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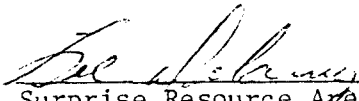
BUREAU OF LAND MANAGEMENT

COWHEAD/MASSACRE PLANNING AREA

MANAGEMENT FRAMEWORK PLAN

APRIL, 1981

Recommended By:

  
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Surprise Resource Area Manager

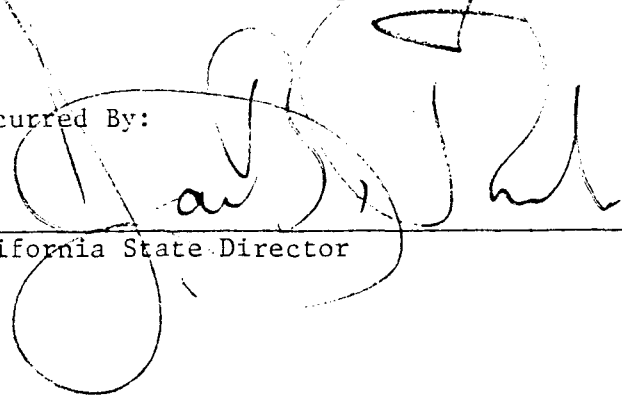
April 8, 1981  
Date

Approved By:

  
\_\_\_\_\_  
Susanville District Manager

4/10/81  
Date

Concurred By:

  
\_\_\_\_\_  
California State Director

4/24/81  
Date

*How are these goals going to change, if at all?*

## GENERAL OBJECTIVES, GOALS, POLICY, DECISIONS, AND RATIONALE

### Land Use Objectives and Goals

The overall land use objectives for Cowhead/Massacre are:

1. Improve the ecological condition of public lands by preventing destructive uses and by providing for their orderly use and improvement.
2. Give special consideration and priority to the protection and management of areas with special environmental concern.
3. Stabilize the social and economic environment of the local community with special consideration for the family owned and operated ranch business and lifestyle.

The following overall planning goals have also been developed:

- a. Maintain the primitive values and scenic resources in the High Rock area.
  - B. Manage livestock grazing in the Cowhead/Massacre area at a level compatible with other resource needs and at the capacity of the vegetative resource to provide for sustained yield/use without changes in livestock use in all but the severest drought years. Increase livestock carrying capacity by 40,000 animal unit months (AUMs) in 20 years.
  - c. Raise the average range condition class of the planning unit from "poor/fair" to "good" by 1998 (615,000 acres).
4. Provide forage for about 2,300 deer (4,700 AUMs) and 1,800 antelope (2,800 AUMs), reasonable numbers as agreed upon by BLM and Nevada Department of Wildlife. Reasonable numbers of deer are determined by projecting population levels from harvest data, using the modified Selleck-Hart formula (Tsukamoto, 1977), and averaging the population levels for the 15-year period of 1961 through 1975. The average is considered to be a "reasonable number" of deer to manage. Reasonable numbers of antelope are determined by projecting population levels from annual aerial census data, assuming 50 to 55 percent of the population is observed during an aerial survey, and further expanding the estimated populations by 50 percent.
  5. Protect and maintain a population of 270 wild horses in the Cowhead/Massacre area.
  6. Improve 10.0 miles of stream habitat to excellent condition by 1990.
  7. Protect archaeological and historic resources, as required by law.

Anticipated Degree that Land Use Decisions Will Meet  
Overall Land Use Objectives and Goals

Objective 1: Objective will be met. Managing livestock grazing within the physiological limits of the forage species will benefit all resources by improving ecological conditions.

Objective 2: Objective will be met. The Cowhead/Massacre land use decisions recognize the primitive and scenic values of the High Rock Canyon area, provide habitat for the reintroduction of bighorn sheep, ensure that the tremendously important cultural resource values are not damaged, and protect and enhance important wildlife habitat such as meadows, riparian areas, raptor nesting sites, and key mountain brush areas.

Objective 3: Objective will be met. Although short term adjustments in livestock use will have economic impacts on some livestock operators, an anticipated increase in 52,000 AUMs of forage over the long term, development of additional range improvements, and seedings will stabilize the social and economic environment of the local community and give special consideration for the family owned and operated ranch lifestyle.

Goal 1: Goal will be met.

Goal 2: Goal will be exceeded. Managing livestock grazing within the physiological limits of the forage species is compatible with other resource needs and provides for sustained yield/use in all but the severest drought years. Livestock carrying capacity will be increased by 52,000 AUMs (130% goal achievement).

Goal 3: An estimated 396,000 acres of rangeland (64% goal achievement) will be improved to good condition by 1998.

Goal 4: Goal will be met.

Goal 5: Initially, forage is allocated for only 225 wild horses (85% goal achievement), but as additional forage becomes available, horse numbers will be allowed to expand to meet or exceed the goal of 270.

Goal 6: Goal will be met.

Goal 7: Goal will be met, with adequate mitigation.

Policy and Management Guidelines

In addition to land use decisions, management actions must adhere to a number of laws and policy guidelines. Most notable among these are the following:

1. Wilderness Study Areas (overlay 1) will be managed pursuant to BLM Interim Management Policy and Guidelines for Lands Under Wilderness Review, dated December 12, 1979, until Wilderness Studies are completed. All projects must follow the non-impairment criteria of the Interim Management Guidelines.

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still 2

2. A cultural resource survey will be required for each project site before construction (BLM policy; National Historic and Preservation Act of 1966; National Environmental Policy Act of 1969; Executive Order 11593; 36 CFR 800).
3. Endangered and threatened species survey and clearance will be required for each project site before construction (Endangered Species Act). Also, the BLM policy on Conserving Rare, Threatened or Endangered Plants on Public Lands in California (I.M. No. CA-77-256) requires that special consideration be given to candidate species and California Native Plant Society listed species. Any species found that are on lists covered by the above Instruction Memorandum will be given that consideration required by I.M. No. CA-77-256.
4. Environmental damage during construction of projects will be minimized (BLM policy; BLM Manual 6300) by adhering to the following:
  - a. Permanent roads or trails will not be constructed to project sites. Existing access and off-road vehicles will be used, where needed (BLM policy).
  - b. Disturbance of soil and vegetation at all project sites will be held to an absolute minimum.
  - c. Land clearing of only the project site will be allowed, except on sites requiring excavation.
  - d. Areas where soils would be disturbed will be finished to blend into the surrounding soil surface.
  - e. Visual resource contrast ratings will be applied in the planning stage of major proposed facilities.

#### Decisions

1. Give preference to maintaining the Bunyard livestock operation in Subunit 1, 2, and 3 (Massacre Mountain Allotment). Maintain Earp's livestock operation in that portion of the Massacre Mountain Allotment that lies in Subunit 2 and 3, to the extent possible after allocation is made to Bunyard's operation. } 2
2. Allow livestock turnout dates on those allotments designated for intensive management in subunits 2 through 4 as follows: <sup>1/</sup>
  - a. After a grazing system has been implemented, turnout may occur 4/15 or later if the grazing system provides adequate residual forage to support such early turnout. If the grazing system does not provide residual forage, turnout will be based on allotment specific range readiness of the major ecological sites (Anderson, 1978) which normally occurs between 4/15 and 5/15.

<sup>1/</sup> The Rangeland Program Summary (RPS), rather than this land-use plan, will address how turnout dates will be determined in the interim (phase-in period) before the levels of management prescribed in the land-use decisions are achieved.

- b. Livestock turnout may occur anytime after 4/15 on native range identified as seeding areas (overlays 4-6).
  - c. Livestock turnout may occur anytime after 4/1 on existing seedings.
3. Ensure that moderate use (40-60%) is the upper limit for livestock use for major use areas on the native range. For specific areas within Subunits 2 and 3 such as critical mountain brush types (overlays 4 & 5), light use on mountain bitterbrush will be the upper limit for livestock use.
  4. Do not allow livestock salting on springs, meadows, streams, and aspen areas. Location of salting stations will be determined by the BLM in consultation with the livestock permittees.
  5. Fence meadows and aspen stands which contain significant wildlife values such as sage grouse, and provide water outside the fences for livestock, wildlife, and wild horses. Allow prescribed grazing on these areas to maintain vegetative vigor and diversity. Provide at least one growing season of rest every two years.
  6. Encourage free use or commercial permits within Subunits 2 through 4 to meet local demand for fence posts, pole, and fuel wood.
  7. Do not allow land uses which would impair the qualities which qualify significant cultural resources for the National Register of Historic Places.
  8. Before initiating major ground disturbing activities, consult the local Native American community to prevent disturbance or destruction of places holding traditional heritage values (including, but not limited to, burial grounds, sacred places, and ceremonial activity sites).
  9. Encourage mineral exploration and development under appropriate laws on all public lands, except those withdrawn through specific decisions for each subunit.
  10. Encourage materials free use permits and material sales for aggregates (within Subunits 2 through 4) to meet public demand. Provide aggregate material to support BLM, state, county, and city projects.
  11. Encourage free collection of petrified wood and decorative stone, lying on the surface within Subunits 2 through 4, up to allowable limits. Conduct sales when subsurface collection involving surface disturbance is required to extract the material. } Laws?
  12. Establish powerline right-of-way corridors on the east side of Surprise Valley, along the existing 750 KV transmission line and along the Forty-Nine Pass road.
  13. Allow miscellaneous rights-of-ways within Subunits 2 through 4, consistent with environmental concerns, as needs are identified by local government, citizen groups, and individuals.

14. Encourage land tenure adjustments, where these actions accrue multiple use benefits to the public.
15. Utilize fire as a range betterment tool.
16. Adhere to the following guidelines when designing and developing range improvements (planned at the Allotment Management Plan level).

A. Water Developments:

1. Fence and design with a buffer brush strip around the perimeter, those perennial reservoirs which have the potential for wetland development. Provide water outside the fenced areas.
2. Unless precluded by topography, fence springs as well as the meadows around the springs. Leave some water from each spring at the spring source and at ground level for wildlife, and locate watering troughs far enough from riparian habitat to prevent trampling. Fence overflow areas from the troughs to prevent trampling of the overflow pipe.
3. Provide water from selected wells for wildlife and wild horses during years when areas are rested from livestock grazing.
4. Provide a rock ramp in all water tanks to allow wildlife to safely use water tanks without risk of drowning.
5. Reseed areas disturbed during water development to minimize soil loss.

B. Fencing:

1. Keep fencing to the absolute minimum needed to complete the required job. Use herding and improved water availability for livestock as a method to control livestock instead of pasture fencing where livestock operators and BLM agree on feasibility during allotment management plan development.
2. Construct all new fences on deer and antelope range, using BLM Manual 1737 type 1 specifications for three-strand, and type A specifications for four-strand fences.
3. Install walk-overs, gates, letdown fence panels, or other appropriate devices where fences cross trails used by recreationists, livestock operators, wildlife, or wild horses.

C. Land Treatments (overlay 2):

1. All Areas:

a. Big Game

Do not allow brush removal within  $\frac{1}{2}$  mile of antelope kidding grounds.

b. Sage Grouse

Leave 100 yard buffer zones around meadows and along drainages.

c. Raptors

(1) Leave buffer zones around rimrock areas.

(2) Design treatments within 1½ miles of active eagle or falcon eyries to provide edge effect, and leave 2,000 acres within this zone untreated (islands, etc.).

(3) Do not conduct land treatments within one mile of active eagle or falcon eyries between February 1 and June 15.

d. Other

Rest land treatment areas from livestock grazing until the area manager determines that the desired plant response is achieved.

2. Area A:

Conduct land treatments (spraying or burning) only when needed to enhance native vegetative qualities.

3. Area B:

a. Big Game

(1) Adhere to antelope guidelines (Guidelines for the Management of Pronghorn Antelope - 8th Pronghorn Antelope Workshop - Jasper, Alberta, 1978) for seeding developments.

(2) Allow spraying only in early spring to avoid killing bitterbrush on deer winter range.

(3) Ensure that treatment areas have areas of 20 to 40 percent of the total area.

(4) Include one pound of alfalfa and/or sweet clover per acre of seeding.

b. Sage Grouse

Ensure that all land treatments adhere to Nevada Department of Wildlife, "Guidelines for Vegetal Control Programs in Sage Grouse Habitats in Nevada (1969, revised 1972)."

c. Other

Allow land treatments (spraying or burning) on sites with high productive potential which do not respond to grazing management within a reasonable time.

4. Area C:

a. Big Game

- (1) Ensure that treatment areas have leave areas of 10 to 20 percent of the total area.
- (2) Include a seeding mixture of one pound of alfalfa and/or sweet clover per acre of seeding.

b. Sage Grouse

Adhere to the Nevada Department of Wildlife, "Guidelines for Vegetal Control Programs in Sage Grouse Habitats in Nevada (1969, revised 1972)." Strutting grounds of marginal importance may be considered for land treatment on a case by case basis. Their importance will be evaluated by State Fish and Game, and BLM wildlife biologists.

c. Other

Allow land treatments (spraying or burning) on areas which will not otherwise respond to grazing management within a reasonable time.

5. Area D:

a. Big Game

Include a seeding mixture of one pound of alfalfa and/or sweet clover per acre of seeding.

b. Sage Grouse

Evaluate on a case by case basis. Areas within two miles of strutting grounds which do not meet nest habitat requirements may be treated.

c. Other

Design vegetative manipulation projects to provide maximum livestock forage.

17. Allow predator control pursuant to the Susanville District Animal Damage Control Plan. Direct control towards the specific predators causing damage rather than the general predator population.



## Rationale

1. This is a new decision which reflects the intent of the Cowhead/Massacre land-use objective #3 to stabilize the social and economic environment of the local community with special consideration for the family owned and operated ranch business and lifestyle. This objective was developed early in the Cowhead/Massacre land-use planning process. (C/M Ad hoc committee, December, 1977-May, 1978.)

The Cowhead/Massacre ad hoc and Modoc-Washoe Experimental Stewardship committees strongly urged maintenance of the Bunyard livestock operation in addition to removing cattle grazing from Subunit 1 (C/M ad hoc committee reports, stewardship resolution). Earp was aware of these recommendations and was fully informed of possible reductions or elimination of livestock grazing from Subunit 1 (Swickard, telephone confirmation) prior to his acquiring the grazing preference in April, 1978.

Although regulations (43 CFR 4110.3-2) state that livestock reductions should be made proportionately among operators based on current grazing preference, proportionate reductions in the Massacre Mountain Allotment would mean the demise of the Bunyard livestock operation. There would not be adequate AUMs to support his sheep operation and conversion to cattle may not support the total existing ranch operation.

Maintaining Bunyard's livestock operation would help continue to support the local economy, whereas reductions in Earp's operation would have little effect on the local economy since his operation is centered outside the area. Therefore, this decision is consistent with the BLM's "good neighbor" policy which directs the BLM to be more responsive to the needs and desires of communities at the local level (Improving Public Service in the Bureau of Land Management, Jan. 1980, pgs. 14-15). This issue of socio-economic impacts surfaced not only during the land-use planning for Cowhead/Massacre, but also during preparation of the 4 year authorization for Fiscal Year 82-85 at the resource area level (Surprise Resource Area, October, 1979) and at the National level (BLM's Report to Congress in Support of the Fiscal Year 82-85 4 Year Authorization (Draft 2/29/80 part III B)).

Therefore, by giving preference to Bunyard's operation, this decision reflects public input and carries out the intent of one of the overall land-use objectives for Cowhead/Massacre as well as the BLM "good Neighbor" policy by protecting the integrity of the local socio-economic environment.

2. MFP 2 recommended turnout dates of not later than June 15 for areas 2A and 2E and May 15 for the rest of the Study area. However, it has been demonstrated through grazing systems just north of the Cowhead/Massacre Planning area, and pointed out in public comment to the FEIS, that rangeland improvement can occur with 4/15 and earlier livestock turnout dates (C/M FEIS, p. 3-11). Each of these systems was designed to provide adequate rest for vegetative recovery and to leave old forage to turn livestock onto the following grazing season. Numerous range experts have voiced support for this approach (Gus Hormay, personal communications and

published works; A. K. Majors, personal communications; Bill Phillips, personal communications; Bill Anderson, personal communication). Consequently allowing 4/15 turnout on those areas with systems which provide adequate residual forage should not adversely affect vegetative response and at the same time would not cause significant economic impacts on livestock operators.

Several areas have been identified for seeding to provide early turnout for livestock while delaying turnout on native range. Since these areas are scheduled for conversion to exotic species when funds are available, these areas could be fenced, provided with water, and used prior to seeding and still provide early turnout areas for livestock while delaying turnout on the rest of the native range. Livestock use dates for these areas would be approximately the same both before and after the seedings are established. Because of the limited use which allows regrowth of vegetation after May 1, native vegetation in these area could attain 85-90% normal growth. If this vegetation improves adequately, seeding with exotic species may not be necessary.

Those areas that are seeded will be used as early turnout areas (anytime after 4/1) for livestock. They can be grazed each spring as long as livestock are removed while there is adequate soil moisture for regrowth (Phillips, personal communications). If this stipulation is fulfilled, crested wheatgrass can be expected to store 85-90% of normal food reserves.

3. (Reflects intent of MFP-2 recommendations for individual subunits.) Limiting livestock use to 40-60 percent of annual growth will protect watershed values and ensure adequate wildlife forage and cover each year after livestock have been removed from the range. Limiting livestock use of bitterbrush to light use ensures that adequate browse is available for wildlife on those areas.
4. (Accepts MFP-2 recommendation.) Locating salting stations away from natural livestock concentration areas such as meadows will help prevent severe degradation through overgrazing and trampling of those areas.
5. (Modifies MFP-2 which recommended fencing 25-50% of the meadows within the study area.) Meadows and aspen stands are important to particular wildlife values throughout Cowhead/Massacre. However, because not all meadows and aspen stands are critically important to wildlife, careful evaluation must be made to ensure that those areas which are important are the ones fenced and given special management consideration. Providing at least alternate year's growing season of rest will significantly improve these meadows. Prescribed grazing provides inexpensive means to maintain vegetative diversity on meadows.
6. (Accepts MFP-1 recommendation.) At present and in the foreseeable future, the supply for these low-value products far exceeds the demand, and they can be harvested with minimal environmental impact.

7. (Accepts MFP-1 and 2 recommendations.) Protection of and consultation
8. on significant cultural resource values will guard against loss of valuable information and will recognize traditional heritage values of the modern Native American community.
  
9. (Accepts MFP-1 recommendations.) Only by keeping areas open to exploration
10. can vital mineral discoveries be made, thus helping to reduce the
11. Nation's dependence on foreign mineral sources. Restricting mineral withdrawal to specific areas will protect unique resource values while allowing mineral exploration and development elsewhere. Providing permits for sand, gravel, petrified wood, and decorative stone will help satisfy public demand for these materials.
  
12. (Accepts MFP-1 and 2 recommendations.) Routing powerlines, as indicated,
13. will minimize visual impacts on the area. Because access already exists
14. along these routes, there would be minimal disturbance during construction and maintenance of new lines. Miscellaneous rights-of-way and lands actions are necessary for the orderly development of the region while commercial power and adequate access are important amenities to rural populations.
  
15. (New Decision). Under certain situations, prescription burning as well as a "let burn" policy could effectively promote range improvement.
  
16. (Accepts MFP-2 recommendation.) The guidelines for range improvements will minimize impediment to movement of livestock, wildlife, and wild horses, protect important wildlife habitat (strutting grounds, meadows, kidding areas, etc.), provide water at ground level and for wildlife where water has not existed before.
  
17. This decision rejects the MFP-2 recommendation that no predator control be allowed, except in unusual circumstances, and on a case-by case basis. During the 1980 grazing season, Bunyard lost 900 lambs to predators. This is a heavy economic impact. Allowing predator control will lessen Bunyard's economic loss. The Animal Damage Control Plan currently contains time of control, method of control, and area of control specific to Bunyard's sheep operation. It can also provide for predator control on a case-by-case basis throughout Cowhead/Massacre, if livestock or wildlife losses warrant such measures.

HIGH ROCK  
(Subunit 1)

## HIGH ROCK (SUBUNIT 1)

## ISSUES, GOALS, DECISIONS, AND RATIONALE

Issues

The following major issues were uncovered during the BLM planning process for Subunit 1 and were listed in the Cowhead/Massacre MFP II:

1. Livestock and wild horse use is conflicting with all resource objectives but reductions in grazing will have negative economic impacts and wild horse reductions are opposed by wild horse advocates.
2. Recreational limitations may protect resource values but these limitations constitute constraints on the public; constraints many don't want.

Land Use Goals

The following land use goals (listed in the Cowhead/Massacre FEIS, page 1-6) were developed to guide the overall management of the High Rock Subunit:

1. Maintain High Rock Complex in a primitive state by preservation of the natural characteristics of the area.
2. Preserve 1,953 archaeological sites, 12 historical sites, and 16 miles of the Lassen/Applegate Trail.
3. Provide wildlife habitat in suitable condition for bighorn sheep, 100+ species of nongame wildlife, 650 antelope, and 125 deer.

Anticipated Degree Land Use DecisionsWill Meet Planning Goals

Goal 1: Goal will be met on east-side of High Rock Canyon and met to a large degree on the west-side. High positive benefits will accrue to vegetation, soils and water, wildlife, and archaeological values.

Goal 2: Goal will be met with adequate mitigation. Substantial reduction in trampling of archaeological sites will occur (pg. 8-84, FEIS). Continued sheep grazing on the west side could have some impacts on 1200 sites but sheep could be herded away from sensitive zones (pg. 8-86, FEIS). The small herd of wild horses have a small but incremental effect on cultural sites (pg. 8-86, FEIS).

Goal 3: Goal will be generally met although the potential for successful bighorn reintroduction is diminished due to increased possibility of disease transmission from domestic sheep grazing on the west side (pg. 8-89, FEIS). However, with adequate mitigation, the potential for successful reintroduction is still good (Summary Table, FEIS).

Decisions

In addition to the following specific decisions, general decision numbers 1, 4, 7, 8, 15, 16, and 17 apply to the High Rock Subunit.

1. Adjust the northwest boundary of Subunit 1 to run southeast from Stevens Camp along the west rim of High Rock Canyon to the north rim of Yellow Rock Canyon to the Home Camp Allotment boundary fence (overlay 3).
2. Combine the Little High Rock and the Massacre Mountain Allotments into one allotment, hereafter referred to as the Massacre Mountain Allotment (overlays 3 and 4).
3. Allocate forage among both consumptive and non-consumptive resources as shown in TABLE A, Forage Allocation For Subunit 1. As additional forage becomes available, allocations will only be made to wildlife and non-consumptive uses.
4. Terminate cattle grazing in the entire subunit. Allow domestic sheep grazing to continue west of High Rock Canyon and north of Little High Rock Canyon and designate this area for intensive livestock grazing management (overlay 3).

Further cancellation of livestock will not occur to provide buffer zones to prevent disease transmission.

5. Provide habitat in the High Rock Canyon complex and east to the Winnemucca District Boundary for the reintroduction of bighorn sheep (overlay 3).
6. Manage all ecological sites within Subunit 1 to achieve site potential.
7. Establish the High Rock Herd Management Area (HMA) (overlay 1) and manage for a population of 70-100 wild horses, as long as monitoring shows that horses are not causing significant impacts on cultural resources with National Historic Register qualities. If wild horses do cause significant impacts on these sites, then remedial management action (i.e. herd reduction, removal, or relocation through fencing, etc.) will be taken to protect the particular sites that are being degraded.
8. Do not allow bulldozers or other mechanized surface vehicles for fire control unless there is significant risk to human life, wildlife habitat, or livestock.
9. Allow vehicular traffic in High Rock Canyon and on routes designated on overlay 3. Close all other routes of travel.
10. Prohibit vehicular travel through High Rock Canyon during the courtship and incubation period of raptors (February 15 to March 31) and during or immediately following periods of wet weather. Encourage travel on improved county roads (overlay 3) during these periods.

Table A

ALLOCATION  
Unit 1

Total	Class	LIVESTOCK <sup>3/</sup>		WILD HORSES		GRAND TOTAL
		Season	AUMs	Numbers <sup>4/</sup>	AUMs	
720	Sheep	04/01-04/30	500	100	1,200	13,268
		12/01-12/15 <sup>5/</sup>				

Unit 1 is 10,848 AUMs at 50 percent use level. Therefore, total production

High Rock Canyon.

11. Initiate a mineral withdrawal for the entire subunit to protect it from future mineral development. Obtain private mineral rights in High Rock Canyon, whenever possible.
12. Do not allow construction of any major utility or transportation facility within Subunit 1.
13. Acquire all private lands within Subunit 1.

#### Rationale

1. This decision modifies the subunit boundaries established in MFP-2, which consisted of an arbitrary straight line between Subunits 1 and 2. This line was established as much on the cost of fencing the line as on the similarities in resources, topography, etc. The new boundaries will more accurately conform to existing topographic features. Although adjusting the boundary will expose approximately 200 archaeological sites, which otherwise would have received greater protection in Subunit 1, to greater livestock related impacts, the objective to protect archaeological and historical resources will be met through mitigation under all management proposals (Summary Table 9, C/M FEIS). Also, adjusting the boundary has no impact on the other resource values in Subunit 1. Therefore, it is felt that the boundary adjustment will allow more prudent management in Subunit 2 without decreasing the values for which Subunit 1 was identified.
2. (New Decision.) Combining the Massacre Mountain and Little High Rock Allotments corresponds to actual livestock use and will decrease unnecessary administrative efforts.
3. Forage allocations (AUMs) were drawn from Alternative 6 (C/M FEIS) as necessary to support reasonable numbers of deer and antelope, a bighorn sheep reintroduction (100 head), 100 wild horses, and 2,000 domestic sheep. The allocation for domestic sheep (which will only be grazed for 5 weeks) was reduced to what Bunyard has historically used for his sheep operation in Subunit 1.

It is recognized that Subunit 1 produces far more forage than is necessary to support the above consumptive uses. However, land use goals for the subunit center primarily around non-consumptive uses which contribute to the primitive nature of the area. Therefore, the vegetative production in excess of that allocated for the consumptive uses is allocated to watershed protection, small nongame species, forage plant health, soil stabilization, etc.

4. This decision was drawn largely from Alternative 6 which rejects the MFP-2 recommendations to cancel all livestock grazing and wild horse use from Subunit 1. These were highly controversial recommendations which drew both strong support and strong opposition. It is felt that this decision is a logical compromise which will largely achieve the land use goals for Subunit 1. This decision will have the following impacts:



## a. Beneficial Impacts

- (1) Increase in deer numbers from 100 to 130.
- (2) Doubling of antelope numbers from 450 to 900.
- (3) Increase in sage grouse productivity.
- (4) Establishment of potential bighorn reintroduction.
- (5) Dramatic increase in nongame cover and species density.
- (6) Maintenance of a healthy, viable wild horse herd.
- (7) Improvement of vegetative condition and trend on sites with high recovery potential (50% of the subunit).
- (8) 90 percent reduction in impacts on 12 National Register sites and 200 archaeological sites.
- (9) Continuation of a family owned and operated sheep operation which has been in existence and contributed to the local economy for 40 years. (pg. 8-88 through 8-90 C/M FEIS).

## b. Adverse Impacts

- (1) Economic losses from removal of all cattle. Earp's total Susanville District cattle operation could be reduced by 48 percent or more (C/M FEIS, p. 8-90). The impact to his total economic picture is unknown as a large proportion of his income is from non-ranching business interests (C/M FEIS, TABLE 2-28, p. 2-31). He also owns two ranches in the Winnemucca District with BLM grazing privileges. Reduction of Earp's grazing preference will have little to no impact to the local economy as his business operation is centered elsewhere. Furthermore, this operator purchased his Susanville District privileges after being fully and clearly informed that reduction or cancellation of grazing could result from the planning process (telephone confirmation, 3/24/76, Swickard).
- (2) Reduced potential of successful bighorn reintroduction compared to MFP II recommendation, due to increased possibility of disease transmittal from domestic sheep on the west side of High Rock.

Public input throughout the planning process has expressed a strong desire to preserve Bunyard's operation while strongly recommending removal of cattle from Subunit 1.

Three advisory groups (Cowhead/Massacre Planning Group, Cowhead/Massacre Stewardship Committee, and Susanville District Advisory Council) independently recommended or concurred in the above decisions. The consistent advice from different and diverse advisory groups over a three year period was a persuasive element in this decision.

5. (Accepts MFP-2 recommendation.) The High Rock Canyonlands are considered excellent bighorn sheep habitat and afford the greatest potential for a successful bighorn sheep reintroduction in the Cowhead/Massacre planning area.
6. (Accepts MFP-2 recommendations.) Preservation of the primitive character of the subunit (land use goal #1) is best achieved by allowing habitats to evolve to site potential.
7. This decision differs from the MFP-2 decision which recommended removal of all wild horses from Subunit 1. It is believed that managing for a limited number of wild horses in the High Rock Subunit will assure minimal conflict with other resource values while maintaining a healthy, viable wild horse population. However, the decision does provide for wild horse removal, reduction of herd size, or other management action if necessary to prevent major deterioration of archaeological values, if monitoring shows that such damage is occurring.
8. (Accepts MFP-2 recommendation.) Use of surface vehicles in fire control will result in undesirable disturbance to the area. However, such disturbance may be warranted in unusual circumstances.
9. MFP-2 recommended closing all routes of travel except the High Rock Canyon Road to vehicular use. It also recommended closing High Rock Canyon to travel from February 15 to June 15 of each year to prevent disturbance to nesting raptors.
- 10.

The High Rock Canyon complex is thought to be second only to the Birds of Prey Area of Idaho in raptor density (Bloom, personal communication). Raptors are sensitive to disturbance during courtship through fledging stages and may desert a nest if disturbance occurs during this period. Although, nest desertion can still occur as late as Memorial Day weekend (Bloom, personal communication), the most critical time is during the incubation state (Herron, personal communication) which normally occurs from February 15 to March 31. Sensitivity to disturbance diminishes as the young mature and the parent raptors become more attached. Consequently, it was felt that closing High Rock Canyon between February 15, and March 31 should provide adequate protection to the nesting raptor population.

Closing High Rock Canyon to vehicle use during or immediately following periods of wet weather will prevent damage to the Lassen-Applegate Trail.

11. (Derived from MFP-2, Implementation Needs.) Withdrawing the area from future mineral development will ensure that the cultural, primitive, wildlife, and scenic values are not degraded by mineral exploration or development. Obtaining private mineral rights will prevent mineral exploration and development under existing mining laws.

12. (New decision derived from land use goal 1 and MFP-2 recommendation to designate the area visible from the floor of High Rock Canyon as a scenic area.) Utility or transportation facilities would greatly detract from the primitive and scenic character of Subunit 1.
13. (Derived from MFP-2, Implementation Needs.) Obtaining the remaining private lands in Subunit 1 will protect primitive, scenic, cultural, and wildlife values from development and will provide compatible multiple resource management on all lands within the Subunit.

## SUBUNIT 1

Support Measures Needed <sup>1/</sup>

Wilderness Studies - 1984-85

ACEC Coordinated Resource Management Plan - 1983<sup>2/</sup>

Cultural Resources  
Wildlife  
Livestock  
Recreation (ORV, Camping)  
Wild Horses

Implementation Needs

## Short Term

Monitoring<sup>3/</sup> - 1982 - Indefinitely  
ACEC designation - 1983  
Mineral withdrawal - 1986  
Initiation of intensive cultural resource survey - 1984  
Public use guidelines - 1984  
Development of interpretive programs - 1984-1986  
Project survey and design - 1982-1984

## Long Term

Acquisition of private mineral rights in High Rock Canyon, whenever possible.  
Acquisition of private lands in Subunit 1, whenever possible.  
Introduction of bighorn sheep, when available.

- 
- 1/ Implementation is contingent on adequate funding and manpower.
- 2/ One coordinated resource management plan, rather than separate activity plans for each resource, will guide the management of all resources.
- 3/ A standing subcommittee (stewardship) is developing a monitoring system for Cowhead/Massacre.

MASSACRE-NUT MOUNTAIN  
(Subunit 2)

## MASSACRE-NUT MOUNTAIN SUBUNIT 2

## ISSUES, GOALS, DECISIONS, AND RATIONALE

Issues

The following major issues were uncovered during the BLM planning process for Subunit 2 and were listed in the Cowhead/Massacre MFP II:

1. Livestock use is conflicting with wildlife, cultural resources, and wild horses, but reductions will have severe economic impacts.
2. Restrictions on the recreational use of cultural resource values constitute constraints on the public; constraints many oppose.
3. One-fourth of the wild horses in the subunit are concentrated in the Massacre Lake area and will have to be removed to protect the cultural resource values; wild horse groups will oppose total elimination of wild horses from any area.

Land Use Goals

The following land use goals (listed in the Cowhead/Massacre FEIS, page 1-12) were developed to guide the overall management of the Massacre-Nut Mountain Subunit:

1. Provide 260,000 acres of habitat in "good" condition for wildlife by 1998.
2. Protect significant archaeological sites and districts, and increase public awareness of their values and sensitivity.
3. Improve 232,000 acres of range from "poor/fair" to "good" condition by 1998 and provide a 10,000-AUM increase in livestock grazing.
4. Provide 90,000 acres of habitat in "good" condition for 205 wild horses.

Anticipated Degree Land Use Decisions  
Will Meet Planning Goals

Goal 1: 166,000 acres of habitat (64% goal achievement) will be improved to good condition by 1998 for wildlife (TABLE 8-29, FEIS).

Goal 2: Goal will be met.

Goal 3: 166,000 acres of range (72% of goal achievement) will be improved to good condition by 1998 with a 16,000 AUM increase (160% goal achievement) in livestock grazing.

Goal 4: Goal will be met.

Decisions

In addition to the following specific decisions, all of the general decisions listed previously, except decision number 12, apply to Subunit 2.

1. Designate the following allotments for intensive livestock grazing management (overlay 4):
  - a. Massacre Lakes
  - b. Crooks Lake
  - c. North Nut Mountain
  - d. South Nut Mountain
  - e. Wall Canyon
  - f. Sagehen
  - g. Massacre Mountain
2. Adjust Subunit 2 boundaries as described for Subunit 1 (overlay 4).
3. Divide the Nut Mountain Allotment into the North and South Nut Mountain Allotments. Authorize Don Coops to graze cattle in the North Nut Mountain Allotment and John Weber to graze cattle in the South Nut Mountain Allotment.
4. Allocate forage among both consumptive and nonconsumptive resources, as shown in TABLE B, Forage Allocation, Subunit 2. As additional forage becomes available, increase allocations will be made to wildlife, wild horses, and livestock based on needs, response to management, policy, etc.
5. Manage the ecological sites for mid-successional vegetative conditions (50-75% of ecological climax) - (Anderson, 1978).
6. Establish moderate use on grasses and light utilization on bitterbrush as the upper limits for livestock use in Subunit 2.
7. Give special management consideration to key mountain brush fields in Area 2E. Include rest periods and utilization limits to improve and maintain this important wildlife habitat type in satisfactory condition (USFS Range Analysis Handbook, 1969, Sections 740-760). Provide at least two growing seasons of rest every three years and limit livestock use to light utilization on designated areas (overlay 4).
8. Ensure that sufficient browse is available to support reasonable numbers of deer as follows:
 

a.	Area 2A	125
b.	Area 2B	90
c.	Area 2E	<u>460</u>
TOTAL		675 (+ 150 from existing levels)

Table B

FORAGE ALLOCATION  
Subunit 2

AREA	EXISTING FORAGE PRODUCTION (AUMs) <sup>1/</sup>	WATERSHED, WILDLIFE COVER, SOIL STABILIZATION	WILDLIFE (AUMs) <sup>2/</sup>			
			Deer	Antelope	Big Horn	Total
2A	4,104	2,052				
2B	3,430	1,715				
2C	4,138	2,069				
2D	800	800				
2E	31,922	15,961				
<b>TOTAL</b>	<b>44,394</b>	<b>22,597</b>	<b>1,350</b>	<b>770</b>	<b>-</b>	<b>2,120</b>

<sup>1/</sup> Estimate based on 1979 and 1980 BLM actual use and utilization data except for production is 22,597 AUMs at 50% use levels in the livestock use area, except 800 AUMs within area 2D is allocated to non-consumptive uses). Total producti

<sup>2/</sup> Allocation is made on a unitwide basis.

<sup>3/</sup> Average numbers. Numbers may vary from a low of 70 to a maximum of 125.

<sup>4/</sup> Actual use data for the Massacre Mountain Allotment is incomplete. Therefore, until a production survey is completed in the Subunit 2 & 3 portion of the Mas



9. Provide habitat in satisfactory condition in Subunit 2 to support reasonable numbers of antelope as follows:

a.	Area 2A	75
b.	Areas 2B & 2C	150
c.	Area 2E	<u>225</u>

TOTAL 450 (+ 150 from existing levels)

10. Exclude factors from Area 2D (archaeological reserve zone) which may destroy the extremely high archaeological values within this area.
11. Acquire private lands near Massacre Lakes and in Hanging Rock Canyon, whenever possible.
12. Enact preservation/stabilization measures to preserve the cultural resource values of the Lassen-Applegate Trail, the 12 known sites within the subunit with National Register qualities, and any future sites which are determined to possess NRHP qualities.
13. Initiate a mineral withdrawal for Area 2D.
14. Treat approximately 6,500 acres suitable for brush control and seeding to be utilized for spring and summer livestock forage (overlay 4).
15. Establish the Board Corral, Massacre Lakes, Bitner, Nut Mountain, and Wall Canyon Wild Horse Herd Management Areas (overlay 1). Remove all wild horses from the Board Corral Herd Management Area (HMA) and Area 2D. Maintain a total population of 70 to 125 horses in the other HMAs (10-20 in the Massacre Lakes HMA; 15-25 in the Bitner HMA; 30-55 in the Nut Mountain HMA; and 15-25 in the Wall Canyon HMA).
16. Leave Subunit 2 open to ORV travel.

#### Rationale

- (Reflects intent of several MFP-2 recommendations.) Intensive management of livestock in those allotments with predominantly public lands will ensure that livestock are managed to achieve the multiple use objectives and goals identified through the planning process.
- (Modifies MFP-2 subunit boundaries.) Adjusting the boundary common to Subunits 1 and 2 will conform to topographic features and eliminate the existing arbitrary straight line (see rationale for Subunit 1, Decision 1).
- (New decision.) Dividing the Nut Mountain Allotment into two allotments will correspond to historical livestock use and afford more prudent resource management in the area.

4. Forage allocation is drawn from Alternative 6 (C/M FEIS), rejecting the MFP-2 recommendations which would have resulted in an approximate 9,800 AUM reduction in livestock use with severe impact to the livestock operators (C/M FEIS, page 3-65). These recommendations were possibly the most controversial of the entire planning effort, generating as strong a support and opposition as for those recommendations for Subunit 1. This MFP-3 decision will result in severe impacts on only one livestock operator (Earp), with no impacts to the local economy, while most of the land use goals for the subunit will be met or exceeded.

Total forage production for the major livestock and wild horse use areas in Subunit 2 was computed based on 1979 and 1980 BLM actual use and utilization studies. First, allocation was made to nonconsumptive uses and assured through livestock utilization limits. Consumptive allocations were made, as necessary, to support reasonable numbers of deer and antelope, livestock up to present active use (if not limited by available forage), and wild horses.

These forage allocations, coupled with grazing systems designed to help meet the land use goals, will have the following anticipated impacts:

a. Beneficial Impacts

- (1) 17,464 AUM (+ 77%) increase in vegetative production.
- (2) Increase in deer numbers from 675 to 775 (+ 15%).
- (3) Increase in antelope numbers from 330 to 555 (+ 68%).
- (4) Slight to substantial sage grouse population increases.
- (5) Slow to dramatic responses of nongame species.
- (6) Maintenance of existing livestock use levels, except in the Massacre Mountain Allotment which will experience substantial reductions in cattle use. (For impacts 1-5, C/M FEIS, pages 8-85 to 8-95.)

b. Adverse Impacts

- (1) Reduction in Earp's cattle operation of 48 percent or more as a result of management actions in Subunit 1 and preference given to maintain Bunyard's operation in Subunits 1 and 2.

Allocating additional forage to wildlife, wild horses, and livestock, as determined on a case-by-case basis, is consistent with land use objectives. No attempt is made to establish priority of allocation as this determination should be made at the allotment levels based on resource priorities, with cooperation from the involved interest groups.

5. Managing for mid-successional vegetative conditions will benefit most resources, such as deer, which benefit from various stages of disclimax. Therefore, maintaining a range of successional stages is most desirable.
6. (Modifies MFP-2 recommendation.) MFP-2 recommended limiting use on key forage species to light utilization (20-40%) to ensure that sufficient browse is available for wildlife use. However, because the mountain brush vegetative type constitutes only a small part of the existing ecological sites, and because the other key forage species found throughout most of Area 2E respond as well under moderate use limits (40-60%) as under light use, moderate use limitations on the general unitwide basis with light utilization limits imposed only on mountain brush areas, should be adequate to maintain sufficient wildlife browse.
7. MFP-2 recommended designation of key mountain brush fields as ACECs due to the importance of this habitat for deer migrating from the Sheldon Antelope Range. This recommendation was changed due to conflicting evidence on the degree of migration between the Sheldon Range and public lands in Subunit 2 (Cowhead/Massacre Final EIS, page 3-58). Regardless of this inconclusive data, these areas are still important to resident deer herds and should receive special management consideration. Providing at least two growing seasons of rest every three years should increase the condition class from poor to good in 20 years.
8. (Accepts MFP-2 recommendation.) Managing for reasonable numbers of deer
9. and antelope fulfills the agreement between the Nevada Department of Wildlife and the BLM.
10. (Accepts MFP-2 recommendations.) Area 2D contains extremely high and
11. especially vulnerable cultural resource values. To preserve these values, conflicting uses (recreation, livestock, mining, and wild horses) must be forfeited. Successful development and implementation of the Cultural Resource Management Plan requires intensive management of this nucleus of the CRMP area. Acquisition of private lands around Massacre Lakes and Hanging Rock Canyon will enhance management of and provide better protection for cultural resource values.
12. These decisions accept MFP-2 recommendations and reflect implementation
13. needs. Preservation of these important cultural resource sites will ensure that their scientific and educational qualities will be protected for future generations.
14. (New decision based on 1979-1980 BLM field recommendations.) Development of forage through artificial land treatments will offset forage loss and economic hardships created from later turnouts and utilization restrictions while delaying turnout on native range.
15. This decision modifies MFP-2 which recommended maintaining horse herds in the Board Corral and Sagehen Allotments. Removing wild horses from the Board Corral and Sagehen Allotments will prevent high mortality from severe winters, while removing wild horses from Area 2D will prevent further damage to the exceptional cultural resources in the area. Managing for 70-125 wild horses elsewhere in the subunit will provide for healthy, viable wild horse herds with minimal forage competition and resource damage.

16. This decision modifies MFP-2 which recommended restricting ORV use to existing roads and trails. However, ORV impact is low throughout Subunit 2 and restrictions are unnecessary at this time.

## SUBUNIT 2

Support Measures Required<sup>1/</sup>Wilderness Studies - 1984-85Cultural Resource Management Plan

Area 2D - 1983

Coordinated Resource Management Plans<sup>2/</sup>

Wildlife

Area 2E - 1982

Livestock

North Nut Mountain Allotment - 1982  
 South Nut Mountain Allotment - 1983  
 Massacre Lakes Allotment - 1982  
 Wall Canyon Allotment - 1982  
 Board Corral Allotment - 1984  
 Massacre Mountain Allotment - 1984  
 Sagehen Allotment - 1983

Wild Horses

Massacre Lakes Herd Management Area - 1982  
 Wall Canyon Herd Management Area - 1982  
 Bitner Herd Management Area - 1982  
 Nut Mountain Herd Management Area - 1983

Implementation Needs

Short Term

Monitoring<sup>3/</sup> - 1982 - Indefinitely  
 Project survey and design - 1981-1984  
 Range improvements - 1982-1985  
 Mineral withdrawal - Area 2D - 1986  
 Fencing of Area 2D - 1985  
 Removal of livestock and wild horses from Area 2D - 1986

Long Term

Acquisition of private inholdings in Massacre Lakes Basin,  
 whenever possible

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- 1/ Implementation is contingent on adequate funding and available manpower.  
2/ Wherever possible, resource management will be guided by one coordinated resource management plan for all resources rather than by individual activity plans for each resource.  
3/ Standing subcommittee (Stewardship) is developing a monitoring system for Cowhead/Massacre.