	Permanent installations.

The Wilderness Preservation and Management Policy also states that areas being studied for wilderness designation should not be excluded solely because they contain: hydrologic devices that are necessary for the monitoring of water resources outside of the wilderness area; lakes created by water development projects if these lakes are maintained at a relatively stable level and the shoreline has a natural appearance; or underground utility lines.

---Timing, As soon as this document completes the public involvement process along with the draft master plan, draft development concept plans, an environmental review, followed by a draft environmental impact statement will be prepared. If any land is recommended for wilderness designation, Congress will determine the time frame for consideration and enactment, if any. Once designated as wilderness, land will be administered in accordance with the Wilderness Act of 1964.

---Purpose, The purpose of this portion of the environmental analysis is to consider those areas in Bighorn Canyon National Recreation Area that qualify for designation and to be managed as wilderness pursuant to the Wilderness Act of 1964.

Preliminary Planning and Public Involvement

The first step was to provide for public input in the selection of Wilderness Study Areas. On March 22, 1977, an informal meeting was held to advise the Federal and public interests of the status of planning at Bighorn Canyon National Recreation Area and to open discussions for input in the selection of Wilderness Study Areas. See Consultation and Coordination with Others for those contacted in reference to the March 22, 1977, meeting. As a result, three basic areas were identified as Wilderness Study Areas. These areas are:

1. The Pryor Mountains west of the Transpark Road (Figure 1, Area A),

2. East of the Transpark Road between Dryhead and Barry's Landing (Figure 1, Area B), and

3. The Southeast Shoreline in Wyoming between the Montana and Wyoming state line and Kane Bridge Recreation Area development (Figure 1, Area C).

With these study areas identified an on the ground analysis was made to define the roadless area or areas within each one and determine their eligibility for wilderness designation based on the criteria of the Wilderness Act of 1964 and current Management Policies.

At the same time the analysis was further broadened to identify all lands throughout the park which could be classified as roadless areas and also weigh each of them against the criteria of the Wilderness Act and current Management Policies.

The only area which was excluded from the roadless area study was the Crow Tribal Reservation Lands. These are lands which are not a part of the legislated portion of the recreation area. The areas within the reservation described as tribal lands, alloted lands, and fee lands (private) were added to the boundary of the recreation area by a Memorandum of Agreement between the Crow Tribe and the National Park Service which was signed in 1967.

Although there are roadless areas within the reservation lands that are a part of the recreation area consideration for their inclusion in the wilderness system will be made only at the request of the tribe.

The results of the analysis revealed there were no other areas to be considered for Wilderness Study Areas and that only two of the areas originally identified in the March 22, 1977, informal public involvement meeting could be considered for wilderness designation. These areas were roadless areas "A" and "C" as indicated in Figure 1.

Roadless area "B" which was originally identified during the informal public involvement process as a Wilderness Study Area was deleted as a potential wilderness area for the following reasons:

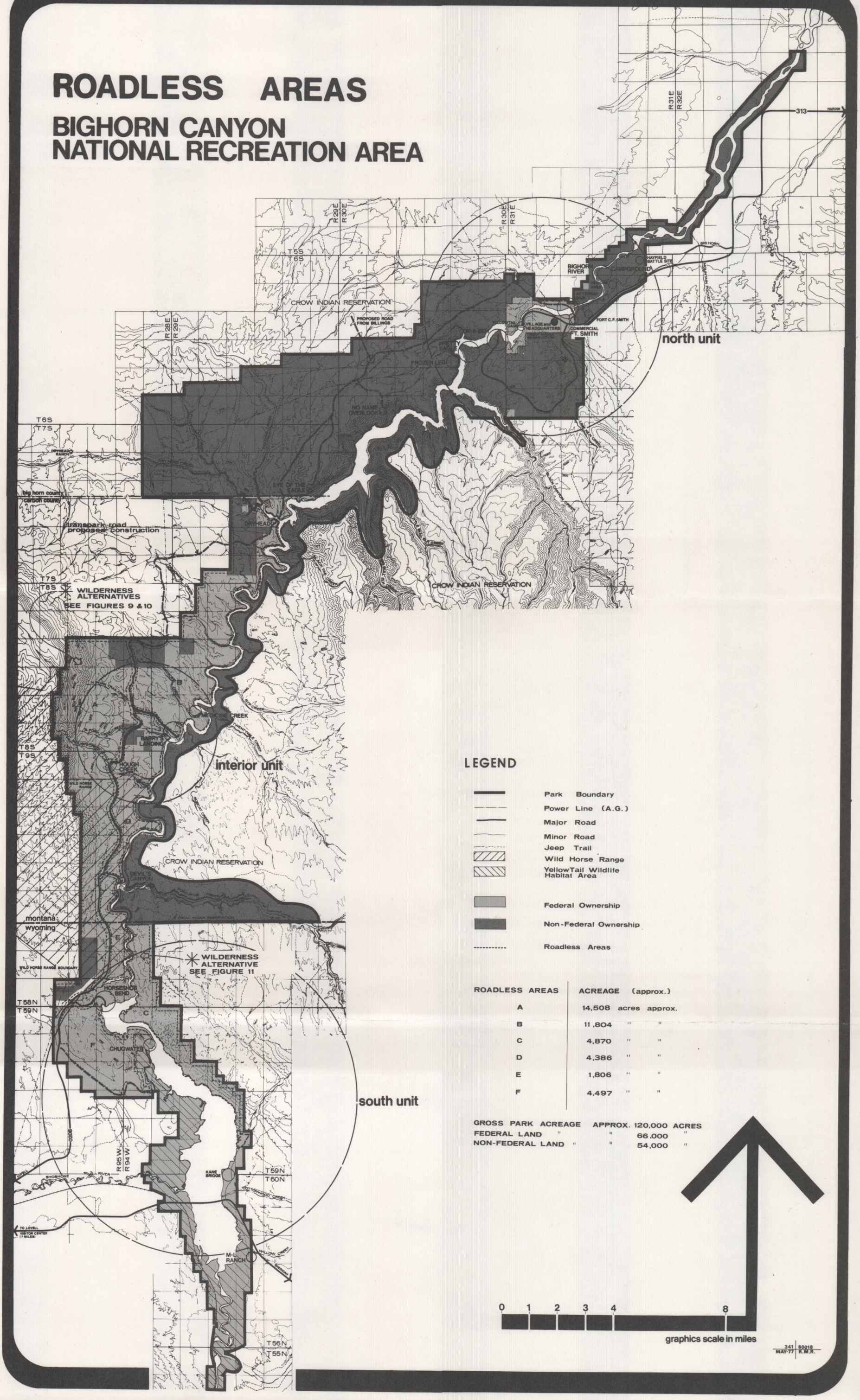
1. Improvements - It was not evident at the time of the selection of the Wilderness Study Areas that a considerable number of major improvements were planned throughout the area to facilitate cattle grazing in accordance with the Dryhead Common Allotment Management Plan which was prepared by the Bureau of Land Management. The scale and magnitude of the improvements such as spring developments, water catchments, pipelines, water tanks, wells (windmill powered), fencing, and trails for livestock would not comply with Wilderness Act policy nor current Management Policy Guidelines for Wilderness.

2. Legislative and Administrative Agreements - Pursuant to the Act of October 15, 1966, in May of 1969 the National Park Service and the Bureau of Land Management entered into a Cooperative Agreement to permit cattle grazing in the subject area. This area is the most desirable area for grazing in terms of available renewable resources and relationships to other developments both existing and planned.

   In order to maintain a balanced plan which provides for uses other than recreation as provided for in the Act of October 15, 1966, Section 3 a(3), grazing will continue unless future trends or demands dictate a change in the management of the area.

ROADLESS AREAS

BIGHORN CANYON NATIONAL RECREATION AREA



LEGEND

- Park Boundary
- Power Line (A.G.)
- Major Road
- Minor Road
- Jeep Trail
- Wild Horse Range
- YellowTail Wildlife Habitat Area
- Federal Ownership
- Non-Federal Ownership
- Roadless Areas

ROADLESS AREAS	ACREAGE (approx.)
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GROSS PARK ACREAGE	APPROX.	120,000 ACRES
FEDERAL LAND	"	66,000 "
NON-FEDERAL LAND	"	54,000 "

0 1 2 3 4 8

graphics scale in miles

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DESCRIPTION OF THE ENVIRONMENT

The following descriptions pertain to those untis identified in Figure 1 as roadless areas "A" and "C".

Regional Setting

Reference: Environmental Analysis for Draft Master Plan and Draft Development Concept Plan; Regional Setting.

Physiography, Climate, Geomorphology, Mineral Deposits, Water, Vegetation, Wildlife, Fisheries, Archeology, History*, Aesthetic and Visual Values, Land Ownership and Use, and Socio-Economics and Visitor Use

In reference to these natural and man-made components which constitute a portion of the complex system or environment of the roadless areas "A" and "C"; refer to the Environmental Analysis for Draft Master Plan and Draft Development Concept Plan; "Description of the Environment."

History* - As a supplement to the above reference to history, it is important to note that an area identified as the "Bad Pass Trail (Sioux Trail)" was entered in the National Register of Historic Places, effective October 29, 1975. Reference Figure 7.

Mining

A conclusive, updated record on the status of all valid mining claims within the roadless areas "A" and "C" is presently not available. However, the Act of September 28, 1976, Public Law 94-429 provided for the regulation of mining activities within areas of the National Park System. This Act contains the provision that all activities resulting from the exercise of valid existing mineral rights on patented or unpatented mining claims within the park administered areas shall be subject to such regulations prescribed by the Secretary of the Interior as he deems necessary or desirable for the preservation and management of those units. Section 8 of Public Law 94-429 contains the requirement that all unpatented mining claims located under the Mining Law of 1872, which lie within the boundaries of units of the National Park System shall be recorded with the Secretary of the Interior within one year after the effective date of this Act. Any mining claims not so recorded on or before September 28, 1977, shall be conclusively presumed to be abandoned and shall be voided.

The submission of mining claims location recordation data in compliance with the requirements of Public Law 94-429 will not render valid any claim which was not valid as of the effective date of this Act. The mining claims which are recorded in accordance with these requirements will be examined for purpose of determining their validity. Not until such time will it be possible to ascertain the number of claims and potential influence on areas being considered for wilderness designation.

Presently area "C" is the only area where the potential for wilderness designation appears to be in serious jeopardy in view of potential mining both within and adjacent to the area. Adjacent to the east boundary of roadless area "C" a multitude of mining claims blanket the scene for many square miles. A recent escallation in the price for uranium ore prompted the reactivation of the Glory Hole-Lisbon Mine approximately three miles from the park boundary within the NE¼NW¼ of Section 26, T. 58 N., R. 94 W., sixth p.m. The reactivation of this mine has stimulated a sudden interest in many of the unpatented uranium claims throughout this immediate area as well as a number of potential claims within roadless area "C" in Section 19 and Section 30 adjacent to the Wyoming and Montana state line.

Grazing

The Dryhead Common Grazing Allotment, administered by the Bureau of Land Management, totals 9,815 acres and 2,994 acres of this allotment lies within roadless area "A". The grazing allotment is provided for in the May 1969 Cooperative Agreement pursuant to the Act of October 15, 1966, (P.L. 89-664) Section 3(2), refer to Appendix C. Presently all permits within the allotment are renewed on an annual basis.

As indicated in the Dryhead Common Allotment Management Plan, which is based on a rest-rotation system, it is essential to make a number of improvements to facilitate cattle grazing. These improvements are essential if grazing is to continue; otherwise, the potential for serious resource damage, primarily soils and vegetation, could result as well as conflicts between use of the area.

Access to the area for management purposes is primarily by horseback, however, upon completion of the Transpark Road some of the permittees who presently trail drive their cattle along the "Dryhead Trail" may find it more convenient to truck their livestock to and from the Dryhead Common Allotment. Therefore, loading structure as well as vehicle access to some degree would be required in the Dryhead Common Allotment for transportation of cattle to and from the area.

The only other grazing outside those lands designated as the Wildhorse Management area and the Dryhead Common Allotment is that area west of the Transpark Road and located between the north boundary fence of the Wildhorse Management Range and the fence north of the Sorenson Ranch which designates the south boundary of the Dryhead Common Allotment. The latter fence is located in Sections 25, 26, and 27. Based on the 1974 document Pryor Mountain Complex - Land Use Decisions the area is presently being used as winter pasture for wildhorses. Grazing is limited to this period of the year to prevent conflicts with existing and proposed development. This use is in compliance with Special Use Permit No. 1320-75-1 which expires June 30, 1979. This wildhorse winter pasture has been secured by constructing fences.

In roadless area "C" there are some grazing problems but minimal in nature. Grazing in this area is a result of cattle drifting into the area from grazing operations on the Bureau of Land Management lands east of the park boundary. This trespass grazing will continue to be a problem until the park boundary is secured by fences.

Facilities

---Developed Areas, The Sorenson Ranch is the only development within any of the three roadless areas. Refer to Environmental Analysis for Draft Master Plan and Draft Development Concept Plans; "Description of the Environment, Interior Unit, History."

The only other developments associated with roadless area "A" is the Hough Creek future development which will also involve a park wide trail system. Refer to Environmental Analysis for Draft Master Plan and Draft Development Concept Plans; "Description of the Environment, Interior Unit."

---Roads, The only vehicular traffic within roadless areas "A" and "C" is by way of unimproved roads. The majority of this traffic is generated during the hunting season.

At one time there was 1.7 miles of unpaved, improved road on the south end of roadless area "A" and approximately 1 mile in roadless area "C" which crossed portions of T., 57 N., R. 94 W., Sections 4, 5, and 6. See Figures 2 and 3. These two roads are abandoned and have deteriorated to the point that it is practically impossible to negotiate them by four wheel drive vehicles.

The remaining unimproved roads within subject areas "A" and "C" were created by vehicles repeatedly traveling over the same course.

The new Transpark Road construction ~~represents~~ terminates about 200 yards north of the Barry's Landing road. The alignment indicated on all maps within this document represents the preliminary line which has been surveyed on the ground. Construction will not continue until an agreement concerning final locations of right-of-way is reached between all interests. The final location of the section between the present construction termination point and the north boundary line in T., 8 S., R. 28 E., Section 13, will be the determinant for identifying final boundaries in roadless area "A".

---Utilities, Roadless area "A" is the only area where utilities are located. Crossing the area are two 115-kv transmission lines with 75 feet of right-of-way each. The two lines are adjacent to each other making the total width of the right-of-way, 150 feet wide. These lines are operated and maintained by the Bureau of Reclamation. See Figure 4.



Figure 2 - Abandoned Road in Roadless Area "A"
(See Figure 9 for Location)

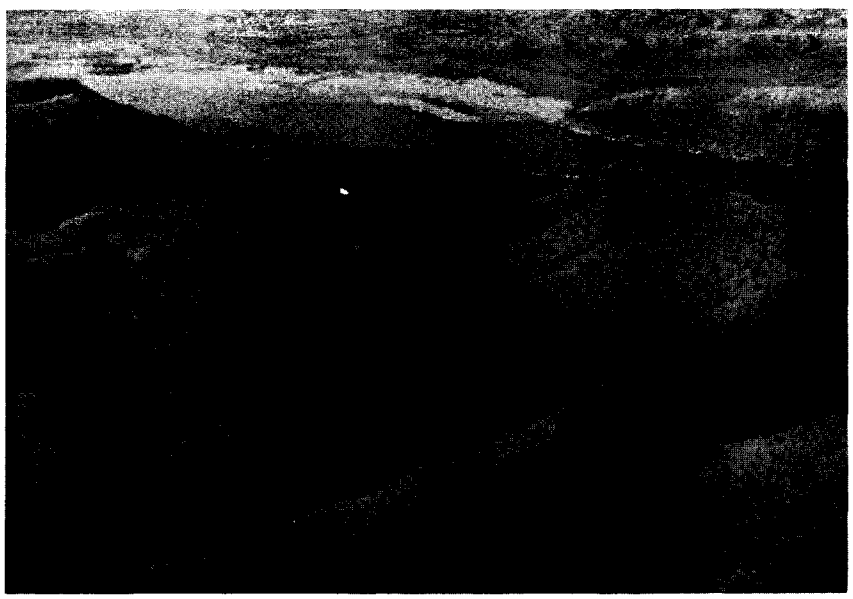


Figure 3 - Abandoned Road in Roadless Area "C"
(See Figure 11 for Location)

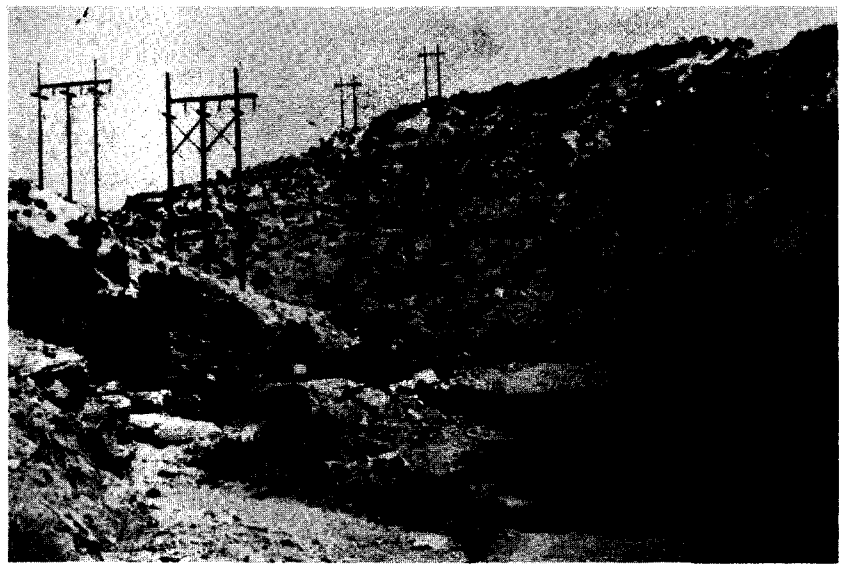
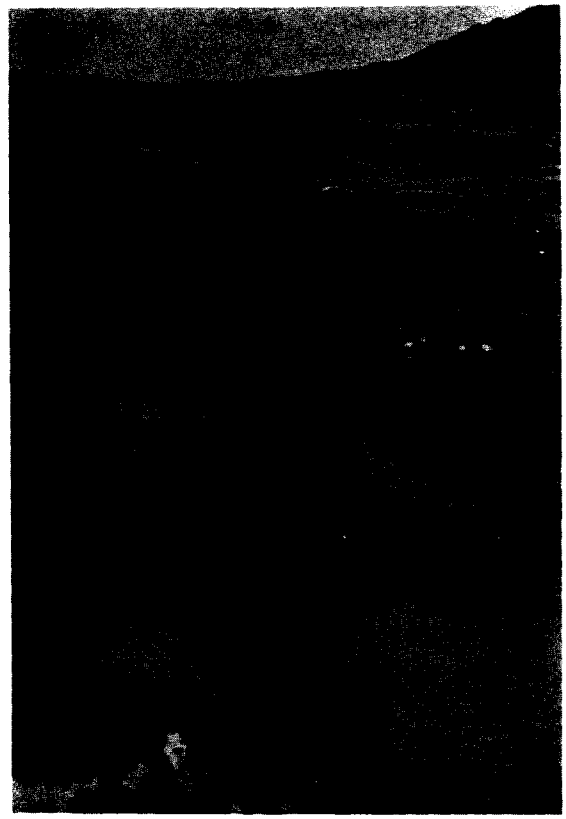


Figure 4 - Bureau of Reclamation Transmission Lines, 115kv



Under Special Permit within roadless area "A" the Bureau of Land Management installed a 2,800 foot pipeline from a spring located in Section 2, T. 9 S., R. 28 E., to a small watering trough for wildhorses. The Special Use Permit is for the period of April 1, 1977, through March 31, 1980. This installation is not within the area being considered for wilderness.

The only other utilities are those associated with the Sorenson Ranch in roadless area "A" adjacent to Layout Creek. These utilities consist of septic tank/filter field, electricity (generator) and an underground waterline which extends approximately one mile up Layout Creek. This pipeline is supplied by an open man-made diversion ditch approximately 75 yards long which deverts water from Layout Creek. A number of the waterlines, vents, and controls are above ground. See Figures 5 and 6. Indications are that future developments at Hough Creek will depend on this source for water.

---Fencing, Roadless area "A" is the only study area where fencing exists. The fencing was erected for either control of cattle ranching operations in the Dryhead Common Allotment or for the management of the Wildhorse Range.

Land Classification

The two roadless areas are presently composed of the following land classifications, refer to "Existing Land Classification Maps", Figures 7 and 8. Also refer to park wide "Land Classification Map" Appendix D.

---Historic Zones, Area "A" is the only one of the two areas being considered for wilderness which contains a historic zone classification. This zone includes such areas as the Sorenson Ranch, Bad Pass Trail, and a multitude of archeological sites. Physical development in historic zones shall be the minimum needed to preserve, protect, and interpret historical, cultural, or archeological values.

---Development Zones, Roadless area "A" is the only one which contains a development zone. Development zones are managed to provide and maintain development that serves the needs of park management and relatively large numbers of visitors. Aggregation of buildings, parking lots, service roads, utilities, campgrounds, picnic areas, and other visitor use facilities will be permitted in development zones.

---Natural Environment Subzone, These are lands where the natural environments are not suitable or desirable for classification in other subzones. They are lands that may be managed to provide for environmentally compatible activities based upon and protective of the natural environment.

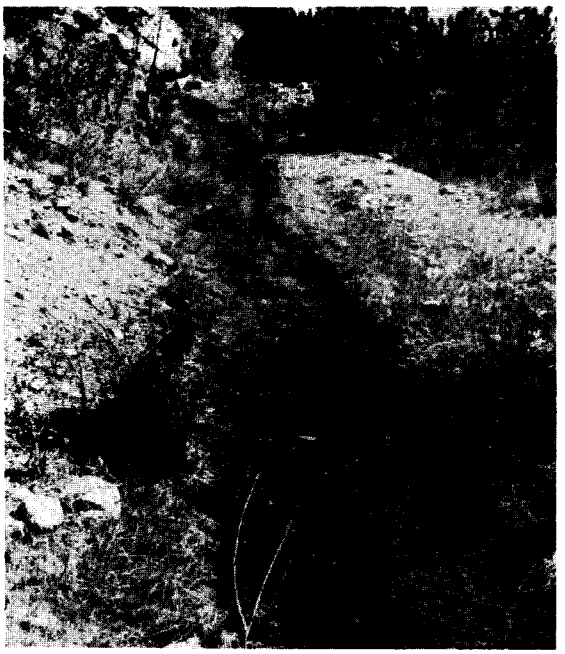


Figure 5 - Man-made Water Diversion Ditch
(See Figure 9 for Location)

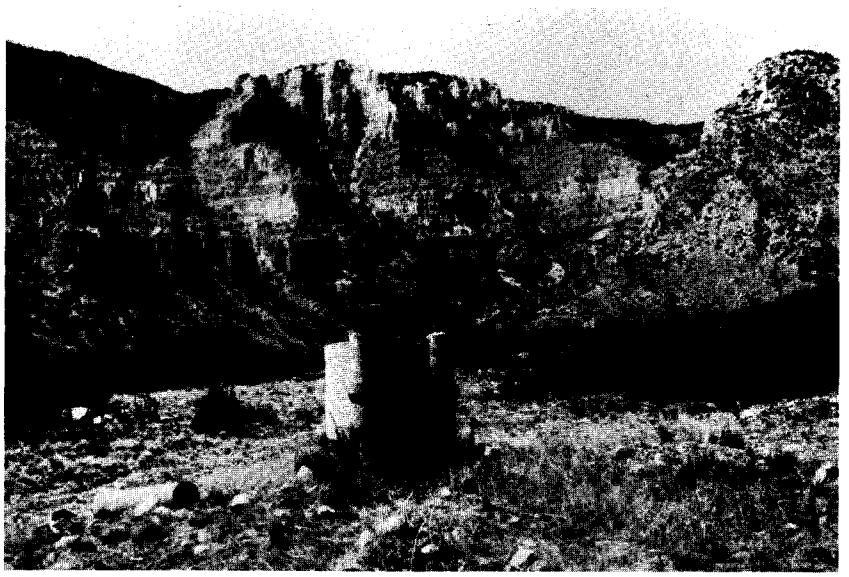


Figure 6 - Above Ground Vent Pipes and Controls for Sorenson Ranch Water Supply. The Background Mountain is within the Area being Considered for Wilderness

LEGEND

- Park Boundary
- Roadless Area "A"
- Historic Zone
- Wilderness Subzone
- Development Zone
- Natural Environment Subzone
- Environmental Protection Subzone

0 1/2 1 2

scale in miles

TRANSPARK ROAD
PROPOSED CONSTRUCTION

PRIVATE LAND

PROPOSED
HOUGH CREEK
DEVELOPMENT

SORENSON RANCH
N.R.H.P. ZONE

BAD PASS TRAIL
N.R.H.P. ZONE

TRANSPARK ROAD

PRIVATE
LAND

EXISTING
LAND CLASSIFICATION
ROADLESS AREA "A"
BIGHORN CANYON NATIONAL RECREATION AREA

Figure #7

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LEGEND

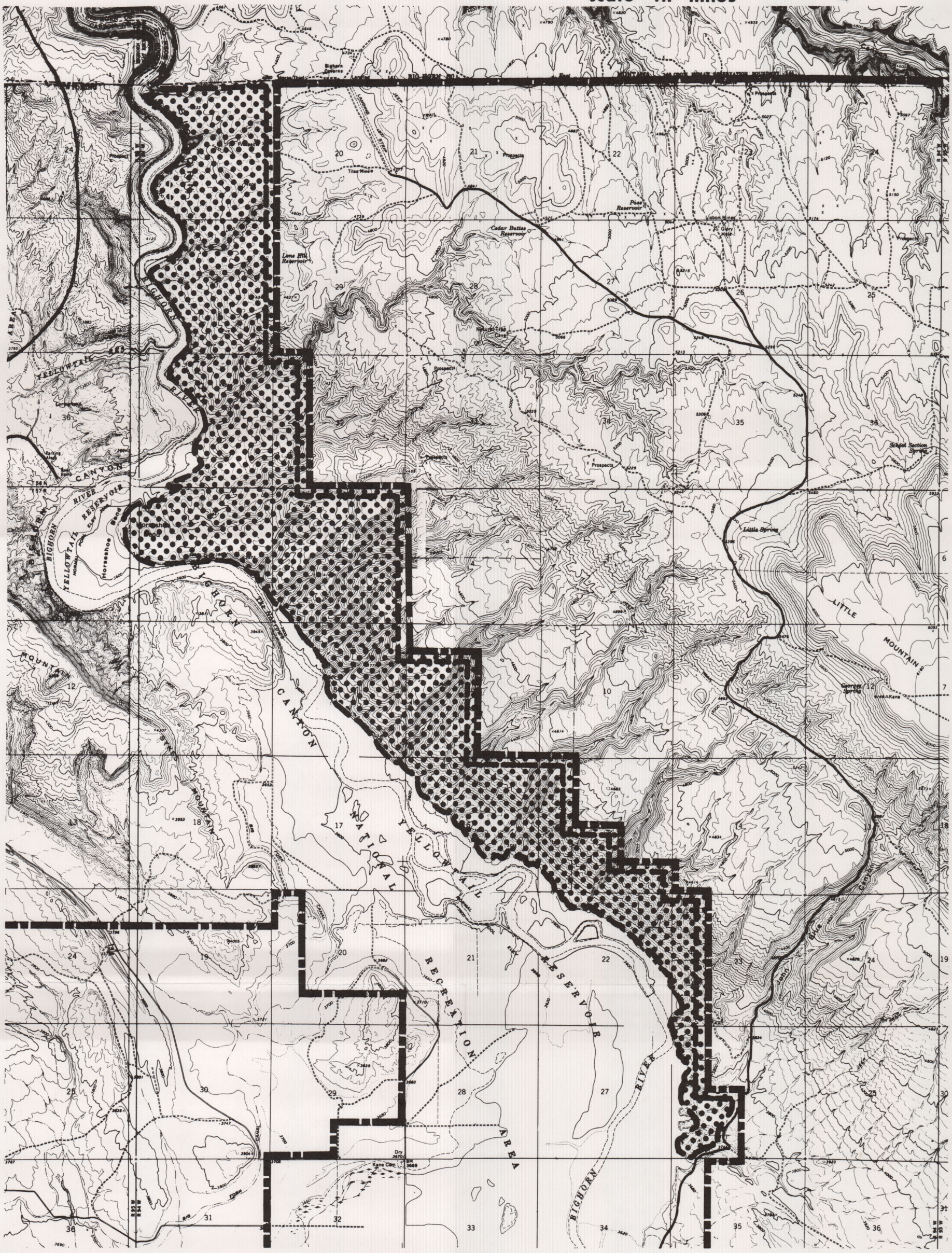
Park Boundary

Roadless Area "C"

Natural Environment Subzone

0 1/2 1 2

scale in miles



EXISTING LAND CLASSIFICATION

ROADLESS AREA "C"

BIGHORN CANYON NATIONAL RECREATION AREA

WYOMING - MONTANA

Figure #8

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---Environmental Protection Subzone, These are lands and water possessing particular value as wildlife habitat and/or for research. They are managed to perpetuate ecological values without or with minimal human intrusion in accordance with the park's resource management plan.

---Wilderness Subzone, Prior to this assessment, roadless area "A" was the only area where lands were designated as wilderness subzone. Refer to Figure 7. By definition these are land and water legislatively designated as wilderness or those which are being considered for wilderness. These lands are managed to protect wilderness values in accordance with wilderness management policies.

ALTERNATIVES AND IMPACTS

The following discussion of Alternatives and Impacts are related to those lands identified during informal public meeting as "Wilderness Study Areas" and later refined and limited to those areas identified in Figure 1 as roadless areas "A" and "C".

Roadless Area "A" - Wilderness Alternative "A"

---Proposal, This alternative will designate approximately 3,899 acres of roadless area "A" to be managed as wilderness. This alternative would exclude the existing Dryhead Common Grazing Allotment and approximately 1,020 acres for administrative and visitor use developments. See Figure 9.

---Environmental Impacts

Vegetation - No Effect

Geology and Soils - Prohibition of motorized vehicles will reduce disturbance of soil.

Surface and Ground Water - No Effect

Terrestrial and Aquatic Wildlife - All forms of wildlife other than that subject to being harvested in accordance with State and Federal hunting regulations will be protected.

Historic Resources - No Effect

LEGEND

Park Boundary

Roadless Area 'A'

Development Zone

Historic Zone

Natural Environment Subzone

Wilderness Subzone 3,899 Acres

Environmental Protection Subzone

0 1/2 1 2

scale in miles

TRANSPARK ROAD PROPOSED CONSTRUCTION

EXISTING DRYHEAD GRAZING ALLOTMENT

PRIVATE LAND

PROPOSED HOUGH CREEK DEVELOPMENT

SORENSON RANCH N.R.H.P.

TRANSPARK ROAD

B.O.R. TRANSMISSION LINE 115 K.V.

PRIVATE LAND

WILDERNESS ALTERNATIVE 'A' ROADLESS AREA "A"

Figure # 9

BIGHORN CANYON NATIONAL RECREATION AREA
WYOMING - MONTANA

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Archeological Resources - Should research and stabilization of such resources be required and it is determined that the most sensible, minimum tool would be motorized equipment such equipment shall be permitted as long as it is used in a prudent manner. A portion of the "Bad Pass Trail" which is on the National Register of Historic Places will be involved.

Air Quality - No Effect

Noise - Noise generated by motorized equipment within the area will be eliminated.

Aesthetic and Visual - No Effect

---Nonenvironmental Impacts

Social - No Effect

Development - The only development which could be affected by this alternative would be the proposed development of horse and foot trails leading into the Pryor Mountain and other points within the recreation area from the Hough Creek development. Refer to Environmental Analysis for Draft Master Plan and Draft Development Concept Plans; "Description of Proposal", "Hough Creek Development". Trail construction would have to be unpaved and narrow construction.

Management of Wildhorse Herd - No Effect. All management is by helicopter or horseback and there is no need for construction of any type of supporting facilities. The herd population will be maintained at approximately 130 to 140 animals. Wilderness designation would compliment wildhorse management from the standpoint that both are oriented toward the continuation of preservation.

Traffic Control - Enforcement of the off-road vehicle use policy within this portion of the proposed wilderness as in other areas within the national recreation area will continue to present problems since the Transpark Road is not fenced for the most part.

To construct fencing in the area of the Transpark Road adjacent to the Wildhorse Range would only divide the range and present wildhorse management problems.

All hunting within the wilderness area must be accomplished without the aid of motorized equipment.

Visitor Use - The publicity associated with "Wilderness" designation would most likely create a greater interest in the area thereby increasing the potential for greater visitation to the area.

---Mitigating Measures, Revegetation of jeep trails to be abandoned will be aided where possible, by grading soil from either side of the trail into the ruts to provide a better medium for plant growth.

Valuable archeological sites should be visited periodically to determine mitigative needs, if any, resulting from grazing of wildhorses and/or by natural erosion.

In the area of the Wildhorse Range where fencing would create problems in managing herds, old roads would be barricaded with native materials. Staffing is now being increased and greater protection patrol should discourage illegal vehicular use.

---Adverse Impacts Which Cannot be Avoided Should Proposal be Implemented, Wilderness Alternative "A" - Roadless Area "A" will not result in any significant impact if adopted.

Roadless Area "A" - Wilderness Alternative "B"

---Proposal, This alternative will designate approximately 7,645 acres of roadless area "A" to be managed as wilderness. The area involved is identical to Roadless Area "A" - Wilderness Alternative "A" discussed above with the exception that approximately 2,617 acres of the Dryhead Grazing Allotment would be designated as wilderness. See Figure 10. This portion of the allotment would be included since there is only one small improvement tentatively proposed within the area. This would consist of a spring development to facilitate cattle grazing. The development would involve installing an underground pipe from the spring head to a watering trough. This alternative should not alter the present grazing operations within the Dryhead Allotment or effect the wilderness potential of the area.

The inclusion of the private land identified as "Potential Wilderness" into the wilderness system would be contingent upon them becoming Federally owned. Other than ownership status this land, approximately 463 acres, would qualify for inclusion into the wilderness system.

---Environmental Impacts

Vegetation - No Effect

Geology and Soils - Prohibition of motorized vehicles will reduce disturbance of the soils.

Surface and Ground Water - No Effect

Terrestrial and Aquatic Wildlife - All forms of wildlife other than that subject to being harvested in accordance with State and Federal hunting regulations will be protected.

Facilities - With the exception of those fences to contain cattle grazing operations and wildhorses there are only a few old deteriorated fences which are no longer being maintained.

Historic Resources - No Effect

Archeological Resources - Should research and stabilization of such resources be required and it is determined that the most sensible, minimum tool would be motorized equipment such equipment shall be permitted as long as it is used in a prudent manner. A portion of the "Bad Pass Trail" which is on the National Register of Historic Places would become a portion of the wilderness area.

Air Quality - No Effect

Noise - Noise generated by motorized equipment within the wilderness area will be eliminated.

Aesthetic and Visual - No Effect

---Nonenvironmental Impacts

Social - No Effect

Development - The only development which could be effected by this alternative would be the proposed development of horse and foot trails leading into the Pryor Mountains and other points within the recreation area from the Hough Creek development. Trails would have to be unpaved and narrow in construction.

LEGEND

Park Boundary

Roadless Area "A"

Development Zone

Historic Zone N.R.H.P

Natural Environment Subzone

Wilderness Subzone 7,645 Acres

Environment Protection Subzone

0 1/2 1 2

scale in miles

TRANSPARK ROAD
PROPOSED CONSTRUCTION

PRIVATE LAND QUALIFYING
FOR POTENTIAL WILDERNESS
462.81 ACRES

PRIVATE
LAND

PROPOSED
HOUGH CREEK
DEVELOPMENT

SORENSON RANCH
N.R.H.P.

BAD PASS TRAIL
N.R.H.P.

TRANSPARK ROAD

PRIVATE
LAND

WILDERNESS ALTERNATIVE 'B'
ROADLESS AREA "A"

BIGHORN CANYON NATIONAL RECREATION AREA
WYOMING – MONTANA

Figure # 10

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Management of Wildhorse Herd - No Effect. All management is by horseback and there is no need for construction of any type of supporting facilities. The herd population will be maintained at approximately 130 to 140 animals. Wilderness designation would compliment wildhorse management.

Management of Dryhead Grazing Allotment - Minimal Effect. Management within that portion designated as wilderness will have to be by non-motorized equipment.

Traffic Control - Enforcement of the off-road vehicle use policy within this portion of the proposed wilderness as in other areas within the national recreation area will continue to present problems since the Transpark Road is not fenced for the most part.

To construct fencing in the area of the Transpark Road adjacent to the Wildhorse Range would only divide the range and present wildhorse management problems.

All hunting within the area would have to be accomplished without the aid of motorized equipment.

Visitor Use - Indications are that the publicity associated with "Wilderness" designation would most likely create a greater interest in the area, thereby, increasing the potential for greater visitation to the area.

---Mitigating Measures, Revegetation of jeep trails to be abandoned will be aided where possible by grading soil from either side of the trail into the ruts to provide a better medium for plant growth.

Valuable archeological sites should be visited periodically to determine mitigative needs, if any, resulting from grazing of wildhorses and/or by natural erosion.

In the area of the Wildhorse Range where fencing would create problems in wildhorse management the old roads would be barricaded with native materials. Staffing is now being increased and greater protection patrols should discourage illegal vehicular use.

Those existing fences which would not serve the purpose of wilderness resource protection and the management of wildhorses and domestic livestock would be removed.

---Adverse Impacts Which Cannont be Avoided Should Proposal be Implemented, Wilderness Alternative "B" - Roadless Area "A" will not result in any significant impact if adopted.

Roadless Area "A" - Wilderness Alternative "C" - No Action

---Proposal, This alternative would result in the area being managed as indicated on the existing Land Classification Map, Figure 7, with the exception of the area identified on the subject map as "Wilderness Subzone." The intent of originally showing this area as wilderness subzone was to identify those lands which would be considered for wilderness classification and not ones which had been legislatively designated as such.

In the event that the "No Action" alternative is selected, the area's present designation, "Wilderness Subzone", will be dropped and most likely reclassified as Natural Environment Subzone. Refer back to "Description of the Environment", Land Classification for a definition of Natural Environmental Subzone.

The area would be subject to future development over and above that identified in the Environmental Analysis for Draft Master Plan and Draft Development Concept Plans document if the need should ever arise. Any future development would require an environmental assessment and most likely an environmental impact statement to identify impacts and mitigating measures.

Roadless Area "C" - Wilderness Alternative "A"

---Proposal, This alternative would designate approximately 4,739 acres, which make up roadless area "C" to be managed as wilderness. This would involve those lands which extend west of the National Park Service boundary, south of the Wyoming and Montana state line, east of the 3,675 maximum pool elevation. It is important to note that this alternative is contingent upon the results of those provisions in Section 8 of Public Law 94-429 concerning mining claims. Refer to "Description of the Environment", "Mining", within this Wilderness Study Area. Refer to Figure 11. If valid mining claims are filed prior to September 28, 1977, and approved, this would require a reassessment of wilderness potential within the area.

---Environmental Impacts, (Assuming the area is free of mining claims after September 28, 1977)

Vegetation - No Effect

Geology and Soils - Prohibition of motorized vehicles will reduce disturbance of the soil.

LEGEND

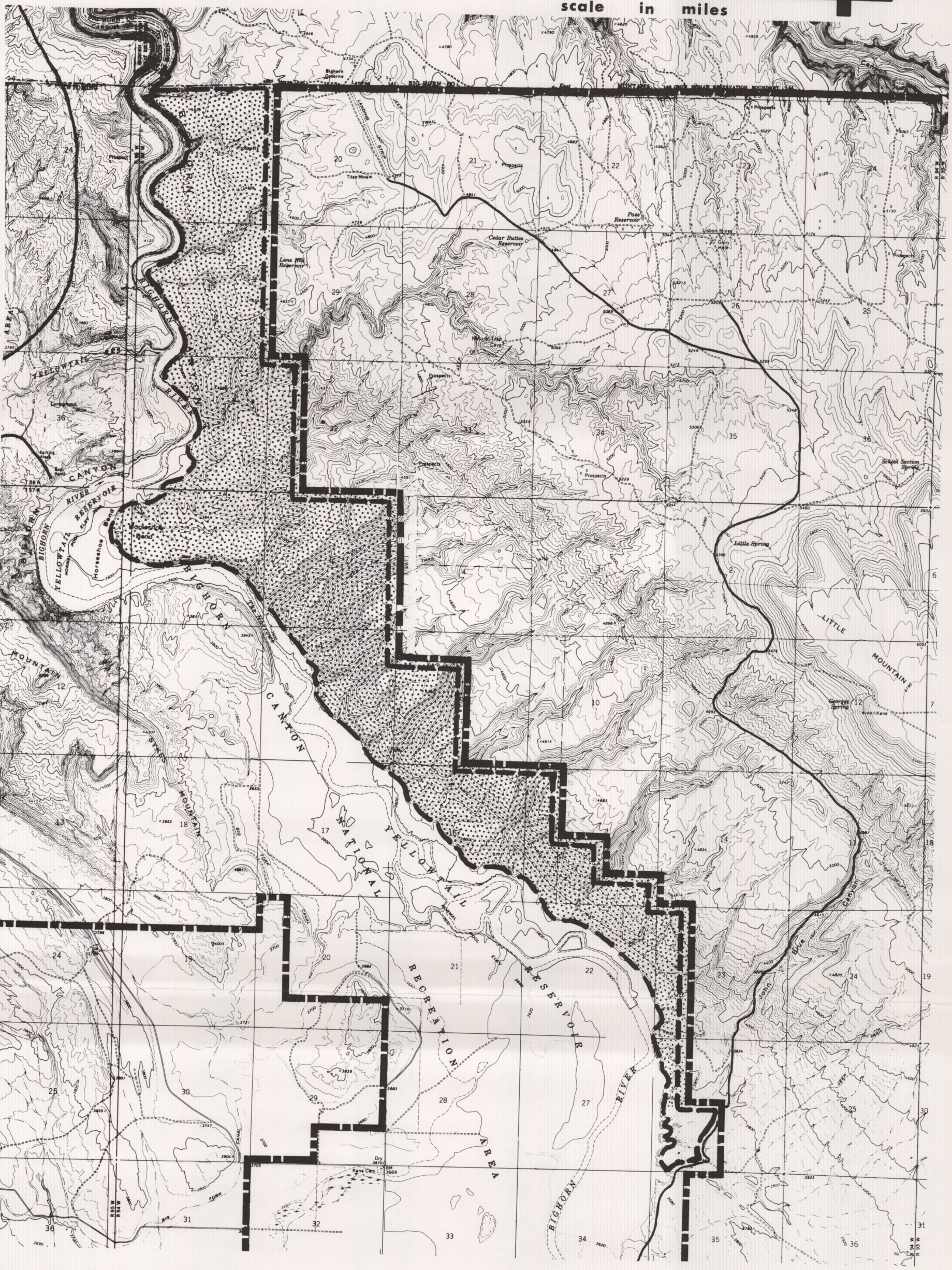
Park Boundary

Roadless Area "C"

Wilderness 4,739 **Acres**

0 1/2 1 2

scale in miles



WILDERNESS ALTERNATIVE "A"
ROADLESS AREA "C"

BIGHORN CANYON NATIONAL RECREATION AREA
WYOMING – MONTANA

Figure #11

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May-77	r.m.r.

Surface and Ground Water - No Effect

Terrestrial Life - All forms of wildlife other than that harvested in accordance with State and Federal hunting regulations will be protected.

Historic Resources - No Effect

Archeological Resources - Area "C" has not received archeological resource inventory and evaluation consistent with the dictates of Executive Order 11593 and the National Environmental Policy Act of 1969. Should future research or stabilization of archeological sites be required, it is determined that the most sensible, minimum tool would be motorized equipment it shall be permitted as long as such equipment is used in a prudent manner.

Air Quality - Dust generated by vehicle use on old unimproved mining roads would be eliminated. There is a potential for an increase in dust if mining on adjacent lands increases.

Noise - Noise generated by motorized equipment would be eliminated. There is a potential for an increase in noise if mining on adjacent lands increases.

Aesthetic and Visual - No Effect

---Nonenvironmental Impacts

Social - No Effect

Visitor Use - Indications are that the publicity associated with "Wilderness" designation would most likely create a greater interest in the area, thereby, increasing the potential for greater visitation to the area.

Administration Problems - Enforcement of off-road vehicles use and trespass of cattle grazing will most likely continue to present a problem since the park boundary is not fenced.

---Mitigating Measures, Revegetation of jeep trails and old mining roads to be abandoned will be aided, where possible and feasible, by grading soil from either side of the trail into the ruts to provide a better medium for plant growth.

The park will have the prerogative to construct fencing to discourage illegal vehicle use and cattle trespassing.

Valuable archeological sites should be visited periodically to determine mitigative needs, if any, resulting from management practices or by natural erosion.

---Adverse Impacts Which Cannot be Avoided Should Proposal be Implemented, Wilderness Alternative "A" - Roadless Area "C" will not result in any significant impact if adopted.

Roadless Area "C" - Wilderness Alternative "B" - No Action

---Proposal, This alternative would result in the area being managed as indicated on the existing Land Classification Map in accordance with the Resource Management Plan when developed. Refer to Figure 8.

---Impacts and Mitigating Measures, Motorized vehicles would continue to use the area as long as mining claims remain valid. This would result in increased impact on the soils and an increase in the noise level as recreation use and mining activities in the area increase. In terms of mitigating impact, should it become apparent in the future that continued illegal vehicle use would create serious resource damage, corrective measures will be taken to prevent such damage.

This alternative would also permit construction of future developments if the need should ever arise. Any future development of the area would require an environmental assessment and most likely an environmental impact statement to identify impacts and mitigating measures.

Very little difference would be noticed within the subject area unless legal mining claims are filed and validated in accordance with Public Law 94-429 and become active. Those mining operations and claims on lands within and adjacent to the area could have a serious effect on all resources by destroying archeological resources, wildlife habitat, vegetation, increasing dust, noise, siltation of drainages, and degrading aesthetic values.

CONSULTATION AND COORDINATION WITH OTHERS

On March 22, 1977, an informal public meeting in Billings, Montana, was conducted for the purpose of obtaining assistance from the various State and Federal agencies and private interests in selecting areas to conduct the wilderness study. The following agencies and organizations were contacted in connection with the meeting.

Federal

Bureau of Reclamation
Bureau of Land Management
Department of Agriculture, USFS
Department of the Interior

State of Montana

Game and Fish Department

State of Wyoming

Game and Fish Department
Recreation and Park Association

Indian

Crow Tribal Council

Miscellaneous

Hardin Montana - Chamber of Commerce
National Wildlife Association
Center for Public Interest
University of North Dakota
Wirth Associates
Bighorn Canyon History Association
Sierra Club

Plus local individual interests and other groups and agencies.

United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

SEP 13 1976

Memorandum

Sept. 1, 1977
Review Date

STAFF DIRECTIVE 76-14

To: Directorate and WASO Division Chiefs

From: Associate Director, Legislation

Subject: Wilderness Studies

Special Directive 75-2 "Wilderness Studies", dated September 2, 1975, has been reviewed, updated and replaced by this Staff Directive. Upon receipt of this directive all copies of Special Directive 75-2, should be removed from the files and destroyed.

As you know, a number of organizations and individuals have urged the Department and the Service to complete studies for areas having wilderness potential but which, for various reasons, may not fall under a legislative requirement for study. Several Regions have previously recommended specific areas of this type for wilderness study.

The revised Management Policies provide for continued wilderness reviews of National Park System areas, either as required by legislation, or when this is desirable because the area contains primitive lands which are to be preserved and used in a manner similar to lands in other parks already recommended for wilderness designation. Under this policy which is now to be implemented, a wilderness study may be programmed by the Regional Director if there are resources within a unit of the System which, in his judgment, are comparable to other areas already recommended as wilderness in other units of the National Park System. In addition, and to provide for public input in the selection of study areas, if any National Park System unit contains land classified as a natural zone, the suitability of such lands for wilderness preservation is to be discussed at public workshops and public meetings which are held prior to formulation of the General Management Plan. In evaluating wilderness potential based on the facts and views presented, you should refer to the applicable portions of the Wilderness Act, including the definition of wilderness contained in that Act, since the suitability of lands for designation as wilderness is based upon this definition. If

No, RMR Location

Appendix A

the facts and views presented indicate that further consideration is desirable, a formal wilderness study should be programmed and completed in accordance with subsections 3(c) and 3(d) of the Wilderness Act.

During the 10-year period established by the Wilderness Act, the National Park Service was required to study roadless areas of 5,000 contiguous acres or more within units of the National Park System which had been established prior to September 3, 1964. The intention now is to consider units which may have been established or enlarged since September 1964 without a specific requirement for wilderness study, as well as older units which offer wilderness potential but may not contain roadless areas as large as 5,000 contiguous acres. In the parks previously studied, we have already recommended 33 wilderness areas under 5,000 acres; the average being slightly over 3,000 acres with a few areas of approximately 1,000 acres. With regard to size, the Wilderness Act defines wilderness, in part, as having "...at least five thousand acres of land or is of sufficient size to make practicable its preservation and use in an unimpaired condition." In the case of islands, their remoteness can provide the quality of solitude which might only be found in a much larger mainland area. Special consideration must also be given to underground caverns and submerged lands which may be suitable for wilderness status and management.

Richard C. Curry

Management Policies



U.S. DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
1975

APPENDIX B

WILDERNESS PRESERVATION AND MANAGEMENT

THE NATIONAL PARK SERVICE WILL PRESERVE AN ENDURING RESOURCE OF WILDERNESS IN THE NATIONAL PARK SYSTEM AS PART OF THE NATIONAL WILDERNESS PRESERVATION SYSTEM, TO BE MANAGED FOR THE USE AND ENJOYMENT OF WILDERNESS VALUES WITHOUT IMPAIRMENT OF THE WILDERNESS RESOURCE.

From the earliest beginnings of the National Park System, the concept of wilderness preservation has been an integral part of park management philosophy. In the ensuing century, the national park movement has been a focal point for an evolving wilderness philosophy within our country.

In 1964 the efforts of the wilderness movement were capped by passage of the Wilderness Act (P.L. 88-577, 78 Stat. 890). The main thrust of the Act was to establish a National Wilderness Preservation System and provide for the study of Federal lands in the National Forests, Wildlife Refuges, and the National Park System for inclusion in the System. Consistent with the Wilderness Act, no park area may be designated as wilderness except by an act of Congress.

The Wilderness Act specifies that designation of a park area as wilderness shall in no manner lower the standards evolved for the use and preservation of such park in accordance with the Act to Establish a National Park Service, August 25, 1916 (39 Stat. 535), and other applicable legislation.

Wilderness areas shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness. Thus, the preservation of wilderness character is the prime administrative responsibility of the Service, and other legal purposes of areas designated as wilderness must be administered so as to preserve the wilderness character. The public purposes for which park wilderness shall be managed relate to recreational, scenic, scientific, educational, conservation, and historical uses.

The National Park Service has conducted wilderness studies in conformity with the Wilderness Act, and the Secretary of the Interior has submitted legislative recommendations to the President and the Congress for designation of park areas as wilderness. The Service will continue wilderness studies on parks authorized since the passage of the Wilderness Act wherever required or desirable.

The policies contained in this chapter relate specifically to park wilderness or to park areas that have been studied and recommended for wilderness designation. Policies of general application to parks are contained in other chapters and are not repeated here. The Service's wilderness policies may vary from those of the Forest Service and the Fish and Wildlife Service, based on the differing missions of the three agencies. All, however, have as their goal the preservation of wilderness character.

The Service has traditionally used the term "backcountry" to refer to primitive, undeveloped portions of parks. This, however, is not a specific land classification as is wilderness, but refers to a general condition of land that may span several of the Service's land classifications that are essentially undeveloped and natural in character. Where the term wilderness is used, it will apply only to congressionally designated wilderness or to areas being studied or proposed for wilderness designation. The park "backcountry" would include the designated or proposed wilderness, but could also include other roadless lands which contain minor developments not appropriate in wilderness and provide for a number of different park purposes and activities.

WILDERNESS REVIEWS

The Service will continue to review areas that qualify for wilderness study, consistent with provisions of the Wilderness Act and subsequent legislation directing that wilderness studies be made. Wilderness studies shall be subject to compliance with the Procedures for the Protection of Historic and Cultural Properties promulgated by the Advisory Council on Historic Preservation.

Nature of Wilderness Land

The Act defines wilderness, in part, as undeveloped Federal land retaining its primeval character and influence which

> " . . . generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable . . . ."

In interpreting this section, the Service considers lands that have been logged, farmed, grazed, or otherwise utilized in ways not involving extensive development or alteration of the landscape as qualifying for consideration of inclusion in wilderness proposals. Where such uses have impaired wilderness qualities, management will be directed toward restoration of wilderness character.

Management Considerations

An area will not be excluded from a wilderness recommendation solely because established or proposed management practices require the use of tools, equipment, or structures if those practices are necessary for the health and safety of wilderness travelers or protection of the wilderness area.

Grazing and Stock Driveways

Lands will not be excluded from a wilderness recommendation solely because of prior rights or privileges, such as grazing and stock driveways, provided these operations do not involve the routine use of motorized or mechanical equipment and do not involve development and structures to such an extent that the human imprint is substantially noticeable. *(See Grazing IV-4.)*

Historic Features

Historic features are not ordinarily included in wilderness. However, archeological ruins and miscellaneous structures of historic significance occur in undeveloped portions of a number of parks. Such features may be included in a recommended wilderness when their use and the requirements for maintenance and rehabilitation can be performed in accordance with wilderness management policies. Maintenance of the landscape so as to retain identity of historic travel routes, fields, etc., may not be undertaken.

Potential Wilderness Additions

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available Federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.

Mining or Prospecting

Any recommendation that lands presently subject to mineral entry be designated wilderness will only be made subject to revocation of the mineral entry provision. *(See Mineral Exploration, Leasing, and Mining IV-5.)*

Utility Lines

Lands containing above-ground utility lines are not included in recommended wilderness. Areas containing underground utility lines may be included if the area otherwise qualifies as wilderness and the maintenance of the utility line does not require mechanized and motorized equipment. *(See Utilities III- 7, Utility and Transportation Corridors and Rights-of-Way VII-12.)*

WILDERNESS USE

Wilderness is recognized in the Wilderness Act as an area

> " . . . where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain."

The visitor must accept wilderness largely on its own terms. Modern conveniences are not provided for the comfort of the visitor; and the risks of wilderness travel, of possible dangers from accidents, wildlife, and natural phenomena must be accepted as part of the wilderness experience.

For a majority of park visitors, park wilderness will be appreciated primarily from outside wilderness boundaries as part of the park scene, viewed from park roads and developments. To them, as well as to the visitor who hikes into the wilderness, protection of the wilderness character is essential to the quality of the park experience.

Information on Wilderness Use

Information on wilderness and backcountry use will be available in each park having such resources, specifying

- the kinds of clothing and equipment necessary for such use;
- special dangers of wilderness use and precautions to be observed by the user; and
- regulations regarding wilderness and backcountry use.

(See Information VII- 2.)

Limitation of Wilderness Use

If necessary to preserve the wilderness character, the Service will limit or disperse use through a variety of means best suited to the particular wilderness concerned. *(See Limitation of Visitor Use VII- 1.)*

Overnight Use

The Service may designate campsites where the level of overnight use indicates the need. Campsite facilities are to be the minimum necessary for the health and safety of the wilderness traveler and for the protection of the resources. Facilities may include an identifying site marker, pit toilet, tent sites, unobtrusive fire rings, and, if necessary, a hand operated water pump. *(See Overnight Accommodations III- 7, Backcountry Use VII- 8.)*

Day Use

In smaller wilderness areas where the use pattern is essentially day use, provision of campsites may not be necessary, or they may be provided outside of wilderness boundaries.

Commercial Services

Provision of commercial services for guided riding, hiking, mountain climbing, and boat travel; and other similar services designed to aid wilderness enjoyment are permissible under careful control by each park as to their nature, number, and extent. Structures or facilities in support of such commercial services are not permitted within wilderness. *(See Backcountry Commercial Services VII-9 .)*

Caches

The storage of boats or other equipment by the public is not permitted. All equipment brought in must be taken out at the end of each wilderness trip.

Research

The Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, encourages those kinds of research and data gathering which require such areas for their accomplishment, and which will not adversely modify either the physical or biological resources and processes of the ecosystems, nor intrude upon or otherwise degrade the aesthetic values and recreational enjoyment of wilderness environments. All activities must be in accord with wilderness management policies. *(See Resource Basic Inventory II-1 , Science Program IV-2 , Collecting of Natural Specimens by Permit VII-16.)*

Refuse Disposal

Refuse may not be disposed of within wilderness, except for the burning of combustible materials. The "carry out" concept will be implemented by each park containing wilderness. *(See Backcountry Sanitation VII-9 .)*

Hydrometeorologic Devices

Hydrologic or hydrometeorologic devices are usually permanent or semi-permanent installations used to gather water and climatic data related to the management of resources outside of the wilderness. Such existing devices may be retained in wilderness. New or additional devices should not be placed in wilderness, except upon a finding by the Secretary of the Interior that essential information cannot be obtained from locations outside of wilderness and that the proposed device is the minimum tool to successfully and safely accomplish the objective. The installation, servicing, and monitoring of these devices shall be accomplished by such means as will assure human safety and will result in the minimum permanent and temporary adverse impact upon the wilderness environment.

WILDERNESS MANAGEMENT

In the management of wilderness resources and of wilderness use, the Service will use the minimum tool necessary to successfully, safely and economically accomplish its management objectives. When establishing the minimum tool, economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently. Accepted tools, equipment, structures and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment, caches, fencing and controlled burning. The specifics of wilderness management for a given park will be included in the park's resources management plan.

Motorized or Mechanical Equipment

1. As a general rule, use of motorized equipment or mechanical transport by the public is not allowed. Boating with hand propelled craft is an acceptable use of wilderness. Language customarily used in the National Park Service's recommended wilderness legislation would make applicable to the National Park Service a special provision of the Wilderness Act pertaining to the use of aircraft and motorboats. Under this provision, where the use of aircraft and motorboats has already become established, the use may be permitted to continue subject to such restrictions as the Secretary of the Interior deems desirable. This does not mean that previously established motorboat and aircraft uses of an area must be allowed to continue upon the designation of that area as wilderness or that water areas must be excluded from wilderness recommendation where motorboats are involved. Any recommendation to allow established aircraft or motorboat use to continue in wilderness would be based upon a finding that the purpose, character and manner of such use is suitable to the specific wilderness under consideration.

2. Administrative use of motorized equipment or mechanical transport, including motorboats and aircraft, is permitted only as follows:

   a. In emergency cases involving the health and safety of wilderness users or the protection of wilderness values.

   b. As necessary to meet the minimum needs of management to achieve the purpose of the area.

(See Aircraft Operations, VII-11.)

MANAGEMENT FACILITIES

Wilderness is defined, in part, as undeveloped Federal land retaining its primeval character and influence, without permanent improvements. Facilities are permitted only as necessary to meet the minimum requirements for the administration of the wilderness area.

Roads

Permanent roads are not permitted in wilderness. Where wilderness includes abandoned roads, their use by vehicles is not permitted and the road should be restored to a natural condition. Temporary vehicular access is permitted only to meet the minimum requirements of emergency situations.

Trails

Narrow, unpaved foot and horse trails are permissible. *(See Trails and Walks III- 3.)*

Heliports, Helipads, Helispots, and Airstrips

Heliports, helipads, and airstrips are not permissible. Natural openings may be utilized as helispots. No site marking or improvements of any type will be permitted, except in conjunction with specific emergencies, after which the area will be restored. *(See Aircraft Operations VII-11.)*

Communications Facilities

Radio facilities are permitted where necessary for management of the wilderness area.

Fire Lookouts

Fire lookouts for wilderness protection are permitted where there is no adequate alternative method of fire detection. *(See Miscellaneous Management Facilities III-12.)*

Ranger Stations, Patrol Cabins, and Storage Structures

These structures are permitted only to the minimum extent necessary for wilderness management. *(See Management Facilities III-11.)*

Fences and Hitching Racks

Fences and hitching racks are permitted only where essential for protection of the resource.

Chalets and Concessioner Camps

These facilities are not permissible. *(See Overnight Accommodations III-7.)*

Signs and Markers

Signs and markers may be provided only where they are necessary for visitor safety, management, or resource protection. *(See Signs III-13.)*

Tables

Picnic tables are not permissible.

Toilets

Toilet facilities are limited to locations where there are health and sanitation problems or serious resource damage, and where reducing or dispersing visitor use is not practical or realistic. *(See Backcountry Sanitation, VII-9 .)*

PLAQUES, MEMORIALS, AND BURIAL PLOTS

Existing commemorative features and burial plots may be retained. No future additions may be made, unless permitted by existing reservations.

(See Memorials III-13.)

Public Law 89-664
89th Congress, S. 491
October 15, 1966

AN ACT

An Act to provide for the establishment of the Bighorn Canyon National Recreation Area, and for other purposes. (80 Stat. 913)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to provide for public outdoor recreation use and enjoyment of the proposed Yellowtail Reservoir and lands adjacent thereto in the States of Wyoming and Montana by the people of the United States and for preservation of the scenic, scientific, and historic features contributing to public enjoyment of such lands and waters, there is hereby established the Bighorn Canyon National Recreation Area to comprise the area generally depicted on the drawing entitled "Proposed Bighorn Canyon National Recreation Area", LNPMW-010A-BC, November 1964, which is on file in the Office of the National Park Service, Department of the Interior.

(b) As soon as practicable after approval of this Act, the Secretary of the Interior shall publish in the Federal Register a detailed description of the boundaries of the area which shall encompass, to the extent practicable, the lands and waters shown on the drawing referred to in subsection (a) of this section. The Secretary may subsequently make adjustments in the boundary of the area, subject to the provisions of subsection 2(b) of this Act, by publication of an amended description in the Federal Register.

SEC. 2. (a) The Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, exchange, or otherwise, lands and interests in lands within the boundaries of the area. The Secretary is further authorized to acquire, by any of the above methods, not to exceed ten acres of land or interests therein outside of the boundaries of the area in the vicinity of Lovell, Wyoming, for development and use, pursuant to such special regulations as he may promulgate, as a visitor contact station and administrative site. In the exercise of his exchange authority the Secretary may accept title to any non-Federal property within the area and convey in exchange therefor any federally owned property under his jurisdiction in the States of Montana and Wyoming which he classifies as suitable for exchange or other disposal, notwithstanding any other provision of law. Property so exchanged shall be approximately equal in fair market value: *Provided*, That the Secretary may accept cash from, or pay cash to, the grantor in such an exchange in order to equalize the values of the properties exchanged. Any property or interest therein owned by the State of Montana or the State of Wyoming or

any political subdivision thereof within the recreation area may be acquired only by donation or exchange.

(b) No part of the tribal mountain lands or any other lands of the Crow Indian Tribe of Montana shall be included within the recreation area unless requested by the council of the tribe. The Indian lands so included may be developed and administered in accordance with the laws and rules applicable to the recreation area, subject to any limitation specified by the tribal council and approved by the Secretary.

(c) (1) Notwithstanding any other provisions of this Act or of any other law, the Crow Indian Tribe shall be permitted to develop and operate water-based recreational facilities, including landing ramps, boathouses, and fishing facilities, along that part of the shoreline of Yellowtail Reservoir which is adjacent to lands comprising the Crow Indian Reservation. Any such part so developed shall be administered in accordance with the laws and rules applicable to the recreation area, subject to any limitations specified by the tribal council and approved by the Secretary. Any revenues resulting from the operation of such facilities may be retained by the Crow Indian Tribe.

(2) As used in this subsection, the term "shoreline" means that land which borders both Yellowtail Reservoir and the exterior boundary of the Crow Indian Reservation, together with that part of the reservoir necessary to the development of the facilities referred to in this subsection.

SEC. 3. (a) The Secretary shall coordinate administration of the recreation area with the other purposes of the Yellowtail Reservoir project so that it will in his judgment best provide (1) for public outdoor recreation benefits, (2) for conservation of scenic, scientific, historic, and other values contributing to public enjoyment and (3) for management, utilization, and disposal of renewable natural resources in a manner that promotes, or is compatible with, and does not significantly impair, public recreation and conservation of scenic, scientific, historic, or other values contributing to public enjoyment.

(b) In the administration of the area for the purposes of this Act, the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authorities otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

SEC. 4. The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the recreation area in accordance with the appropriate laws of the United States and of the States of Montana or

Wyoming to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment, and except that nothing in this section shall impair the rights under other law of the Crow Tribe and its members to hunt and fish on lands of the Crow Tribe that are included in the recreation area, or the rights of the members of the Crow Tribe to hunt and fish under section 2(d) of the Act of July 15, 1958. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the Montana Fish and Game Department or the Wyoming Game and Fish Commission.

SEC. 5. There is hereby authorized to be appropriated not more than $355,000 for the acquisition of land and interests in land pursuant to this Act.

Approved October 15, 1966.

Legislative History

House Report No. 1819 accompanying H.R. 2778 (Committee on Interior and Insular Affairs).
Senate Report No. 64 (Committee on Interior and Insular Affairs).
Congressional Record:
Vol. 111 (1965): Feb. 10, considered and passed Senate.
Vol. 112 (1966):
Sept. 19, considered and passed House, amended, in lieu of H.R. 2778.
Oct. 8, Senate concurred in House amendment with an amendment; House concurred in Senate amendment.

★U.S. Government Printing Office: 1977-777-033/21 Region 8

LAND CLASSIFICATION
BIGHORN CANYON NATIONAL RECREATIONAL AREA

MONTANA - WYOMING

LEGEND

- MAJOR ROAD
- THROUGH TRUCK ROAD
- N.R.A. BOUNDARY
- HISTORIC ZONE
- DEVELOPEMENT ZONE
- NATURAL ENVIRONMENTAL SUBZONE
- WILDERNESS SUBZONE
- PRIVATE DEVELOPEMENT SUBZONE
- ENVIRONMENTAL PROTECTION SUBZONE
- RESOURCE UTILIZATION SUBZONE
- RESEVOIR SUBZONE

BUREAU OF LAND MANAGEMENT

HAYFIELD BATTLE SITE
MEDICINE WHEEL
HISTORIC FORT C. F. SMITH
FORT SMITH VILLAGE
YELLOWTAIL DAM
BIGHORN HEADGATE
PRETTY EAGLE
VISION QUEST
FROZEN LEG
NO NAME OVERLOOK
FORTIFIED CAVE
VISION QUEST SITE
EYE-OF-THE-EAGLE
DRYHEAD OVERLOOK
BLUEBIRD TEPEE RING
INDIAN SIEGE
HENRY OLD COYOTE CAVE
MEDICINE CREEK
BARRYS LANDING
HOUGH CREEK
HILLBORO
SORENSON RANCH
HORSESHOE BEND
PRETTY CREEK
DEVILS CANYON
KANE BRIDGE
M-L RANCH
LOVELL

RESERVATION
INDIAN
CROW
BIGHORN COUNTY
CARBON COUNTY
PRYOR MOUNTAIN WILD HORSE RANGE
MONTANA
WYOMING

R. 32 E. R. 31 E. R. 30 E. R. 29 E. R. 28 E. R. 27 E.
R. 94 W. R. 95 W.
T. 5 S. T. 7 S. T. 8 S. T. 9 S. T. 58 N. T. 57 N.

War Man Creek, Lime Kiln Creek, Black Canyon Creek, Little Bull Elk Creek, Big Bull Elk Creek, Trout Creek, Deer Creek, Porcupine Creek, Hoodoo Creek, Pitchfork, Dry, Deadman, Medicine Lodge Creek, Hough Creek, Cottonwood, Willow, Five Springs Creek, Canal, Lovell, Shoshone River

0 1 2 3 4 5 MILES

617 | 80015
11-20-75 | R.M.R.

As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The Department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration. NPS 814