

DRAFT

9-27-85

MINUTES

MODOC/WASHOE EXPERIMENTAL STEWARDSHIP PROGRAM
STEERING COMMITTEE MEETING
September 27, 1985

Time: 8:20 a.m.
Date: September 27, 1985
Place: Surprise Resource Area Office, Cedarville, CA

Steering Committee Members Present:

Tom Ballow	Glenn Bradley
Ed Berryessa	Rex Cleary
Wes Cook	Rick Delmas
John Lowrie	Marv Kaschke
Sam Millazzo	Spike Naylor
Bill Reavley	Jean Schadler
John Younger	

Members Absent:

Wayne Burkhardt	Jeanni Conlan
Harold Harris	Joe Harris
Dawn Lappin	John Laxague
Cecil Pierce	Curt Spalding
John Weber	

Others Present:

Lee Delaney, Surprise Resource Area
Bill Britton, Modoc National Forest
Gene Jensen, Warner Mountain Ranger District
Mike Lee, Warner Mountain Ranger District
Harley Grimes, USFS
Nancy Gardner, Modoc National Forest
Louisa Beld, Bureau of Land Management, Susanville
Larry Bryant
Maurice Bidart, NACD (National Association of Conservation Districts)
John McClain, NACD
Jim Linebaugh, NACD
Wynarda Erquiaga, Surprise Resource Area

1. MEETING TO ORDER

The meeting was called to order at 8:20 a.m. by Vice Chairman Marv Kaschke.

2. INTRODUCTIONS

Wes Cook was introduced, he will be the new Tuledad/Home Camp Permittee Representative on the Committee (Attachment #1).

3. LIVESTOCK/RIPARIAN MANAGEMENT

Larry Bryant, Wildlife Biologist, from LaGrande, Oregon gave a presentation about a project that he is involved with on livestock and riparian management (Attachment #2). The Committee was very interested since this has been a topic of much discussion. The Program is located on the 30,000 acre Starkey Experiment Forest in the Blue Mountains in Oregon. The study area is called the Meadow Creek Riparian Study Area and was started because of the riparian concerns on the Forest. The Study Area was divided into five different types of grazing systems. They used yearling heifers on all five systems. The Program evaluated the effects of large game and livestock on riparian areas. The Study showed that more damage was done by natural causes than livestock. Bryant concluded that riparian areas can be utilized effectively through management but stressed that one should identify objectives of the management system before starting.

4. APPROVAL OF MINUTES AND AGENDA

Rex Cleary moved that the minutes from the June 7, 1985 meeting be approved (Attached #3). Tom Ballow second motion. Motion carried.

Cleary suggested that the CRMP/ESP Item be moved up on the agenda so that Mr. Bidart, Mr. McClain and Mr. Linebaugh could leave earlier. The Committee agreed to this change.

5. CRMP/ESP

Maurice Bidart, John McClain and Jim Linebaugh with NACD (National Association of Conservation Districts) came to the Stewardship Committee looking for a way to combine the Cooperative Resource Management Program and the Experimental Stewardship Program. After much discussion it was finally agreed that CRMP and ESP are the same. An agreement was desired so that when comments or discussion on the Range Bill became necessary there would be no confusion. During the discussion Bidart made the comment that he had been given a lot of incorrect information on Stewardship. After securing support from Stewardship, Bidart was going to try and get the same support from the Range Society at their winter meeting in Florida.

6. RANGE BILL

Jean Schadler pointed out that before the M/W ESP response could be sent to Washington the Bill was rewritten. Schadler explained that she was planning on meeting with Tony Benvenuto when she was in Washington next week. There was no further discussion on the Range Bill.

7. ESP REPORT

Rex Cleary advised the Committee that Lee Delaney, Jean Schadler, Glenn Bradley, Louisa Beld and himself would be going to Washington the next week to work on the ESP Report. Cleary went through the schedule and timeframe for the Committee.

8. COMMITTEE REPORTS

a. Tuledad Dam

Roger Farschon, Wildlife Biologist, Surprise Resource Area went over the TRT Report on the Tuledad Dam. The TRT consisted of Alan Spencer (SCS archaeologist), Tom Hill (SCS Engineer), Roger Farschon (filling in for Hugh Bunten, BLM archaeologist), Mark Warner (Wildlife Biologist, NDOW), Wes Cook (permittee) and Bob Cockrell (permittee). Farschon explained the reason for the TRT being involved, one reason being the different dollar span given by several archaeologists (\$10,000 - \$120,000). Farschon went through the steps that the TRT proposed and their recommendations (Attachment #4).

Jean Schadler moved that the Committee except the report and put the recommendations into motion.

Tom Ballow seconded the motion, motion carried.

Hugh Bunten will take the lead and develop a time table. John Lowrie volunteered to be the ESP member involved and would report back to the Committee.

b. FY'86 Range Improvements (FS)

Gene Jensen advised the Committee that the Forest Service had not received any grazing fee credit applications.

c. Bald Mountain Update

Gene Jensen brought the Committee up today on the Bald Mountain TRT. Jensen explained that the Forest Service allowed an increase in numbers in return for a commitment from the permittee to do project work. He pointed out that the project work was not done.

d. FY'86 Range Improvements (BLM)

Richard Westman went over the projects that were completed in FY'85 and the proposed projects for FY'86 including those proposed in WSA's (Attachment #5).

Westman went over the procedure of advance notice that is required now for all projects being built in WSA's. This advance notice went out to all interested parties and there is a 30 day comment period.

Westman told the Committee that BLM had no firm commitment for grazing fee credit projects in FY'86 at this time.

9. OLD BUSINESS

Jean Schadler advised the Committee that she had received a reply to the letter that she had written inviting the author of the Ranger Rick story to come and visit the Stewardship Area. Schadler said that they

apologized and that they hadn't intended to offend anyone with their article.

10. NEW BUSINESS

There was no new business that needed discussing. The Committee decided to wait to set the next meeting date until there were sufficient agenda items.

11. ADJOURNMENT

Vice Chairman Marv Kaschke adjourned the meeting at 12:45 p.m.

Sept. 27, 1985, BLM Office, Cedarville

8:00 a.m.	Call to Order Check Attendance	Joe Harris
8:15 a.m.	Livestock/Riparian Management	Larry Bryant
10:00 a.m.	Break	
10:15 a.m.	Minutes	Joe Harris
10:30 a.m.	Old Business ESP Report	Joe Harris
11:00 a.m.	New Business CRMP/ESP ^{1/} FY'86 Range Improvements Bald Mountain Update	Joe Harris Maurice Bidart FS/SLM FS
12:00 p.m.	Adjourn	Joe Harris

^{1/} Not confirmed yet



4120 (C-020)
Stewardship

Bureau of Land Management
Susanville District
705 Hall Street
Susanville, CA 96130



2250

U.S. Forest Service
Modoc National Forest
441 N. Main Street
Alturas, CA 96101

SEP 16 1985

Wesley Cook
P.O. Box 268
Cedarville, CA 96104

Dear Wes:

Welcome aboard, as our newest member of the Modoc/Washoe Experimental Stewardship Program (ESP) Steering Committee member! We are delighted to have you on the team and truly appreciate your willingness to fill the unexpired term of Jim Cockrell, which ends December 31, 1986.

We would like to personally invite you to the upcoming Modoc/Washoe ESP fall meeting to be held next week on Thursday, September 26, and Friday, September 27.

The committee members will tour the Bare Allotment on the 26th and have a business meeting on the 27th at the BLM Surprise Resource Area Office in Cedarville. The group will leave for the tour from the Surprise office at 8:00 a.m. on the 26th.

If you have any questions, or are unable to attend the meeting, please give Surprise Resource Area Manager Lee Delaney a call at 279-6101.

Again, we welcome you to the committee and please do not hesitate to give either one of us a call if you have any questions at all.

G. Rex Cleary
District Manager

Glenn Bradley
Forest Supervisor

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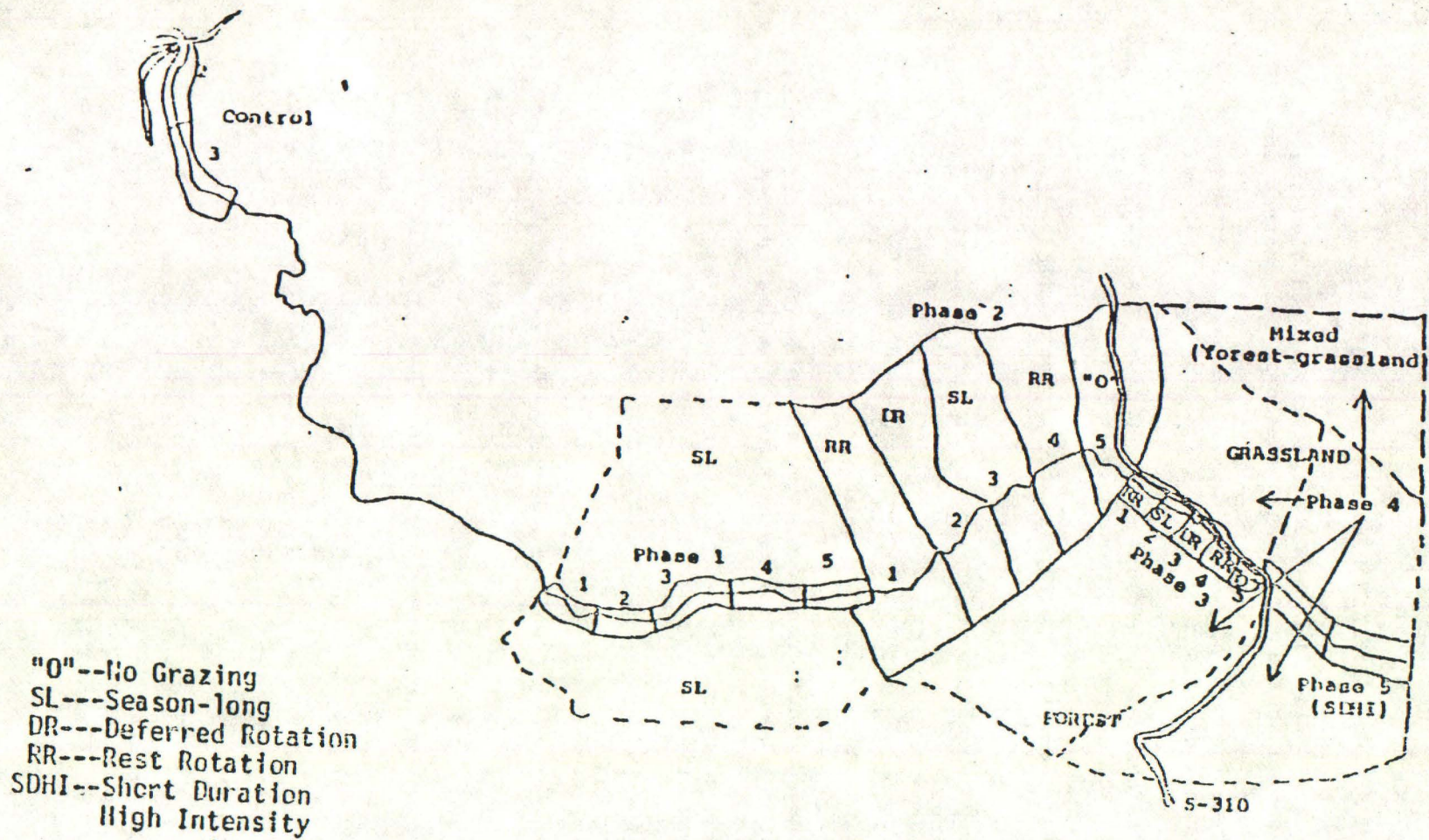
- 1. Information
- 2. Lead Action
- 3. Provide Input
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MEADOW CREEK RIPARIAN STUDY OBJECTIVES

- A. Determine the effects of streamside grazing and browsing of riparian vegetation and subsequent changes in stream temperature on:
 1. Salmonids
 2. Benthic organisms
- B. Determine changes in herbaceous and woody plant productivity and composition due to various grazing methods.
- C. Determine the effects of systematically controlled streamside grazing on livestock production.
- D. Determine the effects of trampling on streambank stability and sediment production.
- E. Determine the impacts of cattle and big game streamside activity on soil bulk density and erosion potential.
- F. Determine the influence of grazing and browsing on terrestrial insects, particularly those insects used as food by salmonids.
- G. Determine changes in water quality through addition of nutrients and/or coliform bacteria.
- H. Determine the effects of riparian zone exclusion on cattle behavior and distribution.
- I. Classify and map the existing plant communities.



Meadow Creek study area.

Response of Modoc/Washoe Experimental Stewardship Program
Executive Committee of the Steering Committee, representing the
Experimental Stewardship Programs
To the DRAFT of the "Public Rangelands Policy Amendments Act
of 1985"

Section 1. no suggested changes

Section 2. Land Use Planning Cycle

Provides that BLM land use plans will be updated (revised)
at least every 15 years. ...

Suggest word
"revised" be changed to "reviewed". Black's law dictionary
defines both words almost the same. However, by the time
this section is reduced to regulation and manual instructions,
it will mean a mandatory change in the plans whether they are
"broken" or not. It will save time and litigation if this
section requires the agency "to re-examine judicially (review)"
rather than "re-examine for correction (revise)".

Section 3. Land Use Planning and Management

subsection 3(a)

Directs Secretaries to integrate the consideration of
riparian values with other requirements in BLM and Forest
Service planning processes.

Suggest amending
Federal Land Management and Planning Act as follows:

Section 202 (c) (3) give priority to the designation and
protection of areas of critical environmental concern, includ-
ing, but not limited to, riparian areas where the Secretary
concerned determines that ongoing efforts and projects to
maintain, restore or improve riparian habitat and values
are insufficient;

RATIONAL: Integrating riparian concerns into the existing
planning process lessens the probability of resistance by
staff to undertake another isolated field task and lessens
resistance by regulation writers to make riparian management
so complex that field implementation will be delayed for lack
of manpower and funding. Similar language can be used to
amend appropriate Forest Service enabling legislation. Agency
is beginning to understand and use Area of Environmental
Concern (ACEC) concept. It is beginning to be understood and
not resisted by other land users. Modoc/Washoe has used it
for a highly sensitive multi-value area successfully. We
encourage building on a technique the agency has already
adopted by elevating riparian management through "Intent of
Congress Report" to give this amendment enough teeth to be
implemented without intimidating the agencies with something
that is considered "trendy" by land management cynics. Balance
of DRAFT language in this section can be included, to extent

subsection 3(a) continued

necessary in "Definitions" section of Act.

Subsection 3(b)

Establishes a requirement and guidelines for the designation of lands as unsuitable for domestic livestock grazing in BLM and national forest planning processes.

This section as DRAFTed is so antithetical to the principals of the Stewardship Program that the Executive Committee decided unanimously to decline to comment on it. FOR YOUR INFORMATION: The Forest Supervisor indicated that determination of certain lands as unsuitable for grazing is already a Forest Service consideration in determining carrying capacity for livestock grazing use. The Modoc/Washoe program, through its Technical Review Teams, has, on occasion, determined that certain portions of an allotment should have a single purpose use or should be protected from all grazing. The concept embodied in this subsection does not foresee such a determination being made on sight by such an interdisciplinary, resource-representative team of management technicians. Therefore, it runs counter to the land management philosophy we have sought to create.

Subsections (c) through (h)

section 3 (a) and (b) apply.

Comments on Sub-

Section 4. Grazing Boards and Multiple-Use Councils

Subsections 4(a) membership of Grazing District Advisory Boards.

Expands the membership of Grazing District Advisory Boards.

no suggested changes

Subsection 4 (b)

Permanently extends authorization...

no suggested changes

Subsection 4(c)

Amends FLPMA Multiple-Use Advisory Councils ...

no suggested changes

Section 5. Grazing Fees and Range Improvement Funding

Subsection 5(a)

Continues grazing fee formula ...

no suggested changes

Subsection 5(b)

Establishes permanent appropriation ... of all grazing fees ...

no suggested changes

Allocates permanent appropriation as follows:

- 50 percent to RBF
- 25 percent to riparian and 12½ percent to fish and wildlife projects on National Forest and Sec. 3 public lands
- 12½ percent of National forest and Sec.3 public lands to states
- 50 percent of Sec. 15 public land receipts to states
- Additional appropriation to match 12½ percent National Forest return to states to maintain 25 percent

Suggest following
standardization of Forest Service and BLM grazing receipts:

- 50 percent to Range Betterment Fund
- 25 percent to Riparian, fish and wildlife projects
- 25 percent to states

RATIONAL: The present distribution is confusing enough. The DRAFT suggests substituting a new confusion for the present situation. States want to know what they can count on. Advocates of the riparian, fish and wildlife resources need certain funding to accomplish necessary improvement. Range Betterment Funds and private contributions are the only monies currently available to implement intensified livestock grazing management. A simple distribution formula common to both agencies should lead to simplified accounting by the agencies and the Treasury. That might, in turn, lead to better tracking of collections and receipts.

Subsection 5(c)

Range improvements in wilderness study areas

no suggested changes

Section 6. Experimental Stewardship Program

Subsection 6(a)

Continues authority ... Experimental Stewardship Program.

no suggested changes.

Subsection 6(a) continued

Requires establishment of multiple use Stewardship Committees ...

no suggested changes

Sets goals for Stewardship Committees

no suggested changes

Provides for discretionary exemption of Stewardship Committees from Federal Advisory Committee Act.

Suggest deletion of first line "at the discretion of the Secretary or Secretaries," and deletion in second line of "for some or all of" with insertion of "from".

Requires monitoring of Stewardship Areas.

Suggest wording of this subsection embody the idea that Stewardship Committees shall establish goals, objectives and method to track results of attempts to improve range conditions, achieve better multiple-use management, accomplish conflict resolution and/or other improvements in land management or land conditions.

RATIONAL: This subsection is necessarily vague to allow flexibility in implementation through regulation. However, it does not contain enough accountability direction to either the secretaries or the field. The organizations who have indicated they are not getting hard information about the results of the Experimental Stewardship Program have a point. Modoc/Washoe considers well-taken. Without a credible land-monitoring program, hard data is not possible. However, monitoring manpower and funding is always a very low budget priority. With some direction in the "Intent of Congress Report," this subsection could put some real emphasis on resource monitoring and simultaneously promote integrated planning of multi-resource management.

Provides for agency funding of per diem for Stewardship Committee members at discretion of Secretary through normal agency allocation process.

RATIONAL: Forest Supervisor and District Manager indicate each district and National Forest has travel and per diem allocation over which local manager has some discretionary power. Agencies lack Congressional authorization to use budget allocation to assist essential participants cover expenses to participate. Modoc/Washoe agrees situation puts undue hardship on participants who are not funded by federal, state or local agencies. This in turn decreases the amount of participation by non-agency

Subsection 6(a) continued

people who are often critical to conflict resolution and integrated resource management planning.

Subsection 6(b)

Requires Secretaries to report to Congress every five years on results of program.

no suggested changes

Section 7. Wild Horses and Burros

Consolidates and rewrites in its entirety the Wild Horse and Burros Protection Act as follows: ...

Suggest consideration of following recommendation on this section passes unanimously by the Modoc/Washoe Experimental Stewardship Program Executive Committee of the Steering Committee at a regularly scheduled meeting in Cedarville, California on June 7, 1985:

The Modoc/Washoe Stewardship Steering Committee recommends the retention of PL92-195 as amended by the Federal Land Policy and Management Act of 1976 and the Public Rangeland Improvement Act of 1978 and further amended by this act to include state authority of unadoptable animals only if the following criteria are met:

- 1) integration of existing herds as of the date of this Act into the land use planning procedures, including herd management plans, with verifiable monitoring data, prior to sale of any horses from said herd;
- 2) congressional mandate for the destruction of old, lame, and sick animals during or after capture;
- 3) establishment of a definition of unadoptable animals including :
 - a) clear guidelines for the adoption program setting a maximum holding time;
 - b) establishment of a minimum acceptable adoption fee;
- 4) a mandate for prosecution under Federal felony statutes modeled on state rustling and poaching laws;
- 5) a limitation on sale authorization to tenure and numbers as set forth in PRPA DRAFT page 28, subsection 4, to wit, "...provided further, That the Secretary's authority to sell excess wild free-roaming horses and burros is expressly limited to 10,000 such animals in the first fiscal year ... prohibited thereafter."

We further recommend that amendments to PL 92-195 include the concept embodied in PRPA DRAFT page 32, Section 6 :

Section 7. continued

"Within 12 months after the end of the calendar year of the sate of enactment of this Act, and every year thereafter, the Secretaries of the Interior and Agriculture shall submit to the Senate Committee on Energy and Natural Resources and the House Committee on Interior and Insular Affairs a joint report on the administration of this Act as amended. Such report shall be based on the advise and recommendation of a Wild Horse and Burro Technical Review Committee, composed of at least 11 members, four of whom shall be selected by the Secretaries from the following areas:

- 1) livestock
- 2) wildlife society
- 3) domestic horse organization or extension horse specialist
- 4) sportsmen organizations

The remainder of the membership to be appointed from recognized wild horse, conservationist, and humane groups, equitably balanced in representation.

RATIONAL:

PL92-195 is sacrosanct to conservationists, preservationists and horse enthusiasts. It is suicide to try to repeal it and substitute the DRAFT language. Repeal attempts threaten every resource advocacy group by making all conservation legislation vulnerable to a similar attempt. However, if the criteria outlined in the Modoc/Washoe proposal were adopted, many of the fears of conservationists that sale authority is a foot in the door to more sweeping changes would be allayed. We do not suppose that this proposal will be universally embraced by cattlemen or conservationists. However, it is an orderly step toward hammering out some compromises on Wild Horses and Burros. The cost of implementing this recommendation would be far less than the cost of feeding horses in the corrals for months and less than the cost of litigation if horse populations are not controlled on the range or if more violent means of population control is attempted.

As nearly as we can ascertain, the major concerns are:

- 1) failure of the agencies to fully integrate horse herds into their multiple use planning efforts,
- 2) failure to adequately use existing authority to prevent old, sick and lame animals from suffering or from becoming part of the adoption pool,
- 3) failure to adequately define unadoptable animals based on adoption demand and ability of the public to pay,
- 4) failure of the U. S. Government to prosecute violators of PL92-195, even in cases where there is irrefutable evidence of violation, partly because penalties are irrelevant,
- 5) need to set hard and fast parameters around sale authority so protect the domestic sale market and to ensure that sale

Section 7. continued

authority does not become the only means of management
in which the agencies will participate.

Section 8. Subleasing

no suggested changes

TULEDAD RESERVOIR TRT

Over the past decade, a reoccurring proposal to dam the waters of Tuledad Creek has been stalled because of the presence of abundant cultural resources. In an effort to either move forward, or at the very least - arrive at a plan of work, the Surprise Resource Area has invoked the Technical Review Team (TRT) process.

Those present included Alan C. Spencer, Cultural Resource Specialist, SCS; Mark Warren, Nevada Department of Wildlife; Tom Hill, Soil Conservation Service, Roger Farschon, BLM; Wes Cook and Bob Cockrell, interested ranchers.

The recommendation of the TRT was for a limited beginning of what may entail a massive data recovery program. The proponents of the project have agreed to supply a backhoe and operator, as well as some funds for special tests, in order to initiate a limited testing of the buried components of the site complex. The SCS Cultural Resource Specialist has agreed to provide some 15 days of his time and acquire some special tests through the SCS organization, as well as coordinating obtaining concurrence of the two State Historic Preservation Officers that are involved (California and Nevada).

The BLM will provide technical expertise during the excavations and analysis of any recovered materials from this initial limited testing. A report of findings will be prepared from which decisions on future needs for mitigation may be made.

Cultural resources located in Tuledad Valley are significant for their contribution toward understanding prehistory of the Great Basin. The potential exists for technological data from the earliest occupation of man to the historic contact period. Buried components of these sites appear to lie in the alluvial plain. They have been exposed in deep arroyo cuts of relatively recent origin and appear to be in stratified contexts. These deposits should be in direct relationship to the surface manifestations up slope and in fact hold promise for the time and space sorting of these surface sites.

To date, only a few flakes of cryptocrystalline and obsidian have been noted in arroyos. No cultural features have yet been found and it is not yet known that the lithics are in fact debitage. Further, it is not known for certain that the material lies in a stratigraphically meaningful context. Before any mitigation plan can be drafted concerning the flooding of this potentially very important site complex, these questions and uncertainties need to be resolved.

Accordingly, the TRT recommended the initiation of limited, backhoe assisted, testing along the south bank of Tuledad Valley at known or suspected buried site locations. At least three trenches are envisioned at this time. They should be at least six feet deep and the longest may extend several hundred feet. These will be closely monitored during excavation and intensively examined by archaeologists from the BLM and SCS. Lithic and soil samples will be collected and analyzed. Any other culturally deposited material such as

bone, charcoal, or plant remains will also be collected and analyzed as appropriate. Soil profiles will be mapped and close attention will be given to possible features evident within the trench walls. Additional efforts will be directed toward collection of paleoenvironmental and chronological data which should be present.

The data recovered will be utilized to determine the extent of the resource and concomitantly, the costs and scope of mitigation required.

Toledad Dam TRT

9-26-85

The undersigned participated on the TRT and endorse the recommendation for preliminary cultural resource testing.

Doger Stanschen

BLM

Tom Hill

SCS

Alan G. Spencer

WUTC - SCS

Maude Warren

WPOW

Wesley Cook

Livestock

Robert J. Coburn

"

Stewardship Meeting - 9/27/85

FY'85 Range Improvement Accomplishments

A. 4322/8100 Projects

1. FY'84 Carryover Projects

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Sand Creek	49-Fence	7.9 mi.	\$16,000
Home Camp	Bregar Fence	2.0 mi.	5,680
Long Valley	Mountain Fence	7.5 mi.	16,000
Nut Mountain	Reservoirs	8 ea.	17,865 (84 A/O)
Wall Canyon	Reservoirs	7 ea.	15,169 (84 A/O)
Nevada Coleman	Reservoirs	3 ea.	7,567 (84 A/O)
Calcutta	Reservoirs	2 ea.	5,326 (84 A/O)
Mosquito Valley	Reservoirs	4 ea.	9,227 (84 A/O)
Horse Lake	Reservoirs	3 ea.	<u>7,882</u> (84 A/O)

TOTAL \$100,716

2. FY'85 Projects

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Sand Creek	49-Seeding	2,000 ac.	\$10,000
Massacre Lakes	Nelson Well Recon.	1 ea.	<u>2,733</u>

(material only)

TOTAL \$13,233

B. Fee Credit Projects

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Massacre Lakes	Equip Wells	1 ea.	\$1,500
Tuledad	Fence	3.2 mi.	6,400
Tuledad	Spring	2 ea.	550
Calcutta	Fence	1.37mi.	800
Home Camp	Cattleguard	1 ea.	2,355
Nevada Coleman	Fence	2 mi.	<u>4,000</u>

TOTAL \$17,655

C. Contributed

<u>Allotment</u>	<u>Project</u>	<u>Cost</u>
Massacre Lakes	Saddle Well (material & labor)	\$4,444
Sand Creek	Jackass Well (trough)	1,350
Sand Creek	Loading Shoot & Holding Field	<u>1,000</u>

TOTAL \$7,794

FY'86 Proposed Range Improvement

1. Range Funding

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Massacre Lakes	Reservoirs	5 each	\$15,422
Selic-Alaska	Fence (Recon.)		10,714
Crooks Lake	Reservoir (Recon.)	1 each	1,000
Sand Creek	Reservoirs	4 each	9,555
Prescribed Burn	Boot, Boulder, Pinto	1,540 acres	<u>4,100</u>
			TOTAL\$40,791

2. Watershed Funding

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Massacre Mtn.	Erosion Control structure	2 each	\$30,000

3. Wildlife Funding

<u>Allotment</u>	<u>Project</u>	<u>Units</u>	<u>Cost</u>
Sand Creek	Fence Enclosure	4.7 mi.	\$18,702
Sand Creek	Habitat Improvement		<u>3,000</u>
			TOTAL\$21,702