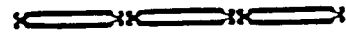


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HIGH ROCK CANYON

DRAFT

Area of Critical Environmental Concern Management Plan



**UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT**

SUSANVILLE DISTRICT

HIGH ROCK CANYON
AREA OF CRITICAL ENVIRONMENTAL CONCERN
MANAGEMENT PLAN

United States Department of the Interior
Bureau of Land Management
Susanville District
Surprise Resource Area

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I. INTRODUCTION

The High Rock Canyon Area of Critical Environmental Concern (ACEC) was designated because of a unique and fragile array of values. These include cultural resources (archaeological and historic), scenic, primitive, wildlife, and riparian.

This Plan provides implementation of 1983 Cowhead/Massacre MFP III Amendments designating the High Rock Canyon complex as an ACEC, developed from the Modoc/Washoe Stewardship Committee recommendation.

Planning History

A. 1977

1. Cowhead/Massacre Management Framework Plan revision (MFP) begins (outgrowth of Cowhead/Massacre Grazing Environmental Impact Statement (EIS)).
2. Ad Hoc Committee recommends livestock use be eliminated from Canyon complex.

B. 1980

1. Modoc/Washoe Experimental Stewardship Program (M/W ESP) established under Section 12 of PRIA. Steering Committee toured High Rock, developed recommendations (cattle and sheep on west side of High Rock = 40,000 acre cattle exclusion).

C. 1981

1. Cowhead/Massacre MFP established 80,000 acre cattle exclusion (allowed domestic sheep use west of High Rock). BLM rejected M/W ESP input.
2. Highly controversial decision, attacked by conservation groups and livestock industry.
3. Did not designate ACEC.
4. BLM requested and M/W ESP Steering Committee agreed to tackle the problems through Technical Review Team (TRT) process.

D. 1982

1. BLM developed information packet for TRT.
2. TRT (11 members) toured High Rock/Massacre Mountain area.
 - a. Identified conflicts and routed for review.
 - b. Developed 24 recommendations, including ACEC designation.

3. Steering Committee reviewed recommendations, not all issues resolved.

E. 1983

1. TRT resolves issues.
2. Steering Committee accepted recommendations and passed on to BLM.

F. 1984

1. Cowhead/Massacre MFP revised to designate canyon complex as an ACEC.
2. Wilderness TRT develop recommendations.
3. Wilderness recommendations reviewed by Steering Committee and passed on to District Advisory Council (DAC). DAC accepted recommendations and passed on to BLM.
4. Began development of Cooperative Management Agreement (CMA) with interested users for the ACEC.

II. RELEVANCE AND IMPORTANCE CRITERIA

In order to qualify as an ACEC, an area must meet "relevance and importance criteria" as defined in the Federal Land Policy and Management Act of 1976 (PL 94-579). An environmental or historic resource can be found "relevant" if special management action is required to protect or to prevent irreparable damage to the resource (USDI, BLM 1980).

The High Rock Canyon complex has been a controversial management area for at least 15 to 20 years. The history of this controversy is covered in greater detail in Section V, Background and Resource Summary, however, it should be noted here that from the "relevance and importance" stand point, the fragile nature of each listed resource value is non-controversial.

Values

A. Historic and Cultural

1. Evidence of human habitation spanning perhaps 12,000 years.
2. First recorded by John C. Fremont in 1843.
3. Lassen/Applegate Trail traverses entire ACEC. Major emigrant trail for travel to Oregon and California from 1846-1852. Listed in National Register of Historic Places. Evidence of wagon ruts still exist in soft volcanic rock.

4. Last Indian massacre of whites occurred in Little High Rock Canyon in 1911.

B. Scenic

1. Massive complex of rugged canyons. Miles of vertical canyon walls rise up to 400 feet above the canyon floor.
2. Several points in the canyons have distinct bright red and beige bands of soil and ash deposit capped by a layer of dark basaltic rock.

C. Wildlife

1. Contains abundant habitat for reintroduction of California bighorn sheep. Bighorn sheep were last seen in the area in the early 1930's.
2. Provides nesting habitat for numerous birds of prey (prairie falcons, golden eagles, owls). Thought to contain the third highest density of raptors behind the Birds of Prey Area in Idaho and the Owyhee River Canyon.

D. Other Natural Systems or Processes

1. Had been nominated as a proposed National Monument.
2. ACEC overlaps portions of three (3) WSA's that have been recommended suitable for wilderness designation.
3. Area contains four (4) rare plant species.
4. Area contains approximately 2,400 acres of riparian habitat.

E. Natural Hazards

1. None

III. ACEC PLAN GOALS AND RECOMMENDATION

Goals:

- A. Maintain the primitive characteristics of the High Rock Canyon complex.
- B. Preserve archaeological and historical sites, including the Lassen/Applegate Trail.
- C. Provide habitat for bighorn sheep, other game and non-game wildlife and wild horses.
- D. Conserve rare plants.

- E. Provide opportunities for compatible research, educational, recreational and livestock uses.
- F. Develop a cooperative agreement with appropriate individuals, groups, organizations, or agencies to implement this ACEC Plan.

IV. USE PHILOSOPHY

A. Compatible Activities and Land Uses

1. General Nature Study
2. Scientific research
3. Exotic plant/feral animal control
4. Day-hiking
5. Authorized specimen collection
6. Prescribed livestock grazing
7. Wild horse population control
8. Recreational and administrative vehicular use of Lassen/Applegate Trail
9. Camping at designated areas
10. Dispersed camping by backpackers
11. Prescribed burning

B. Incompatible Activities and Land Uses

1. Vehicular competitive events
2. Vehicle use, except that allowed on designated roads
3. Uncontrolled specimen collection
4. Discharge of firearms except for legal take of game
5. Unauthorized use of chemical biocides
6. New road construction
7. Fire suppression tactics using dozers or retardant unless an emergency situation exists, in which case approval for their use must be authorized by Area Manager
8. Introduction of non-native plants or animals
9. Unnecessary or undue degradation from energy or mineral exploration and development

V. BACKGROUND AND RESOURCE SUMMARY

Prior to ACEC designation, the High Rock Canyon complex has been the source of intense controversy from many directions. The management of the area is complicated by the presence of high cultural resource, scenic, primitive, wildlife, riparian, WSA, wild horses and livestock values. For the past 15-20 years the controversy between user groups over the allocation of these values has further complicated the management of the entire area. In 1982, a Technical Review Team (TRT) composed of 11 members, identified conflicts and developed 24 recommendations, including ACEC designation of the High Rock Canyon and Little High Rock Canyon complex. The designation of the canyon complex as an

ACEC provides the mechanism for resolution of these conflicts through implementation of the ACEC Management Plan. In anticipation of continued interest on the part of the user groups, a cooperative agreement between the BLM and cooperators has been promulgated to aid the BLM in implementing the TRT recommendations for management of such diverse values. It reflects the concern of all those involved, past and present, and attempts to bridge the void that even adequate funding would not cure.

High Rock Canyon is composed of a series of canyons that have formed over millions of years. Between 10 and 25 million years ago, massive flows of lava spilled across northwestern Nevada forming a broad volcanic tableland. Over the years, more recent volcanic activity, earthquakes, and the effects of wind and water have carved the soft lava into awesome gorges. High Rock is among the Great Basins' most spectacular erosional masterpieces. Sheer rock walls of 400 feet or more rise from the bottom land meadows to rolling hills of sage.

Animals, attracted to this high desert oasis, were the first colonizers of the High Rock canyons. About 100 deer still live in the canyon bottoms year round, and 450 antelope spend their winters in the neighboring high country. Bighorn sheep were once numerous in the canyon lands, but by 1930 they had vanished. They could not survive the pressures of competition with livestock for forage, exposure to the diseases of domestic animals, and intensive hunting. High Rock remains prime bighorn habitat and these unique animals may be reintroduced in the near future.

Other animals which still thrive include; rabbits, sage grouse, and the introduced chukar partridge. The tablelands adjacent to the canyon are being managed to support about 100 wild horses.

High Rock is also the nesting place for an unusually high number and variety of raptors. The birds of prey nest on the steep canyon walls, and make use of the abundance of small game and high and remote vantage points. Golden Eagles, many varieties of hawks, and Great Horned Owls can often be seen by a visitor's watchful eye.

A variety of rare plant is also found within the canyon complex, although it is not yet within an existing ACEC boundary. The diversity of plant life in the canyon bottom represents most riparian species found in the Great Basin, as well as those from the more arid parts. Plants utilized for food by aboriginals abound in all ecotones.

The first people to come to High Rock arrived at least 12,000 years ago. These early hunters and gatherers were drawn to the area by the same qualities which make it an outstanding feature in the high desert today. Abundant water, a great diversity of plants and animals, and climate modification all contribute towards an unusual concentration of attractive places to be.

Ancient peoples were further benefited by the volcanic nature of the area. Local deposits of volcanic glasses, or cherts and obsidian,

provided tons of raw material for skilled craftsman to fashion into beautiful and effective tools. Much of their labor went into international trade networks, to be found by archaeologists thousands of years later and hundreds of miles away. Tubes and hollows formed during the cooling process and subsequent erosion has provided numerous caves and shelters. Virtually every hole in the canyon which is big enough to crawl into, has been used for human shelter. A few of these places have been systematically excavated by archaeologists, but all too many have been sacked by vandals searching for a few arrowheads to mount on the wall.

It was not until 1843 that Kit Carson and John C. Fremont became the first recorded caucasian visitors to High Rock Canyon. Three (3) years later, the Applegate brothers retraced Fremont's steps through the canyon and then went on to Ft. Hall, providing a trail into the Oregon country that by-passed the treacherous Columbia River.

The Applegate Trail was established as a trail with limited resources to be used by relatively small parties travelling either east or west (Jones, 1978:16). In 1848, Peter Lassen opened a cutoff from the Applegate Trail at Goose Lake (Jones, 1978:16). The Lassen cutoff extended south from Goose Lake to the California gold fields, and Lassen touted his route as a major shortcut (Jones, 1978:16). As many as 20,000 gold-seekers were thus encouraged to travel through High Rock in 1849-50. Water and grass were unavailable for so many, especially across the Black Rock Desert, and hardship and suffering prevailed.

After 1850, small numbers of Oregon bound emigrants continued to use the Lassen/Applegate Trail through High Rock Canyon. Those California bound had learned of the difficulties of the circuitous route, and only rarely travelled High Rock.

Archaeological evidence (Layton, 1970) suggests that white contact, and especially activities along the Lassen-Applegate Trail, severely disrupted the aboriginal subsistence economy. Bighorn sheep, once the dominant game animal in High Rock, were quickly hunted into extermination. The critical resources of the canyon bottoms were consumed by continuous droves of emigrants and their livestock while enroute to Oregon and California. Livestock were turned out on the range in high numbers. Consequently, Indians began to hunt (and fight) for cattle and horses in a struggle to survive on their lands.

In 1911, four (4) Surprise Valley stockmen were massacred in Little High Rock Canyon by a family group of Bannok Indians led by Mike Dagget. The killing and ensuing events became national news. The study of archaeology in High Rock Canyon (Layton, 1977) has placed the episode in perspective. Shoshone Mike's activities were unusual only in that they led to discovery by, and to murder of, the local stockmen. The historic event reflects on a period of cultural change, with one set of lifeways supplanting another.

VI. PLANNED ACTIONS

The High Rock Canyon Special Management Area ACEC will be managed in a manner that will maintain the natural biological systems found there as free of human disturbance as possible. The management is guided by the Cowhead/Massacre Management Framework Plan (revised 1/6/84) and existing resource activity plans (Cultural Resources Management Plan, Wildlife Habitat Management Plan, Wild & Free Roaming Horses Plan, etc.). Incompatible uses will be eliminated or mitigated where feasible when such uses exceed the Limited Acceptable Changes (LAC) as defined in this Plan. (see section IX)

A. Cultural Resources Management Plan

Specific objectives that are served by the planned actions are listed in parenthesis following the statement of the planned action.

1. Direct Actions

- a. Design and construct five (5) wooden signs for placement at all points of vehicle access. Signs will present low-key information on the importance and fragile nature of cultural resources, with reference to legal protection. Costs are to be shared by recreation and wildlife as appropriate (Objectives A-D).
- b. Install cultural resource protective signs (S-53 series, 1981) along the perimeter of the Sub Unit and at strategic locations within the Sub Unit. Costs are estimated in work months (installation, replacement) and procurement.
- c. Establish a rotational patrol route to cover at a minimum 25 driven miles in the Sub Unit and 15 hiking miles. A minimum commitment of 1.5 days per week is necessary throughout the peak visitation season. Patrol/surveillance activities can be carried out by various personnel, including law enforcement or visitor services specialists, cultural resource staff, or trained seasonals and volunteers. Costs are estimated in work months and miscellaneous procurement (Objectives A-D).
- d. Develop and initiate an active program of intense monitoring and inventory in the High Rock Sub Unit. Accumulation of hard data is required to substantiate existing condition and to develop trend data necessary for successful management of National Register quality resources (Objective A). Costs are estimated in work months and in miscellaneous procurement.
- e. Locate and/or develop chemical preservatives for application to axle grease inscriptions along the Lassen/

Applegate Trail. The axle grease "graffitti" ranks as one of the more sensitive historical site types, subject to the vagaries of nature and the indiscretions of visitors to the public lands. Chemical applications of various compounds such as methyl-methacryllate have been successful in other locations, although primarily applied to petroglyphs (Objective A). Cost estimates include work months and procurement.

- f. Fence archaeological site AR04-02-906 to protect the values which make it part of a proposed National Register District. The site surrounds a spring; cultural deposits which appear to exceed 50 centimeters of depth are found in a loose, black soil matrix. Heavy livestock use is causing site attrition through the impacts of trampling and trampling induced erosion. If fencing does not halt the active erosion, site will be tested and then, if warranted, professionally excavated. Fencing will eliminate trampling impacts, and water for livestock and wildlife will be provided as available. Costs are estimated in work months and materials.
- g. Limited archaeological testing is recommended at site AR04-02-592 in order to assess National Register eligibility. The open site has a subsurface midden, and has been subjected to various impacts with illicit collection, heavy livestock use and camping foremost among them. Limited testing (perhaps four (4) excavation units taken to sterile, subcultural levels) will reveal site depth, integrity, and research potential. Future measures at the site cannot be predicted without test results, but will be incorporated in the Plan during the appropriate, yearly plan evaluation/ revision. Costs are estimated in procurement and work months (contract administration).
- h. Fund a temporary summer GS-7/9 archaeologist for the Surprise Resource Area. This archaeologist will spend part of his time implementing the CRMP and undertaking additional studies as required. When possible the position will be filled by a graduate level archaeologist who has a research interest in the western Great Basin and who is presently enrolled in a Graduate School Program.
- i. Extensive professional salvage excavation is recommended for Little High Rock Cave #2 in FY'84. This site has been recently vandalized and is rapidly losing its integrity due to on going erosion and other factors.

2. Support Actions

- a. Intensively record the existing conditions of key sites in High Rock Sub Unit. Includes National Register properties, historic structures, and historic inscriptions. The information will provide baseline data for monitoring and will also provide a record of the record of the resource should protection measures fail. Costs are estimated in work months and miscellaneous procurement.
- b. Inventory key public use and livestock use lands for cultural resources, with the intent of locating additional properties eligible for inclusion on the National Register of Historic Places which may be receiving unacceptable impacts (Objective A). Costs are estimated in work months.
- c. Nominate three (3) districts and one eligible site to the National Register of Historic Places. In future years, program additional nominations as appropriate. Costs are estimated in work months.
- d. Acquire 440 acres of private surface and mineral estate through exchange. The acreage in question lies in Pole Canyon and in the mouth of Little High Rock Canyon. Acquisition will bring significant cultural resources into the public domain; help to prevent development of those lands; and provide for uniform resources management. Costs to be shared with wildlife and recreation. Cost estimates are in work months and dollars (outright purchase) or work months (exchange).
- e. Acquire through exchange subsurface private mineral estate on approximately 4,040 acres of public land. This action will allow more complete control of key surface lands in the Sub Unit. The majority of these lands lie in canyon bottoms, co-located with major archaeological and historical properties of National Register significance. Share cost with recreation, wildlife. Cost estimates are in work months/dollars.
- f. Withdraw all public lands in High Rock Canyon from non-discretionary entry under the mining laws, and from non-discretionary disposal or entry under land law. Ideally, the withdrawal would encompass lands and mineral estate as identified in d. and e. above. Withdrawal will serve to prevent exploration and development of lands with key resource values. Current regulations (43 CFR Parts 3802 and 2809) do not allow sufficient management control.

While withdrawal of all lands would benefit cultural resources, withdrawal in the canyonlands is critical. Cost estimates are in work months.

- g. Implement vehicle use designations by 1) publishing in Federal Register and 2) by placing appropriate signs, etcetera, to effect closures. Complete in conjunction with scheduled RMP.
- h. Should a formal trails system be developed in the Sub Unit, design should be coordinated with cultural resources staff members to avoid critical resources. If cultural resources cannot be adequately protected, discourage implementation of the trails plan.
- i. Prohibit use of High Rock Canyon Road by tracked vehicles or similar heavy equipment, in order to protect the Lassen-Applegate Trail and other cultural resources. Road maintenance, if planned, should occur only after coordination with cultural resources staff.

3. Mitigation/Protection

- a. Should site specific fencing be developed at springs or streams, provide for adequate livestock and wildlife water.
- b. Design site specific fencing to allow free movement of wildlife (e.g., deer, antelope, bighorn).
- c. Signs or other physical measures implemented through the CRMP shall meet non-impairment criteria under interim WSA management guidelines.
- d. Potential physical measures will be designed so as to avoid impacts on raptor nesting and bighorn sheep introduction.

B. Wildlife Habitat Management Plan

Specific objectives that are served by the planned actions are listed in parenthesis following the statement of the planned action.

1. Direct Actions

a. Wildlife

1. Reintroduce California bighorn sheep into Pole Canyon and/or Little High Rock Canyon when domestic sheep are removed from the area or when prudent safeguards allow reintroduction of bighorn with domestic sheep still in the area. Due to concerns over potential disease transmission between domestic and wild sheep, the continuing presence of domestic sheep within the WHMA will lower the priority that the WHMA receives for bighorn reintroduction within Nevada (B1).
2. Conduct peregrine falcon habitat inventory five (5) years after initiation of prescription grazing routine. Consider the WHMA as a potential peregrine falcon introduction if:
 - a. It is determined that the WHMA would be appropriate for peregrine falcons. (R1)
 - b. A suitable prey base exists.
 - c. A sufficient quantity of birds is available for introduction into northwestern Nevada.

b. Habitat Improvement Actions

1. Construct approximately 20 miles of livestock fence to bighorn specifications on west side of High Rock Canyon (B1, R1, H1, H4). (see Map __)
2. Construct two (2) big game guzzlers on the uplands adjacent to Pole Canyon (B1). (see Map __)
3. Construct two (2) reservoirs on the benches east of Pole Canyon for primary use by antelope and wild horses (H2, H3). (see Map __)
4. Develop two (2) springs in southeastern corner of Wildlife Habitat Management Area for use by bighorn and designed for meadow recovery (H2). (see Map __)
5. Develop Cherry, Laxague, Sagehen, Yellow Rock, and Pappy's Corral Springs on the western half of the Wildlife Habitat Management Area to allow for increased meadow size and vegetative quality while providing livestock water (H2). (see Map __)
6. Plant cuttings of willow, wild rose, and buffalo berry into riparian zones as shown on Map __. Cuttings will initially be placed every 20 feet along the stream course.

7. Plant suckers of aspen into Pole and Little High Rock Canyons at locations shown on Map . 500 root suckers will be placed in each site initially.
8. Burn five (5) 30 acre small blocks of Great Basin wildrye on the canyon floors to increase dry meadow sites during late fall (H1).
9. Evaluate big sagebrush upland swale sites within prescriptive grazing area for burning to increase big-horn sheep and antelope forage quality and quantity. Burn sites should be selected to require minimal site preparation, maximal mosaic patterns and 10 to 30 acre size.
10. Hand cut and burn mature aspen trees on .5 to 1 acre blocks in upper High Rock Canyon on a every other year basis to stimulate root suckering.

2. Supporting Actions

a. Grazing Prescription

The grazing use described below will serve as the initial grazing prescription until field reviews determine that changes are required.

1. Allow light (less than 40% utilization) cattle grazing one spring in every three east of Pole Canyon (H3). Allow no domestic sheep grazing east of prescriptive grazing fence.
2. Graze wildrye sites in High Rock and wet meadows at Conlan and Pole Canyon junction to a 6" stubble height every other fall (H1).
3. Restrict cattle use on willow/riparian sites to slight use for a minimum of five (5) years (H1).

b. Administrative Access

On the ground administrative access needs to be continued on the eastern half of the WHMA for monitoring and annual wildlife population surveys by Nevada Department of Wildlife Biologists.

C. Wild Horse Area Management Plan

1. Maintain a healthy and viable wild, free-roaming horse herd in the High Rock HMA.

Method: Control herd numbers and implement AMP so as to maintain the vegetative base in a healthy and stable condition.

Monitor: Herd reproduction levels will be used as an indicator of health and viability. A rate of increase at or below 10% will be an indicator of low herd health and viability. In addition, vegetative trend will be monitored to evaluate vegetative condition.

2. Maintain a minimum of 70 head (42 east of High Rock and 28 west of High Rock) and maximum of 100 head (60 east of High Rock and 40 west of High Rock) of wild horses.

Method: Periodic removal of horses through accepted gathering methods.

Monitor: Bi-annual inventory of the herd will be made to determine herd size.

3. Assess the amount of interchange between the High Rock HMA wild horses and the surrounding HMAs in the Surprise Resource Area and the Winnemucca District.

Method: Visual observations through the use of marker horses and known reproductive rates for the High Rock Herd. Marker horses will be collared with color coded plastic neck collars.

Monitor: Bi-annual inventory of wild horses in the HMA. Track the rate of increase.

4. Develop a highly adoptable horse through the selection of desirable breeding animals.

Method: Gather additional (greater than the excess) horse, when gathering this herd. Select horses with desirable characteristics for return into the breeding population (see selection criteria next section).

Monitor: Adoptability will be based on number of attempts required to adopt a horse compared with other HMA horses.

5. Reduce the incidence of inbreeding in the High Rock herd.

Method: Periodically introduce new horses into the herd from other wild, free-roaming horse herds.

Monitor: Viability as determined by rate of increase will be the primary indicator. Visual observations of conformation may also indicate inbreeding problems.

6. Maintain and enhance the primitive color markings on some of the wild horse bands in the High Rock HMA.

Method: Selection of horses to return to the breeding population and the introduction of new animals meeting the criteria.

Monitor: Bi-annual field observations and periodic observations at the trap site.

D. Recreation

High Rock ACEC Recreation Plan will be completed by Susanville District Office by April 1987. At that time it will be incorporated into this ACEC Management Plan.

VII. MONITORING PLANS

Each resource represented within the High Rock Area of Critical Environmental Concern has developed and maintains, a monitoring system within the ACEC. Each of these plans, plus the aforementioned monitoring by cooperators (VI. Planned Actions) will be utilized in assessment of the proximity to Limited Acceptable Changes (LAC). When, or if the LAC is exceeded, incompatible uses will be eliminated or mitigated where feasible.

A. Cultural Resources

1. Monitoring

- a. During normal patrol and surveillance activities, key sites will be visited on a regular basis. Field notes will be kept, and certain sites will be subject to maintenance of a photo-trend log. Photographs will be especially relevant for use in monitoring the condition of historic inscriptions, occupation sites, and cave/shelters.

Changes in site condition will be documented, with documentation appended to site records. Changes in site condition of National Register quality properties shall require an evaluation of management practices to determine whether or not plan modification is in order.

- b. In addition to the activities described above (VII.A.1), 12 formal monitoring stations will be established at either "known" or "manufactured" archaeological sites. Sites will be selected to represent diverse site types and environmental settings, and selected to provide representative data on the diverse pressures in the Sub Unit (e.g., livestock use, wild horses, camping activity, erosion).

No fewer than four (4) additional monitoring stations will be selected to monitor conditions at National Register quality sites and districts. Special emphasis will be placed on monitoring the effects of prescription grazing in non-allocated areas of the Sub Unit. To this end, control data shall be gathered in some non-use years.

The monitoring stations (16 minimum) will be developed according to the specific needs of each selected location. The overall intent will be to maximize data with minimum time investment and minimum complexity. "Manufactured" sites will be used, in some instances, but natural site attributes will be incorporated wherever practicable. Reading of monitoring stations will be performed on a regular basis, with annual reading suggested as optimum. Field notes and photo-documentation will be recorded for posting in a monitoring file.

Reading of monitoring stations shall continue at National Register quality properties as long as significance is maintained. Monitoring at non-Register quality sites shall continue until five (5) years of static trend can be established.

2. Evaluation and Revision

The progress of the CRMP will be evaluated on an annual basis after completion of a report detailing monitoring results. Evaluation will be accomplished at the Resource Area Office, with review by the District Manager. In consultation with the Nevada SHPO, adjustments to the CRMP will be made as needed to more fully achieve management objectives.

Should MFP revisions occur which affect cultural resources in High Rock Sub Unit, additional review and revision of the CRMP may be needed.

B. Wildlife Habitat Management Evaluation and Revision

Studies information is summarized on the following Table. Studies data on habitat will be maintained in the Surprise Resource Area files in Cedarville. Studies are designed to be simple and easy to carry out.

1. Schedule of Activities

<u>Type of Study</u>	<u>Method</u>	<u>Time</u>	<u>Schedule</u>	<u>Respon.</u>
Riparian Vegetation	Photo Point, Condition	Summer	Every 3 Yrs	BLM
	Aerial Photo	Summer	Every 5 Yrs	BLM
Upland Meadow	Photo Point, Condition	May-June	Every 3 Yrs	BLM
Burn Evaluation	Photo Point Cover or Frequency	April-July	Pre-treatment Every 3 Yrs	BLM BLM
Breeding bird and small mammal	Observation and trapping	May-June	Every 5 Yrs	BLM
Project Maintenance	Observation		Annual	BLM
Bighorn populations	Aerial Survey, Ground Survey	May-July	Annual	NDOW
Deer populations	Aerial Survey		Semi-Annual	NDOW
Antelope populations	Aerial Survey		Semi-Annual	NDOW
Raptor populations	Aerial Survey		Irregular	NDOW
Sage grouse broods	Ground counts/ Aerial Survey		As time permits	NDOW

All the habitat evaluations will be used to determine the degree to which the objectives of the Plan are being met.

The bird and mammal transects will be used for evaluation of existing raptor populations and potential for future peregrine falcon introduction.

Project inspection is required annually to ensure that all projects are in good repair and functioning according to their constructed purpose.

Population studies are used by Nevada Department of Wildlife (NDOW) to assess population levels and trends needed to monitor Plan achievements and in setting of hunting quotas.

The HMP will be reviewed at least once annually to evaluate methods, results of studies and progress towards objectives.

2. Revisions

If evaluation of studies or changes in law, policy, or planning indicate a need for revision of the Plan the needed revisions will be made with appropriate levels of interagency coordination. Minor revisions will be made by changing the text and dating the changes. Major revisions will be made only after joint agreement between the two (2) agencies.

C. Wild Horse Management Plan

1. Evaluation

Management methods as they relate to achieving the HMA's objectives will be evaluated based on the following monitoring techniques.

- a. Rate of increase will be measured on the gather years. Reproduction information can best be gathered at this time. Bi-annual aerial counts of herds will assist in achieving an accurate rate of increase for the herd.
- b. Visual observations of horses in the field, trap site or the corrals. These observations will enable observers to evaluate whether selection criteria is achieving conformation, color and size objectives. In addition, these observations may indicate inbreeding problems.
- c. The tracking of horses through the adoption program by HMA will allow for the evaluation of selection criteria for the improvement of adoptability.
- d. Bi-annual aerial counts and observations will allow for the evaluation of wild horse interchange between HMA boundaries and district boundaries. An aerial count in the winter and in the summer will be necessary to evaluate this problem.

2. Revisions

Upon completion of annual evaluations minor revisions may be made to simplify the Plan or correct specific problems. Major revisions will be necessary if the Plan is not working as written or if reasonable progress towards objectives is not being made.

D. Recreation

High Rock ACEC Recreation Plan will be completed by Susanville District Office by April 1987. At that time it will be incorporated into this ACEC Management Plan.

VIII. IMPLEMENTATION PLAN

As with the monitoring portion of this plan, each resource has an existing management plan with implementation schedules built into them. These will each contribute towards the overall management goal for the High Rock ACEC in a coordinated manner.

A. Cultural Resources

1. Cost Estimates and Implementation Schedule

(Estimates and scheduling are tentative. Inflation, AWP limitations, and coordination between plans are expected to cause major changes.)

<u>Year</u>	<u>Action</u>	<u>Cost</u>
FY-84	Patrol/surveillance/monitoring	2 WM
	Design signs	.5 WM
	Construct and place signs	\$1500
	Initiate inventory/recording	1 WM
	Miscellaneous procurement	200
	Contract procurement for Little High Rock Cave #2	.5 WM 2500
	TOTAL	4.0WM \$26700
FY-85	Patrol/surveillance/monitoring	2 WM
	Inventory	.5 WM
	Design brochures	.5 WM
	Publish brochures	\$1000
	Preservation of inscriptions	
	Contracts	3000
	Administration	.5 WM
Miscellaneous procurement	200	
TOTAL	4.5WM \$4200	
FY-86	Patrol/surveillance/monitoring	2 WM
	Inventory	.5 WM
	Initiate land acquisition	1 WM
	Miscellaneous procurement	200
TOTAL	3.5WM \$ 200	
FY-87	National Register Nomination	2 WM
	Patrol/surveillance/monitoring	2 WM
	Initiate exchange with private mineral estate (if possible)	1 WM
	Inventory	.5 WM

Complete land acquisition	2 WM	
Facility maintenance	.5 WM	
Miscellaneous procurement		250

TOTAL	8 WM	\$ 250
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FY-88	Patrol/surveillance/monitoring	2 WM	
	Inventory	.5 WM	
	Maintenance	.5 WM	
	Complete minerals exchange	2 WM	
	Initiate withdrawal	2 WM	
	Miscellaneous procurement		250

TOTAL	7 WM	\$ 250
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Out year expense to continue at 3 WM and miscellaneous expense.

B. Wildlife Habitat Management Plan

The following tabular summary presents workmonths and cost required to implement the HMP. Specific Job Documentation Reports will be attached in Appendix as survey and design is completed on the required projects. It should be noted that all costs are estimates, both in terms of dollars and scheduling.

1.	<u>FY-84</u>	<u>WM</u>	<u>Cost</u>
	a. Develop HMP	3.0	
	b. Environmental Assessment	1.0	
	c. Initiate Baseline Photo Points	.5	\$100 - materials
	d. Fence 5 sage grouse meadows		\$7000 - contract and materials
2.	<u>FY-85</u>	<u>WM</u>	<u>Cost</u>
	a. Project Survey and Design fences, reservoirs, guzzlers	5.0	
	b. Provide input into Watershed, Grazing and Horse Plans	1.5	
	c. Inventory water sources	1.0	
	d. Complete Baseline Monitoring	1.0	\$100 - materials
3.	<u>FY-86</u>	<u>WM</u>	<u>Cost</u>
	a. Provide input in Recreation and ACEC Plans	1.0	
	b. Install signs in Canyons		\$500
	c. Complete Burn Plan	1.0	

- | | | | |
|----|---|-----|----------|
| 4. | <u>FY-87</u> | | |
| | a. Contract reservoirs | 1.0 | \$10,000 |
| | b. Develop springs | 2.0 | \$ 6,000 |
| | c. Contract fence | 1.0 | \$40,000 |
| 5. | <u>FY-88-90</u> | | |
| | a. Plant woody vegetation | 2.0 | \$300 |
| | b. Vegetation and projects
monitoring | 1.0 | |
| 6. | <u>FY-90 and Beyond</u> | | |
| | a. Vegetation monitoring | 1.0 | \$100 |
| | b. Non-game monitoring | .5 | |
| 7. | <u>Other Activities</u> | | |
| | a. Reintroduction of bighorn
sheep will be done when
sheep are available and NDOW
decides that reintroduction
would be prudent. | 3.0 | |

IX. LIMITS OF ACCEPTABLE CHANGE*

The basic tenet of the High Rock ACEC Plan is to manage the area in a manner that will maintain the natural biological and cultural systems found there as free of human disturbance as possible. The concept of "Limits of Acceptable Change" will be employed in this management effort. It (LAC) represents a framework within which decisions can be made about the kinds of conditions that will be permitted to occur in an area. The basic premise of the LAC concept is that change is a natural, inevitable consequence of use. Both environmental and social changes are involved. Acceptance of this premise immediately redefines the traditional question about carrying capacity from "How much use is too much?" to "How much change is acceptable?". This shift in focus from "how much use" to "how much change" carries two important implications:

- A. Directs attention from use levels as the key management concern, to the environmental and social conditions desired in High Rock Canyon.
ie. Manage for desired conditions, rather than recreation per se.

* Adapted from an article by G.H. Stankey, S.F. McCool and Gerald L. Stokes; Limits of Acceptable Change: A New Framework for Managing the Bob Marshall Wilderness Complex; 1984, Western Wildlands.

- B. Clearly places the issue of capacity in a prescriptive as opposed to a technical context.
i.e., The answer is personal judgement, not science.

The judgements of acceptability require not only the viewpoints of managers and researchers, but of citizens as well.

To implement the LAC framework, we will require, at a minimum, the following steps:

1. Identify area issues and concerns.
2. Define and describe ACEC Recreation opportunity classes.
3. Select indicators of resource and social conditions.
4. Inventory existing resource and social conditions.
5. Specify standards for resource and social conditions in each opportunity class.
6. Identify alternative opportunity class allocations reflecting area-wide issues and concerns and existing resource and social conditions.
7. Identify management actions for each alternative.
8. Evaluation and selection of a preferred alternative.
9. Implement actions and monitor conditions.

X. ENVIRONMENTAL ASSESSMENT

XI. BIBLIOGRAPHY

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APPENDIX A
Cooperative Agreement

COOPERATIVE AGREEMENT

between

BUREAU OF LAND MANAGEMENT (BLM)

and

THE NATURE CONSERVANCY (TNC)
OREGON-CALIFORNIA TRAILS ASSOCIATION (OCTA)
TRAILS WEST, INC.
DESERT TRAILS ASSOCIATION
CALIFORNIA ASSOCIATION OF 4WD CLUBS

I. PURPOSE

The intent of this Agreement is to define areas of interest and cooperation in the administration of lands within the High Rock Canyon Special Management Area ACEC and that segment of the Lassen/Applegate Trail on public lands outside the ACEC but in the Surprise Resource Area. It delineates common objectives between The Nature Conservancy, Oregon-California Trails Association, Trails West, Inc., Desert Trails Association, California Association of 4WD Clubs, numerous individuals (hereafter referred to as "Cooperators") and the Bureau of Land Management (BLM) to provide for cooperative implementation of the High Rock Canyon ACEC Management Plan (to be finalized in 1987 if funding allows).

II. AUTHORITY

This Agreement is entered into under the authority of Section 307 of the Federal Land Policy and Management Act (Public Law 94-579, 90 Stat. 2766).

III. BACKGROUND

Prior to ACEC designation, the High Rock Canyon complex has been the source of intense controversy from many directions. The management of the area is complicated by the presence of high cultural resource, scenic, primitive, wildlife, riparian, wilderness, wild horses and livestock values. For the past 15-20 years the controversy between user groups over the allocation of these values has further complicated the management of the entire area. In 1982, a Technical Review Team (TRT) composed of 11 members, identified conflicts and developed 24 recommendations. The designation of the canyon complex as an ACEC provides the mechanism for resolution of these conflicts through implementation of the ACEC Management Plan. In anticipation of continued interest on the part of the user groups, this cooperative agreement

between the BLM and cooperators has been promulgated to aid the BLM in implementing the TRT recommendations for management of such diverse values. It reflects the concern of all those involved, past and present, and attempts to bridge the void that even adequate funding would not cure.

IV. GOALS

Our primary goals are: 1) to maintain the primitive characteristics of the ACEC, 2) to preserve archaeological and historical sites, including the Lassen/Applegate Trail, 3) to provide habitat for bighorn sheep, non-game and game wildlife and wild horses, 4) to conserve rare plants. A secondary goal is to provide opportunities for compatible research, educational, recreational and livestock uses.

Attainment of the goals will be accomplished through the primary objectives: 1) to implement the Cowhead/Massacre MFP; 2) to implement the ACEC Management Plan.

The BLM and Cooperators agree to manage the High Rock Canyon Special Management Area ACEC in a manner that will maintain the natural biological systems found there as free of human disturbance as possible. The BLM and Cooperators recognize that management of the High Rock Canyon Special Management Area ACEC and that segment of the Lassen/Applegate Trail on public lands outside of the ACEC but in the Surprise Resource Area is guided by the Cowhead/Massacre Management Framework Plan (revised 1/6/84) and pertinent resource activity plans.

V. COMPATIBLE AND INCOMPATIBLE ACTIVITIES

The BLM and Cooperators agree to the following statement of compatible and incompatible activities in the ACEC and on the Lassen/Applegate Trail.

A. Compatible Activities and Land Uses

- General nature study.
- Scientific research.
- Exotic plant/feral animal control.
- Day hiking.
- Authorized specimen collection.
- Prescribed livestock grazing.
- Wild horse population control.
- Recreational and administrative vehicular use of Lassen/Applegate Trail.
- Camping at designated areas.
- Dispersed camping by backpackers
- Prescribed burning

B. Incompatible Activities and Land Uses

- Vehicular competitive events.
- Vehicle use, except that allowed on designated roads.
- Uncontrolled specimen collection.
- Discharge of firearms except for legal take of game.
- Unauthorized use of chemical biocides.
- New road construction.
- Fire suppression tactics using dozers or retardant unless an emergency situation exists, in which case approval for their use must be authorized by Area Manager.
- Introduction of nonnative plants or animals.
- Unnecessary or undue degradation from energy or mineral exploration and development.

VI. PROGRAM COORDINATION

The BLM and Cooperators further agree that all management decisions concerning the ACEC and/or the Lassen/Applegate Trail proposed by either organization will be subject to review and evaluation by each other. Incompatible uses will be eliminated or mitigated where feasible when such uses exceed the Limited Acceptable Changes (LAC) as defined in the High Rock Special Management Area ACEC Management Plan. This Agreement is intended to affirm a spirit of negotiation and cooperation in the management of the High Rock Special Management Area ACEC.

The BLM and Cooperators will cooperate to manage the High Rock Canyon Complex in a manner consistent with the goals of this Agreement and the ACEC Management Plan. The BLM contact will be the Surprise Resource Area Manager.

Management responsibilities are described below. BLM will develop an ACEC Management Plan in fiscal year 87 if funding allows. Cooperators will review and have input into the Plan. In addition, an annual management review will be conducted. Amendments to this Cooperative Management Agreement can be made by signed concurrence of both parties.

The Cooperators will, if able,

- Serve as coordinating agents for:
 - . funding sources (private, federal, state, etc.).
 - . groups or individuals who would provide volunteer labor, materials, etc. in support of developing and implementing the ACEC Management Plan.
 - . the acquisition of the private surface and subsurface estate in the High Rock Canyon Special Management Area.
- Provide assistance when able for:
 - . monitoring and reporting.
 - . interpretive materials, programs, signs and facilities.
 - . facility maintenance.
 - . resource protection.
 - . yearly written evaluation.
 - . labor and materials.

BLM will,

- Monitor wildlife, vegetation, hydrology, cultural resources, and wild horses.
- Respond to reports of unauthorized or incompatible uses.
- Install and maintain management facilities as described in the ACEC Management Plan.
- Provide a field presence at least during high use periods.

To implement this cooperative program and participation, there will be an annual meeting of all signatories to this Agreement to assess the impact of grazing, erosion, and vehicle use on the natural and cultural resources of the ACEC and the Lassen/Applegate Trail. This assessment will be used at the meeting to recommend, if found necessary, what further measures should be taken to maintain and preserve at an acceptable level the existing natural and cultural resources. The conclusions and recommendations reached at this meeting will be shown as additions to this Agreement. Written reports submitted for this meeting by participants will be kept by the BLM as part of the management file. Each of the signatory organizations ("cooperators") shall send one authorized representative to attend the annual meeting.

VII. SPECIAL PROVISIONS

The BLM and Cooperators recognize that:

1. Management objectives can be greatly facilitated by cooperating at all levels of the respective organizations. Cost effectiveness and efficiency of operations are mutually desirable.
2. The BLM and Cooperators have specific laws, authorities, and policy mandates that guide day-to-day operations, and nothing in this agreement is intended to compromise those statutes and authorities.
3. The cooperators understand that this service will not confer on them the status of a Federal employee except for purposes of the Federal Tort Claims Act, which provides protection for them from liability incurred while acting within the scope of this Agreement and the provisions for worker's compensation laws which provide compensation for injuries they might incur while serving as a volunteer within the scope of this Agreement.
4. Beyond the legal limitations alluded to above there are limitations on the availability of manpower and funds to implement the cooperative project. The implementation of these cooperative projects will always be subject to these limiting factors.
5. Any Cooperator or BLM may renegotiate or unilaterally cancel this Agreement provided all laws and regulations have been complied with and a minimum of 60 days written notice is given to the other Cooperators and BLM.

This Cooperative Management Agreement will be in effect indefinitely from the date of signature by all parties.

VIII SIGNATURES

The Nature Conservancy

Date

Oregon-California Trails Association

Date

Trails West, Inc.

Date

Desert Trails Association

Date

California Association of 4WD Clubs

Date

Nevada Natural Heritage Program

Date

Bureau of Land Management

Date

INDIVIDUAL SIGNATURES

APPENDIX D
Record of Decision



IN REPLY REFER TO

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Surprise Resource Area Hdqrs.
P.O. Box 460
Cedarville, California
96104

RECORD OF DECISION
C-02-83-38

Surprise Resource Area MFP III Amendments - Range Management and
Area of Critical Environmental Concern

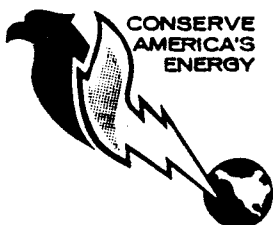
DECISION

BLM will amend the Cowhead/Massacre and Tuleadad/Home Camp land use plans by adding eight decisions.

Cowhead/Massacre MFP Amendments

Sub Unit 1 (see Map, Attachment C, for division of Sub Unit)

1. Combine the Little High Rock and Massacre Mountain Allotments into one allotment, hereafter to be referred to as the Grassy Canyon Allotment (Existing Decision being effected Sub Unit 1, Decision #2, Proposed Decision developed from Modoc/Washoe Stewardship Committee recommendation).
2. Allocate forage among both consumptive and non-consumptive resources, as shown in Table A, Forage Allocation for Sub Unit 1. As additional forage becomes available as determined by monitoring, allocations will be made to livestock, wildlife, and non-consumptive uses for the area west of High Rock Canyon. Allocations will only be made to wildlife and non-consumptive uses for the canyon bottoms and east of the canyon (existing decisions to be effected Sub Unit 1, Decision #3, Proposed Decision developed from Modoc/Washoe Stewardship Committee recommendation).
3. Allow for a change in class of livestock from sheep to cattle in the entire Sub Unit. Allow livestock to graze west of High Rock Canyon and north of Little High Rock Canyon and designate this area for intensive livestock grazing. Allow cattle to graze in the canyon bottoms and east of High Rock Canyon on a prescriptive basis only. (Grazing will be scheduled when it provides a benefit to other resource values. This area will not be grazed on an annual or regular basis. Existing decision to be effected Sub Unit 1, Decision #4, Proposed Decision developed from Modoc/Washoe Stewardship recommendation.)



Save Energy and You Serve America!

4. Drop decision giving preference to Bunyard's livestock operation over Earp's livestock operation. (Existing decision to be effected, General Decisions, Decision #1, developed from Modoc/Washoe Stewardship Committee recommendation.)
5. Designate High Rock and Little High Rock Canyon propers as a special management area (ACEC). (New decision) developed from Modoc/Washoe Stewardship Committee recommendation.

Sub Unit 2

6. Modify the Massacre Lakes Wild Horse Herd Management Area to include Sagehen Allotment. Maintain a total population of 10 to 20 horses in the Massacre Lakes HMA. (Decision being effected Sub Unit 2, Decision #15, developed from Modoc/Washoe Stewardship Committee recommendation.)

Sub Unit 4

7. Combine Mosquito, Little Valley and Holy Allotments into one allotment hereafter to be called the Mosquito Valley Allotment. Also, include a portion (equal to satisfy Leininger's proportionate share of AUMs) of Horse Lake Allotment to be fenced in and be a part of the Mosquito Valley Allotment (new decision developed from Modoc/Washoe Stewardship Committee recommendation).

Tuledad/Home Camp MFP Amendments

8. Continue with present grazing management systems in Selic and Alaska Canyons that are providing protection and improvement to crucial aspen, riparian, and mountain brush fields. (Replaces existing MFP Range Management Decision #4, developed from AMP evaluation.)

RATIONALE

1. The decisions are consistent with extensive public input received prior to the amendment process and as comments to the environmental assessment.

Eight comments to the environmental assessment were received. The only specific comments received applied to the High Rock Canyon area and were supportive of the proposed amendments. One commentor, the Nevada Cattlemen's Association, was concerned about allocation of additional forage and compensation of grazing privileges where livestock were removed. Two state agencies from Nevada (Lands and Wildlife) were supportive of the amendments.

Public input prior to the amendment process came through the Modoc/Washoe Experimental Stewardship Program as part of a on the ground problem solving effort between federal, state and private interests.

3. Designation of High Rock and Little High Rock Canyons as a special management area will provide protection for the extremely valuable cultural resource, wildlife, scenic, and wildlife values found within the area. MFP II in 1977 recommended that 80,000 acres be designated as an ACEC. However, the High Rock/Massacre Mountain TRT and Modoc/Washoe ESP Steering Committee felt this was excessive and that 12,900 acres encompassed the unique values which warrant ACEC designation for protection.
2. The alternatives evaluated during the environmental assessment process were to amend the plan or not amend the plan. The decision is the preferred alternative of amending the land use plan.

The environmental assessment led to finding that there would be no significant impacts as a result of any of the plan amendments and that preparation of an Environmental Impact Statment would not be required.

4. The major factors identified through the study process, or in other ways, which bear upon the decision can be summarized as follows:
 - a) The decision is consistent with planning and activity plans developed using extensive public and staff involvement.
 - b) No significant public controversy was discovered during the extensive public participation phase of the study.
 - c) No significant environmental impacts were uncovered during the environmental assessment process.

CONCLUSION

Implementation of this decision will result in no significant adverse environmental impacts, and therefore preparation of an Environmental Impact Statement will not be required.

TABLE A
FORAGE ALLOCATION
Sub Unit 1

Existing Forage Production AUMs) ^{1/}	Non Consumptive Use		Consumptive Uses							Grand Total		
	Watershed, Wildlife Cover, Soil Stabilization (AUMs)	Wildlife (AUMs) ^{2/}	Deer	Antelope	Bighorn	Total	Class	Livestock ^{3/} Season	AUMs		Wild Horses Numbers ^{4/}	AUMs
21,696	10,848		250	350	120	720	Sheep ^{6/}	04/01-04/30 12/01-12/15 ^{5/}		100	1,200	
							Cattle	04/15-10/31	1,754 ^{7/}			13,268 ^{8/}

1/ Existing livestock forage production is 10,848 AUMs at 50 percent use level. Therefore, total production is 10,848 AUMs x 2 = 21,696 AUMs.

2/ Allocation made on a unitwide basis.

3/ Livestock use area is west of High Rock Canyon and north of Little High Rock Canyon.

4/ Maximum numbers. Numbers can vary from 70 head to 100 head.

5/ One week trail during a two week period.

6/ Only until Bunyard can convert his sheep operation to a cattle operation.

7/ Total after conversion of sheep to cattle.

8/ Total of AUMs allocated to consumptive uses. There is a total of 8,428 AUMs within the Sub Unit available for consumptive uses that were not allocated.

RECORD OF DECISION

C-02-83-38

Surprise Resource Area MFP III Amendments - Range Management and
Area of Critical Environmental Concern

Recommended by: Lee Delaney
Lee Delaney, Area Manager

8/30/83
Date

Concurred: C. Rex Cleary
C. Rex Cleary, District Manager

8/31/83
Date

Approved: Ed Hastey
Ed Hastey, State Director

10/3/83
Date