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MODOC-WASHCO 12-84
**EXPERIMENTAL
STEWARDSHIP
PROGRAM REPORT**

DECEMBER 1984



Experimental Stewardship Program Report

Respectfully Submitted

by

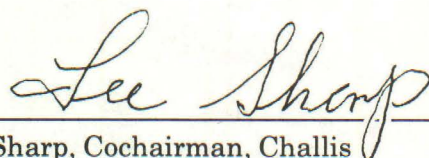
Challis Stewardship Program

Modoc/Washoe Stewardship Program

East Pioneer Stewardship Program

to

Secretaries of Interior and Agriculture



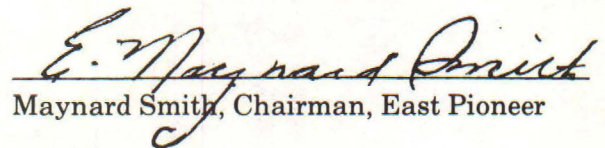
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EXPERIMENTAL STEWARDSHIP PROGRAM REPORT

EXECUTIVE SUMMARY

Introduction

This report represents the combined contributions of the three officially-designated Experimental Stewardship Programs (ESPs). It will be used as a basis for preparation of the 1985 Report to Congress by the Secretaries of the Interior and Agriculture.

The establishment of ESPs and the requirement for this Report were mandated by Section 12 of the Public Rangelands Improvement Act (PRIA), 1978. Primary goals of ESP, according to PRIA, were to develop and implement experimental incentives and rewards for public land grazing permittees whose stewardship leads to improved range condition and to foster greater cooperation among managing agencies and public land users.

Background

Experimental Stewardship was initiated primarily in response to rancher concerns over the potential impact of grazing decisions from Bureau of Land Management (BLM) grazing environmental impact statements (EISs). Although its initial intent was to benefit livestock interests and forage production, ESP has developed into a successful approach to multiple use management and problem solving.

To meet the criteria for establishing an ESP, the following conditions had to be present: public rangelands* in fair to poor condition; a high commingling of lands and a diversity of locations around the West; a variety of land uses which conflict with grazing use; a completed BLM grazing EIS; user consent and a reasonable chance of success; and the ability to tackle ESP within existing agency budgets.

Selected areas were the Challis in east-central Idaho (756,000 acres with land status of: 44% BLM, 49% National Forest, 3% state, and 4% private); the East Pioneer in southwestern Montana (750,000 acres with land status of: 20% BLM, 60% National Forest, 10% state, and 10% private); and the Modoc-Washoe in northwestern Nevada and northeastern California (2.3 million acres with land status of: 62% BLM, 14% National Forest, 1% state, and 23% private).

Roles, Responsibilities and Operations

Primary federal agencies involved in ESP have been the BLM and Forest Service, with additional participation by the Soil Conservation Service (SCS) and the Agricultural Stabilization & Conservation Service (ASCS). State resource managing agencies have also been active participants, as have members of the ranching community and other diverse interest groups. In each Stewardship area, a steering group was formed with representation from all affected interests which functioned as a leadership/problem-solving/decisionmaking body for the program. Subcommittees were also formed to deal with specific issues, and groups referred to as Technical Review Teams were formed to cooperatively develop specific management plans for allotments. These operational entities have proven highly effective for getting the job done in the ESP areas.

Accomplishments

The goals of ESP were both tangible and intangible. Results have been likewise.

Primary tangible results are: Development and implementation of comprehensive, integrated management plans and systems for thousands of acres of public rangelands; overall improvement in range condition and trend; tremendous strides in the development of range improvement projects (fencing, water developments, vegetation manipulation, etc.); the modification of grazing fee collection processes to allow greater operator flexibility and independence in managing livestock and dollars; greater rancher investments in range improvements; improved management of wild horse herds; improvement of riparian habitat which leads to improved livestock production; improvement of big game habitat; and overall improvement in watershed quality. While the short-term implications of these results are significant, their long-term implications will be even more so as overall resource conditions continue to improve.

*As used in this report, the terms "public rangelands" and "public lands" refer to both BLM and National Forest System lands.

The Secretaries responded to Section 12 of PRIA by establishing three ESPs, which are presently in operation: (1) the Challis in east-central Idaho; (2) the Modoc-Washoe in northeastern California and northwestern Nevada; and (3) the East Pioneer in southwestern Montana.

B. General Accomplishments of the Program

The initial PRIA direction for the ESP areas emphasized livestock production. All three areas considered ESP to be multiple use oriented from its inception, and they operated under this concept. Both tangible and intangible benefits have resulted from ESP.

C. Purpose of the Report

Section 12 of PRIA states that, "No later than December 31, 1985, the Secretaries shall report to the Congress the results of such experimental programs." Yearly reports have been submitted to measure progress and to identify the current status of each area. Time frames are such that this 1984 Annual Report will also serve as the basis for the 1985 Report to Congress.

1. Intangible benefits

The most obvious intangible accomplishment of the program was the improved communication/dialogue generated between and among agencies, ranchers, special interest groups, other public land* users and various interested individuals and groups.

The forum which was created by forming an ESP group composed of varied and sometimes conflicting interests has broken down barriers and created an atmosphere of trust and understanding. This improved communication has permitted:

- A mechanism whereby people can participate in decisions that affect their lives and livelihoods.
- A better understanding of each other's views, problems and concerns.
- A decisionmaking process that involves personal input by varied interests and a witnessing of their efforts by those interests.
- A sense of ownership in the product of this decisionmaking process.
- A very effective volunteer program wherein many interests are intimately involved in planning and implementation.
- Increased commitment to the program by agency personnel.

2. Tangible benefits

The most obvious tangible benefits are improvements in the condition of the resource base and greater economic stability for the ranchers. Specifically:

- Intensive resource management systems have been applied to millions of acres of rangeland.
- Ecological conditions on rangelands have been improved, benefiting all users.
- Modification of grazing fee collections has been permitted, thus allowing cost savings to ranchers (through deferred payments) and savings in agency collection costs.
- The program has developed incentives that have encouraged ranchers to be good land stewards.
- Procedures have been initiated to better analyze rangeland response to various uses.
- The ranching industry feels more secure in its opportunity to be able to continue to use the public lands for livestock grazing.
- Integrated management of private and public lands occurred and is occurring in Stewardship areas.
- Flexibility in livestock operations has resulted in improved livestock production and improved rangeland conditions.
- Better management of wild horse herds has occurred which leads to improved rangeland conditions.

*The term "public land" as used herein refers to both Bureau of Land Management (BLM) and National Forest Service System lands.

TABLE 1. USES OF THE THREE ESP AREAS
(Average Number per Year — 1980-1984)

ACTIVITY	UNIT	M/W	CHALLIS ¹	E. PIONEER
Fishing	Fishermen day	169,000	10,000	34,000+
Hunting				
Deer	Hunter day	27,000	4,000	5,500
Antelope	“	10,500	400	600
Sage Grouse	“	4,000	800 ²	550
Chukar	“	61,000		
Elk	“		5,500	18,500
Bighorn sheep			100	100
Recreation dispersed ³	Visitor user day	176,823	12,000	52,600
Livestock				
Operators	Numbers	82	28	30
Use	AUMs	123,770	28,400	20,300
Wilderness	Visitor user day	42,000		
Camping ⁴	Visitor user day	108,900	10,200	7,700
Timber Prod. ⁵	MBF	15,088	800	4,900
Wild horses	Head	500	185	
Cult. Resource	#/section	13	4	2
Minerals	\$	216,100	310,000	significant
Municipal Watershed	Numbers		1	1
Other:				

¹ Challis figures are 1983 data.

² Includes both sagegrouse and chukar hunter days.

³ Includes sightseers, rockhounds, camping in undeveloped areas, off-highway vehicles (OHVs), etc.

⁴ Camping at developed areas.

⁵ Includes fuelwood and timber.

The ranchers in the Modoc-Washoe Area became concerned about the proposed decisions being made in the BLM's grazing EISs in their areas. Being familiar with cooperative, coordinated planning and becoming more aware of the provisions of Section 12 of PRIA, the recently formed Range Improvement Association formally requested the establishment of the Modoc-Washoe ESP. The Range Improvement Association included ranchers and federal agency personnel.

The East Pioneer area in Montana was selected because it met the criteria and the local ranchers and agency personnel agreed that existing problems could be solved with better management alternatives than described in the BLM's Draft Grazing EIS. The existing enthusiasm in the area for cooperative, coordinated management was a primary factor in East Pioneer's selection.

In order to expedite ESP and get the steering groups operational, Stewardship participants chose to proceed with their programs without going through the cumbersome processes required to establish formal committees under the Federal Advisory Committee Act.

C. Subcommittees

Subcommittees are task oriented and are appointed by the steering groups on an "as-needed" basis. When the assigned task is completed, the subcommittee is dissolved.

The Noxious Weed Subcommittee has been the most active on the East Pioneer, developing a coordinated noxious weed program that has attracted national attention. The Modoc-Washoe monitoring subcommittee has developed a specific rangeland monitoring program to be used on that area.

D. Technical Review Teams

Technical Review Teams (TRTs) evolved independently in all three areas, and play a very significant role in the development of integrated plans and programs. Since they evolved independently, their titles varied (Technical Review Team for the Modoc-Washoe; Technical Action Group for the East Pioneer; and Planning Team for the Challis), but their role is essentially identical on all three areas. Their multi-disciplinary interaction is vital to the development of alternatives and the identification and implementation of preferred programs.

These teams include a representative from each land-managing agency involved in a specific assignment (BLM and Forest Service), concerned ranchers, a State Department of Fish and Game employee and other specialists or interest group members who are vital or seek inclusion.

The team is assigned to act in the field to identify alternatives (including the preferred alternative) that will meet objectives established by the steering group for specific projects or areas of concern. These alternatives are then presented to the steering group for a final decision and for direction to implement the selected solution. (See Section VI-A for a more detailed discussion of the TRTs.)

V. GOALS AND OBJECTIVES

A. Goals of the ESP

Goals of the ESP as set forth in agency guidelines were:

- Develop and implement grazing management policies and systems that provide incentives to, or rewards for, grazing permittees and/or lessees for range stewardship resulting in improved range condition.
- Foster state, federal and individual involvement, coordination and cooperation through the broadest possible consultation with landowners, managers, rangeland users and other individuals or groups affected by or having an interest in the management of the area's land and resources.

B. Objectives of these goals were:

- By July 1, 1980, establish sufficient experimental areas to represent the broad spectrum of range conditions, vegetation trends and forage values.
- By July 1, 1981, refine the procedures for assuring that good stewardship is recognized and rewarded.
- By May 1, 1985, determine those incentives and rewards that promote rangeland stewardship and improved range conditions.
- By December 31, 1985, improve the system whereby innovative ideas and approaches can be effectively adapted to ongoing programs.
- Provide program information and involvement for improved understanding to those interested in and affected by the management of these resources.
- Improve communications and cooperation among rangeland managers, users, agencies and other interest groups.
- By December 31, 1985, provide a report to Congress on the Experimental Stewardship Program .

B. Experimental Incentives/Rewards and Other Projects

Incentives and rewards for good land stewardship were designed to attract permit/lease holders as ESP participants. The law specifically required incentive/reward development, which Challis and East Pioneer interpreted as site-specific allotment plans that balanced operational and financial circumstances of individual livestock businesses to the forage production potential available when managed. The incentive to participate was perceived to be mitigation of EIS proposed livestock reductions followed by: (1) a stabilization or increase in permitted livestock numbers; (2) an increase in ease of operation; and, ultimately, (3) increased annual flexibility in livestock management decisions by the ranchers.

Initial efforts attempted to identify special incentives and rewards of sufficient importance to encourage participation. As the program progressed, it was determined that more efficient management through coordinated programs with improved communications represents the real incentive and reward that is common to all interests, and is sufficient to encourage good involvement.

Modoc-Washoe, through the TRT land-use planning process, identified the same operator-specific incentives and rewards. The incentives subcommittee in Program Year 1 identified two additional incentives or rewards that might appeal to livestock operators generally. They were: (1) use of grazing fees for range improvements; (2) billing at the end of the grazing season; and (3) increased permit security.

During the next four years, the Modoc-Washoe steering group struggled to design and test specific stewardship incentive programs consistent with subcommittee suggestions.

Challis also prepared an Experimental Incentive Program in operator flexibility. In 1983, the Westergard Range/Ranch Plan was initiated as a test of the incentive.

Using TRTs, the steering groups recommended that innovations in livestock management be written into AMPs. These innovations are rewards to ranchers who participate in the planning process and serve as incentives to others to participate. Incentives/rewards built into AMPs include:

- (1) conversion of previously inaccessible (secondary) range to primary range through water developments;
- (2) reduced animal moves;
- (3) reduced amounts of fencing and related maintenance;
- (4) earlier entry dates on some Forest Service allotments;
- (5) coordinated water systems that extend from one ownership to another, including recognition in water rights applications;
- (6) a noxious weed program recognizing the need to protect both private and public rangeland values;
- (7) fall pasture on BLM where only spring pasture was previously available;
- (8) increased livestock numbers on transitory range; and
- (9) training in short- and long-term range monitoring procedures.

Challis wrote a new AMP to fit the Westergard Plan. This multi-resource plan provides latitude for the rancher to make annual livestock management decisions consistent with the resource capability present that year. Within stated maximum limits of flexibility, the rancher determines dates on and off each pasture, stocking rate, class of livestock (yearlings or pairs), and appropriate use of supplemental feeds. When the Westergard Plan is formally evaluated, the steering group will determine the procedure for requesting operator-flexibility applications from other ranchers in the Challis area.

In Modoc-Washoe, the operator-flexibility incentive was defined as a specific effort. In August 1983, two BLM AMPs were revised to include operator flexibility. In December 1983, the steering committee adopted the following procedure for determining whether BLM ranchers were eligible to incorporate the flexibility clause in an AMP:

C. Program Monitoring

Program monitoring is the process through which the ESP measures progress in accomplishment of goals and stated objectives. It is an evaluation of the performance of the program and provides for remedying inappropriate or ineffective activities or objectives.

To assure that actions on activities are retrievable and data are accurate, minutes of all activities are taken, reviewed and corrected at later meetings. Documentation is kept on file at one or more locations, usually an agency office. Minutes are separated from normal business, correspondence, and reports. Minutes summarize documents; proposals; discussions of alternatives, issues, concerns and opportunities; reasons for actions; objectives to be met; actions taken; assignments and results.

The Modoc-Washoe ESP further refined program maintenance by summarizing each individual project in a chronological Action Summary with reference to page and paragraph of the appropriate official steering or executive committee minutes. Formal documents, procedures, and policies are maintained under separate cover. Appropriate supporting information — such as subcommittee reports, charts, and accumulative data — are filed with each Project Action Summary. Project objectives and evaluation criteria are defined in the steering committee action to adopt or implement a project.

As each project is completed or moved into a new management phase, it is reported in a format suitable for reproduction by magazine, newsletters, or other public information media. The successes that have been realized by the three Stewardship groups have led to the concepts and approaches of Experimental Stewardship being applied in a variety of other ways in other areas.

D. Sharing the Lessons Learned with Others

Each ESP group organized and conducted various tours and educational programs. Occasionally, an area would become a topic for the news media. Each area was trying to publicize its successes and generate interest independently from the other areas, with varying amounts of success.

In 1981, at the first combined stewardship meeting in Cedarville, California, the three areas agreed to develop a coordinated public relations campaign that defined the objectives of the ESP public relations program and outlined several methods and projects expected to be effective in meeting those objectives.

The objectives of the public contact program were: (1) to inform the general public of the history and value of public land to the western livestock industry; (2) to inform agency professionals, ranchers and other range user groups of the ESP concept of decisionmaking; (3) to inform the public of experimental successes and failures; and (4) to enhance the spread of the Stewardship concepts and approaches to others.

The plan has allowed the areas to develop a well-coordinated approach to education and public relations. It works well when the three areas needed to coordinate a single information product. However, more could have been done in this important aspect. Announcing individual area accomplishments and reaching out to interested and neutral audiences can be expanded.

VII. RESULTS OF OPERATIONS

A. Communications, Coordination, Change in Attitudes

Improved communication is the most important result of the Experimental Stewardship Program. As communication improves, attitudes change through a trust-building process which results in better coordination between different interests. Communication and attitudes have improved to the point that coordinated management is applied through the allotment management planning process to meet the needs of livestock, wildlife, wild horses, and other resources.

Some steering group members had worked together in other settings prior to the first Stewardship Program meetings, frequently in adverse roles. At the outset, few of the members could be described as intimate co-workers.

The evolution of the ESP philosophy resulted in significant changes in the working atmosphere. Developing the consensus approach to decisions reduced the tendency for heated arguments. Differences of opinion still occur, but the vehicle for resolution is more obvious and the differences are resolved through discussion, negotiations, and consensus opinion.

TABLE 3. RANGE/WILDLIFE IMPROVEMENT PROGRAM

(Average Annual Expenditures)	1981-1984
Range improvement expenditure	\$641,634
Wildlife improvement expenditure	\$111,291

TABLE 4. MONITORING

	1980	1984
Allotments w/annual use and utilization recorded	37	80
Condition and trend studies		
Allotments	40	65
Transects	186	303
Photo plots		
Allotments	17	44
Photo points	95	150
Cultural studies		
Allotments	1	9
Studies	1	9
Browse studies		
Allotments	4	24
Transects	30	35
Wildlife studies		
Allotments	18	42
Transects	35	56
Watershed studies		
Allotments	2	11
Studies	2	27
Fisheries studies		
Allotments	0	6
Studies	0	6

All the formal Stewardship areas are located in arid to semi-arid climates where several years of data collection are necessary to determine significant changes in conditions. Visual observation and early studies show signs of upward trends; however, these studies have not been in place long enough to make a firm determination. The stewardship committees do recognize the charge given by the program to improve range conditions and have taken the monitoring program seriously.

The Stewardship Committees have recommended the following projects be completed on federal range in order to implement grazing management: (1) 102 miles of fence, (2) 201 water developments, (3) 11,680 acres of vegetative treatment (includes use of herbicides and burning), and (4) riparian improvement projects.

The above projects were completed between 1979 and 1984 with funds provided through existing agency funding, private contributions, and Agricultural Stabilization and Conservation Service (ASCS) Cost/Share Programs. No additional funds were appropriated for Stewardship implementation.

Idaho have toured the Challis area and participated in ESP meetings. Challis ESP members have participated in and helped with instruction at Extension Service workshops on monitoring and cooperative management. Three members of the group have presented seminars on campus during Natural Resources Week. ESP has also played an active role through participation in research and identifying areas of needed research. For example, interest has been expressed by the academic community in Montana and California in conducting research in the respective ESP areas.

D. Cost Effectiveness of the Stewardship Program

Because so many diverse people, interests, and processes are involved in ESP, one might think the program is inefficient and cumbersome. Just the opposite tends to be true. Where comprehensive planning is accomplished in the field with representatives of all concerned groups, it has been found that planning, once understood, will take less time. The end product has also proven to be superior in that less follow-up planning is necessary and decision appeals are virtually eliminated. With "ownership" in the end product, all interests have more commitment to make the program work.

According to information developed on the Modoc-Washoe Area, the cost to the Bureau and the Forest to develop AMP's decreased significantly. Figures developed in 1981 indicate the cost to the Bureau of about \$1,700 per Stewardship AMP (0.6 work months). Costs averaged \$7,000 (2.5 work months) prior to ESP. Appendix B illustrates itemized costs in developing allotment plans on the Modoc-Washoe ESP Area. However, in addition to these trackable costs, significant contributions of time, energy, and effort were invested by Stewardship participants that are not directly reflected in agency budget figures. These costs are specific to the Modoc-Washoe area. The other two areas are significantly different.

E. Public Acceptance and Support of the Program

All participants in the three ESP groups are very supportive of the concept, and are encouraging others to use the techniques. Users familiar with the program appear most supportive. ESP has received enthusiastic support and endorsement from such groups as the Society of Range Management, state and national cattlemen's associations, the National Public Lands Advisory Council, the Western Governors' Conference, and others. The Secretary of Interior's National Public Lands Advisory Council recommended on August 27, 1983, "... that the Bureau of Land Management and the Forest Service be encouraged to support and continue the Experimental Stewardship program."

In August, 1983, the Nevada Department of Wildlife Region I Supervisor said:

"The Technical Review Team approach to planning, for example, does not in itself eliminate conflicts, but it is the most sensible, time-efficient and effective means yet devised to get at the heart of resource problems. I feel it has been an unqualified success for us and would hope that land managing agencies can adopt and implement it at the national level."

Permittee participants are enthusiastic about the value of the program. A Modoc-Washoe Forest Service permittee said the level of individual trust within the program is unprecedented.

Many individuals and groups outside the ESP are still wary of the process. Some conservation groups see Stewardship as a program to benefit only ranchers. An attorney for the Natural Resources Defense Council (NRDC) said in a March 1, 1984, letter to the National Governor's Association Committee on Agriculture:

"The experience of environmental groups in the ESP program suggests that certain requirements must be imposed if the program is to be successful. First, it is critical that all interests be adequately represented on the stewardship committees, especially groups that have historically been excluded from the range management decisionmaking process and that lack a direct economic interest in range decisions. In order to achieve this goal, it may well be necessary to provide government funding for participation of such groups. Second, it is essential that all committee recommendations be reached by consensus, so that environmental and other minority interests are not effectively overruled. Third, it must be made clear that the public land manager retains ultimate responsibility for making management decisions that comply with land use planning and other legal requirements. In other words, the recommendation of the stewardship committee must be reviewed, assessed and approved by the land manager before a final decision is made."

C. Alternative Action that Might Have Been Taken to Improve the Effectiveness of ESP

Many times the ESP groups were provided opportunities of trying "non-traditional" methods of doing business, some of which were contrary to established policies and regulations. A better-defined process of obtaining approval to use these opportunities has to be developed to assure more immediate answers to proposed questions. A more clearly defined procedure could have been identified to pursue approval of innovative ideas.

IX. RECOMMENDATIONS

A. The Future of ESP

Recommended Changes:

Experimental Stewardship has proven to be a highly effective management approach in the three areas where it has been tried. We **THEREFORE RECOMMEND** that the concepts and processes of Experimental Stewardship Program be continued, expanded, and encouraged, and that, the concepts and processes become incorporated in the planning process of the Forest Service and Bureau of Land Management. We further **RECOMMEND** that, at least, the three Experimental Stewardship Programs continue with an experimental emphasis so that new and innovative concepts may be continually tested. (This recommendation is from the report of the Committee titled The Experimental Stewardship Program Status After 1985 given at Dillon, Montana August 18, 1983. Support for this recommendation has been generated with a number of groups mentioned earlier in this report).

The ESP has demonstrated significant benefits for agency administration, natural resources, and public land users. The ESP areas have been extremely successful in resolving very complex resource management issues through participatory decisionmaking. While the working groups agree that stewardship programs should not be forced upon staff or users, we agree that the Forest Service and BLM can, and should, take action to encourage use and adoption of the stewardship process. Such action includes making the program available and making the stewardship option obvious and attractive. Agency policy and regulations should become sufficiently flexible to allow a local multi-resource group to meet existing and changing conditions. Broadly supported, local agency/user working groups are themselves an incentive to stewardship and result in planning that can be implemented in a timely manner.

Neither crisis nor experimentation are critical to a successful stewardship program. If participants, in a cooperative effort, feel valued and their recommendations are tried, they will continue to participate. Their participation will lead to innovative approaches to natural resource management. Establishment of similar working groups throughout the West would demonstrate agency commitment to the stewardship concept.

It is important that Experimental Stewardship continues because of constantly and rapidly changing conditions, that new approaches be tested to provide for effective range use planning and regulation by the public land management agencies. If the experimental emphasis is not needed, it will self destruct of its own accord.

B. Recommended Changes in Agency Policy Procedures and Legislation to Fully Accomplish the Intent of ESP

1. WE **RECOMMEND** agencies adopt the TRT as one of the standard procedures that could be used for resolving conflicts over resource use and for creative experimentation in resource improvement.

Rationale: The TRT process includes broad representation of interest groups, consensus actions, and long-term commitment to allotment management. Resource conflicts tend to be partially a matter of perception. The TRT provides an opportunity to define the situation as it exists in the field, to develop an intimate understanding of people and resource needs, and to define desired goals from the perspective of every participant. Like all participative endeavors, it is time consuming, expensive, and burdensome. However, the end result tends to be the end result rather than the beginning of litigation.

2. WE **RECOMMEND** the Modoc-Washoe report on Actual Use Billing and Grazing Fee Credit (Grazing Fee Incentive Program) as presented in Appendix A be adopted by the BLM, Forest Service, and U.S. Fish and Wildlife Service; that the recommendations embodied in that report be implemented; and that the Grazing Fee Incentive Program be made available to eligible permittees/lessees as defined by the Incentive Program Guidelines.

APPENDIX A

- Assume:
1. A forage value of \$1000 — days on allotment x number of livestock x fee rate (\$/AUM) — remains constant for next four years.
 2. Rancher performs \$2000 worth of work. Amortized over a four-year period. Applicable to BLM or FS as follows:

	BLM	FS
Year 1.		
Accounts receivable (grazing fee)	\$1,000	\$1,000
Cash received from rancher(s)	500	500
Rancher investment credit ¹ (range improvement installed at permittee expense)	500	500
Total accounts receivable	\$1,000 ¹	\$1,000 ¹
Accounts payable ² (Congressional appropriations based on grazing fee formulas)		
U.S. Treasury	\$ 375 (37.5%)	\$ 250 (25%)
States and counties	125 (12.5%)	250 (25%)
Range Betterment Funds		
Cash payable to district/forest	0 }	0 }
Grazing fee credit	500 } (50%)	500 } (50%)
Total	\$1,000	\$1,000

Years 2-4. Rancher does not perform any work but is credited same as Year 1.

Year 5. Rancher plans new project and signs RIA and procedure starts over.

¹ Based on purchaser road credit concept utilized by USFs in timber sales.

² Grazing fee credit is considered as " monies received" in the U.S. Treasury, therefore, formulas are applied to 1000 dollars not just the 500 dollars actually received. See Rationale for Recommendation.

4. Contractors were either the allotment permittee or they were selected by the permittee rather than getting an unknown contractor based on using the lowest bid rate, as is the case with agencies doing the contracting.

Weak Points of Actual Use Billing Process

1. Information for determining actual use not received on time. (This may have resulted from a misunderstanding of the time frame for turning the data in and in some instances from permittee's not wanting to turn in the information until all their cattle were removed so they wouldn't be in a trespass situation.)

Recommendations

1. Clearly define termination date as found on page 3 of the Grazing Fee Incentive Book. Termination date to be defined as "The Permitted" off date or "The Adjusted" off date. Adjusted date to be agreed upon prior to permitted off date.
2. Send a reminder letter and additional forms for reporting actual use near the end of the season. Letter to advise permittees that actual use documentation is due within 15 days from the "permitted" or "adjusted" off dates (as referred to in recommendation #1).
3. Use "Post Mark" date to determine if actual use information is received on time. If documentation is late then next season billing will be based on pre-season basis.
2. Fees not paid on time. (FS had 39% of permittee's delinquent. BLM had no delinquent fees).

Recommendation

1. Letter with Bill of Collection to specify that if payment is not received within 15 days the permittee will go back to pre-season billing method the following year.
3. Actual use reports did not reflect actual use in all cases; livestock remained on the allotments past the off dates but the information received indicated they had been removed.

Recommendation

1. Deal with deliberate abuses on a case-by-case basis as provided by administrative procedures.
4. Method for how to account for unknown losses in the billing process (i.e. turn out 100 head and remove 95). Not provided for in original program instructions.

Recommendation

1. Bill of Collection will be based on charging for one half season for unknown losses.
5. Billing process requires more administrative time due to calculating actual use as opposed to permitted use.

Recommendation

1. Agencies establish procedures "in service" to resolve this.
6. Delayed billings due to grazing fee credit projects being completed after take off date.

Recommendation

1. FY85 project requests be submitted by March 31, 1984 for BLM projects and by July 31, 1984 for FS projects.

Weak Points of Range Improvement Program

1. Not all projects were done even though permittee's had committed to the project. This resulted in loss of opportunity to get range improvement on allotments within stewardship area due to FS R.B.F. being planned for improvements outside stewardship area in future.

Recommendation

1. FS Range Betterment Funds generated within the stewardship area be given back to the allotments within the stewardship area.

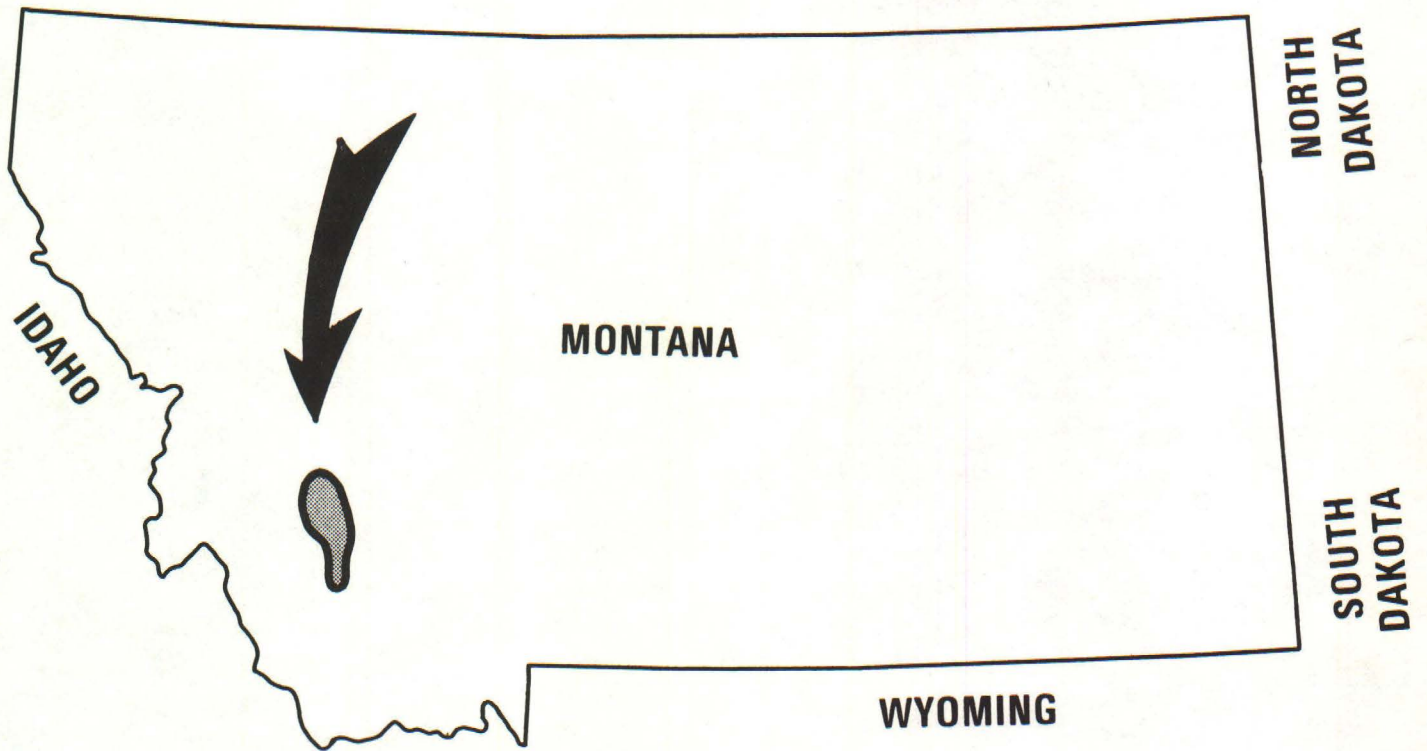
APPENDIX B

FY 81 AMP DEVELOPMENT COST ANALYSIS — MODOC WASHOE ESP

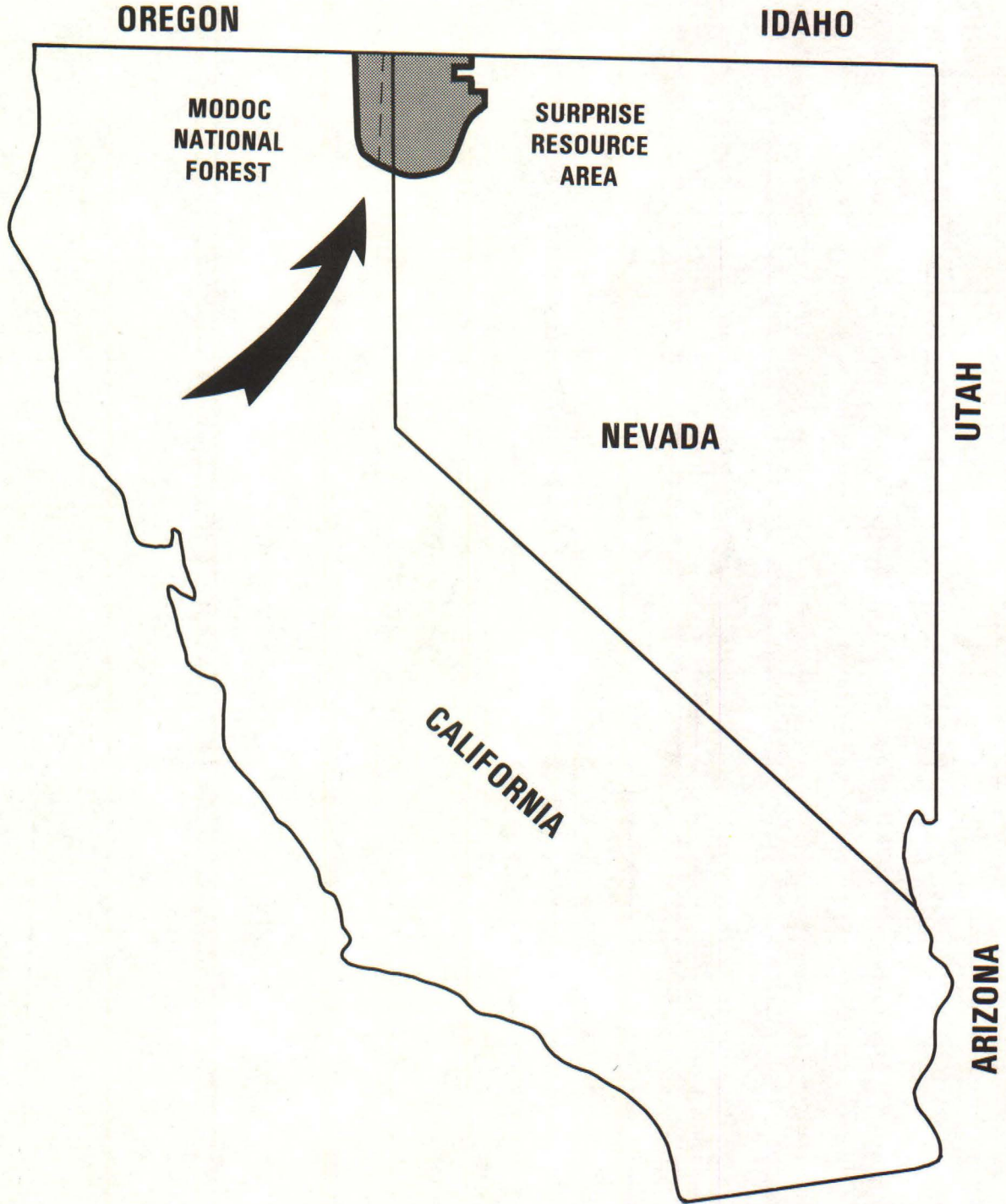
Agencies	Expenses	In-Kind Services
Federal Agencies		
BLM (10 AMPs)	\$17,160	Staff time-all other
Forest Service	10,000	Est. Staff-all other
ASCS	1,500	Staff, Sec., etc.
SCS-California	6,473	Staff, Sec., etc.
SCS-Nevada	1,500	Staff, Sec., etc.
U.S. Fish and Wildlife	1,160	Staff, Sec., etc.
Total	\$27,793	
State Agencies		
Fish & Wildlife — CA	\$ 1,500	1 person — all expenses
Fish & Wildlife — NV	2,978	2 Person — all expenses
Conservation Districts	2,500	2 person — est. expenses
Total	\$ 6,978	
County Governments		
Modoc County supervisor	\$ 700	Estimated
Washoe County supervisor	840	Estimated
Total	\$ 1,540	
Universities		
Extension Service — CA	\$ 3,200	
Extension Service — NV	2,894	
Total	\$ 6,094	

Appendix C

**EAST PIONEER EXPERIMENTAL
STEWARDSHIP AREA**



MODOC/WASHOE EXPERIMENTAL STEWARDSHIP AREA



CHALLIS EXPERIMENTAL STEWARDSHIP AREA

