

7-8-83

MODOC - WASHOE
Experimental
Stewardship Program



AGENDA
NATIONAL CATTLEMANS TOUR OF
MODOC WASHOE EXPERIMENTAL
STEWARDSHIP AREA
JULY 6 - 8, 1983

July 6th	6:00 PM	Arrive Alturas - Registration at Brass Rail
	6:30 PM	Social Hour - Brass Rail
	7:30 PM	No-Host Dinner - Brass Rail
	8:30 PM	Opening Remarks - Bob Wright Brief History of Modoc Washoe ESP - Jeanni Conlan
	9:00 PM	Movie - "Cowhands Song" - Carol Weber
July 7th	7:00 AM	Breakfast & Registration - Modoc High School
	8:00 AM	Technical Review Team Process - Bill Phillips, Rose Strickland
	8:30 AM	Grazing Fee Credit - Joe Harris, Lee Delaney, Gene Jensen
	9:00 AM	Depart for Bear Camp
	10:00 AM	Review Bear Camp Grazing Fee Incentive Spray Project - Ed Stevenson
	10:45 AM	Overlook of Tuledad Allotment Wes Cook - Discuss Original EIS Proposal & AMP Dawn Lappin - Horse Experiment
	12:00 Noon	Lunch at Eagleville
	1:00 PM	Depart for Nevada
	2:00 PM	Review 49er Burn, Seeding, Implementation of AMP Discuss Resolution of Grazing/Wildlife Conflicts Sam Millazzo Ed Berryessa

3:00 PM Cavalry Camp - Review Seedings, and Native Range
Forage Production - John Weber

3:45 PM Long Valley - Discuss Funding of Large Projects &
Cost Effectiveness of Seedings - Jean Schadler,
Lee Delaney

4:30 PM Powers Ranch - Discuss Use of Pvt Lands in
Stewardship Area - Ernie Eaton

6:30 PM Cedarville Fairgrounds - Hosted Cocktails

8:00 PM Bar-B-Que - Modoc Cattlemans

10:00 PM Busses depart for Alturas

July 8th

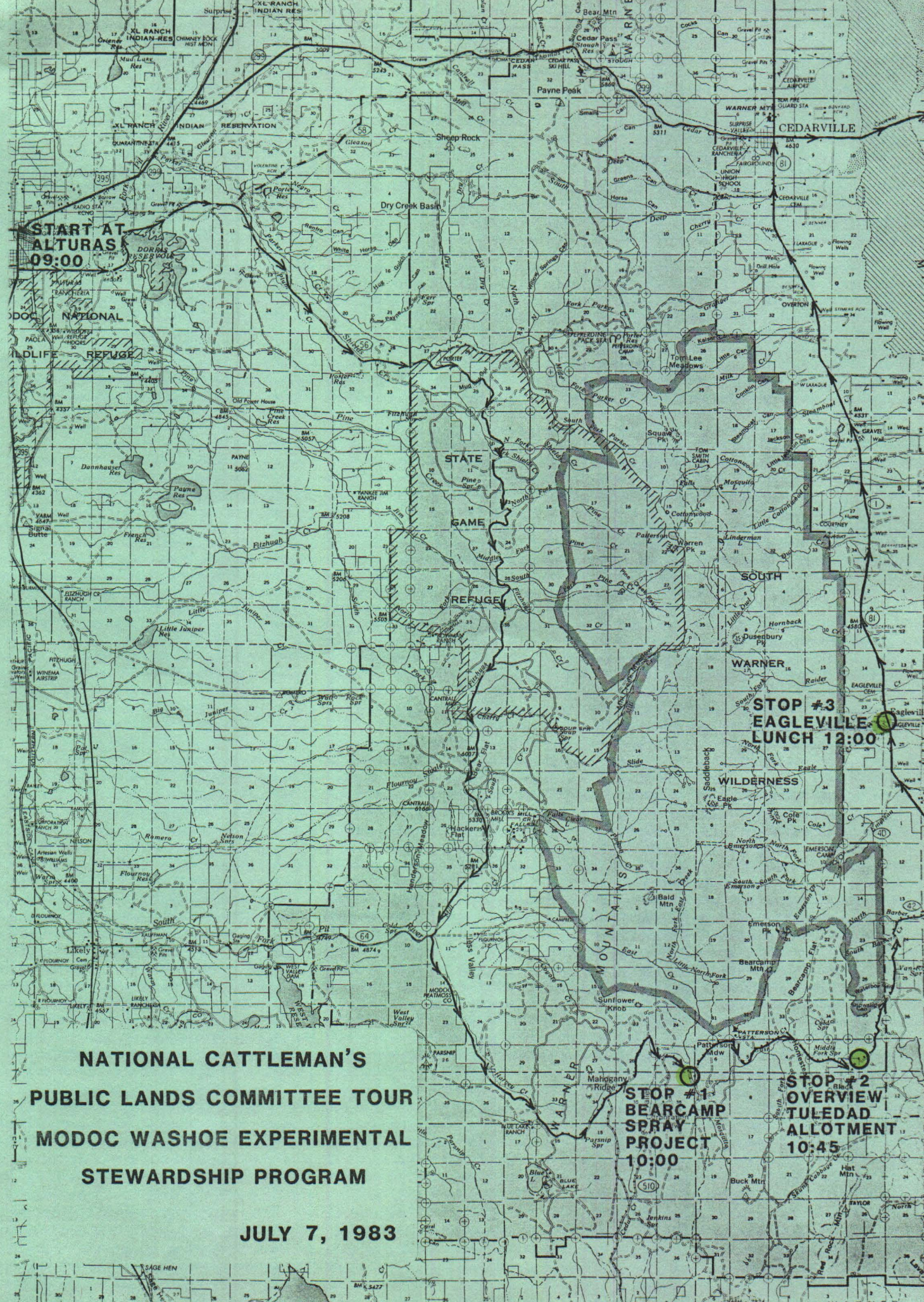
7:00 AM Breakfast - Modoc High School

8:00 AM Manager's Viewpoint - Glenn, Rex, Co-Chairman

8:30 AM Notes & Impressions - Joann Smith

9:00 AM NCA Public Lands Committee - Bob Wright

10:00 AM Depart for Home



**START AT
ALTURAS
09:00**

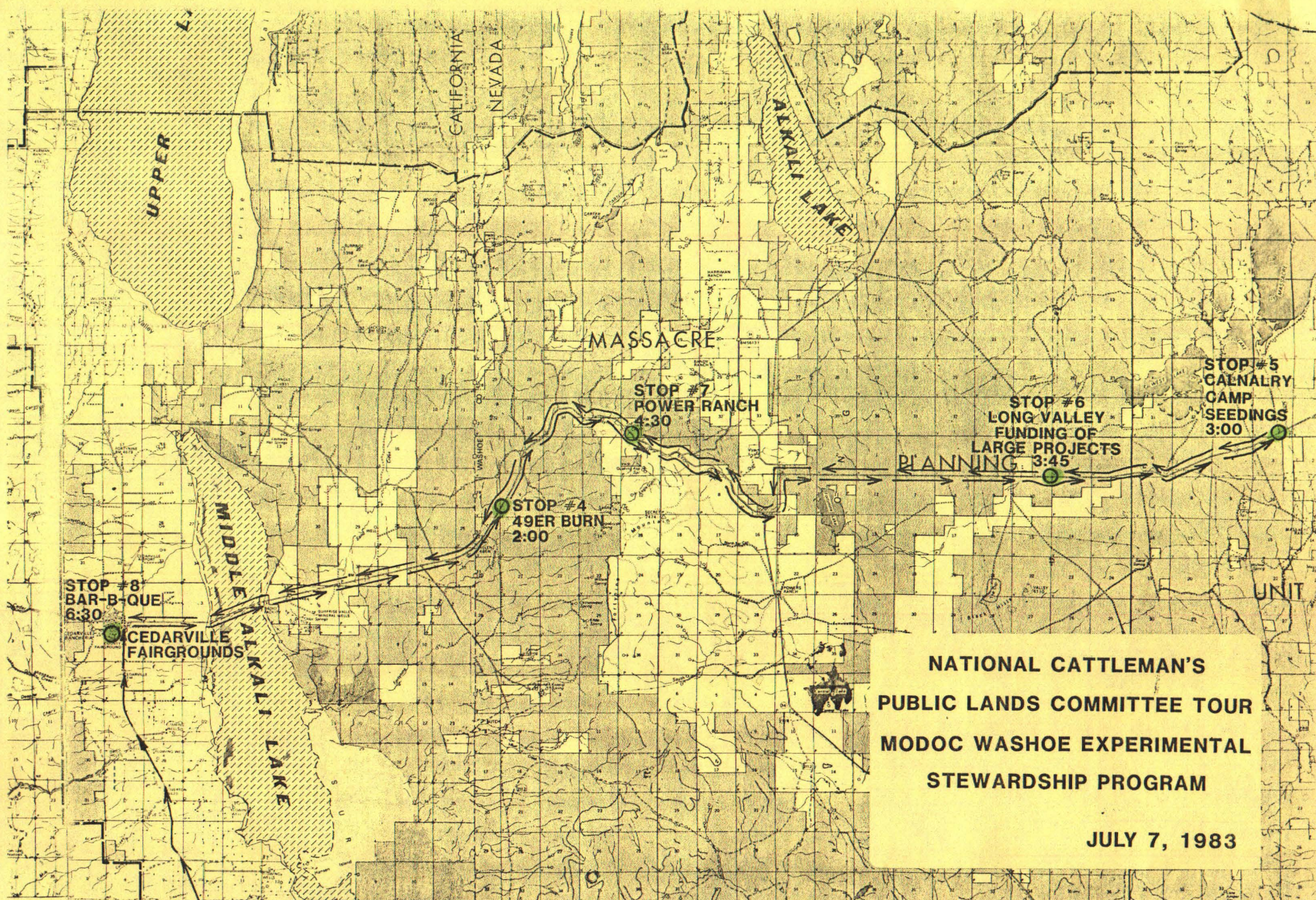
**STOP #3
EAGLEVILLE
LUNCH 12:00**

**STOP #1
BEARCAMP
SPRAY
PROJECT
10:00**

**STOP #2
OVERVIEW
TULEAD
ALLOTMENT
10:45**

**NATIONAL CATTLEMAN'S
PUBLIC LANDS COMMITTEE TOUR
MODOC WASHOE EXPERIMENTAL
STEWARDSHIP PROGRAM**

JULY 7, 1983



STOP #8
BAR-B-QUE
6:30

CEDARVILLE
FAIRGROUNDS

STOP #4
49ER BURN
2:00

STOP #7
POWER RANCH
4:30

STOP #6
LONG VALLEY
FUNDING OF
LARGE PROJECTS
3:45

PLANNING

STOP #5
CALNALRY
CAMP
SEEDINGS
3:00

NATIONAL CATTLEMAN'S
PUBLIC LANDS COMMITTEE TOUR
MODOC WASHOE EXPERIMENTAL
STEWARDSHIP PROGRAM

JULY 7, 1983

R 16 E

R 17 E

R 18 F

R 19 E

R 20 F

R 21 E

MODOC/WASHOE
Experimental Stewardship Program
Steering Committee

NAME	ASSOCIATION REPRESENTED
Jeannie Conlan, Chairperson	Executive Director, ASCS, Fallon, NV
Jean Schadler	Permittee, Adel, Or
Tom Ballow	Nevada Dept of Ag, Reno, NV
Jim Clapp	Wild Horse Associations
Ernest Eaton	SCS, Cedarville, CA
Harold Harris	Surprise Conservation District
John Younger	ASCS, Alturas, CA
Wayne Burkhardt	University of Nevada, Reno
Ed Berryessa	Vya Conservation District
Joe Harris	Permittee, Eagleville, CA
Jim Cockrell	Permittee, Lake City, CA
Sam Millazzo	Nevada Department of Wildlife
Marvin Kaschke	US Fish & Wildlife, Lakeview
John Laxague	Modoc County Board of Supervisors
A.E. "Spike" Naylor	California Dept. of Fish & Game
Curtis Spaulding	Audubon Society
William Reavley	National Wildlife Federation
John Weber	Modoc County Cattlemen's Association
Cecil Pierce	Farm Advisor's Office

PAST MEMBERS

Diane Clapp

Bill Webb

Steve Brown

Dave Grove

Bob Crockett

TO: National Cattlemen's Public Lands Tour
FROM: Jeanni Conlan, Chairman M/W-ESP
SUBJECT: History of the M/W-ESP Area
DATE: July 6, 1983

Ladies and Gentlemen-----It is a real pleasure to have you visit our stewardship area. We especially want to thank the National Cattlemen's Association for sponsoring this tour and for providing us with, more or less, a "CAPTIVE AUDIENCE" and the opportunity to "SHOW AND TELL" you one hell of a success story about Experimental Stewardship.

In order to really understand how successful we have been you need to know (1) Where we have been, The History of the M/W-ESP area. (2) Where we want to go, The Plan for the M/W-ESP area and (3) How we're getting there The Real Success Story of the M/W-ESP area. In the next couple of days you will probably have to forgive us for our exuberance, but, it is very difficult to be humble about success. We feel that what you see and hear during this tour should be EXTENSIVELY NOTED AND LONG REMEMBERED.

Right now I am going to talk to you about the first two items I mentioned earlier:

- (1) Where we have been, THE HISTORY OF THE M/W-ESP AREA.
- (2) Where we want to go, THE PLAN OF THE M/W-ESP AREA.

Tonight, and in the next couple of days, my fellow ESP steering committee members will see to it that you SEE AND HEAR a lot of site specific, literary specific and verbal specific details on the third item, How we're getting there, THE REAL SUCCESS STORY OF THE M/W-ESP.

THE BACKGROUND AND HISTORY OF THE M/W-ESP AREA.

The M/W-ESP area includes the Warner Mountain Ranger District of the Modoc National Forest in northeastern California and the Susanville BLM District's Surprise Resource Area, which is mostly Great Basin High Desert in northwestern Nevada. About 2.25 million acres in size, it includes 600,000 acres of privately owned ranchland intermingled with public lands. The area averages about 70 frost-free days during the growing season. However, it can and often does, frost every month of the year. Elevations range from 4,000 to 7,000 feet. Precipitation averages 18-20 inches per year on the Warner Mountains, 12-14 inches on the valley floor and 6-12 inches on the desert. Four inches means the difference between a drought and an excellent year. Needless to say, excellent years are much less frequent than dry ones.

Cattle are wintered on the private ranchlands and summered on the Forest and BLM. The stewardship area supports resident populations of deer, antelope, bighorn sheep, horses and numerous species of small game animals and birds. The Forest Service and BLM license 126,000 AUMs of cattle and sheep forage per year, within the Stewardship area. Recreational opportunities are diverse, readily available and heavily used.

Private lands include the choicest parcels such as springs, streams and meadows. The private rangelands are intermingled with the public lands. Neither can be properly managed without cooperation and joint agreement for maintenance and improvement. For the most part, private lands are "THE KEY" to range improvement because they contain the water resources imperative to the management and utilization of the public lands in our desert environment. Livestock and wildlife grazing would be drastically reduced without the water and forage found on the intermingled private lands. By the same token, private holdings are too small to support viable livestock enterprises without public land grazing.

Whenever I think of the M/W-ESP, in many ways, I think of the inscription on the Nevada State Flag, "BATTLE BORN". Just as Nevada's gold and silver became vitally important to the Nation during the Civil War; today, the improvement of public lands is vitally important to the Nation, both from the standpoint of recreation, and maintaining a viable livestock industry. Just as Nevada's precious metals provided funds necessary to finance the war; today, the livestock industry provides economic stability to their local areas and food for this Nation and the World.

Prior to the Federal Land Management and Planning Act of 1976, range improvements were predominantly privately financed and maintained. With the passing of this act, the Federal landowner still was exhibiting very little inclination to invest in his lands; however, he began to recognize the public benefits derived from the land and subsequently demanded more return from it.

Federal legislation, plus a 1975 court decision requiring Environmental Impact Statements (EIS) on all BLM controlled grazing allotments, created circumstances which suggested:

- (1) a need for additional and better planning, and
- (2) improved systems of monitoring and record keeping on public grazing lands.

The Environmental Impact Statements caused the conflicts, controversies and disagreements to become greater and more complex. The voices of environmentalists, wildlifers and other special interest groups were added to the clamor over past and proposed grazing use on public lands. Many rancher-permittees were faced with bankruptcy size AUM reductions caused by the demand for higher priority use of public land resources. RANCHERS were disillusioned and maintained that the only range improvement tool the BLM knew was to reduce numbers. Their bankers and their cash flow told them that this was not the answer.

Interest in cooperative, coordinated planning began in the M/W-ESP area in 1961. Interest was heightened when the Natural Resources Defense Council filed suite against BLM in 1976, forcing Environmental Impact Statements. The Tuledad/Homecamp EIS had not been well received and the Cowhead/Massacre EIS was formed in an effort to resolve conflicts early. UNFORTUNATELY, the committee was unsuccessful in influencing the provisions of the EIS proposed actions. At this point, permittees and BLM people in the area were not talking. Communication had ceased and most grazing decisions had been appealed.

Continued efforts to resolve conflicts through communication resulted in the formation of an area-wide range improvement committee. At the same time agency people and permittee association leaders were in the process of selling the idea of Experimental Stewardship as outlined in Chapter 12 of the Public Range Improvement Act (PRIA).

From the beginning, Experimental Stewardship sounded like the answer to the old question of how to manage public lands to provide the greatest good for the greatest number of people. Experimental Stewardship looked like a good possibility for reversing a very bad situation. The designation of the M/W-ESP area in November of 1979 was the culmination of a 20-year effort to promite range management and improvement.

Our background and history is not a whole lot different from other public land based areas; however, the second item, Where we want to go, THE PLAN OF THE M/W-ESP AREA, that is a whole different story.

They say that, "Home is where the Heart is," but, like many of the 21 members of the M/W-ESP steering committee, my home is not located in the designated Stewardship area. However, what we are doing here traverses State lines, County lines, and lines drawn by individuals and special interest groups. We are PEOPLE with a common goal which is embodied in our Stewardship Role Statement;

"To foster Cooperation and coordination among the various users of the public lands in a manner which will result in:

- (1) environmental improvement;
- (2) integrated and improved management of all ownerships and
- (3) through improved management, long-range stability of the local economy.

The M/W-ESP has produced a curious coalition; ranchers, environmentalists and special interests have joined together to assess old methods and experiment with new ones in an effort to stop degradation and improve public lands. THIS GROUP, plus land management agencies, have become the nucleus of a grass roots process that promises untold benefits to the public lands and its users. The M/W-ESP is PEOPLE. PEOPLE, dedicated to a land that is frequently not very charitable to the people who love it and work to make it better. It is PEOPLE from numerous walks of life collaborating in an effort which is not only settling age old conflicts and controversies, but will improve the public lands in the process. It is PEOPLE, who prior to the M/W-ESP lived in an environment of MISTRUST. After lengthy, candid discussions, these PEOPLE realized that conflicts could be discussed and settled by concensus. Now we have TRUST in the M/W-ESP area.

I've talked about our history and our plans. I just can't stand it unless I can talk JUST A TINY LITTLE BIT about the third item, How we're getting there, THE REAL SUCCESS STORY OF THE M/W-ESP AREA.

SUCCESS---is defined as the orderly progression toward predetermined goals. Unless you know what our predetermined goals are as established by our ROLE STATEMENT, you can't judge just how successful we have been. Our predetermined goals were and are:

- (1) to explore, experiment and develop innovative and creative techniques, policies and management practices leading to improved range condition and livestock production;
- (2) to develop and support incentives and rewards of substance to permittees who institute creative and innovative practices that result in range improvement;
- (3) to seek ways to integrate private land potential with public lands;
- (4) to promote practices which will improve wildlife and wild horse habitat, protect cultural and historical sites and enhance recreation opportunities;
- (5) to make our program information available for exporting to other public land based areas and;
- (6) to encourage public involvement.

WE ARE A SUCCESS!!!!!! As you will see and hear in the next couple of days WE HAVE AND WILL CONTINUE TO FULFILL OUR ROLE.

The range resources on our far flung public lands in one of the greatest renewable natural resources we have. Experimental Stewardship, as provided for in Chapter 12 of PRIA and approved by Congress in October, 1978, may be one of the most important pieces of legislation ever written. Each of you in your chosen leadership role can have a momentous impact on the livestock industry and the future of the public lands as an integral and vital part of that industry. You, as leaders, WILL have input on, not only, what this nation does with the public lands; but, how we go about doing it.

Man without a way or a place to go may well breed disaster---we have found a way and a place to go. NOW, if we can manage to "SHOW AND TELL" our story and-----it is EXTENSIVELY NOTED AND LONG REMEMBERED, then Man will have a way and a place to go and disaster will be avoided.

TO: National Cattlemen's Public Lands Tour
FROM: Jeanni Conlan, Washoe ASCS County Executive Director
SUBJECT: TULEDAD SPECIAL RANGE IMPROVEMENT PROJECT
DATE: July 6,7, & 8, 1983

1983 marks the third year of one of the first action plans endorsed by the M/W-ESP Steering Committee. The five year action plan for the project area provides for improvements totalling 7730 acres of Brush Control (6100 acres public, 1630 acres private), 8275 acres of Seeding (5300 acres public, 2975 acres private), 16.65 miles of Fencing (12 miles public, 4.65 miles private) and 18 Water Developments (15 public, 3 private).

The project has progressed, inspite of the 1981 drought. Approximately 4400 acres of Brush Control, 2400 acres of Seeding, 13 miles of Fence and 5 Water Developments are on the ground.

ASCS, BLM, SCS and five permittees coordinated planning and are pooling money for the installation of essential improvements on this 180,000 acre (132,000 acres public, 48,000 acres private) unit spanning three counties, Lassen, Modoc, Washoe and two states California and Nevada (80,000 acres California, 100,000 acres Nevada). When completed, the 5-year project will represent a \$430,000 investment (\$324,000 public and \$106,000 private). Permittees will earn \$75,022 cost-sharing under the ASCS administered Agricultural Conservation Program (ACP) for improvements on private lands done with private dollars.

The completion of this project will assure the continued success of the five livestock operations consisting of 1484 head of cattle, and 3000 head of sheep for a total of 11214 AUM's. It will also assure the prosperity of the environment, the wildlife and 200 head of wild horses now inhabiting the intermingled private and public lands in the unit.

THE TECHNICAL REVIEW TEAM PROCESS

YOU ARE ABOUT TO VIEW AND LISTEN TO A REPORT ABOUT THE TECHNICAL REVIEW TEAM PROCESS, AS USED BY THE MODOC/WASHOE EXPERIMENTAL STEWARDSHIP PROGRAM. THE PROCESS HAD ITS BEGINNING IN THE HOME CAMP ALLOTMENT ON MAY 14, 1980. BASIC CONCEPTS HAVE BEEN BROUGHT FORWARD FROM THAT TIME. HOWEVER, THESE CONCEPTS HAVE BEEN USED SLIGHTLY DIFFERENTLY TO MEET VARIOUS SITUATIONS.

SINCE THE REPORT IS SELF EXPLANATORY, I WILL NOT GIVE YOU A POINT BY POINT PREVIEW. HOWEVER, THERE ARE SEVERAL FACTORS THAT I FEEL GAVE SUCCESS TO THE EFFORT. THESE CAN USE A LITTLE EXTRA DISCUSSION AND ARE AS FOLLOWS:

1. PEOPLE OF VARYING VIEWS AND A WIDE DIVERSITY OF BACKGROUNDS WENT ON-THE-GROUND, TOGETHER, TO LOOK AT AND DISCUSS THE RANGELAND RESOURCE OF A SPECIFIC ALLOTMENT.

I AM SURE THAT EACH PERSON SAW THE RESOURCE AT LEAST SOMEWHAT DIFFERENTLY. HOWEVER, THEY DEVELOPED A MUCH MORE COMMON VIEW POINT IN THE PROCESS OF LOOKING AT AND DISCUSSING THE RESOURCE FROM VARIOUS VIEW POINTS, AS IT LAY DIRECTLY BENEATH THEIR FEET AND WITHIN THEIR VIEW.

2. THE PROCESS DEALT WITH SPECIFICS, NOT IN VAGUE GENERALITIES. THE ALLOTMENT WAS BROKEN INTO SEGMENTS FOR CONSIDERATION. SOMETIMES THESE SEGMENTS CONSISTED OF ONLY A FEW ACRES OF RIPARIAN VEGETATION OR A SPECIFIC GULLY.
3. IN THE END, EACH TEAM WAS CHARGED WITH PRESENTING TO THE STEERING COMMITTEE A RECOMMENDATION, FOR MANAGEMENT, ARRIVED AT BY CONSENSUS OF THE TEAM. A 9 TO 1 VOTE WAS NOT GOOD ENOUGH FOR A RECOMMENDATION. THIS PLACED AN OBLIGATION ON THE TEAM TO RESOLVE ISSUES AND NOT TO PUSH THEM UP FOR SOMEONE ELSE TO DEAL WITH.

IN A FEW CASES IT WAS NECESSARY TO MEET 2 OR 3 TIMES TO BRING CERTAIN ISSUES TO A RECOMMENDATION. THE CONSENSUS RULE PREVENTED PASSING THE BUCK.

4. LAST, BUT CERTAINLY NOT LEAST, WAS THE ATTITUDE OF THE PEOPLE WORKING ON THESE TEAMS. THEY HAD A DESIRE FOR SUCCESS AND ACCEPTED THE RESPONSIBILITY OF BRINGING ISSUES TO A CONCLUSION. SOME HAD NOTHING TO GAIN OTHER THAN THE SATISFACTION OF BEING PART OF A PROCESS THAT PRODUCED ANSWERS.

IT IS MY OPINION THAT THE TECHNICAL REVIEW TEAM PROCESS WAS A SUCCESS AND CAN PRODUCE RESULTS FOR OTHERS THAT ARE WILLING TO PUT FORTH THE EFFORT TO MAKE IT WORK.

IN CLOSING, I LOOK AT A TECHNICAL REVIEW TEAM RECOMMENDATION AS A STARTING POINT, NOT AN END. THE REAL SUCCESS OCCURS ONLY WHERE THERE IS FOLLOW UP TO PUT THE RECOMMENDATION INTO ACTION.

Bill Phillips

BILL PHILLIPS
STAFF RANGE CONSERVATIONIST
BUREAU OF LAND MANAGEMENT
SUSANVILLE DISTRICT

GRAZING FEE CREDIT

Joe Harris - Permittee

I'm a permittee and was asked to present our grazing fee credit and incentive program, of which I think it one of the more innovative programs to come from the Experimental Stewardship, that will improve the range for all. I want to preface my remarks with a bit of history of the community. Before and during the beginning of the Modoc/Washoe Experimental Stewardship Program, the animosity between permittees and the BLM employees had reached explosive situations. Again, talking from a permittee's point of view, at that time we didn't know who our enemies were! Only that some of the ideas that were proposed weren't good for the range and would put us out of business. By forming this rather large Steering Committee under Chapter 12 of PRIA, we tried to include all interests of public lands so as to give all a voice in a planning process. It was with this group that we sat down at the table, and in the field and started negotiating on a one to one basis and agreed to make decisions by consensus!

It was through these negotiations that we finally started trusting each other and that's when we all really felt we were making real strides toward solving problems. The key word is communications.

A couple of points I think need to be made about our grazing fee incentive program is that the opportunity is there for the smallest permittee to have a chance to utilize RBF on his allotment and the idea or project is his own, and he is responsible for its construction. In most cases these are not big dollars, but we think they will be used more efficiently.

I gave you a brief history to emphasize that we have built a partnership of trust in this Modoc Washoe ESP, and it is with this trust that I have asked two agency people to give the details of the grazing fee credit program to you for me, because they have presented it before and have flip charts and can do an excellent presentation. They are agency people who we want to have a long tenure with us! Gene Jensen of the Modoc National Forest Service; Warner Mountain Ranger District and is the Range Staff Officer, and Lee Delaney of the Bureau of Land Management, Surprise Valley Resource Area Manager.

BEAR CAMP GRAZING FEE INCENTIVE SPRAY PROJECT

Ed Stevenson

On behalf of the Bear Camp Permittees, I would like to welcome you to the Bear Camp Grazing Allotment.

EXPERIMENTAL STEWARDSHIP PROGRAM

An experiment that may be the answer to many of the existing rangeland improvement problems. If it is successful over the next three years, it may become the blue print for rangeland improvements throughout the West.

Right now there are three areas where ESP is being used, it is up to the people involved in these area's to make a success or failure of this new concept in rangeland improvement.

I'm going to talk about Actual Use Billing, the Credit System and how we are going to use them on this allotment.

In the past, we've paid our grazing fees before we put our livestock on the allotment, which is July 16. It didn't matter whether it took one, two, three or five days after that to get all the cattle on the allotment, you still had to have every cow paid for from July 16 to September 30, which is our off date.

On a year like this where we've had so much snow and cool weather, we may be one or two weeks late getting our cattle on the allotment, or on a dry year, or if a big snow storm hits in September, we may have to get our cattle out of these mountains before the off date. Under the Actual Use Billing system we only pay for what we use. In other words, we pay for the number of cattle and the actual number of days they were on the allotment.

In the past, on some years there would still be plenty of grass at the end of our permitted grazing season, and the Forest Service would let us stay and utilize this extra feed. Then they would have to prepare another grazing bill, and we would have to write another check.

Actual Use Billing can save the permittee's money and can save time and the expense of doing added paper work for the Forest Service. In another way it's a range improvement tool too; for example, if it's a wet year like this one and the range is not ready, a permittee won't mind waiting a few days past the on date if he is not going to have to pay for it; or, if it's a dry year, he may want to get his cattle off the allotment early, rather than paying for grass that is not there.

Under the Credit System, 50% of the grazing fees will be paid to the Forest Service at the end of the grazing season. The other 50%, or 70¢ per AUM this year, can be used by the permittee for rangeland improvements such as seedings, water developments, fencing, erosion and sagebrush controls, or whatever type of improvement projects that are okayed by the Forest Service, Stewardship Steering Committee and the Modoc Forest Service Advisory Board. Any rangeland improvement project has to be reviewed and okayed by these three groups before work can begin on a project. These reviewing committees are another safety factor built into ESP for making range improvements not rangeland damages.

The Range Betterment Fund has been used in the past and still is being used by the Forest Service for rangeland improvements. Under this program only 50¢ out of the grazing fee dollar goes into the Range Betterment Fund. Forest Service often pools all the money from the allotments under this system and does a major improvement project on one or two allotments. Sometimes these are multi-year projects and other allotments are pushed back or neglected for years before any work is done on them. Under the Credit System some work can be done every year or a major project can be done every three years.

Also, the cost of Forest Service doing range improvements is much more expensive than private individuals doing the improvements, because of the Federal Regulations and Wage Scales they must adhere to. Using the Credit System, we as individuals can do our own work for a minimum wage, and we can use our own equipment on projects; therefore, we can complete bigger projects and do them cheaper than the government agencies can.

The Credit System has another advantage over the Range Betterment Fund; that is, we can take our credits for three years and spend them all in one year on a project, which is what we are going to do on this allotment. Our project on this allotment will be spraying over 500 acres of sagebrush this year. By using our three years of credits, we will be able to spray more acres cheaper than if we only used our yearly credit for the next three years.

The Forest Service has tried to control burn these sagebrush areas on two separate occasions, but have had no luck. At this altitude there are a minimum number of days, if any during a given year, when conditions are ideal for a controlled burn.

A lot of planning has gone into this project. Environmental Studies had to be prepared on the 500 acres to be sprayed, as well as other studies and statements prepared.

If this spray project is successful, it may open the door again for using spray as a method of controlling sagebrush. We definitely need some kind of a tool to control the growth and spread of this plant.

I'm excited about the Experimental Stewardship Program. I think for the first time in many years an individual has a chance to apply his own money directly to a project that he has helped to formulate, and he is going to work extra hard to see that it becomes a success, not a failure!

Thank you for your time.

HISTORY OF THE TULEDAD ALLOTMENT

Wes Cook - Rancher

I think we have come a long way in the past four years. From a complete standstill of total appeal to a point now where we have accomplished some of our projects, have a workable grazing system, and the Allotment is beginning to respond from the rest this system has provided.

The process began in 1978 with a three pasture rest-rotation system proposed in the Tuledad/Home Camp EIS. This system appeared to be totally unworkable to the permittees and in fact one permittee became so frustrated that he transferred his permit to another permittee and rearranged his whole livestock operation. And, as mentioned earlier, all of the remaining permittees appealed the BLM's grazing decisions. In 1979, the permittees, BLM, SCS, and ASCS agreed to a two pasture allotment management plan which contained several unique characteristics. Instead of rushing in to build pasture fences, everyone agreed to the permittees hiring a rider to keep the cattle in the right places. This has worked very well and even though we may decide to build pasture fences in the future, we will all have a good idea of where they should be rather than guessing at the outset.

Another unique characteristic is the Tuledad Special Range Improvement Project. This project evolved with the AMP and was one of the first action plans endorsed by Modoc/Washoe Experimental Stewardship Program. It involves ASCS, BLM, SCS, and five permittees pooling money for the installation of essential improvements on this 180,000 acre (132,000 acres public, 48,000 acres private) Allotment spanning three counties, Lassen, Modoc, Washoe, and two state, California and Nevada (80,000 acres California and 100,000 acres Nevada). When completed, the 5-year project will represent a \$430,000 investment (4324,000 public and \$106,000 private). Permittees will earn \$75,022 cost-sharing under the ASCS administered Agricultural Conservation Program (ACP) for improvements on private lands done with private dollars. The five year action plan for the project area provides for improvements totalling 7,730 acres of brush control (6,100 acre public, 1,630 acres private), 8,275 acres of seeding (5,300 acres public, 2,975 acres private), 16.65 miles of fencing (12 miles public, 4.65 miles private) and 18 water developments (15 public, 3 private). Approximately 4,400 acres of brush control, 2,400 acres of seeding, 13 miles of fence and 51 water developments are on the ground to date.

All parties involved in this plan are happy with the results. Permittee/BLM relationships have improved tremendously and communication is very good. This evolution took lots of time and effort on both sides. It was not an easy process. We have been fortunate that our BLM people have remained during this period. Previously a BLM employee would just begin to understand the country and the problems and then would transfer.

The completion of this project will assure the continued success of the five livestock operations consisting of 1,484 head of cattle, and 3,000 head of sheep for a total of 11,214 AUMs. It will also assure the prosperity of the environment, the wildlife and 100 head of wild horses now inhabiting the intermingled private and public lands in the Unit.

Cooperative planning through Stewardship or CRMP is the key. When all interested parties are involved in the planning, its amazing the plans that can be hammered out, compromises can be reached that I never thought were possible.

D R A F T

POSITION STATEMENT AND GUIDELINES FOR INTERIM
MANAGEMENT OF WILD HORSES AND BURROS WITHIN
MODOC/WASHOE EXPERIMENTAL STEWARDSHIP AREA

In response to the continuing controversy over existing wild horse and burro legislation and recently proposed amendments, the Modoc/Washoe Experimental Stewardship Steering Committee has developed the following position and operational guidelines for management pending final resolution of this important land use issue.

POSITION STATEMENT

The position of the Modoc/Washoe Experimental Stewardship Committee is one which neither supports nor rejects the existing Wild and Free Roaming Horse and Burro Act or the recently proposed amendments. Any direct involvement in the ongoing legislative controversy is considered to be well beyond the intent of Congressional mandates and the announced role of this Committee. However, it is also recognized that the mission of the Stewardship Program cannot be met unless the wild horse and burro issue is addressed from a purely functional point of view. In order to keep pace with the planning and implementation strategies contemplated and those already established for the Modoc/Washoe Stewardship Area, the following statements reflect the current position of this Steering Committee on the wild horse and burro issue.

1. More effort is needed to develop creative and effective ideas for on-the-ground wild horse and burro management in those allotments where such opportunities exist. Horse interest groups outside of Federal agencies should assume a stronger role in the joint development of plans which promote the welfare of these animals consistent with other legitimate uses of public land.
2. The present Adoption Program should not only be maintained but needs to be made more effective in terms of meeting expressed public demand. Regulation, legislative, or policy changes that facilitate the flow-through of animals or otherwise speed up the adoption process are useful to meeting our overall objectives for the responsible management of native ranges.
3. Funds collected from adoption fees or sale (if authorized) should be recycled back to the state and agency district where horses were gathered. These funds will be used in the wild horse and burro management program.
4. If sale authority is granted it should be implemented on an interim basis and limited to a five year period or until management levels are reached (whichever occurs first). Once acceptable management levels are attained, selective gathering should make future sale unnecessary.

MANAGEMENT GUIDELINES

In order to move forward with the Modoc/Washoe Stewardship mission, the following management guidelines are recommended for implementation.

1. Herd Management Planning

The Technical Review Team process should be the primary vehicle for the development of wild horse and burro management plans on an allotment basis. It is essential that horse interest groups or pre-selected representatives participate in the process at this planning level. The TRT reports will document and address the following management components and any others that might be identified.

- a. Existing numbers, distribution and natural movement patterns will be identified.
- b. Determine acceptable management levels consistent with land use plans and explore feasible opportunities specific to enhancing habitat quality for these animals.
- c. Coordinate (a) and (b) into the overall allotment plan to minimize conflict and insure equitable consideration of all user groups.

2. Removal of Excess Animals

Once the populations of wild horses have been reduced to management levels, the Committee endorses removing the excess animals exclusively from the young animals and allowing the remainder to live out a natural life span and die a natural death.

The maximum age of the animals to be removed should be flexible. Factors to consider are cost effectiveness in gathering the excess as well as adoptability of the animals. The maximum age limit to consider for removal should be four years of age. In any event, all animals beyond a given age should live out their natural life and die a natural death rather than be subject to removal.

Excess is defined as the number of young animals beyond that which is necessary to offset natural death loss or, conversely, the number of young animals allowed to stay in the population will equal natural death loss so that replenishment offsets death loss and the number of animals in the population remains stable.

This approach to removal of excess has several important effects:

- a. Over time, a population will develop a more uniform age structure by minimizing gaps or surpluses in certain ages. A more uniformed age structured population will be more stable and more immune to catastrophic and life threatening forces.

- b. The animals that are removed from the population will be exclusively young, highly adoptable animals. Once the populations are down to management level, the adoption program will be capable of taking care of all the excess.

- b. Leaving the animals on the range to die a natural death will suppress the overall reproductivity of the herd because the last years of the animals life span are nonreproductive. This will reduce the number of animals to be removed and thus, reduce the expense of population management.

A BRIEF REVIEW OF THE MODOC-WASHOE STEWARDSHIP PROGRAM
FROM A WILDLIFE PERSPECTIVE

The Modoc/Washoe Experimental Stewardship Area is comprised of over two million acres of private and public lands within the Surprise Resource Area of the Susanville Bureau of Land Management District and the Warner Mt. Ranger District of the Modoc National Forest. These lands are located in portions of Modoc and Lassen Counties in Northeastern California, and Washoe County in Northwestern Nevada.

In one sense, the time at which the Modoc/Washoe Steering Committee was established placed it in a unique position compared to the Idaho and Montana Committees. The Bureau of Land Management (BLM) planning process for the Surprise Resource Area had advanced to the point where the final Environmental Impact Statement (EIS) had already been completed for the Tuledad/Home Camp Unit, and the draft EIS had been issued for the Cowhead/Massacre Unit. Both areas comprised a substantial part of the total land contained within the Modoc/Washoe Stewardship Area. Numerous decisions, some final and others tentative, had already been made, many of which were extremely controversial, and as a result communications between permittees and the BLM virtually ceased to exist.

This then, was the climate under which the Modoc/Washoe Steering Committee was established. Rather than being a part of the planning process leading to a final EIS document or allotment management plan, it was necessary for the committee to first reestablish lines of communications and mutual trust between agencies and user groups, and reexamine controversial decisions already made. In the Tuledad/Home Camp Unit for

example, a three-pasture grazing system had been approved for implementation in one allotment, which according to the permittees was completely unworkable. One of the pastures encompassed all high elevation lands and would be inaccessible in most years during its early use cycle within the rotation system. In response to an obvious poor plan, the Steering Committee recommended to the BLM District manager that a staffing committee be formed, composed of the permittees involved, a BLM range specialist and a wildlife biologist from the Nevada Department of Wildlife, to reevaluate the original proposal. Based on the findings of the field staff, an alternative grazing scheme was devised which had the approval of all parties and the Steering Committee as a whole.

The Steering Committee's attention was directed next to the controversy surrounding the High Rock Canyon Sub-Unit within the Cowhead/Massacre Planning Unit. Earlier inventory and planning efforts had singled out the High Rock area as being unique because of its extremely high historical, archeological and wildlife values. Sixteen miles of the Lassen-Applegate Emigrant Trail pass through the High Rock Canyon Sub-Unit, raptor nesting densities along the canyon walls rival those found in Idaho's Snake River country, numerous caves and campsites provide a rich storehouse of artifacts and history of early Indian occupancy, and the canyon itself represents some of the best available habitat in Washoe County for reintroduction of the California bighorn sheep. Superimposed on these diverse values and potential uses was the existence of a 1,200 cow permit in the canyon bottoms and adjacent highlands, and a domestic sheep herd of 2,000 animals that lambled on the

west rim of the canyon early each year on their way to summer range in the Warner Mountains of California.

In terms of a balanced compromise, the Steering Committee's eventual High Rock recommendations represented an equitable set of trade-offs for all user groups even though this complex issue has not yet been totally resolved. Historical and the principal archeological sites would be protected; one of the two livestock operations would continue to function; wild horses would remain but at reduced numbers and the heart of bighorn habitat would be reserved for eventual re-introduction of animals into their former range. While some criticism of committee actions thus far taken has been leveled by various groups, it is very apparent that the committee as a whole is dedicated to avoiding "either/or" solutions and will continue to resolve user conflicts by compromise whenever possible.

As for my professional and personal evaluation of the Stewardship Program, I'd be less than honest if I didn't let you know that I had some very serious reservations about the program in the beginning. I honestly didn't feel that my Department could afford to be drawn into another round of "bureaucratic planning", particularly when it appeared that each successive past effort seemed to leave less for wildlife. Well, I don't mind admitting I was wrong, and when I look back on our accomplishments over a relatively short time, I'm very gratified at having been a part of it. Aside from meeting and working with many good people, our individual exposure to other points of view has helped all of us maintain an open minded perspective throughout this planning process. Perhaps just as important, I am convinced that the Modoc/Washoe

Stewardship Program has provided the opportunity to shape National Policy in a very meaningful way for all user groups. 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.

EXPERIMENTAL STEWARDSHIP PLANNING ON THE NUT MOUNTAIN ALLOTMENT

Pete Weber

- I. Nut Mountain Allotment
 - A. Location in Surprise Valley Resource Area
 - B. History of Livestock Use

- II. The Experimental Stewardship Program is working on this allotment
 - A. Pre-Technical Review Team Period
 - B. Co-operative spirit today

- III. Progress of intensified management on Nut Mountain
 - A. Identified goals of all interest groups
 - B. AMP in effect
 - C. Bitner-Nut Mt. Split
 - D. Wheat grass seeding
 - 1. Sprayed and planted in 1982
 - 2. Fenced
 - E. Water projects
 - 1. Seeding
 - 2. Native range
 - F. Archaeological area fenced this year
 - G. Grazing scheme outlined
 - H. Fee-credit projects
 - I. Post billing

Long Valley Ranch
Use of Private Lands in the Stewardship Area

The Long Valley Ranch unit of the White Pine Ranch is a range unit used for spring, summer and fall forage. In May of 1976, a range improvement program begun when 385 acres of big sage was sprayed by helicopter along 49 Creek. Two pounds actual ingredient of 2-4-D low volatile ester was used. There was one small area of low sage in the spray area which was sprayed to determine if it might be feasible and economical to spray low sage.

In June of 1977, another 550 acres was sprayed. By this time we had been able to observe the response to the low sage site which was sprayed in 1976. The response was such that it was determined feasible to spray other low sage sites. The plant population had more than doubled.

Before other sites could be treated it was necessary to develop water to enable the operator to manage the treated areas without undoing the progress.

In late June of 1978, 550 acres of low sage was sprayed. During this year tests for wells and side hill wells was made in and around the low sage on top of 49 Mountain. This effort was not successful. During this time the possibilities which were open was discussed and a plan for 5 years was developed to begin in 1979.

The goals of the plan was to spray 800 more acres of low sage and seed 915 acres, with cross fencing where necessary to manage the new seedings. Wells and windmills were installed in pastures which had no water or inadequate water.

All the objectives in the plan have been completed at this time. In the seven year period from 1976 there has been 1890 acres sprayed and 1100 acres seeded. Two additional wells for livestock water was drilled. The areas sprayed or seeded was done with A.S.C.S. cost-share on an annual and a long-term agreement.

The low sage areas which were sprayed increased in carrying from less than one animal unit month to just over 3 AUMs. In addition to this, there has been a noticeable increase in the numbers of antelope and sagehens using the sprayed areas.

Deer use of the mountain in the late spring and summer has increased probably as a result of the predator control program which is carried on.

Livestock management: all pastures are rested every third year with the exception of the mountain top and the meadows. The mountain is used each spring as it is ready and the meadow fields are used in the fall. The first calf heifers are grazed on alternate meadow pastures all season.

THE TECHNICAL REVIEW TEAM APPROACH

The Modoc/Washoe Experimental Stewardship Program designed implemented and tested an on-the-ground procedure for designing allotment specific grazing systems which consider the needs of all resources, in addition to livestock.

The procedure includes site specific resource analysis, conflict identification, identification of alternative management approaches and a preferred grazing system alternative. It also includes recommended actions for the protection, enhancement and/or rehabilitation of other resource values.

This on-the-ground work is done by a team of technicians, including a representative from the BLM, SCS, State Game Department, environmental groups and permittees.

This procedure provides a sound basis for an allotment management plan. It resolves use conflicts on the ground and so far, has eliminated appeals. It provides for maximum technical information in land management practices.

MONITORING GRAZING USE ON RANGELANDS

Monitoring grazing use on rangelands has recently become a matter of much interest. If certain monitoring data had been gathered on grazing allotments over the years, sufficient information would be available to properly manage grazing on public ranges and to assess the impacts of grazing on vegetation and soils. Unfortunately, such information has not been consistently obtained for most public ranges in the past.

Monitoring should be conducted at two levels; each to answer a different set of questions. The first level of monitoring should be for the purpose of assuring that grazing use is actually following the grazing plan. This involves observation of use patterns over the allotment or pasture as a whole. Results from this monitoring level provides the decision basis for immediate adjustments in annual operations. Second level monitoring is to determine if the grazing plan is accomplishing the objectives set forth in the plan. This involves specific studies tied to permanent transects in key and/or critical areas. These long term studies should be designed to answer the specific questions arising from the grazing plan objectives.

As AMPs are developed, a detailed monitoring plan should be made a part of each AMP. The technical teams that develop each AMP should also design a monitoring system tailored to the allotment. The objectives of monitoring, sampling techniques, transect locations, monitoring responsibilities and time tables should be detailed as far as possible in each plan. The monitoring plan is as important a part of the AMP as is the grazing prescription or the stocking rate. Monitoring is our measure of progress.

The information elements of a grazing use monitoring program are outlined in the following discussion. It should be our goal to implement and maintain monitoring on all active grazing allotments. Admittedly budgetary constraints may in some cases preclude attaining that goal and priorities may have to be directed at problem allotments.

1. Monitoring to assure that the plan is being followed:

This level of monitoring should be the primary study conducted on a grazing allotment and should come ahead of all other studies. In general, there should be a greater reliance at this level of monitoring on observations of conditions over the entire pasture or allotment than on measurement of a few transects

- a. ACTUAL GRAZING USE RECORDS. This should be a log of animal numbers, dates on and off, pastures used and rested, distribution, problems encountered, etc. The livestock operator should bear the primary responsibility for this record, supervised and assisted by the range manager.
- b. UTILIZATION MAP. The use map is our most important tool in grazing management and, unfortunately, the most often overlooked. It is needed to establish key areas, to identify distribution problems and solutions, and to make adjustments in annual operating plans.

Annually, near the end of the grazing season, a range inspection tour should be made to map degree of grazing use and distribution of that use of the allotment or pastures as a whole (not just key areas). This use map should be prepared by the range manager and the permittee. Degree of use should be visually estimated in three or four use classes (light, moderate, heavy and severe). Traditional utilization sampling techniques are not suitable for preparing use maps on large allotments. It is of no management utility to measure degree of use precisely on a few transect locations. The question that needs to be answered is what areas of the pasture were under used, correctly used or severely used (use intensity and pattern). It is more useful to observe grazing use patterns on larger areas than to spend time measuring plots or transects. As the use map is being made, field notes on conditions and situations observed should also be made to accompany the map. These field notes should include comments on climatic conditions of that year's growing season which directly affect vegetation growth. A determination needs to be made while the observers are on ground as to whether or not the degree of use is in accordance with the grazing plan. The use map and field notes are decision information that bear directly on how grazing is to be done for the remainder of the current season or during the next grazing season. Did this season's grazing use conform to the grazing plan and, if not, what changes need to be made?

Additionally at the time the use map is being made, it may be useful to take selected photographs showing utilization levels in certain areas of the pasture. These use-photos support and supplement the use map and field notes.

It is important that the permittee accompany the range manager on these inspection tours and participate in developing the use map, field notes and any decision. It is also appropriate that the range manager provide the permittee with copies of these items after the inspection tour.

2. Monitoring to meet grazing plan objectives:

This level of monitoring generally involves long term studies tied to key or critical areas, permanent transects and sampling or measuring techniques. These studies need to be designed to answer specific questions or objectives. The selection of a sampling technique should be determined by the study objective and the vegetation character at the transect location. This likely precludes using a common technique on all allotments. Monitoring is directed at measuring change over time on an allotment, not comparisons between different allotments. Therefore, consistent methodology is much more important over time than it is from one allotment or area to another. It is imperative regardless of what methodologies are used on a particular study location that the same method be continued over the years. Only with continuity over time do these studies provide useful answers.

- a. TREND STUDIES. Permanent trend study locations should be established in each allotment or pasture. The purpose of these study areas is to provide a record of vegetational changes over time. Trend studies should be resampled every 3 to 5 years and the work should be the responsibility of the range manager. Study locations should be in key areas and in some cases, critical areas. The following information should be obtained from each trend study area:
- (1) Permanent Transects - Relocatable transects should be established for the purpose of measuring vegetation characteristics. This sampling can be for frequency, basal cover or Parker Loop index. In no case should canopy cover of herbaceous plants be used as the basis for determining vegetation change
 - (2) Permanent Photo Stations - Each vegetation transect should be used as a photo point location. Both a landscape and a close-up photograph should be taken each time the transect is sampled.
 - (3) Trend Indicator Summary - The soil-vegetation trend indicator system should be applied to the general location of trend study area each time the transects are sampled.
- b. SPECIAL RESOURCE STUDIES. On certain allotments or pastures there may be special value resources for which certain objectives were developed in the grazing plan. Examples might be stream fisheries, archeological sites, critical habitats, etc. When specific objectives relating to these types of resources are developed in a grazing plan, then it may be necessary to design special studies to measure the accomplishment of these objectives. The design of these studies would be determined by the nature of the resource and the objectives.

The Stewardship Program and the Sierra Club

The introduction of the Toiyabe Chapter of the Sierra Club to the Modoc-Washoe Experimental Stewardship Program in 1979 was a shocking one. A short article in the Reno Gazette reported that the stewardship committee recommended to BLM that the agency "relax prohibitions designed to protect the High Rock sub-unit area in northern Washoe County." As we had commented extensively on the Cowhead-Massacre MFP, we were afraid that BLM would throw High Rock Canyon back to the cows at the urging of an unknown "citizens advisory group." This experience launched us into the uncharted realms of the very democratic process of all public lands interests working out resource conflicts on-the-ground in small, but very intense groups.

We have come a long way from these shaky beginnings. Sierra Club members have learned a lot about range and wildlife resources. Some of us progressed from discovering that low sage doesn't get that way from overgrazing to learning that overgrazing doesn't always mean too many cows and curing overgrazing doesn't always mean reduction in livestock numbers. And we're just starting!

I think ranchers have also come a long way. I appreciate the courtesy shown by some who reserved judgement on the tree huggers and sagebrush lovers actively participating in public land decision making vitally affecting their operations. Learning about each other's values and needs have brought us near to friendship or at least to the point that we can agree to disagree on issues such as the use of 1080 or grazing fees. Of course, some knew we were "no-good" and haven't revised their opinions.

Both groups have learned that individual conservationists differ as much from each other as individual livestock operators do. We have learned that direct communication without agency translation has resolved many problems that weren't and some that were. We learned that we could work together on problems of mutual concern - M-X missiles, ORV races, even privatization of public rangelands. And ranchers are realizing that they've been operating in wilderness all along. Making it official will benefit them.

As a conservationist involved in public lands under the administration of two state BLM offices, and seven BLM districts, I have learned the woes of differential interpretation of regulations. But I have also learned that any progress made by this Stewardship Program is due in large part to the professionalism and competence of the Susanville District staff.

My statements should not lead you to believe that all problems can be solved through the Stewardship Program and TRT. Our underlying tensions remain - ranchers want to maximize their livestock operations, conservationists want to optimize the land resource itself, land management agencies have to get along with prevailing political philosophies. But the process can work most of the time because of our tremendous unifying belief - that the land must be managed properly to yield cows or sheep or wildlife

or wildflowers. We can continue to argue about what constitutes the best management as long as we all agree on the ultimate goal.

We appreciate the opportunity to participate in the Stewardship Program, as other avenues of working on public lands problems have been closed off to us by this administration. Wild horse and conservationist representatives have been kicked off District Advisory Councils in most districts in the West, including the Susanville District. A wild horse representative and myself were barred from participating in two Tonopah Stewardship subcommittees because we weren't local enough. We hope the public lands survive the M I C key mouse categorization, the do-nothing-and-monitor plans. We agree that management by regulation has been replaced by management by surprise.

Not too long ago there was a lot of very strong feeling about BLM in this northern California and Nevada area and most of it was negative. The Stewardship Program and the new administration have reversed these attitudes of most of you here today. Instead there is a lot of very strong feeling about BLM and public land management today among conservationists. The membership of the Toiyabe Chapter of the Sierra Club in Nevada and Eastern California has doubled in three years to nearly 2000 and the Mother Lode Chapter in northern California has 10,000+ members. This membership growth directly reflects increasing concerns about the public lands. The National Cattlemens Association attracts new members by scaring cattlemen with tales of radical environmentalists. We attract new members with every headline about Secretary Watt. The National Cattlemens Association will continue to battle with the national Sierra Club. Only in programs such as this will we be able to work out land management problems on the ground without all the confusing rhetoric.

Conservationists have found that we have put too much faith in public agencies to manage public lands for the public good and too much trust in academia to find solutions. We have also assumed that national Sierra Club staff would take care of all the problems, or our legal arm would sue. We no longer care for the role of complainer and critic. We intend to take more responsibility for public land management. We are going to be more directly involved. What form our greater participation will take will depend on what opportunities we have, whether TRT, CRMP, Advisory Councils, protests, litigation, or legislation.

In short, our experience with the Stewardship Program has been rewarding, enjoyable, frustrating, infuriating, funny, etc. We are in for the duration and hope to be able to work with all of you to further our mutual interests. Whether the Stewardship Program will succeed or not, we don't know. Reversals in management policies will continue and my intuition tells me that the next one will have the livestock industry supporting BLM and conservationists supporting individual livestock operators.

Rose Strickland, Chair of the Sierra Club Public Lands Committee
1685 Kings Row Reno, NV 89503 (702) 747-4237

Presentation to National Cattlemen's Association
Public Lands Committee Tour of Modoc/Washoe
Experimental Stewardship Program,
July 6-8, 1983

by

Rex Cleary, BLM District Manager
Susanville District

Let there be no question, the Modoc/Washoe Experimental Stewardship Program was born of controversy.

I start by reminding you of that fact on the chance it may have been obscured by the results you have witnessed the last day and a half.

The first two Grazing Environmental Statements for California were in this Experimental Stewardship Program Area. Work on the first, Tuledad/Home Camp, was begun in 1975. By the time the deadlines were met and the decisions rendered, the decisions for all major allotments, except one, were in appeal status -- and in bitter dispute.

Work on the second Grazing ES, Cowhead/Massacre, was well underway before Tuledad/Home Camp was finished. By 1979, and a long ways from completion, the intensity of the disputes in Cowhead/Massacre exceeded Tuledad/Home Camp. All interests were polarized in conflict with seemingly no where to turn except the courts.

In June, 1979 the Susanville District Grazing Advisory Board intervened in search of a remedy. The Board sought to establish an Advisory Committee for Environmental Statements similar to the Challis Stewardship Program. They offered to finance travel and other related expenses, if necessary, to import expert assistance on how to get started.

By September, 1979 the Advisory Board's efforts had borne fruit. Formation plans were well started. With that information in hand, the Modoc Forest Supervisor -- at the time, Lynn Sprague -- and I jointly applied for Experimental Stewardship Program Area Designation.

Designation was granted that winter. Steering Committee appointments were made, and the Committee met for the first time in April, 1980.

During the tour, you have witnessed some of the results. The results speak for themselves. Nothing works like success, and this program has been successful for this Program Area.

On the subject of why the program has been successful, I am going to quote from a speech given by Jean Schadler who served as the Steering Committee Chairman for the first 2½ years:

"The Modoc/Washoe Program is successful, in part, because we spent several sessions developing a common understanding of each other's philosophical viewpoints. Then, we agreed to the philosophical principals under which we would act. We agreed that our long term goal is to 'foster cooperation and coordination among the various users... and agencies' to achieve three objectives:

1. Environmental improvement.
2. Integrated and improved management of all ownerships.
3. Through improved management, long range stability of the local economy."

(End of Quote).

Like any other situation, a variety of factors have contributed to the success of the Program. But, another notable factor is that the Steering Committee decided at the outset that all actions taken would be by consensus. We defined consensus to mean that all decisions, recommendations and actions taken by the Committee would be by unanimous agreement of all members present and acting. No recommendations would be passed on to the Forest Supervisor or District Manager without unanimous agreement. Any issue not receiving unanimous resolution would be sent back to a working committee for further study or would be tabled.

On this tour you have heard about the Technical Review Teams (TRT) and how they function to develop plans that everyone buys into. Conflict resolution has been a prime function of the TRTs. Importantly, the TRTs picked up on the same theme of operating by consensus. The Steering Committee asked the TRTs to use the same operating rules and same definition of consensus.

I emphasize this because I feel the consensus rule has been particularly instrumental in the success story. Yet the concept of operating by consensus is controversial itself.

The concept is frightening to some. Everyone was at least apprehensive at the outset. But, the longer it has been used, the greater seems to be the confidence and trust in the process.

I have been on the road telling the Stewardship story to a number of groups and organizations. Without fail, the notion of operating by consensus has generated the greatest reservation in all I have talked to.

Over time, there have been a lot of localized cooperative planning and management efforts with varying degrees of success throughout the West. Operating by such a pure definition of consensus is one factor that appears unique to this situation.

The Modoc/Washoe Experiment by itself is probably not sufficient test to determine how useful the consensus concept can be in broad application. But, in my view, it has been a sufficiently important contribution to warrant further serious consideration as a tool for public land management.

The Modoc/Washoe Experimental Stewardship Program will have a result oriented story to tell Congress in the final report due December 1985. The only question is whether or not we will do justice to the story in the way we report it.

But, given the dedication and combination of good minds on the Steering Committee that have created the story, I am confident the Committee will rise to the challenge.

Thank you, and I hope you have enjoyed the tour.

MODOC/WASHOE EXPERIMENTAL STEWARDSHIP SUB COMMITTEE
REPORT ON WILD HORSES

The Wild Horse Sub Committee met on Thursday, February 3 and Friday, February 4, 1983 in Alturas. The following people were in attendance.

Thursday

Jim Clapp (Chairman)
Sharon Saare (Committee)
Dawn Lappin (Committee)
Rex Cleary
Bill Phillips
Rick Cooper
A.J. Johnson
Bill Britian
Tex Scofield

Friday

Jim Clapp
Sharon Saare
Dawn Lappin
Bill Phillips
Rick Cooper
Tex Scofield
Lee Delaney

The Sub Committee developed four general policy statements for consideration.

1. The adoption program is most successful when dealing with animals 1-4 years old. Herd Management Plans must take this into account in order to make the adoption program more successful.
2. The present adoption fee is too high. The fee should be lowered and a variable fee rate established. Some of the criteria to be considered in establishing this variable rate would be the age of the animal, costs/animal for capture etc.. The Sub Committee will take this up in more detail at the next meeting.
3. The Committee recommends that the old, sick, and lame animals be disposed of in the field as per the Wild Horse and Burro Act. This would result in the humane treatment of the animal and a considerable cost savings to the Bureau of Land Management.

At present there are too many examples of unadoptable animals in the old, sick and lame category being transported to the adoption corrals and receiving veterinary care prior to being destroyed. This results in an unnecessary expense.

4. In line with recommendation #3 this Sub Committee recommends the Bureau of Land Management (Bureawide) develop specific job requirements and qualifications for the wild horse specialist to insure that a knowledgeable, field tested type person in horse behavior and management is hired. (For example, a person of this nature should be able to make an on the ground, rational decision on whether or not to destroy an animal.)

M/W ESP
Grazing Fee Incentives
Experimental Program

Lee Delaney
Area Manager
Surprise Resource Area
Susanville District
Bureau of Land Management

I. GOALS - Provide incentives which will:

- A. Foster cooperation between livestock operators and land management agencies
- B. Improve stewardship of public lands
- C. Increase private investment in public rangelands

II. COMPONENTS

A. Actual Use Billing

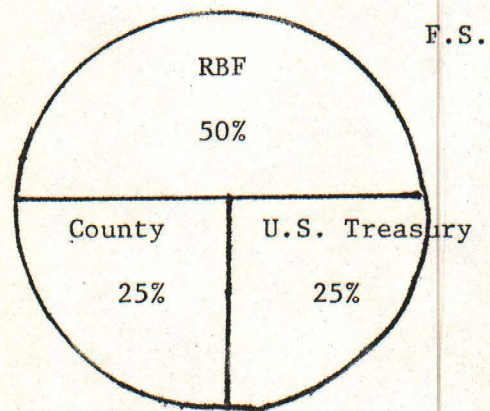
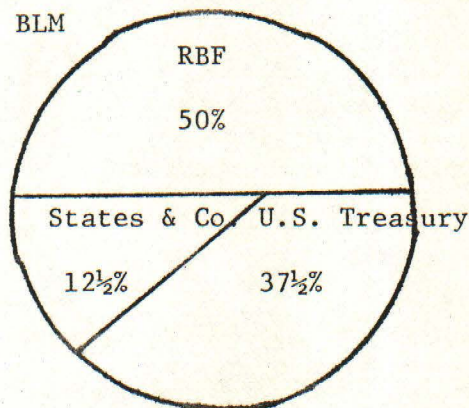
- . After-the-fact billing
- . Extended to all permittees in the M/W Stewardship Area

B. Cost/Share

- . Forest Service - Warner Mountain Technical Review Team
- . BLM - 3 permittees
 - M/W ESP
 - Susanville District Grazing Advisory Board
 - C2N Advisory Board

C. Grazing Fee Credit

- . Concept
 - Agency reimburses through grazing fee credit (up to 50% of annual grazing fee)
 - Experimentation will be limited to the Range Betterment fund portion of the grazing fee



Examples

Reservoirs	\$4000.00
Grazing Fee	\$2000.00/year
Grazing Fee Credit	\$1000.00/year for 4 years

- . Responsibilities
 - Project identification - permittee/agencies
 - Project Survey & Design/reports - agencies
 - Project construction - permittee
 - Coordination - agencies
 - Record Keep - agencies

- . Guidelines
 - Projects must evolve from planning
 - Credit will extend until amortized
 - 1st. priority - 100% privately financed
 - 2nd. priority - cost/share
 - 3rd. priority - agency contracts
 - Project will be incorporated in BLM 18 month project planning cycle

- . Process
 - Application
 - . Type & location of project
 - . Estimated cost of project
 - . Responsibilities and work schedules
 - . Estimated grazing fee credit schedule
 - . Funding sources
 - . Project ownership
 - Agreement (RIA)
 - . Actual cost of project
 - . Actual grazing fee credit schedule

- . Constraints
 - Grazing fee credit will be based on actual costs
 - Cost overrun will be negotiated with agency prior to incurring increased costs
 - Material costs must fall within or below costs established by BLM or F.S.
 - Ditto equipment rental
 - Wage rates must fall within or below BLM and Forest Service Force Account wage rates and Davis-Bacon wage rates
 - BLM cannot authorize grazing fee credit for:
 - . corrals/chutes
 - . dipping vat
 - . wild horse/burro gathering
 - . enclosures
 - . research
 - . project planning
 - . environmental or cultural reports
 - . contract preparation
 - . water filing
 - . easements/right-of-ways
 - Failure to complete a project as agreed to under RIA will nullify the grazing fee credit

1983 - BLM Grazing Fee Credit Projects - \$46,000.00

<u>No. of Allotments</u>	<u>Type of Project</u>
6	Fence
2	Reservoirs
1	Pipelines
2	Wells

Grazing fee credits vary from 1-3 years.

LONG VALLEY

Funding of Large Projects & Cost Effectiveness of Seedings

Long Valley is the vortex of the Stewardship Area. It symbolizes the conflicts we have come to expect over public land uses. The environmental groups describe it as "degraded" and "abused". It lacks the resources necessary to attract and sustain significant wildlife populations. The livestock operators have carried suspended numbers for years. If range survey results are adhered to, livestock numbers must be cut another 25-70%.

The MWESP Steering Committee decided to bite the bullet. Long Valley was established as the Number One project priority under the goals of 1) improved environmental or range condition and 2) increased livestock production.

DESCRIPTION -

- Brush/native forage:
 - 2/3 allotment is greasewood/Great Basin wild rye and sagebrush/Great Basin wild rye/Indian Rice grass
 - 1/3 big sage/bunch grass
- 28 acres/AUM
- Greasewood - heavy grazing use/no forage allocation value
- Based on grass species, allotment can only support 1/2 present active numbers
- Bunch grass not available/lacks water
- Great Basin wild rye requires special management
- Present use: 537 head cattle from May 1 to September 30 every year
Suspended AUMs = 100 head/6 months

MANAGEMENT -

- Separate pasture - Great Basin Wild Rye experiment in cooperation with University of Nevada, Reno. Permittees put in little more than 2 1/2 miles fence.

- Burn 200-300 acres greasewood/experiment UNR. Native release
- Seed 10,800 acres in crested; 1/3 at a time. Create pastures as we go.
- Relieve native/stay off until August. Turn out seedings.
- Project 3.5 acres/AUM seedings
- Improve native to 15 acres/AUM

BENEFITS

Livestock:

- Maintain current numbers
- Activate suspended
- Create surplus AUMs 2,520 (420 head/6 months)
- Neighboring allotment - suspended - 3,241 AUMs
- Allow management for two allotments simultaneously

Wildlife:

- Minimal now - Benefit/Cost rates show no tangible benefits
- Habitat will exist for deer and antelope
- Masacre Mountain will benefit from reduced livestock use there
- Birds of prey, increasing edge effect - open canopy cover - increase rodents - diversity of small animals

Economic:

- One seeding in @ \$22.46/acre; compares to nearby private seeding @ \$18.93/acre
- Need two more
- Need water - 1983 - we are drilling three wells
 - putting in one mile pipeline for water in 2 pastures
- 1984 - equipping five wells

Trade-off - Real property carries costs whether it produces or not. Presently production very low without pastures in place. Continued degradation - loss of revenue local/national.

Investment is expensive but land return is higher.

Benefit/Cost ratio = 1.24:1

Real rate of return calculation requires better values, data than currently in use.

Clearly, ways to meet objective of doubling productivity of public land can be demonstrated in Long Valley.

Jean Schadler - Permittee
 Lee Delaney - BLM - Cedarville

THE EXPERIMENTAL STEWARDSHIP PROGRAM



A Cooperative Approach
To Rangeland Management

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This brochure was produced through the cooperative efforts of the three Experimental Stewardship Groups: the Challis in central Idaho; the Modoc—Washoe in northeastern California and northwestern Nevada; and the East Pioneer in southwest Montana. A list of cooperators for each Program appears on page 21.

"I strongly support the stewardship program. Having been involved in a seemingly hopeless confrontation between the various publics interested in public lands such as livestock operators, miners, timber industry, sportsmen, conservationists, animal protection groups, chambers of commerce and others, it is refreshing to be involved in a format where in these interests can continue a meaningful dialogue that results in definite management programs on the range."

Comment by Bill Reavley, retired Western Regional Representative of the National Wildlife Federation and member of Modoc-Washoe Experimental Stewardship Program.

INTRODUCTION

This brochure is designed to acquaint you with Experimental Stewardship — a Program which recognizes the sensitive values of the western rangelands and promotes a cooperative, coordinated management approach to enhance those values. Experimental Stewardship was mandated by Congress through the Public Rangelands Improvement Act in 1978.

Public use of the western rangelands — particularly grazing use by livestock, wildlife and wild horses — has contributed a unique chapter to the history of our nation. The public rangelands were vital to the settlement of the West, and they remain vital today to the livelihood and lifestyle of many western communities. But to understand where rangeland stewardship is today, a historical perspective is helpful.



In many areas of the West, land ownership consists of intermingled patterns. Often, the irrigable valley bottoms are private, surrounding desert and foothills are BLM land, and the mountainous areas are National Forest lands.

WESTERN SETTLEMENT

During the days of western settlement, the cultural and political climate promoted development, exploration, and in some cases, exploitation of our nation's lands and resources. The pioneering spirit that prompted western settlement was epitomized by the ranching community, whose members braved the hardships of the land to eke out a living raising crops and livestock.

A good deal of the western development was promoted through the Homestead Act. When homesteaders selected the property on which to base their operation, they chose ground that could be developed for agriculture. Since many of the homesteads were limited to 160 acres, they normally had to raise crops on most of the acreage to sustain their livestock through the winter. Thus, they needed to get the livestock off the farmland from the spring through the fall of each year. The logical solution was to use the nearby open rangeland that had not been claimed or settled.

In addition to the lands that passed into private ownership through homesteading, other federal lands were set aside for such uses as railroads, community development, national parks, national forests and for endowment of state institutions. The lands that were not claimed or set aside were called "public domain" and for many years were under no particular federal jurisdiction. As a result, use of public domain lands was on a "first come, first served" basis. Livestock grazing occurred on national forests, state lands, and public domain lands, but at the turn of the century, the only controlled grazing use was on the national forests.

As might be expected, the range often suffered from uncontrolled grazing pressure. The most serious source of pressure, however, stemmed not from the ranchers running livestock on public rangeland in conjunction with their homesteads. Rather, it came from large transient herds of cattle and sheep which were trailed over the lands to fatten the critters on their way to seasonal range or to a railhead. Some areas were also damaged by the roaming herds of wild horses, which were used as replacement mounts by both the ranchers and the U.S. Cavalry.

The open rangelands were a resource that, in the beginning, seemed limitless. But as the uses and the pressures increased, their very finite nature became more and more apparent.

Barbed wire and bullets were the only management tools of the time.

THE TAYLOR GRAZING ACT

In 1934, the concern of western ranchers over use and protection of the public rangelands led to enactment of the Taylor Grazing Act. That legislation established the concepts of: (1) base property (the home farm/ranch operation) or water rights as a prerequisite for public land grazing privileges; (2) creation of grazing districts; (3) a permit system based on prior use to regulate grazing; and (4) proper use of the rangeland resources. The Taylor Grazing Act was intended to protect the public rangelands and to help stabilize the livestock industry dependent on those rangelands.

In spite of some very responsible efforts, rangeland damage in the magnitude which had historically occurred takes decades of careful management to correct. And although the rangelands had become protected under the law, inadequate staffing and funding made on-the-ground protection more of a goal than a reality.

In addition, land ownership patterns are often illogical and not conducive to effective management. Many ranchers have operations which are based on a combination of private land, state land, BLM land and National Forest land at various times of the year. The intermingled land pattern coupled with independent management approaches were further impediments to progress for integrated rangeland management.

CHANGING PERCEPTIONS OF PUBLIC LANDS

The post World War II era brought about a number of changes that affected the public perception as well as the public uses of federal land in the West. Western states were becoming increasingly urbanized, and the demands for uses of the public lands were increasing in



Many people who had not been traditional commodity users of the public lands began to see them as opportunities for recreational outings. Use of the public lands for everything from developed campsites to backpacking has mushroomed in the last two decades, and public concern has grown over preserving some areas in pristine condition.

both variety and intensity. Demographic and political changes led to increased environmental awareness. The result was a tremendous increase in environmentally-oriented legislation during the 1960s and 1970s.

Many westerners who were not traditionally associated with the livestock industry began to view the public rangelands as opportunities for recreation adventures, urbanization, industrialization or further agricultural development. So the pressures on the public rangelands increased while the land base gradually decreased, and inevitable conflicts developed between ranchers, recreationists, wild horse enthusiasts, conservation groups, and the public land administrators charged with applying all of the new laws.

The need for effective and coordinated management of both the resource base and the uses to which it is put is as critical today as it has ever been in the past. Grazing remains a very logical and legitimate use since forage production represents the primary productive potential of much of the land.

The types of ranching operations where base property and public land grazing privileges are tied together still account for a large percent of western livestock production. In fact, while only about 3% of the accountable animal unit months (the amount of forage required to

sustain one cow for one month) come from public rangelands, some 28% of the livestock produced in this country spends some time on the public rangelands. The production of meat products for the nation and the maintenance of a lifestyle unique to the rural western United States remain high priorities.

PUBLIC RANGELANDS IMPROVEMENT ACT

In 1975, the Natural Resources Defense Council filed suit against the BLM, contending that the agency should prepare site specific environmental impact statements to assess the effects of livestock grazing on the public rangelands. The first EIS was on the Challis unit in central Idaho because of the depleted condition of the resources and significant use conflicts — livestock grazing, wild horses, anadromous fish, bighorn sheep, and high recreational use. The Challis EIS (completed in 1978) showed that livestock reductions were needed to bring grazing more in line with the range carrying capacity, to prevent further resource deterioration, and to promote vegetation production adequate to accommodate other uses.

The lawsuit, the grazing EISs and other developments generated some strong concerns on the part of the western livestock industry and the land managing agencies over the need for rangeland improvements. The western Congressional delegations were apprised that increased funding needed to be devoted to rangeland improvements on the public lands. To meet those needs, Congress was actively considering the Public Rangelands Improvement Act during the summer of 1978.

Over time, people became increasingly aware of the need for concerted management and some significant investments in range improvement work to sustain the renewable resources of the public rangelands. The Public Rangelands Improvement Act was a Congressional commitment to those causes.



Simultaneously, the affected ranchers in Challis were concerned about the impacts that the EIS decisions would have on their economic livelihood. For many of them, the economic viability of their ranching operations hinged on their public land grazing permits.

The Idaho Congressional delegation responded to the concerns of the Challis ranchers by drafting Section 12 of the Act which created the Experimental Stewardship Program. The major purposes of the Public Rangelands Improvement Act were to recognize the unique resource values of the public rangelands and to provide funding for range improvement work. The primary purposes of Section 12 were to:

“. . . develop and implement, on an experimental basis on selected areas of the public rangelands . . . a program which provides incentives to, or rewards for, the holders of grazing permits and leases whose stewardship results in an improvement of the range condition . . . Such program shall explore innovative grazing management policies and systems which might provide incentives to improve range conditions, including but not limited to . . . cooperative range management projects designed to foster greater cooperation and coordination between Federal and State agencies . . . and with local private range users.”

EXPERIMENTAL STEWARDSHIP

When the Public Rangelands Improvement Act was passed, Challis was selected as the first area for a Program. A Steering Group was formed with area ranchers plus representatives from the BLM, the Forest Service, the Soil Conservation Service, the Idaho Department of Fish and Game, Idaho Department of Lands, the Idaho Rangeland Committee and an environmental organization. (The American Horse Protection Association was invited to participate, but did not get involved. This has been an impediment to progress on the wild horse issue.) The Steering Group was responsible for implementing Experimental Stewardship and becoming an integral part of the ongoing planning and management of the two primary land management agencies — the BLM and the Forest Service.

Increased awareness about the provisions of Section 12 plus developments of the Challis Program led to a heightened interest in Experimental Stewardship in other areas. The BLM District at Susanville, California, and the Modoc National Forest near Cedarville, California, established the second Experimental Stewardship Program. A Steering Committee was formed consisting of twenty-one members representing nineteen organizations plus the BLM District Manager and the National Forest Supervisor.

Drawing on the experience of the Challis Group and the Modoc-Washoe Committee, the East Pioneer Experimental Stewardship Program (Dillon, Montana area) was established as the third official Program. That Steering Committee had representation similar to the Challis and the Modoc-Washoe committees.

All of the Programs faced tremendous challenges, one of the biggest of which was exploring ways to improve rangeland conditions while meeting the needs of the ranchers for continued grazing privileges. For all three committees, development of cooperative, integrated allotment management plans was a primary objective. To that end, they each established technical subcommittees to identify alternatives, recommend management actions, develop allotment management plans, and implement approved programs.

THE INCENTIVES ASPECT

As mentioned earlier, another primary objective of Experimental Stewardship was to develop programs or activities that provide incentives for private stewardship of the public rangelands. This has been one of the most difficult tasks of the Stewardship Groups.

For the ranchers, lessening the impact of stocking level reductions provided a major incentive. Other incentives included increased flexibility in allotment management plans such as actual use billing at the end of the grazing season on BLM allotments and development of ranch/range plans that provided the ranchers with opportunities to improve their overall operation.

The cooperative environment stimulated by the Stewardship Program also seems to be viewed as a very positive incentive. Communication among individuals, agency personnel and environmental organizations appears to be at an all-time high in the Experimental Stewardship areas.

As Maynard Smith, East Pioneer rancher put it, "It's amazing what we can accomplish collectively if each of us writes down his goals and objectives for a logical rangeland unit. Then we sit down together to identify what really is important and collectively see how we can achieve those important goals and objectives."

GENERAL ACCOMPLISHMENTS

At the time the Experimental Stewardship Programs were initiated, numerous appeals and legal actions were pending. Many compromises have been hammered out. Many proposed reductions have been mitigated. Many of the original problems have been resolved, and most of the appeals have been withdrawn. Problems still exist, of course, but opportunities also remain to work out differences.

A significant number of cooperative, integrated allotment management plans have been developed. The trend in the Experimental Stewardship areas is to involve all affected interests in the development of those allotment management plans.

The Stewardship Committees have developed positive and productive working relationships with other advisory groups involved in land management such as the Grazing Advisory Boards. Also, a closer working relationship with most of the affected interests has been developed for monitoring and for developing Cooperative Resource Management Planning Programs.

Water developments are being planned and implemented to expand and improve the distribution of livestock. Rangeland that was at one time only potentially suitable for livestock grazing is being made suitable through the water developments. Habitat Management Plans for wildlife are being developed in the Experimental Stewardship areas.

More decision making authority has been delegated to the local level. One of the problems perceived by many of the ranchers was that decisions were being made by people in the headquarters offices of the major agencies rather than on-the-ground by field people familiar with the local needs and problems. Greater delegation of authority has helped resolve many of those problems.

The overall rangeland condition is improving as a result of improvement projects and more intensive management which has a multiplier effect in terms of benefits. The need for grazing reductions is lessened or precluded. Improved forage production means bigger and healthier animals – livestock as well as wildlife and wild horses. Soil and watershed conditions are improving as are riparian conditions and water quality. All of these factors lead to improved recreational opportunities as well as higher overall environmental quality.

CHALLIS PROJECT EXAMPLES

On the East Fork allotment, steep slopes made much of the land unsuitable for livestock grazing, and some serious competition existed between livestock grazing and bighorn winter range. These circumstances had led to a proposed reduction of nearly 50 percent – from 503 AUMs to 254 AUMs. At the initiation of the Stewardship Group and with close coordination among the BLM, the Forest Service, Idaho Department of Fish and Game and the ranchers, management has been improved and all parties have benefited.

The Idaho Department of Fish and Game had identified approximately 4,000 acres of critical bighorn winter range in the allotment which needed to be protected from livestock grazing to meet habitat requirements. A habitat management plan was developed by the BLM, and 4,000 acres were set aside from livestock grazing.

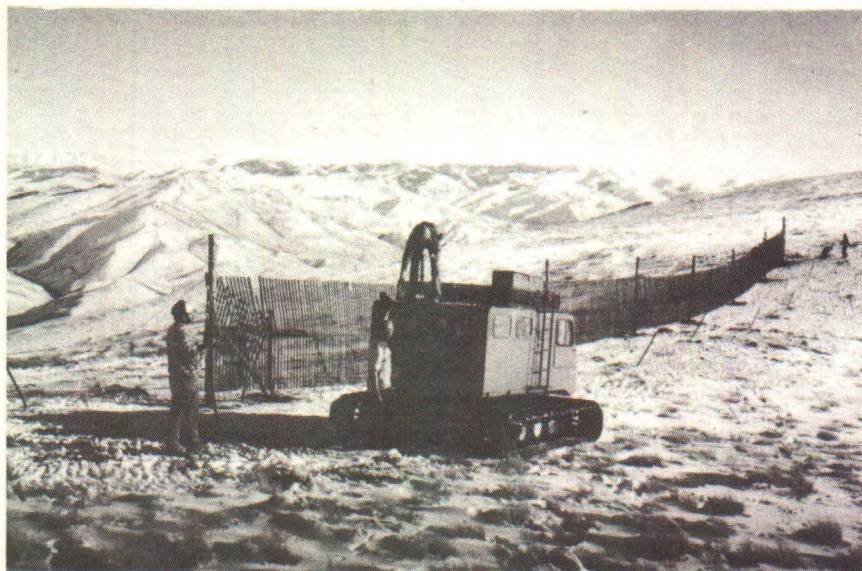
Grazing privileges on two BLM allotments adjacent to the East Fork had been retired due to subdivision of the base property. This circumstance coupled with the inclusion of some acres from the Challis National Forest made it possible to expand the boundaries of the East Fork (from 11,715 acres to 14,711 acres). The new boundaries made the allotment large enough to develop a three—pasture, rest—



Experimental Stewardship is people working together to seek acceptable compromise avenues to reach common goals in spite of specific differences. It takes time, energy, money, an attitude to cooperation, and a willingness to give and take.

Prescribed fire is a highly valuable management tool which has been and will be used on hundreds of acres in the Challis and East Pioneer Experimental Stewardship areas. Controlled burning is one of the most effective and environmentally benign methods of vegetation manipulation. It can be used to improve both livestock forage and wildlife habitat and thus results in multiple benefits.





Young Adult Conservation Corps crews constructed a snow catchment fence. The fence will cause snow to drift in on the downwind side which, when melted by the spring weather, will provide water to a downslope pond. A new watering source is thus made available to livestock and wildlife. Many other types of water developments have been implemented in the Stewardship areas — pipelines, troughs and so on. These projects require significant financial investments, and they all contribute to improving livestock distribution and rangeland condition.



Keeping wild horse population levels under control and in line with range carrying capacity can be a constant challenge. The Challis Program has experienced serious problems in controlling population levels because of court injunctions initiated by the American Horse Protection Association. AHPA has been invited to participate in Experimental Stewardship, but has never become involved. The Modoc—Washoe Program has had active participation from the Wild Horse Sanctuary and has thus had greater success in managing wild horse numbers.

rotation system on their Lower East Fork allotment, which is adjacent to the BLM East Fork and is used by the same permittees. As a result, BLM administers livestock grazing on part of the National Forest land within the newly defined boundaries of the East Fork, and the Forest Service administers grazing on some BLM land which falls within the boundaries of the Lower East Fork.

Substantial investments have been made by both the BLM and the Forest Service in: new fences to protect the bighorn winter range and implement the grazing systems; 250 acres of prescribed burning to improve the bighorn habitat; about 12 new water developments to improve livestock distribution; and 300 acres of scheduled prescribed burning to improve livestock forage and wildlife habitat. As a result, stocking levels on the East Fork were established at 471 AUMs, which involved only a 6 percent reduction. The bighorns, the cattle, the ranchers and the rangeland are all experiencing benefits.



Various wildlife species, both terrestrial and aquatic, have experienced many benefits through Experimental Stewardship. They too are legitimate users of the public lands, and in each Stewardship Program, the State wildlife management agency is an active participant.

Two segments of important riparian habitat — one along Horse Basin Creek and one on Herd Creek — have been fenced from livestock grazing to improve water quality and riparian habitat. Close coordination with the affected ranchers was required for these projects because of the grazing privileges that were involved. On Horse Basin Creek, which is a native trout stream, the key objective is to prevent siltation in the immediate area for native trout and to prevent it downstream for anadromous fish. On Herd Creek, the key objective is to improve anadromous fish habitat. Pipelines have been constructed and watering troughs installed upslope from these areas to draw the livestock away and still meet their needs for water. Thus, the native trout, the anadromous fish, the sportsmen who pursue them, the cattle and the ranchers have all gained from the projects.

Another unique project in the Challis ESP area is the development of an irrigated spring holding pasture. Conceived by the Stewardship Group, this approach is considered to be a first in public land management. Use of this pasture allows the rancher to remove the livestock from his base property at the regularly scheduled time, but precludes the need to turn them onto the remainder of the allotment before the range is ready to sustain livestock grazing. BLM covered the costs of fencing the pasture, plowing and seeding it, and installing the main irrigation line. The rancher assumed responsibility for providing the water source and the lateral sprinkler lines, and for ensuring that the pasture is properly irrigated.

EAST PIONEER PROJECT EXAMPLES

The Vipond—Glendale allotment has been the target of a comprehensive, integrated allotment management plan involving the BLM, Forest Service, Conservation Service, Montana Department of Fish, Wildlife and Parks, Montana Department of Lands, and affected permittees. It contains about 30,000 acres of intermingled private, State and Federal land grazed by 700 cow-calf pairs. Historic heavy spring use on BLM lands had created some seriously depleted range conditions. In order to bring stocking levels in line with carrying capacity, a 50 percent reduction would have been in order.

Through Experimental Stewardship and the cooperative AWP, arrangements were made to have the proposed reductions from BLM land absorbed on adjacent National Forest land where excess forage is available. Thus, the ranchers can move their cattle onto the National Forest land two weeks earlier than had previously been allowed. By so doing, livestock can leave the base property at the regularly scheduled time, graze on BLM land for a period which is two weeks shorter than in the past, then move onto the National Forest land. These altered seasons of use coupled with some significant investments in range improvements have effectively precluded the 50 percent reduction.

A combination rest—rotation/deferred grazing system is being implemented on the Vipond—Glendale. Investments during 1982 of about \$50,000 allowed new fence construction to implement the grazing system, new pipelines for water developments and new watering troughs. Project work is being accomplished on BLM, National Forest and State land. Financial investments were provided by nearly all cooperators for various phases of the work and all cooperators have assisted with the on-the-ground project work. The Montana Department of Natural Resources has made a low-interest loan available to the ranchers to finance some of their share of the pipeline construction and water trough installation.

Also, arrangements have been made to have one of the ranchers conduct monitoring on the BLM portion of the Vipond—Glendale. He has volunteered to monitor utilization and trend in accordance with BLM procedures. This arrangement provides direct operator involvement and responsibility in range condition improvement and saves time and money for BLM.

The East Pioneer Steering Committee also decided to set an example for cooperative efforts at noxious weed control. Part of the ESP area in Beaverhead County was experiencing a serious infestation of spotted knapweed which was invading along roads, railroads and ditches. Through the coordinated efforts of the Beaverhead County Weed Board, the BLM, Forest Service and the ranchers, a concerted weed control effort was launched. The cooperators hope it will serve as a prototype for future weed control efforts in other areas. Time, energy and money are provided by all parties in the effort to halt the spread of the spotted knapweed.

MODOC-WASHOE PROJECT EXAMPLES

In the Modoc-Washoe area, the Tuledad Special Range Improvement Project represents successful efforts through the Stewardship Group to instigate range improvements on 132,000 acres of public land and 48,000 acres of private land located in three different counties and two states.

This is a five-year project which, when completed, will represent the investment of \$324,000 in public funds and \$106,000 in private funds contributed by the BLM, the SCS, the ASCS and the five permittees involved. (The permittees will earn \$75,000 in cost-sharing under the ASCS Agricultural Conservation Program for improvements on private lands done with private dollars.) All cooperators have

About 28% of the livestock produced in this country spend some portion of their lives on the public rangelands. The production of meat products for the nation and the maintenance of a lifestyle unique to the rural western United States are high priorities.



worked closely and diligently to plan, fund and make this project a success. Much of the on-the-ground project work was accomplished by the end of Fiscal Year 1982.

Overall, the Tuledad Special Range Improvement Project will help ensure the continued success of the livestock operations which run over 1,400 head of cattle and 3,000 head of sheep (for 11,214 AUMs); the prosperity of wildlife and wild horses in the area; and long-term substantial improvements in rangeland condition.

The Emerson Allotment contains some of the most rugged and scenic lands on the Modoc National Forest. Not only is the allotment grazed by cattle, but it is within the South Warner Wilderness Area and is very popular with recreationists. The allotment is large, but the area suitable for cattle grazing is small. Concerns were expressed about overgrazing of wet areas and the erosion caused by moving cattle across steep, unstable slopes. A technical review team, consisting of the permittee and a Forest Service subcommittee, developed a number of possible management alternatives including:

1. Increasing carrying capacity of the allotment;
2. Adding area to the allotment;
3. Moving all the cattle to another allotment; and
4. Implementing a deferred or rest-rotation grazing system.

The permittees and the Soil Conservation Service developed a ranch management plan so the various alternatives could be considered. A three-pasture grazing system was established by combining the Emerson Allotment with the Cottonwood Allotment and removing excess cattle to other areas. Range improvements were planned to provide additional carrying capacity. The plan was presented to the Modoc-Washoe Stewardship Committee and was accepted in late 1981.

TRANSITION TO THE FUTURE

Funding has often been a problem, but the Stewardship groups and the agencies have developed some innovative approaches for getting the job done without specific appropriations.

Experimental Stewardship is working and the three Program areas are meeting many of the objectives. Because the Program was "experimental," it was given a finite lifespan by Congress. The Secretaries of Agriculture and Interior are required to report to Congress by December 31, 1985, on Program accomplishments. The intent was to create a testing ground for new and more effective management techniques to improve planning and cooperation and to improve the resource base. Many valuable lessons have been learned and a great deal has been accomplished.

One of the primary tasks remaining now, in addition to seeing the existing Programs through to completion, is to draw on the experience of Experimental Stewardship and incorporate the successes into what the agencies are calling Coordinated Resource Management Planning (CRMP).

CRMP is based on a Memorandum of Understanding among the Bureau of Land Management, the Forest Service, the Soil Conservation Service, and the Science and Education Administration—Extension, which directs the agencies to "... cooperate to the fullest degree possible in fostering coordinated resource management planning on operating units, allotments, and other resource areas made up of intermingled . . . lands." The first objective is: "To improve management of resources while promoting cooperation between the agencies, groups, and individuals responsible for these resources." Thus, the ultimate intent is very similar to and compatible with Experimental Stewardship.

As mentioned earlier, the most universal accomplishment of Experimental Stewardship has been the improved cooperation, communication, understanding and support that has emerged among the participants. The techniques, forums and approaches that generated that spirit of cooperation needs to be translated into permanent components of the Coordinated Resource Management Planning Program.

CHALLIS EXPERIMENTAL STEWARDSHIP PROGRAM

RANGE IMPROVEMENT INVESTMENTS

YEAR	BLM	FOREST SERVICE	SCS/ASCS COST SHARE	RANCHERS
1979	\$ 44,200	\$ 57,500	\$17,000	\$ 5,500
1980	\$259,500	\$ 46,000	\$ 5,000	\$ 1,500
1981	\$148,000	\$ 37,000	\$ 5,000	\$ 2,400
1982	\$ 52,000	\$ 19,000	\$ 5,000	\$ 3,500
1983*	\$ 45,000	\$ 9,000	\$ 5,000	\$ 2,000
TOTALS	\$548,700	\$168,500	\$37,000	\$14,900

*Projected

EAST PIONEER EXPERIMENTAL STEWARDSHIP PROGRAM

RANGE IMPROVEMENT INVESTMENTS

YEAR	BLM	FOREST SERVICE	RANCHERS	OTHER (COUNTY)
1979	-0-	-0-	-0-	-0-
1980	-0-	-0-	-0-	-0-
1981	-0-	-0-	-0-	-0-
1982	\$34,700	\$10,200	\$ 7,800	\$1,500
1983*	\$31,300	\$22,400	\$29,800	\$1,500
TOTALS	\$66,000	\$32,600	\$37,600	\$3,000

*Projected

MODOC-WASHOE EXPERIMENTAL STEWARDSHIP PROGRAM
RANGE IMPROVEMENT INVESTMENTS

YEAR	BLM	FOREST SERVICE	ASCS COST SHARE	RANCHERS**
1979	\$ 260,000	\$20,000	\$ 3,500	\$ 25,000
1980	\$ 200,000	\$24,500	\$ 9,400	\$ 25,000
1981	\$ 250,000	\$20,300	\$ 8,500	\$ 20,000
1982	\$ 300,000	\$11,000	\$19,000	\$ 25,000
1983*	\$ 150,000	\$11,000	\$23,000	\$ 41,000
TOTALS	\$1,160,000	\$86,000	\$63,400	\$136,000

*Projected

**Private funds plus grazing advisory board funds

CHALLIS COOPERATORS: Bureau of Land Management; Forest Service; Soil Conservation Service; Agricultural Stabilization & Conservation Service; Idaho Department of Lands; Idaho Department of Fish & Game; Custer County Extension Agent; Custer County Resource Committee; Custer County Soil Conservation District; University of Idaho; Idaho Rangeland Committee; Idaho Wildlife Federation; American Humane Association; Betty Baker, Rancher; Tom Chivers, Rancher; Will Ingram, Rancher; and Dave Nelson, Rancher.

MODOC-WASHOE COOPERATORS: Bureau of Land Management; Forest Service; Soil Conservation Service; Agricultural Stabilization & Conservation Service – California; Agricultural Stabilization & Conservation Service – Nevada; Fish & Wildlife Service; Surprise Valley Resource Conservation District; Vya Resource Conservation District; California Department of Fish & Game; Nevada Department of Wildlife; University of California Cooperative Extension Service; University of Nevada; Modoc County Board of Supervisors; Eagle Lake Chapter, Audubon Society; National Wildlife Federation; Wild Horse Sanctuary; Tuledad Home Camp Permittees Association; Cowhead/Massacre Permittees Association; Warner Mountain Ranger District Permittees; and Modoc Cattlemen's Association.

EAST PIONEER COOPERATORS: Bureau of Land Management; Forest Service; Soil Conservation Service; Montana Department of Fish, Wildlife & Parks; Montana Department of Agriculture; Beaverhead County Extension Agent; Beaverhead County Concerned Citizens; Montana State University; Skyline Sportsmen; Charles Hahnkamp, Rancher; Frank Kambich, Rancher; Maynard Smith, Rancher; and Charles Ralston, Rancher.

OTHER MATERIALS AVAILABLE

1. SOURCE DOCUMENT: "The Experimental Stewardship Program – History, Organization and Accomplishments." This is an 18-page document which provides an in-depth summary of: the legislative background of Experimental Stewardship; legal mandates related to the program; organizational history of the three Stewardship groups; and general as well as specific accomplishments of the Experimental Stewardship Program. Handout copies are available.
2. SLIDE–TAPE PRESENTATION: "The Experimental Stewardship Program – A Cooperative Approach to Rangeland Management." This is a 20-minute presentation which provides an overview of: historical use of the western rangelands; evolution of rangeland management; initiation of Experimental Stewardship; and accomplishments of Experimental Stewardship. Copies are available on a loan basis.
3. SLIDE–TAPE PRESENTATION: "Technical Review Teams." This is a 20-minute presentation which overviews the cooperative, integrated planning process used by Experimental Stewardship groups to conduct allotment-specific planning for improved rangeland management. Copies are available on a loan basis.

SOURCES FOR ADDITIONAL INFORMATION

BUREAU OF LAND MANAGEMENT

Bureau of Land Management
Office of Public Affairs
3380 Americana Terrace
Boise, Idaho 83706
Phone: 208-334-1771

Bureau of Land Management
District Manager
P.O. Box 430
Salmon, Idaho 83467
Phone: 208-756-2201

District Manager
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P.O. Box 1171
Susanville, California 96130
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Area Manager
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P.O. Box 1048
Dillon, Montana 59725
Phone: 406-683-2337

Bureau of Land Management
Denver Service Center
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FOREST SERVICE

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