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STEWARDSHIP PROGRAM
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MODOC/WASHOE EXPERIMENTAL STEWARDSHIP PROGRAM
FY'84 & FY'85 ANNUAL REPORT

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THE 1985 EXPERIMENTAL STEWARDSHIP PROGRAM REPORT TO CONGRESS

I. An Overview of the Experimental Stewardship Program (ESP)

A. What is the ESP?

The Experimental Stewardship Program (ESP) was authorized under Section 12 of the Public Rangeland Improvement Act of 1978 (PRIA). The Act directed the Secretaries of Interior and Agriculture to establish and implement a program to provide "incentives to, or rewards for, the holders of grazing permits and leases whose stewardship results in an improvement of range condition of those lands under permit or lease". Section 12 of PRIA also encouraged use of "... cooperative range management projects designed to foster a greater degree of cooperation between the Federal and State agencies charged with the management of the rangelands and with local, private range users, ..."

The Secretaries of Agriculture and Interior, acting on the advice of the U.S. Forest Service (USFS) and Bureau of Land Management (BLM), designated three formal Stewardship Program Areas in 1979 (Modoc/Washoe, Dillon, and Challis), and the Bureau also initiated several individual Stewardship Programs in various states. This report is about the Modoc/ Washoe ESP.

B. What are the general accomplishments of the Program?

The Modoc/Washoe ESP achieved many objectives in its purpose to create incentives for improved range condition through a coordinated, cooperative structure. Notable among these are vastly improved communication, coordination, and changes in attitude; innovative on-the-ground resource management; incentives for improved stewardship of public lands; integrated management of inter-mingled private and public lands; intensification of livestock grazing management throughout the Program Area and especially in established wilderness areas; inter-agency and interdisciplinary review of wilderness study areas for recommendations to the BLM; monitoring, wild horse management, grazing fee experimentation, Area of Critical Environmental Concern (ACEC) designation and cultural resource management. Specific accomplishments are detailed in following sections of this report.

C. Purpose of Report

The purpose of this report is to describe the results of Phase I (1980-1984) of the Modoc/Washoe Experimental Stewardship Program. The report will explain the background, operations and accomplishments of the Modoc/Washoe Program.

II. Description of the Experimental Stewardship Program (ESP) Project Areas

A. Name and Location

Modoc/Washoe Experimental Stewardship Program (M/W ESP): is located in northwest Nevada (Washoe and Humboldt Counties) and northeast California (Modoc and Lassen Counties).

B. Physical Characteristics

The M/W ESP area includes the Surprise Resource Area of the Susanville BLM District and the Warner Ranger District of the Modoc National Forest. It is an extremely diverse area.

1. Topography

The Modoc/Washoe ESP Area encompasses the northwestern fringe of the Great Basin Section of the Basin. The boundaries are the Warner Mountains on the west and the Granite Range and Calico Mountains on the east. The area can be divided basically into north-south trending mountains with intermingled valleys or basins. East of the Warner Mountains, most of these valleys are enclosed basins, receiving all of the drainage from surrounding mountains. The west flank of the Warner Mountains serves as the headwater to the Pit River which is a major tributary of the Sacramento River.

The present relief was formed as a result of uplifting and settling of the lava plateaus. Mountain crests range between 7,000 to 10,000 feet which are at least 2,500 feet above the adjacent valley floors.

Time and erosion have only begun to modify slightly the topography. Most stream channels and valleys are in early stages of development. The stream channels, characteristically, have steep-sided canyons and steep, irregular stream gradients. The major valleys, for the most part, have no drainage outlet. As such, they have become catchment basins for stream flow from the surrounding mountains.

2. Climate

The direct influence of the Pacific Ocean on the Area is negligible, even though the ocean generally dominates the weather over the western part of the continent. Moisture is extracted as air moves inland over the mountains in western California. Consequently, precipitation is considerably lighter across the M/W ESP Area than it would be without the influence of the mountains to the west.

Precipitation varies from 6-28 inches in the M/W ESP Area and occurs mostly during the winter months. Winter precipitation is usually snow, although rain is not uncommon in January or

February. Precipitation amounts gradually decrease after February or March as storm tracks tend to migrate northward. Summer precipitation is very light except for occasional thunderstorms, and precipitation is very light.

Summer temperatures are moderate to warm averaging from 40° F. - 100° F. Winter high temperatures average in the mid-30°F.range. Extreme lows, however, have been recorded at -30° F.

The growing season ranges from 40 days in the higher elevations of the Area to as much as 130 days near Cedarville. Occasional late freezes occur through May in the spring and early freezes occur mid-August - September.

Prevailing winds are westerly with wind speeds generally less than 15 miles per hour.

3. Soils

Soils of the M/W ESP Area are grouped based upon physiographic characteristics:

- a) lowlands, foothills, and upland basins;
- b) upland plateaus, terraces, and lower mountain slopes;
- c) moderately sloping to very steep uplands.

The soils vary from alkaline tight clays in the lowlands to very stony loams in the very steep uplands. A small percentage of the lowland soils are suited to intensive cultivation while the rest of the area is best suited to supporting vegetation for livestock grazing, wildlife habitat, timber production and watershed protection.

Erosion susceptibility is low in the lowlands and upland plateaus due primarily to the low to normal relief. Severe relief in the moderately sloping to very steep uplands creates a high susceptibility to erosion.

4. Vegetation

The vegetative communities occurring throughout the area are highly variable and mostly dependant on climatic and soil conditions. They can be grouped into seven broad categories:

- a. Saltbrush Type - This vegetative group occurs on low lying and intermediate alluvial fans, lake terraces, and playas in a precipitation zone of 8-10 inches. The type is dominated by alkaline tolerant shrub species such as saltbrush and greasewood and grass species such as inland saltgrass.

- b. Sagebrush Type - This vegetative group occurs on upland terraces, alluvial fans and plateaus with precipitation of 10-12 inches. This type is dominated by shrub species such as big and low sagebrush and bitterbrush; bunchgrass species such as cheatgrass, Idaho fescue, squirreltail, Thurber's needlegrass, and Sandberg's bluegrass; and numerous forbs such as buckwheat.
- c. Juniper Type - This type occurs in shallow, stony soils in the 11-16 inch precipitation zone. It is commonly associated with low sagebrush, a wide variety of forbs, and bunchgrass species such as Sandberg's bluegrass, squirreltail, and cheatgrass.
- d. Mountain Shrub Type - This vegetative group occurs on high, rocky ridges, east and north slopes in a precipitation zone of 14-16 inches. This type is dominated by mountain mahogany, bitterbrush, mountain big sagebrush and snowberry; numerous forbs such as mule's ear and lupine; and bunchgrasses such as needlegrass, Idaho fescue, and bluebunch wheatgrass. Aspen patches are also scattered throughout this type.
- e. Meadows - The entire M/W ESP Area is scattered with springs and streams with associated meadows. The meadows vary from small essentially dry meadows to extremely wet meadows. Vegetative variety is directly correlated to the amount of moisture and soil depth. All meadows have a large variety of grass species and forbs. The wetter meadows also have species such as willow and aspen.
- f. Timber Type - This vegetative group occurs in the mountainous uplands with precipitation varying from 14-28 inches. This vegetative group is dominated by tree species such as ponderosa pine, lodgepole pine, white fir, Jeffery pine, and aspen. The preponderance of this type occurs on the Warner Mountains.
- g. Range Seedings - This grass type has been artificially created in areas predominantly on BLM land. It lies mainly in the 8-10 inch precipitation zone and consists of desert wheatgrass seedings on areas with shallow, gravelly, sandy soils.

C. Existing Users and Uses

Uses of the M/W ESP Area are extremely varied. The following table depicts the uses and the amount of use within the M/W ESP Area.

TABLE 1

Uses of the M/W ESP Area

<u>Activity</u>		
Fishing	BLM -	1,000 fisherman days
	FS -	168,000 fisherman days
Hunting - deer	BLM -	11,000 hunter days
	FS -	16,000 hunter days
- antelope	BLM -	1,500 hunter days
	FS -	9,000 hunter days
- sage grouse	BLM -	2,000 hunter days
	FS -	2,000 hunter days
- chukar	BLM -	1,000 hunter days
	FS -	60,000 hunter days
Recreation dispersed ^{1/}	BLM -	51,823 visitor use days
	FS -	125,000 visitor use days
Livestock		
BLM -	41 operators	97,770 AUMs
FS -	41 operators	26,000 AUMs
Wilderness		
Camping ^{2/}	FS -	42,000 visitor use days
	FS -	108,900 visitor use days
Timber products ^{3/}	BLM -	8 MMBF
	FS -	15 MMBF
Wild horses	BLM -	500 wild horses
Cultural resources	BLM -	13 sites/section
	FS -	Unknown
Minerals	BLM -	\$214,000 (Receipts)
	FS -	\$2,100 (Receipts)

1/ Includes sightseers, rockhounds, camping in undeveloped areas, Off Highway Vehicles (OHV's), etc.

2/ Camping at developed areas

3/ Includes fuelwood and timber

III. Brief History of the Modoc/Washoe Experimental Stewardship Project

A. Background, Criteria, Interest Group Involvement

The M/W ESP came into being because livestock producers and their allies were opposed to certain actions proposed by the BLM and because many individuals locally, and in the Forest Service, believed public land use planning and management should be done by Coordinated Resource Management Planning (CRMP) procedures.

M/W ESP Area was an area of historical conflict and cooperative effort as follows:

1963: Range Renewal Program initiated. Proposed orderly construction of range improvement projects. Involved ranchers, Cooperative Extension, Soil Conservation Service (SCS), Nevada Department of Wildlife, California Fish and Game Department. Recommendations never adopted by BLM.

1963-68: Range Adjudication. Based on one-time inventories, ranchers ordered to cut livestock numbers by 30-60% in M/W Area.

1975: Federal Court ordered BLM to prepare more than 200 site specific grazing Environmental Impact Statements (EIS).

First California Draft EIS (Tuledad/Home Camp in M/W) written. Proposed action called for 25-33% reduction in livestock numbers.

1976: Second California EIS (Cowhead/Massacre in M/W) inventory and analysis begun.

1977: BLM invited public rangeland user representatives to participate in planning groups to develop proposed action for Draft Cowhead/Massacre EIS. Groups represented were Wilderness Society, Sierra Club, Fund for Animals, Audubon Society, National Wildlife Federation, California and Nevada Departments of Fish and Game, U.S. Fish and Wildlife Service, Nevada and California Cooperative Extension, Soil Conservation Service (SCS) and ranchers.

1978: Chapter 1, Proposed Action of Cowhead/Massacre EIS released. It did not include recommendations of 1977 planning group.

Public Rangeland Improvement Act passed by Congress. It included Section 12 mandating Experimental Stewardship Program.

1979: Final Cowhead/Massacre EIS released.

The ranchers spearheaded an attempt to form the Surprise Valley Range Improvement Committee. It fell short in an

attempt to generate support for a broad based cooperative management effort.

ESP Formation Committee seeks support for M/W ESP designation. Committee included ranchers, BLM, FS, University Extension, SCS, Agricultural Stabilization and Conservation Service (ASCS), and local government representatives.

District Manager and Forest Supervisor applied for M/W ESP designation.

1980: Modoc/Washoe designated as one of three formal ESP areas. Steering Committee appointed. First meeting held April, 1980.

The BLM and Forest Service used the following criteria to select formal ESP areas:

- A. a representative spectrum of range condition and trend;
- B. intermingled land ownerships;
- C. completed land use planning and associated EISs;
- D. existing resource conflicts;
- E. public interest and support.

In 1979 the M/W area met those criteria as follows:

- A. According to BLM inventory data the two planning units contained 96,392 acres in good condition, 972,640 acres in fair and 110,776 in poor. Trend was upward on 42% of the area, 48% was static and 10% was downward. Forest Service lands contained 17,746 acres in good condition, 72,554 in fair and 58,924 in poor with 19,080 acres condition unknown and 165,867 acres as unsuitable. Trend was upward on 8% of the Forest, static on 72% and downward on 20%.
- B. Private lands comprise 23% of the M/W Area. The States of Nevada and California own 1%. The remaining 76% is public lands.
- C. The EIS and grazing decisions were complete on one planning unit. The Final EIS was nearing completion on the second unit. The Forest Service planning was on schedule.
- D. Resource conflicts existed on both the BLM and Forest Service lands.
- E. There was a tremendous public interest and support for formation of an ESP to resolve conflicts.

B. Steering Committee Formation and Selection

The Steering Committee membership was set at 21 people by the Formation Committee. The following groups were asked to select a spokesman/representative. The following table shows the name, title and affiliation of Steering Committee members:

C. Rex Cleary - BLM, Susanville District Manager
Lynn Sprague - Modoc National Forest, Forest Supervisor
A.E. Naylor - Calif. Dept. of Fish & Game, Regional Manager
Sam Millazzo - Nev. Dept. of Fish & Game, Regional Manager
Marv Kaschke - US Fish & Wildlife Service, Sheldon Refuge Manager
Curt Spalding - Audubon Society, Eagle Lake Chapter
Bill Reavely - Wildlife/Environmental Interests
Bill Webb - SCS, Red Bluff Area Conservationist
Dave Grove - Surprise Resource Conservation District
Ed Berryessa - Vya Resource Conservation District
Bob Crockett - California ASCS, Co. Exec. Director, Alturas
Jeanni Conlan - Nevada ASCS, Co. Exec. Director, Fallon
John Laxague - Modoc County Board of Supervisors
* Steve Brown - Washoe County Commissioners*
Dianne Clapp - Wild Horse and Burro Interests
Cecil Pierce - Univ. of Calif. Cooperative Extension, Alturas
Wayne Burkhardt - Univ. of Nev. at Reno, Renewable Natural Resources
Jim Cockrell - Tulead/Home Camp Permittees Association
Jean Schadler - Cowhead/Massacre Permittees Association
Joe Harris - Warner Mountain Ranger District Permittees
John Weber - Modoc Cattlemen's Association

* Currently Nevada State Department of Agriculture, Executive Director.

Steering Committee members were selected from decision-making levels of each agency or organization. Some members, such as the regional directors of California and Nevada Fish and Game, were appointed by their agencies. Others, such as rancher representatives, were elected by their Associations. All members served at the discretion of their organizations. They were appointed to the Program by the Secretaries.

IV. Roles of the Participants in the ESP

This section will describe the roles of the BLM and Forest Service, the Modoc/Washoe Steering Committee, its subcommittees and Technical Review Teams.

A. Role of the BLM and Forest Service

The BLM and Forest Service occupied three distinct roles in the ESP. The two federal agencies represented the Secretaries of Interior and Agriculture. Personified by the District Manager and Forest Supervisor, the Secretaries had ultimate authority over all aspects of

the Program. The District and Forest level administrators received the bulk of the land management and policy recommendations generated by the Stewardship Program. They adopted, modified and implemented, or rejected Steering Committee recommendations. They provided access to the upper reaches of their organizations for recommendations requiring a waiver or change in policy.

As Steering Committee members, the District Manager and Forest Supervisor functioned in a second role. They were full participating members of the Steering Committee, representing the interests of the land management agencies in the Committee's deliberations.

Finally, the BLM and Forest Service provided the bulk of the line staff necessary to carry out the cooperative planning effort. Staff from every level and professional field from both agencies were active in the Modoc/Washoe Program. Agency staff maintained records, organized meetings and provided data and interpretation. The preparation and support provided the Technical Review Teams (TRT) by agency staff will be cited later in this report as a major reason for the success of the TRT effort. Without intent to denigrate the considerable contribution of staff from other agencies and groups, the efforts of the BLM and Forest Service clerical, technical and administrative staff were commendable.

B. Role of the Steering Committee

The Steering Committee was the administrative board of the ESP. It guided the ESP by the dictates of the Role Statement. It reads:

"The Modoc/Washoe Experimental Stewardship Area was established pursuant to Section 12 of the Public Rangeland Improvement Act of 1978. It encompasses more than two million acres of private and public lands in Modoc and Lassen Counties of California and Washoe and Humboldt Counties, Nevada. The Program for this Area will be developed and guided by a steering committee whose major purpose is to foster coordination and cooperation among the various users, the public, and Federal, State, and local agencies 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 role of this committee is: 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 and to support funding for improvements and practices; 4) to promote practices which will improve wildlife and wild horse habitat, protect cultural and historical sites, and enhance recreation opportunities; and 5) to make available program information and encourage public involvement."

Using the goals and objectives delineated in the Role Statement, the Steering Committee selected and directed projects to improve range condition. It created incentives and rewards to encourage livestock operators, and other users, to practice care and conservation of the public lands and resources. It encouraged similar care and conservation of privately owned assets and resources. It promoted a land management ethic that valued each resource for its contribution to a diverse and healthy environment, with concern for a long-term, stable local economy.

C. Role of Subcommittees

Subcommittees were the working groups of the ESP. All issues or tasks undertaken by the Steering Committee were delegated to subcommittees for research and debate. ESP project proposals and policy recommendations were drafted by subcommittee's for Steering Committee action.

Subcommittees provided the opportunity for research, debate, information transfer, brainstorming and negotiation which led to cooperative, coordinated proposals.

Subcommittees generally averaged about nine members. Some were as small as three people, others as large as 25. Usually, they were chaired by a Steering Committee member. They were heterogeneous, composed of technicians, representatives and citizens from a broad range of interest groups and agencies. They reported exclusively to the Steering Committee, or its officers, the Executive Committee.

Subcommittees accomplished several purposes. They distributed the Program workload among Steering Committee members. They provided a means to involve interested or knowledgeable persons who were not members of the Steering Committee. They made efficient use of staff and citizens' expertise. They formed an ever-increasing network of professional contacts for information transfer.

D. Role of the Technical Review Teams (TRT)

The Technical Review Team (TRT) was a specialized subcommittee used exclusively for land use planning. The TRT reviewed Allotment Management Plans (AMP) in use or proposed by the agency. The Team examined the allotments in the field. It reviewed existing data, analyzed resource needs, and proposed livestock grazing management plans.

TRT makeup evolved differently to meet the objectives of each land management agency. BLM TRTs were composed of a minimum of five individuals representing the affected livestock permittee(s), State Game Department, BLM, Soil Conservation Service and an environmental group. Other resources specific to that allotment were also represented, such as wild horses, off-road vehicle recreation, etc. Several individuals, such as the SCS representative, served on almost every one of the 20 BLM TRTs. The affected livestock

permittee(s), however, represented the livestock grazing interest only on his/her allotment.

On Forest Service allotments, a subcommittee of grazing permittees was chaired by the Forest Permittee representative of the Steering Committee. The Warner Subcommittee reviewed the management alternatives developed by agency staff and the affected livestock operator(s). At times, the Subcommittee, agency staff, environmental representatives and other interested parties toured the allotment to discuss management alternatives. The Subcommittee was instrumental in developing management plans which involved combining or changing historical allotment boundaries.

The difference in the two agency approaches was due to the BLM need to review every allotment in the Surprise Resource Area within 24 months. The planning schedule was imposed by the EIS process. The BLM was required to issue detailed grazing decisions including stocking rate, season of use, and intensive livestock grazing management methods. The BLM allotments had to be reviewed, on-the-ground, thoroughly and quickly. All published data and management preconceptions had to appear open to modification. The most professionally knowledgeable people available had to be teamed up with the livestock professional in a way that would allow a free exchange of information within a tight time frame.

Pre-tour preparation by the BLM staff for each TRT accounts for much of the success of the TRT process. The information packet format and orientation process has become a model for cooperative planning and problem solving. The packet allowed each TRT member to begin work on an equal footing. A visible staff commitment to the cooperative planning and consensus process encouraged team members to put a high value on their own involvement.

The Forest Service Technical Review was not under a severe time schedule. The Forest Service reviewed two to five allotments per year under normal Forest planning procedures. The Warner Subcommittee had ample time to work with affected permittees to find the optimum management objective. They had time to study private land potential for increased production and to do cost feasibility studies on land improvements. Hostilities between the agency and its user groups were at a minimum. The FS TRT allowed opportunity to make the greatest improvement of resources while striving for improved efficiency or cost benefit to the livestock operator.

TRTs accomplished several purposes. They created broad commitment to implementation of plans. They provided an incentive for ranchers and other user groups to participate in resource stewardship. They were a more cost efficient planning method than the standard adversarial method that was resulting in drawn out litigation.

SUMMARY

The roles of the participants in the ESP were inter-related and interdependent. The Steering Committee handled policy and direction

while the subcommittees and TRTs were technical working groups. The BLM and Forest Service provided support and leadership. The Steering Committee could not have functioned without their participation. On the other hand, they could not have readily implemented projects and experimentation without the support of the other 19 member groups. A clear definition of goals, objectives and roles contributed to ESP success.

V. Goals and Objectives of the ESP

The goals and objectives of the M/W ESP were those in our Role Statement.

The purpose of the Steering Committee was to develop and guide an experimental and advisory program to foster cooperation and coordination among the various users, the public, and Federal, State, and local agencies in a manner which would 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.

It is important that the Steering Committee focused on a land ethic rather than technical fine-tuning of livestock management. The Steering Committee recognized its potential economic impact on the livestock/timber based economy of Modoc County. Washoe County is not significantly affected by federal land actions within the Modoc/ Washoe Program area.

The five stated Goals of the Program defined the land ethic inherent in the purpose of the Steering Committee.

GOAL I: "To explore, experiment and develop innovative and creative techniques, policies and management practices leading to improved range condition and livestock production."

Innovative was defined as practices and techniques "not commonly in use in the Area prior to Stewardship" (Five Year Action Plan). Techniques were understood to be technical field application, under normal manpower and funding limitations, of resource or livestock management theory. Policies were administrative practices of state and federal agencies. Management practices were normal operating procedures, technical, administrative or regulatory.

The objective of this goal was to address any aspect of agency or organization administration necessary to obtain satisfactory condition of natural resources and/or to improve the use of livestock as a management tool without undue disruption of the livestock operation.

GOAL II: "To develop and support incentives and rewards of substance to permittees who institute creative and innovative practices that result in range improvement."

The objective was to identify agency actions which would encourage cooperation, concern for resources and a desire to improve the condition of rangeland resources. The Steering Committee made a distinction between "awards" and "rewards". Awards offered little substance for a

businessman who spent several hundred or thousand dollars participating in a cooperative planning effort. An incentive or reward was defined as something that would eventually decrease costs or increase income for the businessman. Therefore, the objective was to make a businessman want to spend his own money and/or time to improve the condition of the range by rewarding that effort with the potential for increased income or decreased cost of operation.

GOAL III: "To seek ways to integrate private land potential with public lands and to support funding for improvements and practices."

Private lands in the Modoc/Washoe Area are intermingled rangelands and crop lands. Increased production had the potential to decrease use of the public lands. Crop land production, however, appeared to be at near maximum level. Better integration of the public/private intermingled land appeared to offer more flexibility in livestock management.

Objectives of this goal were 1) to determine if more efficient or productive land use could be made; and 2) to determine what resource trade-offs were possible. For instance, could wildlife be benefited on private land in exchange for certain livestock practices on public land?

GOAL IV: "To promote practices which will improve wildlife and wild horse habitat, protect cultural and historical sites and enhance recreation opportunities."

The objective was to define a holistic land ethic that emphasizes the interrelated nature, and value, of all natural resources. Land managers cannot manipulate one resource without affecting another. Therefore, a program which concentrated on encouraging ranchers to take responsibility for improved range condition must necessarily assert that all resources are equivalent to the forage resource.

GOAL V: "To make available program information and encourage public involvement."

One objective was to write and disseminate as much technical information as possible to improve the state of the art of rangeland management. Another objective was to draw a broad network of people into participation in the Program. The Steering Committee established, in this goal, its desire for public review, comment, suggestion and criticism of the Program.

VI. Operations of the ESP Area

The four major program functions administered by the Steering Committee were A) coordination between agencies, user groups, and others; B) development of experimental incentives/rewards and other projects; C) program monitoring, that is, documentation, tracking, reporting and evaluation, and D) sharing the lessons learned with others, or public information and education.

A. Coordination, Between Agencies, User Groups, and Others

The Steering Committee distributed power equally among the diverse 21 members by voting to make all decisions by consensus. Consensus is defined as "unanimous agreement by all members present and acting". During the four and one-half years of Phase I of ESP (1980-1984), the following Philosophy of Operation for the Steering Committee evolved.

The Modoc/Washoe Experimental Stewardship Program recognizes the necessity for each representative to participate with power and influence equal to every other member or group of members. Therefore, no action shall be taken over the objection of any member of the Steering Committee. Whereas, an alliance of resource interests shall not take precedence over any other resource, neither shall any member impede progress toward management problem-solving through unreasonable use of objections. Recommendations or actions not acceptable to a Steering Committee member shall always have the option of further subcommittee work to incorporate the concerns of objecting members. Renewed debate based upon new evidence, persuasion, or new method of approach shall be an option.

In order for the Committee to reasonably weigh the value and impact of any recommendation upon the land and its users, the groups must have access to the collective knowledge of Committee members. Each Steering Committee member has an obligation to clearly articulate the philosophy, needs and limits of the group he/she represents. Each member recognizes the obligation to hear and be sensitive to the philosophy, needs and limits of every other member.

Committee actions must fall within the scope of the Steering Committee Role Statement. The Role Statement clearly states the purpose of the Stewardship Program. The Steering Committee is committed to cooperative problem-solving to accomplish the goals of environmental improvement, improved and integrated land management and contribution to a stable local economy. It identifies the means by which we will pursue those goals.

Any proposal which falls outside the limits of the Role Statement, or which does not gain unanimous support of the membership through the consensus procedure, will not be undertaken by the Steering Committee.

The philosophy was unwritten until this report. The written record of debate and official actions of the Steering Committee show a consistent pattern of coordination (equality of rank among the members) and cooperation (joint action toward common ends).

The Operating Philosophy resulted in direct benefits to each participating member and his/her group. These included increased experience in consensus decision-making, expanded knowledge about natural resources and their users, clearer lines of communication and professional contacts. The TRT land use planning experiment resulted

in an environmental representative requesting the process be used in the BLM Wilderness Review. TRT Wilderness Review was initiated in the spring of 1984. The TRT recommendations on Wilderness suitability have resulted in broad based support, because of the participative process that generated them. (Appendix 1)

In the field, the Operating Philosophy is typified by the TRT process.

The TRT process is two steps:

- 1) Development - Each grazing system was developed for the conditions of a specific allotment. All allotment resources were identified. The basic needs of each resource was incorporated into each system. Therefore, no two grazing systems are exactly the same. The "cookbook grazing management systems" (i.e. three pasture rest-rotation, two pasture deferred rotation, etc.) were modified to make each grazing system fit the conditions of a particular allotment. Trade offs and compromises were made among all the interests involved in order to develop a well balanced resource activity plan. Participation of all interests was vital to the success of this approach.

- 2) Implementation - Grazing systems were designed to be implemented in stages, with the Team setting priority for each stage of implementation. The most critical resource needs were met at the early stages. Livestock operators then had an opportunity to adjust livestock operations. The degree to which the system met resource management objectives could then be measured before the entire grazing system was locked in place. Progressive implementation coincided with completed range development work. As a result, the type and location of proposed expensive range improvement projects could be re-evaluated at each stage. The TRT structure ensured each participant understood and approved modifications to meet management objectives. Progress toward plan implementation could be documented and monitored. If necessary the TRT was reconvened. The Steering Committee served as a check and balance to assure the TRT considered all possibilities and concerns and that the TRT developed recommendations to meet all concerns. (Appendix 2)

Pre-tour preparation by the BLM staff for each TRT accounted for much of the success of the TRT process. The information packet format and orientation process has become a model for cooperative planning and problem solving. The packet allowed each TRT member to start work on an equal footing. A visible staff commitment to the cooperative planning and consensus process encouraged team members to place a high value on their involvement.

B. Experimental Incentives/Rewards and Other Projects

The Steering Committee established an Incentive and Innovative Ideas Subcommittee within two months after the ESP began. A month later the Subcommittee recommended experimentation with the following incentives:

- Flexibility in livestock management
- Use by grazing fees for range improvement
- Billing at end of grazing season
- Increases in AUMs
- Increased permit security

During the next four years, the Steering Committee struggled to develop the subcommittee recommendations into program incentives acceptable to all parties and workable for the ranchers. In retrospect, recognition was an incentive to livestock operators which developed naturally out of the Operating Philosophy. Because the ranchers were equal professional participants with agency staff and organizational representatives, they found their experience and expertise recognized and used in a way that had never happened before the ESP. Ranchers who participated in TRTs agreed to move quickly and efficiently into intensive livestock management to accomplish a variety of resource objectives.

Recommended Incentives/Rewards were implemented as follows:

1. Flexibility in Livestock Management: Steering Committee, 11/2/81, adopted a goal of "more user flexibility in the management of an allotment: to obtain "...a greater commitment to make the management system work...". The benefit to the user was anticipated to be a management system that could "be adjusted to fit an operator's needs on a yearly basis".

Steering Committee, 8/3/83, approved inclusion of the Management Flexibility incentive in AMPs of two BLM allotments. A specific procedure was adopted by the Steering Committee 12/2/83, for obtaining the "Operator Flexibility" clause in an AMP.

The procedure is:

AMP Development

- | | |
|---------------------------------|----------------------------------|
| . TRT Reports
(Public Input) | . BLM/Permittee
Complete Plan |
|---------------------------------|----------------------------------|

AMP Implementation

- | | |
|--|---|
| . Adhere to criteria
developed for plan
(#'s, season, utiliza-
tions) | . BLM/Permittee
Trail & error period
(make modifications) |
|--|---|

AMP "Expanded Flexibility"

- . Resource Improvement (beginning to reach objectives)
- . BLM/Permittee still adhere to most critical items needed to reach most critical objectives.
- . Permittee makes live-stock management decisions

Operator Flexibility Agreement

BLM Policy Resource objectives have been achieved
Allotment reach "M" Category

"Unlimited Flexibility"
10 year permit/agreement
Actual & Utilization data recorded annually
BLM evaluates on 5 year cycle (reissues 10 year permit if still meeting objectives)
AMP revised to include Operator Flexibility clause

Steering Committee, 3/15/84, recommended to District Manager that Operator Flexibility Incentive allotments be excluded from BLM Cooperative Management Agreement Program because of the Incentive's experimental nature.

2. Use of Grazing Fees for Range Improvements: Modoc/Washoe designated to do grazing fee experimentation under Section 12, PRIA in spring, 1982. Steering Committee, 3/15/83, directed the implementation of five part Grazing Fee Incentive Program. The Forest Service and BLM initiated a three year experiment in Actual Use Billing for all holders of term grazing permits who voluntarily agreed to participate. Objectives of the Actual Use Billing component were:

- 1) To foster cooperation and coordination among the land management agencies and individual livestock operators; 2) To explore innovative grazing management policies; and 3) To provide incentives to and rewards for holders of grazing permits to practice good stewardship on public lands.

The BLM implemented a Grazing Fee Credit Program using a Range Improvement Agreement (RIA) allowing substitution of range improvements for up to 50% of the permittee's annual grazing fee.

The third experimental component was a BLM cost/share using Range Betterment Funds not committed to RIA's.

The Forest Service initiated a two-part Grazing Fee Credit Program, one for larger allotments and another to pool the resources of small allotments. Objectives of components two through five were:

- 1) Improved stewardship of the range resource,
- 2) Increased private investment coupled with improved cost efficiency of Federal funds, and
- 3) Enhanced relationships between the private producers and the administering agencies.

See Appendix 3 for details.

3. Billing at End of Grazing Season: Incorporated in Grazing Fee Experimentation.
4. Increases in AUMs: Incorporated in Operator Flexibility Incentive.
5. Increased Permit Security: Steering Committee partially addressed through public education efforts. No formal incentive program developed.

The Incentives and Innovative Ideas Subcommittee reviewed every TRT report for Stewardship opportunity within each allotment. The Subcommittee made specific recommendations for incentives and rewards for individual allotment operators. Generally, the Steering Committee sought incentives that would encourage vegetative production, riparian erosion control, improve wildlife habitat and reduce need for expensive management facilities such as fencing. User participation in monitoring was identified as an incentive for non-staff participants to become more knowledgeable about the results of certain management methods. This incentive provided impetus for the development of the ESP Allotment Monitoring Program.

C. Program Monitoring

Program monitoring was the process of defining project objectives, data collection, evaluation and reporting. Modoc/ Washoe developed a documentation procedure for subcommittee actions. It summarized the action taken, reasons for the action, objectives the action addressed. The procedure was only partially successful. The BLM staff used it consistently to track TRT progress for each allotment. Subcommittees used it haphazardly. On 10/2 /83, the Steering Committee adopted the Action Summary system of record keeping. Minutes were summarized. Each individual project was summarized in a chronological Action Summary with reference to page and paragraph of the appropriate, official Steering or Executive Committee minutes. Formal documents, procedures and policies were maintained under separate cover. Appropriate supporting information, such as subcommittee reports, charts and accumulative data, were filed with each Project

Action Summary. Project objectives and evaluation criteria were defined in the Steering Committee action to adopt or implement a project.

As each project was completed or moved into a new management phase, it was, or will be, reported in a format suitable for reproduction by magazine, newsletters or other public information media.

D. Sharing The Lesson Learned With Others

The Steering Committee actively promoted joint annual meetings of the three formal ESPs and interested individual Stewardship operators. Modoc/Washoe contributed to and adopted the Combined Public Involvement Plan. The Steering Committee actively solicited environmental group participation in TRTs and other subcommittees. Modoc/Washoe conducted two tours for Congressmen, a briefing for BLM Director Robert Burford and Assistant USDA Secretary John Crowell, a three day tour and briefing for National Cattlemen's Association (NCA) members and Public Lands Council members, and briefings for reporters from The New York Times and USA Today. Steering Committee members presented papers on ESP to The Society for Range Management, The National Public Lands Advisory Council, the Nevada Heil Committee and a workshop for agricultural lenders from Nevada, Oregon, and California. Briefings were held for Washington and Regional Forest Service Staff and BLM California State Office Staff. Articles appeared in National Extension Magazine, several Nevada newspapers, the Western Livestock Journal, USA Today, and The New York Times. The slide/tape program, "Technical Review Teams" has been used extensively throughout the West and in Washington. The Surprise Resource Area's Rangeland Program Summaries, issued annually, enumerated the actions taken by the Modoc/Washoe Program and showed progress toward specific program objectives for environmental improvement. The Susanville District Advisory Council (DAC) has commissioned a study of the "Consensus Process and Why It Works".

The 1984 Combined Annual Review Meeting is scheduled for October, 1984, in Reno, Nevada. Invitations were sent to the membership of every constituent group represented on the Steering Committee. The purpose of the 1984 meeting is to share the lessons learned by the ESP with the widest possible audience.

VII. Results of Operations of the M/W ESP

A. Communication, Coordination, Change in Attitudes

Some Modoc/Washoe Steering Committee members had worked together in other settings previous to the first Steering Committee meeting in April, 1980. Several members, however, had been serious adversaries previous to the Steering Committee. Few of the members could be described, at the outset, as intimate co-workers.

Consensus and the evolving Operating Philosophy governed the Steering Committee and all its subcommittees, including TRTs. The

evolution of the Operating Philosophy resulted in a significant change in the working atmosphere in the Modoc/Washoe Area. It stands to reason that when 21 people, representing hundreds of others, agree to coordinate their efforts toward cooperative goals, they are going to save time, effort and money in the process. It is obvious that attitudes of the Committee members subtly changed toward trust and tolerance. The reader should not assume the Committee experienced no conflicts. The Committee was frequently embroiled in serious differences of opinion and, sometimes, in open hostility among the members. The Operating Philosophy contained those disagreements to substance. Style differences were usually worked out in small, private settings with a facilitator. The process removed the incentive for polemics that is inherent in the land management ethic of the omnipotent forester or resource manager who seeks "public comment" on a plan already selected.

Proposals generated by the subcommittees enjoyed unprecedented support of diverse interest groups. This was not an accident. Groups who would later review ESP proposals were represented, when possible, on the appropriate subcommittee.

The TRT process has proven the theory that "communication and involvement" are incentives. The TRT process accomplished in months what a resource manager would need years to accomplish on his own. In addition, the commitment to implement the TRT management plans by all involved parties, not just livestock operators, might never be accomplished outside a coordinated setting.

The Forest permittees representative on the Steering Committee stated in June 1984 he believed the "Stewardship structure would provide consistent progress toward AMP implementation and range improvement in spite of changes in personnel and political administrations".

Overall, however, all public land user representatives in the M/W ESP feel they have much more productive input to the decision making process. Rose Strickland, Public Lands Committee Chairperson, Toiyabe Chapter, Sierra Club, also stated at the 1983 NCA tour, "...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, conservations 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."

B. Improvements to Basic Resources

The first goal of the ESP was to bring about improvement in range condition through the implementation of resource management. The EIS

provided generalized baseline inventory data for FOUR BLM planning units. The TRT report provided specific inventory and condition information for each allotment. This report covers BLM allotments in maintenance (9), improvement (29) or custodial (21) condition and 26 Forest Service Allotments.

1. Resource management and resource conditions prior to and currently under Stewardship are compared below (Appendix 4):

<u>Resource Management</u>	<u>1980</u>	<u>1984</u>
AMPs signed	24 (4 BLM, 20 FS)	52 (26 BLM, 26 FS)
AMP Implementation begun	24 (4 BLM, 20 FS)	50 (24 BLM, 26 FS)
Allotments with season long grazing	35 (26 BLM, 9 FS)	7 (4 BLM, 3 FS)
Allotments with riparian improvement projects	4 (1 BLM, 4 FS)	7 (1 BLM, 6 FS)
Cultural Resource Management Plans implemented.	0	1 (1 BLM, 0 FS)
Wilderness Study Area designated	7 (7 BLM, 0 FS)	7 (7 BLM, 0 FS)
Wilderness Study Area reviewed	---	21 (7 BLM, 14 FS)
Areas designated ACEC	0	1 (1 BLM, 0 FS)
Wilderness Areas	1 (0 BLM, 1 FS)	1 (0 BLM, 1 FS)
Recreation Plans written	0	0
Wild Horse Herd Plans completed	0	3 (3 BLM, 0 FS)
Wild Horse Plans implemented (Appendix 5)	0	3 (3 BLM, 0 FS)
Livestock AUMs sold	110,857 (85,288 BLM) (25,569 FS)	102,225 (76,725 BLM) (25,500 FS)
Allotments with Predator Control	12 (5 BLM, 7 FS)	12 (5 BLM, 7 FS)

Wildlife Numbers and Goals

BLM (NV)	Deer	4,000	4,500
	Antelope	2,500	2,900

(Goal for deer - 4,650)
 (Goal for antelope - 3,000)

BLM (CA)	Deer	3,500	3,500
	Antelope	200	275

(Goal for deer - 3,500)
 (Goal for antelope - 400)

FS	Deer	4,945	4,000
	Antelope	?	160

(Goal for deer -)
 (Goal for antelope -)

2. The range improvement program prior to and under the Stewardship Program are compared below:

<u>Resource Management</u>	<u>1975-1980</u>	<u>1981-1984</u>
Average annual range improvement cost	\$147,400	\$241,600
Average annual costs for wildlife, wild horses, cultural resources and recreation projects (includes some administrative costs)	\$ 26,740	\$ 94,291

The Stewardship Committee and TRTs recommended the following projects which have been completed on BLM and FS lands in order to implement the proposed grazing management.

110 miles of pasture fence construction
 80 water developments constructed
 18,000 acres of land treatments completed
 4 new riparian improvement projects completed

The land treatments resulted in the use of herbicides on 6 allotments. (5 BLM, 1 FS)

The above projects were completed between 1981 and 1984 at a cost of approximately \$840,000. This improvement money consisted of Agency funding, private contributions and ASCS Cost Share Programs.

From 1975 to 1980, the private contribution for new project construction consisted of private and Grazing Advisory Board funds amounted to approximately \$30,000. The contribution for

new projects from 1980 to 1984 consisted of private, Grazing Advisory Board and ASCS Cost Share funds and amounted to approximately \$25,000. Most of the contributed monies from 195 to 190 went to cost share with the Bureau in an extensive well drilling and equipping program. During 1981 to 1984 a large portion of the contributed money went into ASCS Cost Share Program for the joint development of intermingled private and federal lands which are jointly used as a single unit in the management of the allotment. The drop in contributed funds and Stewardship is a result of a change in BLM policy on developing wells, extensive writing of AMPs during this period and the implementation of the Grazing Fee Credit Program. The impact of this Program on private investment will be discussed in Section A; Evaluation of Incentives.

3. The M/W Steering Committee recognized changes in the High Desert plant community comes slowly. Therefore, a rangeland monitoring program is necessary to record any changes in resource conditions resulting from Committee recommendations. The Committee adopted a two-part monitoring program (Appendix 6). Actual use and utilization data is recorded annually. It is used in the short-term to measure the effectiveness of the Allotment Management Plan and grazing system and to identify sites for long-term trend and condition studies. Actual use, utilization, and trend/condition data are correlated periodically with climate and precipitation data to measure long-term progress toward resource condition goals.

Monitoring activity prior to and during Stewardship is compared below:

<u>Monitoring Studies</u>	<u>1980</u>	<u>1984</u>
Allotments with annual use and utilization recorded	19 (4 BLM, 15 FS)	37 (17 BLM, 20 FS)
Condition and Trend Studies		
Allotments	10 (10 BLM, 0 FS)	16 (16 BLM, 0 FS)
Transects	67 (67 BLM, 0 FS)	102 (102 BLM, 0 FS)
Photo Plots		
Allotments	2 (2 BLM, 0 FS)	9 (9 BLM, 0 FS)
Photo Points	16 (16 BLM, 0 FS)	68 (68 BLM, 0 FS)
Cultural Studies		
Allotments	0	3 (3 BLM, 0 FS)
Studies	0	3 (3 BLM, 0 FS)

Browse Studies		
Allotments	4 (4 BLM, 0 FS)	4 (4 BLM, 0 FS)
Transects	30 (30 BLM, 0 FS)	30 (30 BLM, 0 FS)
Wildlife Studies		
Allotments	6 (6 BLM, 0 FS)	6 (6 BLM, 0 FS)
Transects	21 (21 BLM, 0 FS)	25 (25 BLM, 0 FS)

C. Benefits to Users

Two objectives of the ESP were to (1) stabilize the livestock industry through improved resource management and (2) improve livestock production. The rapid development and progressive implementation of AMPs did provide a significant level of stability. AMPs reduce the threat of arbitrary changes in grazing operations. Intensive grazing systems guarantee spring forage availability, a previous problem for stockgrowers. Grazing systems will improve plant vigor and optimize plant succession which will create better livestock nutrition, leading to improved production.

Some stockmen were able to improve operations. Eleven stockgrowers made permit exchanges (Appendix 7). Five made allotment boundary changes. Spring turnout pastures were developed in 12 allotments, benefiting 24 stockgrowers. Eight stockgrowers were eligible for and three elected to use the Operator Flexibility Reward.

Another objective of the ESP was improved protection, conservation or management of wildlife, wild horses, cultural, historical and recreational values. Section VII, Benefits to Basic Resources, demonstrates the benefits these resources and their users received. Hunters, hikers, wildlife managers, conservationists and horse advocates all receive direct benefits from improved allotment and grazing management.

Cooperating agencies benefited by improved efficiency for input to the federal planning processes. For instance, State Departments of Wildlife could fit TRT participation into their own work schedules. Previous procedures had allowed BLM and Forest Service to arbitrarily impose deadlines for comment on other agencies.

Soil and resource conservation though range improvement benefited from the ESP. In 1979, range improvement projects completed under the ASCS Cost/Share Program had declined to three applications benefiting 2,630 acres and qualifying for \$6,784 of Cost/Share funding. Under ESP, 22 range improvement projects were completed under the Cost/Share Program. These projects benefited approximately 4,000 acres and qualified for \$31,217 of Cost/Share funding. During the years of controversy, applications for the Cost/Share Program had declined significantly. Not only did the Cost/Share Program improve under ESP, but rancher/Agency coordination in project development

greatly increased. The majority of the Cost/Share projects completed since 1980 were specifically planned and designed to improve the operation of the Allotment Management Plan. This degree of range project coordination was very rare prior to Stewardship.

D. Cost Effectiveness of Stewardship Program

In terms of developing AMPs, the cost to BLM and FS) have decreased significantly. An analysis of developing AMPs in FY'81 indicated BLM's cost to be \$1,700.00/AMP (.6 work months). Prior costs averaged \$7,000.00 (2.5 work months) exclusive of court costs if any. Therefore, not only did the costs of preparing the AMP decrease dramatically for BLM, but potential court costs were also eliminated.

TABLE 2

FY'81 AMP Development Cost Analysis

<u>Federal Agencies</u>	<u>Expenses</u>	<u>In Kind Services</u>
BLM (10 AMPs)	\$17,160.00	(Staff time, all other expense)
Forest Service	\$10,000.00	(Estimate Staff time, all other expenses)
ASCS	1,500.00	(Staff, secretarial, etc.)
SCS - California	6,473.00	(Staff, secretarial, etc.)
SCS - Nevada	1,500.00	(Staff, secretarial, etc.)
U.S. Fish & Wildlife	1,160.00	(Staff, secretarial, etc.)
TOTAL	\$27,793.00	
<u>State Agencies</u>		
Fish & Wildlife - CA	1,500.00	(1 person - all expenses)
Fish & Wildlife - NV	2,978.00	(2 persons - all expenses)
Conservation Districts	2,500.00	(2 persons estimated expenses)
TOTAL	6,978.00	
<u>County Governments</u>		
Modoc County Supervisor	700.00	(Estimated)
Washoe County Commissioner	840.00	(Estimated)
TOTAL	1,540.00	
<u>Universities</u>		
Extension Service - CA	3,200.00	
Extension Service - NV	2,894.00	
TOTAL	6,094.00	

Wildlife, Environmentalist
Wild Horse Representatives

4 representatives 3,300.00 (Estimated)

TOTAL 3,300.00

Livestock Representatives

Committee members and
Permittees 17,126.00 (includes chairman, secretarial
and TRT member time)

TOTAL 17,126.00

GRAND TOTAL 72,831.00

The ESP is cost effective for planning because it channels dollars into problem-solving rather than into comment, opposition or litigation.

E. Public Acceptance and Support of the Program

The Secretary of Interior's National Public Lands Advisory Council recommended on August 27, 1983:

"Whereas: The National Public Lands Advisory Council endorses the concept of cooperative resource management.

Therefore Be It Resolved: That the Bureau of Land Management and U.S. Forest Service be encouraged to support and continue the Experimental Stewardship Program in the Challis, East Pioneer and Modoc-Washoe areas, and,

Be It Further Resolved: That additional regional experimental programs be established so that new and innovative approaches to resource management and resource conflict resolution may be tested, and

Be It Further Resolved: That the new and innovative techniques that have proven to be effective in the Experimental Stewardship Program be generally adapted by the Bureau of Land Management and U.S. Forest Service.

and

Resolution of conflicts on the public lands continues to be among the most difficult, costly and time-consuming processes involving the Bureau of Land Management and U.S. Forest Service.

The Experimental Stewardship Program has developed an innovative concept for effective resolution of conflicts called the Technical Review Team (TRT) process. The TRT process utilizes a team comprised of representatives of involved interests, users and agencies appointed at the local level who study unresolved resource conflicts and prepare recommendations to the steering committees and respective Federal decisionmakers for their resolution.

The National Public Lands Advisory Council endorses the concept of Technical Review Teams and urges the Bureau of Land Management and U.S. Forest Service to encourage the use of the Technical Review Team concept for conflict resolution on the public lands."

The Wyoming Rangeland Management Committee, Office of the Governor, implemented a Wyoming Stewardship Program in 1973. It had the support of the Forest Service and BLM. The Program was designed to "extend the concept of cooperative management to all of the rangelands in the State".

Nevada Department of Wildlife Region Director, Sam Millazzo said in August, 1983, "The Technical Review Team approach to planning for example does not in itself eliminate conflicts, but it is the most sensible, time efficient and effective means yet devised to get at the heart of resource problems. I feel it has been an unqualified success for us and would hope that land managing agencies can adopt and implement it at the National level."

Permittee participants are enthusiastic about the value of the Program. Joe Harris, Forest Service permittee representative, said the level of professional trust within the Program is unprecedented.

Many individuals and groups, outside the M/W ESP, are still wary of the process. Natural Resources Defense Council (NRDC) attorney, David B. Edelson, said in a March 1, 1984 letter to the National Governor's Association Committee on Agriculture,

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

land use planning and other legal requirements. In other words, the recommendation of the stewardship committee must be reviewed, assessed, and approved by the land manager before a final decision is made."

VIII CONCLUSIONS

A. Effectiveness of Incentives or Rewards

1. Recognition

The Recognition Incentive is so obvious that its value was, and still is, overlooked. The TRT process has proven the theory that "communication and involvement" are incentives. The TRT process accomplished in months what a resource manager would need years to accomplish on his own. In addition, the commitment to implement the TRT management plans by all involved parties, not just livestock operators, might never be accomplished outside a coordinated setting.

The level of comitment to the process is typified by the participation of Steering Committee members. During Phase I, no less than 19 members were in attendance at all or a portion of every Steering Committee meeting. Meetings were frequent and long. Committee members often cite the opportunity to beneficially shape National Policy as a motivating factor in their participation. One aspect of Recognition as an incentive is success as a reward. Everyone loves a winner. The ESP worked. Observers have suggested that the level of of participation was due to a unique mix of personalities. The Modoc/Washoe Steering Committee disagreed with that assessment. The Recognition Incentive was unique.

Recognition is one of the two differences between ESP and any of the other Cooperative Resource Management Planning (CRMP) efforts. First ESP had national recognition, giving an added incentive to agency and citizen participants to make it succeed. CRMP efforts tend to be localized and therefore more prone to dissolve when dialogue reaches an impasse. In ESP, participants were not likely to give up since that meant telling the Secretaries of Interior and Agriculture the group could not reach agreement. CRMP efforts are more likely to fall back on traditional, political, and adversarial roles when negotiation gets tough because participants are not accountable beyond the local area. The second difference between ESP and CRMP is the degree of commitment of the agency to the effort. The BLM and Forest Service were committed to the ESP effort from Washington to the field. The Forest Supervisor and District Manager participated actively as equal members of the Committee. They provided emmense amounts of staff support. They did not remain aloof from the dialogue and negotiation. CRMP efforts with equivalent levels of agency commitment have shown successful results. There has been much discussion on the necessity of the "Experimental" label to the success of the

Stewardship Program. A program which encourages innovation will generate superior recommendations with or without an "experimental" label. Creating an atmosphere that encourages innovation is a role of the agency. The Modoc/Washoe ESP did not contribute new research to Range Management Science. Policy experimentation was limited to the Grazing Fee Credit and Actual Use Billing Project. The ESP was very innovative as it resolved resource conflicts, streamlined planning and applied known management theory to a vast geographical area within current regulatory limitations. None of the success of the M/W ESP was contingent on "experimentation". It was all contingent on agency willingness to participate and improve standard operating procedure.

The Recognition Incentive provided personal satisfaction to ESP participants. A structured organization, equality of influence, encouragement to innovate and agency support and participation made definition of cooperative goals and rapid, orderly implementation of plans possible.

2. Flexibility in Livestock Management

The Operator Flexibility Incentive Program was initiated in two BLM AMPs in 1984. At the time of this report, no other actions have been initiated. During ESP Phase I, Committee effort focused on program description, eligibility criteria and details of AMP revision. Phase II efforts will concentrate on public information to inform livestock operators of the availability of the Operator Flexibility clause for AMPs. The Operator Flexibility Incentive and the BLM Cooperative Management Agreement (CMA) Program are similar in goals and objectives. Both programs are designed to encourage and reward good rancher stewardship. The CMA Program also includes goals to "provide livestock operators ... with ... a larger role in managing grazing on the public lands; and the assurance of tenure needed to encourage private investment in rangeland improvements.

The outstanding difference between CMA and Operator Flexibility is the value placed on AMPs. ESP Operator Flexibility procedures are based upon AMPs developed by TRTs. Orderly AMP implementation is presumed to be necessary for resource improvement. Resource conditions are consistently monitored to assure progress toward resource objectives. Once the allotment management plan has attained resource objectives, Operator Flexibility is written into the AMP. Operator Flexibility, therefore, is the natural consequence of a cooperative effort among range users and managers to attain long-term resource management goals. CMA procedures do not require AMP development. They do, however, require clearly defined resource objectives. Environmental groups and other advocates have opposed the CMA Program because it lacks a clear requirement for their participation in developing a CMA.

Ranchers in the Modoc/Washoe ESP area perceive the AMP as a necessary document to define their relationship to the federal land managers. Of the eight eligible ranchers in the M/W area invited to participate in the CMA Program, three ranchers opted instead to participate in the Incentive Program. Phase II follow-up will concentrate on incorporating Operator Flexibility into the AMP of any other rancher who becomes eligible.

In January, 1983, the BLM National Public Lands Advisory Council recommended:

"That after 1985, the Stewardship Program authorized by the Public Rangelands Improvement Act be united as one program with the Cooperative Management Agreement and continue to be made available to the permittee."

Dave Edlson, NRDC, asserts the opposite, saying:

"... the Experimental Stewardship Program must be sharply distinguished from the Bureau's Cooperative Management Agreement (CMA) and Coordinated Resource Management and Planning (CRMP) programs. Neither of these programs ensures adequate public participation, and neither ensures management decisions that comply with legal requirements that the Bureau prevent over-grazing and continued range deterioration. Without adequate guidelines and constraints, the Experimental Stewardship Program might readily be transformed by the Bureau into an unsatisfactory program such as CMA or CRMP".

These two recommendations illustrate the extremes of the CMA controversy. Where an ESP exists, the image of the CMA Program is improved by association. Where there is no ESP, the CMA Program would garner increased support if it adopted the TRT process for development and agreement.

3. Grazing Fee Incentives

The Grazing Fee Incentives Program was initiated in March 1983, therefore the Program will have been in effect for only 1½ years when this report is prepared. Although it appears the weaknesses outweigh the strengths at this time, it must be emphasized that the weaknesses were not anticipated and did not occur with all ranchers. It is felt that, for the most part, the weaknesses can be eliminated through adoption of the recommendations. The weak points were identified, for the most part, by the agencies through program analysis. The recommendations were suggested mostly by the ranchers. The following analysis is excerpts from the report on the first year of the Program.

a. Actual Use Billing

Strong Points of Actual Use Billing Process

- Permittees paid for only the amount of livestock used. This resulted in less pressure on the agencies (particularly the Forest Service) to turn out before the range was ready for grazing.
- Greater flexibility between agencies in correlating use of adjoining allotments when higher allotments were not ready by permitted on dates. BLM extended seasons and ranchers paid for actual use on both agency administered lands.

Weak Points of Actual Use Billing Process

- Information for determining actual use not received on time. (This may have resulted from a misunderstanding of the time frame for turning the data in and in some instances from rancher's not wanting to turn in the information until all their cattle were removed so they wouldn't be in a trespass situation.)
- A weak point identified by the permittees involved submitting actual use data that could possibly reflect a trespass situation. That is, all livestock were not gathered by the permitted or adjusted take-off date, therefore, some were still on an allotment after the grazing season closed. It is recognized that it is impossible for the allotments to be 100% clean after the initial gathering occurs and that a few head will be on the allotment after the permitted take-off date. A specific recommendation was not developed for this concern, however, the consensus of the group was that accurate actual use data is very important to evaluate the grazing use in an allotment. Therefore, the permittee should submit accurate actual use data and a date can be designated for the rancher to remove the stragglers.
- Actual use reports did not reflect actual use in all cases; livestock remained on the allotments past the take-off dates but the information received indicated they had been removed.
- Fees not paid on time. (FS had 39% of ranchers delinquent. BLM had no delinquent fees.)
- Method for how to account for unknown losses in the billing process (i.e. turnout 100 head and remove 95) was not proved for in original program instructions.

- Delayed billings due to grazing fee credit projects being completed after take-off date.
- Bill process requires more administrative time due to calculating actual use as opposed to permitted use.

Recommendations

- Clearly define termination date as found on page 3 of the Grazing Fee Incentive book. Termination date to be defined as "The Permitted" off date or "The Adjusted" off date. Adjusted date to be agreed upon prior to permitted off date.
- Send a reminder letter and additional forms for reporting actual use near the end of the season. Letter to advise ranchers that actual use documentation is due within 15 days from the "permitted" or "adjusted" off dates (as referred to in recommendation #1. Use "Post Mark" date to determine if actual use information is received on time. If documentation is late, then next season billing will be based on pre-season basis.
- Deal with deliberate abuses on a case-by-case basis as provided by administrative procedures.
- Send letter with Bill of Collection to specify that if payment is not received within 15 days, the rancher will go back to pre-season billing method the following year.
- Bill of Collection will be based on charging for one half season for unknown losses.
- FY'85 project requests be submitted by March 31, 1984 for BLM projects and by July 31, 1984 for FS projects.
- Agencies establish procedures "in service" to reduce additional administrative costs.

b. Grazing Fee Credit

Strong Points of Grazing Fee Credit Program

- Stronger degree of rancher participation or involvement in doing the range improvement work. This resulted in lower project cost to the government due to some permittees donating all or part of labor (Long Valley Fence), lower equipment rental costs (Bordwell's reservoirs) or lower construct costs (Bear Camp Sagebrush Spray).
- Opportunity for greater rancher involvement in improvement of the allotments.

- Resulted in range improvements on more allotments than took place prior to implementation of the fee incentive program.
- Contractors were known either by the rancher or they were selected by the rancher. This is opposed to agencies obtaining contractors based solely on the lowest bid rate for a project.

Weak Points of Range Improvement Program

- Not all projects were done even though ranchers had committed to the project. This resulted in loss of opportunity to get range improvement on allotments within Stewardship Area due to FS Range Betterment Funds (RBF) being planned for improvements outside Stewardship Area in future.
- Project planning phase not in synchronism. Plans were made without field checking because of urgency to get the projects into the program as early as possible. Resulted in inadequate specifications in some instances.
- Obtaining signatures on the Range Improvement Agreement for multi-permittee allotments.
- Rancher lacked of proper equipment for construction of reservoirs.
- Rancher lacked expertise to build reservoirs.
- A few projects were approved although they were below specifications.

Recommendations

- FS Range Betterment Funds generated within the Stewardship Area be given back to the allotments within the Stewardship Area.
- FY'84 project requests be submitted by March 1, 1984 for FS projects. FY'85 project requests be submitted by March 31, 1984 for BLM projects and by July 31, 1984 for FS projects.
- Agencies consult with ranchers when developing the Range Improvement Agreement, regarding expertise and equipment. The agencies can direct the ranchers to contractors with adequate equipment and/or expertise if it is felt the rancher lacks either.
- Agencies develop "in service" procedures to resolve administrative problems.

Summary

The objectives of the Grazing Fee Incentive Program are:

- To foster cooperation and coordination among the land management agencies and individual livestock operators.
- To explore innovative grazing management policies.
- Improve stewardship of the public rangelands.
- Increased private investment coupled with improved cost efficiency of federal funds.

The grazing fee incentives experimentation has resulted in savings to both the ranchers and the agencies. The ranchers saved operating costs under the Actual Use Billing Program. The administrative costs of licensing under Actual Use increased to the agencies. The Grazing Fee Credit Program resulted in savings in construction costs. The per-unit cost of projects were usually lower than a BLM or Forest Service contract. (Example: \$.70/cu. yd. Grazing Fee Credit cost vs \$1.30/cu. yd. BLM contracting cost) The administrative costs of the agencies remained approximately the same. Agency responsibilities under the Grazing Fee Credit Program were the same as under agency contracting (i.e., survey and design, project inspection, etc.). The implementation of the Grazing Fee Credit Program has resulted in a decrease in the amount of dollars contributed outright by ranchers for construction of range projects. Two reasons can be attributed for this drop. The strong emphasis placed on the Program by the agencies and the increased availability of project funds for each allotment as a result of this Program. Agencies placed strong emphasis on the use of this Program due to the short time frame for evaluation and their need to include as many projects as possible under the experiment. Projects that might have been contributed were encouraged to be completed under the Grazing Fee Credit Program. It should be noted, however, ranchers did contribute equipment or labor on some of the Grazing Fee Credit projects. If these ranchers had to contribute the entire cost, the projects would not have been undertaken. It appears that this Program will reduce the number of large contributions, in which a rancher completely funds a project without reimbursement, but may increase the number of smaller contributions in which a rancher shares in a portion of the cost of a project. More time, however, will be needed to evaluate the full impact this Program will have on the level of rancher contributions for range project construction.

Better stewardship resulted almost immediately as the Forest Service realized later turnouts due to adverse weather conditions. The development of the Range Improvement Agreement resulted in vastly improved permittee/agency coordination and cooperation in the formulation and construction of the projects. Most importantly, the Grazing Fee Credit Program has resulted in range improvement projects being on-the-ground which has accelerated grazing management on those allotments.

B. PRIA Goal Accomplishment

In the passage of PRIA, Congress established goals specific to experiential stewardship programs. They said:

1. Provide incentives and rewards to permittees and leasees whose stewardship results in improvement in the conditions of the public rangelands.
2. Foster a greater degree of cooperation and coordination among the federal and state agencies charged with the management of the rangeland, local range users, and representatives of other interests.
3. Improve communication by providing program information and involvement to those interested in and affected by management of public rangeland resources.
4. Implement plans and programs of the federal land managing agencies already developed, and as agency planning addresses future issues, integrate that planning into a cooperative range management plan.
5. Improve the way in which successful innovative ideas and approaches can be more effectively adapted to ongoing programs.

The degree to which the M/W ESP has met these goals has been adequately covered throughout the body of this report. Goal #4 is addressed in Sections VI, B. and VIII, A. Goal #2 is in Sections IV, A-D; VI, A. and VII, A. Goal #3 is in Section VI, D. Goal #4 is in Section VI, VII, B and C. Goal #5 will be addressed in Section IX.

Jean Schadler, permittee representative and former M/W ESP Chairman reported to USDA Assistant Secretary, John Crowell, in September, 1983:

"The Modoc/Washoe Program and its successors in other areas will be successful as long as National Administration view cooperative management as a benefit to their goals. The Stewardship concept is fragile. It lives solely on Trust. If the time comes when the federal representatives, state agencies and/or explicit interest groups allow that trust to be exploited or abused, the Program will fail. I am cautious in my enthusiasm, for that reason. National goals, National policy, National interest waxes and wanes. Men and Women of reason often do not prevail. If you want the success of a Stewardship Program, you must commit yourself to the long pull. The men and women of the Modoc/Washoe Area have done that. Many have put their careers and popularity on the line. Many have given up power for progress.

[Federal and State agencies] can do much to promote cooperative management. Field office staff can be encouraged to do

more as individuals in their own spheres of influence to be leaders in a similar effort to apply reason, patience, sound judgement and personal energy to land management.

"... I am reserving judgement on the cooperative management movement until I see how agency professionals, as individuals, use this model program. If they embrace it, it will be a success. If they ignore it or rationalize it, it will be an idea whose time came and went."

C. Alternative Actions for Improvement of the ESP

The M/W ESP Steering Committee could not identify any alternative actions which would improve the ESP.

IX. RECOMMENDATIONS

A. The Future of ESP

1. WE RECOMMEND the official ESP areas and the individual ESPs retain their experimental status through 1995.

WE FURTHER RECOMMEND the Forest Service and Bureau of Land Management initiate by 1990 at least one working group that uses ESP procedures in as many BLM Districts and National Forests as feasible.

WE FURTHER RECOMMEND that the Secretary of Interior and Secretary of Agriculture adopt and apply ESP procedures to other agencies of their respective departments.

Rationale: The Experimental Stewardship Program was born of controversy surrounding preparation of grazing EISs throughout the West. As a result, each ESP initially spent an inordinant amount of time either establishing or re-establishing lines of communication between the BLM, Forest Service, ranchers, local and state government agencies, environmental groups, etc. Organizational efforts in Washington and on the local level consumed two years of the Congressional time frame set for experimentation. At best, five years is an inadequate time period to address experimental management approaches to the diverse and volatile issues surrounding management and use of public lands. Extending the experimental period to 1995 will allow each committee to contribute significant field information on experimental incentive programs. The committees will be able to provide more specific resource data resulting from TRT management systems.

Although Congress established the ESP for its own informational purposes, the Program demonstrated significant benefits to agency administration, natural resources, and public land users. The ESP Areas have been extremely successful in resolving very complex resource management issues through participatory decision making. These efforts should continue

and should be an incentive to address natural resource management because they are cost and personnel efficient, broadly supported and result in planning that can be implemented.

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

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

1. WE RECOMMEND the agencies adopt the TRT as standard procedure for resource planning and conflict resolution and for creative experimentation in resource management.

Rationale: The Technical Review Team process includes broad representation of interest groups, consensus actions and long-term commitment to allotment management. Resource conflicts tend to be partially a matter of perception. The TRT provides an opportunity to define the situation as it exists on the ground, to develop intimate understanding of peoples' and resources' needs and to define desired goals from the perspective of every participant. For this reason, the TRT is preferable to any other method of land planning in which we have individually or collectively participated. Like all participative endeavors, it is time consuming, expensive and burdensome. However, the end result tends to be the end result rather than the beginning of litigation.

2. WE RECOMMEND that the M/W report on actual use Billing and Grazing Fee Credit (Grazing Fee Incentive Program) as presented in Appendix A be adopted by the BLM, USFS, and US Fish and Wildlife Service; That the recommendations embodied in that report be implemented and that the Grazing Fee Incentive Program be made available to eligible permittees/lessees as defined by the Incentive Program Guidelines.

Rationale: Adoption of a standardized billing method will alleviate confusion and expense for those permittees involved with two or more of the agencies. Adoption should also provide another management tool and incentive for those ranchers who have entered into cooperative livestock grazing management plans with the agencies. Actual use billing also results in a savings for the ranchers as discussed earlier.

Although the Grazing Fee Credit Program would never be expected to replace the multi-project contracts of the agencies because of the overall cost, it serves a valuable purpose for constructing isolated projects the agencies may unable to cost effectively include in a contract. It also serves as a

means for the rancher to accelerate AMP implementation and, therefore, management in his allotment.

Ranchers invest their private dollars in range improvement as an interest-free loan to the Federal Government, amortized by an annual credit toward the grazing fee due from the participating rancher(s). Two obstacles in adoption of this recommendation are 1) lack of adequate agency accounting procedures and 2) enabling legislation. The accounting and legislative prototype for this approach is the Forest Service Purchaser Road Credit (National Forest Management Act). Similar enabling legislation for range improvement credit would permit implementation of this recommendation. The credit would be treated as cash receipts along with the actual monies received. The grazing fee distribution formula would be applied to the total amount, thereby allowing the States, counties, and U.S. Treasury to receive the full amounts due them. An example would be:

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

	<u>BLM</u>	<u>FS</u>	
Year 1: <u>Accounts Receivable (grazing fees)</u>	1000	1000	
Cash received from rancher(s)	500	500	
Rancher Investment Credit ^{1/} (range improvement installed at permittee expense)	500	500	
<u>Total Accounts Receivable</u>	1000 ^{1/}	1000 ^{1/}	
Accounts Payable ^{2/} (Congressional appropriations based on grazing fee formulas)			
US Treasury	375	250	
States & Counties	125	250	
Range Betterment Funds			
Cash Payable to district	0	0	
Grazing Fee Credit	50% 500	500	50%
<u>Total</u>	<u>1000</u>	<u>1000</u>	
Year 2-4			Rancher does not perform any work but is credited same as Year 1. Treasury and Counties receive same amount as in Year 1.
Year 5			Rancher plans new project and signs RIA and procedure starts over.

- 1/ Based on purchaser road credit concept utilized by USFS in timber sales.
- 2/ Grazing fee credit is considered as "monies received" in the U.S. Treasury, therefore formulas are applied to 1000 dollars not just the 500 dollars received.
3. WE RECOMMEND financial assistance be made available through agency managers for ESP participants who need it.

Rationale: Broad representation of affected groups and interests is essential to success of a resource management working group. Many participants have agency or organizational support to cover their expenses of participation. Frequently, a limited number of participants, particularly local environmental representatives, participate at their own expense. It is a reasonable expenditure of public funds to assist their participation which is more than off-set by the quality and quantity of their contribution to the process.

4. WE RECOMMEND agency managers and staff be trained in participative management, consensus decision making and creative problem solving.

Rationale: The skills necessary to participate in and manage a consensus group like the Steering Committee can be learned. Many of the organizational models developed by Modoc/Washoe closely resemble the Theory Z models (William G. Ouchi, Avon Books, 1981), although the Steering Committee was unaware of the similarity until recently. This recommended management training would mesh effectively with many other management changes made recently within the agencies, such as decentralization and job rotation. More importantly, an enthusiastic manager can make stewardship efforts succeed. Conversely, a hierarchical manager cannot afford to risk the loss of power inherent in cooperative problems solving.

The Modoc/Washoe Steering Committee became most productive after the members had worked together for about one year. During that time, the members developed common goals and objectives and the means by which they would be accomplished. The District Manager and Forest Supervisor contributed significantly to a deep sense of trust among the members by urging the Committee to reach toward innovative and creative approaches. They consistently expressed a willingness to present new ideas to their organizations when the Steering Committee developed logical rationale for the recommendations. The enthusiastic participation of the District Manager/Forest Supervisor in the Steering Committee determined the Committee's productivity. Because of their role, the Committee was able to establish the equality of coordination and the common goals of cooperation.

5. WE RECOMMEND that the agencies evaluate their policies for personnel mobility considering the need for continuity and trust in ESP areas.

Rationale: The ESP steering groups have observed a tremendous degree of job satisfaction among agency staff participating in ESP. Agency grade scales and tenure policies offer little incentive for range managers to develop their resource management skills because agency emphasis is on upward movement through supervisory positions. Pay and grade scales tend to be geared toward supervision, rather than field work.

The ESP steering groups request that the agencies consider separate grade scales for range managers, allowing range managers longer tenure options. The steering groups volunteer to work with the Society of Range Management on the job descriptions for resource managers to make them reflect the current complexity of the position. A revised description of job requirements and a commensurate grade scale would attract new range conservationists and resource specialists by providing an incentive for a natural resource career. A successful ESP needs professional resource personnel.

X. SIGNATURES

Joe L. Harris (Vice Chr.) 9/16/84
M/W ESP Chairman Date

C. Rex Cleary 9/16/84
C. Rex Cleary Date
Susanville District Manager
Bureau of Land Management

William E. Britton 9/16/84
For Glenn Bradley Date
Forest Supervisor
Modoc National Forest
U.S. Forest Service

GLOSSARY OF ACRONYMS

Acronyms

ACEC	-	Area of Critical Environmental Concern
AMP	-	Allotment Management Plan
ASCS	-	Agricultural Stabilization and Conservation Service
AUM	-	Animal Unit Month
BLM	-	Bureau of Land Management
CMA	-	Cooperative Management Agreement
CRMP	-	Cultural Resource Management Plan
DAC	-	District Advisory Council
EIS	-	Environmental Impact Statement
ES	-	Environmental Statement
ESP	-	Experimental Stewardship Program
HMP	-	Habitat Management Plan (Wildlife)
M/W ESP	-	Modoc/Washoe Experimental Stewardship Program
NRDC	-	Natural Resources Defense Council
OHV	-	Off Highway Vehicle
PRIA	-	Public Rangelands Improvement Act of 1978
RIA	-	Range Improvement Agreement
SCS	-	Soil Conservation Service
USF&WS	-	United States Fish and Wildlife Service
USFS	-	United States Forest Service
TRT	-	Technical Review Team
WSA	-	Wilderness Study Area

APPENDIX

1. M/W ESP Steering Committee Recommendation to Susanville DAC, 6/22/84
2. There Is No Such Thing As A Free Consensus
3. Grazing Fee Incentives Program Summaries
4. Present Situation Table
5. Wild Horse Herd Management Experiment
6. Monitoring Grazing Use on Rangelands
7. Permit Exchange

DATE: June 21, 1984
 TO: Modoc/Washoe Experimental Stewardship Steering Committee
 FROM: Surprise Wilderness Technical Review Team
 SUBJECT: Wilderness Recommendations

The Technical Review Team (TRT)¹ has finished the field inspection and formally met on two occasions for the purpose of reaching a consensus on wilderness recommendations for the Surprise Resource Area. I would like to report that on six of the seven Wilderness Study Areas (WSA) the Team reached a full consensus. On the seventh (805), the Team was able to reach consensus on a recommendation for approximately half the WSA, but deadlocked on the suitability of the remaining portion.

In addition to the suitability/non-suitability recommendations, the Team also recommends that a portion of one WSA (1013) be designated as an Area of Critical Environmental Concern (ACEC). Supplementing the land use recommendations, the Team also recommends general boundary setbacks and guidance on project development and preparation of Wilderness Management Plans.

The specific recommendations and rationale are contained in the attached report. Suitability/non-suitability recommendations are summarized below:

WSA	ACRES SUITABLE	ACRES NON-SUITABLE	ACRES ¹ ACEC	ACRES NON- CONSENSUS	TOTAL
805 - Wall Canyon	-	19,270	0	28,110	47,380
913 - Little High Rock	17,320	34,780	0	0	52,100
913A - Yellow Rock	0	13,330	0	0	13,330
913B - High Rock	11,980	27,020	0	0	39,000
914 - E. Fork High Rock	27,930	20,190	0	0	48,120
1012 - Sheldon Contiguous	780	23,350	0	0	24,130
1013 - Massacre Rim	23,260	86,740	48,720	0	110,000
TOTALS	81,270	224,680	46,720	28,110	334,060

This represents a suitable recommendation on approximately 25% of the Surprise WSA's.

The recommendations represent what the Team feels is the best balance between preservation of wilderness values, manageability of wilderness areas, and minimizing resource conflicts.

¹ Also included in non-suitable column.

SURPRISE WILDERNESS TECHNICAL REVIEW TEAM
Recommendations and Rationale

I. SUITABILITY RECOMMENDATIONS

A. CA-020-805 - Wall Canyon WSA

Non-suitable - 19,270 acres

No-consensus - 28,110 acres

Wall Canyon was the only WSA for which the Team could not reach a full consensus. The Team did agree that approximately 20,000 acres were not suitable for wilderness designation.

The non-suitable portions include Area A (see map) which was excluded due to heavy vehicular use associated with hunting and the potential problems of the private inholdings. Area B was excluded to provide a more manageable boundary and exclude private inholdings. Area C was excluded to improve manageability and minimize problems with private lands by creating a "trailhead" on public land.

The remainder of the WSA (Area D, 28,110 acres) proved to be the only stumbling block to full consensus. Here the Team split down the middle on the wilderness quality issue. The advocates for wilderness designation feel that the area provided a concentration of values including the following: two live streams flow through the area with the unique Wall Canyon sucker inhabiting that same drainage in Area D. There is a high degree of vegetative diversity from the Wall Canyon drainage to the top of Boulder Mountain. The advocates felt that this diversity associated through the elevational relief is very unique and uncommon to much of Nevada. The area contains high wildlife values for raptors, sage grouse, antelope and mule deer. All these factors combined with the considered high scenic value provide a unique "pocket wilderness" situation; i.e., a number of high values in a relatively small area that would be very conducive to weekend outings.

Those opposed to wilderness designation agreed with the entire Team that there were no serious land use conflicts. The mining interest concurred, but on a very reluctant note. The advocates of non-designation feel that the area, from the standpoint of mountain slope characteristics of Area D, are better represented elsewhere in northwestern Nevada. Many of these places are being recommended for wilderness designation on the Sheldon and in the Winnemucca District. Therefore, the real question at hand was the aspect of actual wilderness quality among the group. Again, the group was evenly split on this issue with each side taking a very uncompromising posture.

At the outcome of the discussion, the Team feels that the decision on Area D should be left up to the Bureau.

B. High Rock Complex

CA-020-913/NV-020-008 - Little High Rock Canyon

Suitable - 17,320 acres
Non-suitable - 34,780 acres

CA-020-913A - Yellow Rock Canyon

Suitable - 0 acres
Non-suitable - 13,330 acres

CA-020-913B - High Rock Canyon

Suitable - 11,980 acres
Non-suitable - 27,020 acres

CA-020-914/NV-020-006A - East Fork High Rock Canyon

Suitable - 27,930 acres
Non-suitable - 20,190 acres

The Team feels that the recommendation for the four High Rock area WSA's constitutes a wilderness complex and that the rationale for each of the three suitable areas are the same. The Team feels strongly that the three suitable areas in the complex represent high quality wilderness proposals. The areas are quite natural in character, remaining much as when the pioneers used the emigrant trail. The rough topography is highly conducive to both solitude and primitive and unconfined recreation. In addition, the three units possess a wealth of supplemental value which complement the wilderness designation. The relief in the canyons contrasts with the open uplands to create an area of superb scenic quality. The cultural resources in the area provide quality educational and scientific opportunities for both the archaeological and historic interests. On the wildlife side, the areas have outstanding antelope and raptor values with the potential for a large California bighorn sheep population. Wilderness designation would also allow an opportunity to explore wild horse management under natural conditions.

The non-suitable portions of the complex included all of 913A - Yellow Rock Canyon and were excluded from the suitable portion because of conflicts with mineral exploration and development, conflicts with livestock and wild horse management, and manageability of the wilderness values. For ease of explanation, the non-suitable portions are discussed on a WSA specific basis.

913 - Little High Rock Canyon

Area A was recommended as suitable. Area B was excluded because it has been treated with herbicides in the past and will require future treatments to maintain the livestock forage capacity of the area. Area C was excluded due to existing and potential mineral exploration and development. Area D was excluded due to problems with manageability associated with maintaining existing ways open for livestock management (primarily associated with sheep operations) while trying to restrict public use of the same ways. Area E was excluded to minimize manageability problems by moving boundaries back to topographic features.

913A - Yellow Rock Canyon

None of the WSA was recommended as suitable. Two overall factors influenced the Team's rationale. First, the entire WSA has good mineral potential; and, secondly, the team feels that while Upper Yellow Rock Canyon is a scenic area, it does not compare to other canyon country recommended as suitable. Area A has manageability problems due to the open terrain and low vegetation. Area B is cut by a series of bladed fence lines which detract from naturalness over large portions of the WSA.

913B - High Rock Canyon

Area A was recommended as suitable. Area B was excluded because of mineral potential and vehicle manageability problems. Areas C and D were excluded because of vehicle manageability problems and conflicts with vehicles associated with sheep grazing operations.

914 - East Fork High Rock Canyon

Area A was recommended as suitable. The Team also recommends that the way from Conlan Camp to Buck Spring be retained for administrative use by livestock permittees and Nevada Department of Wildlife biologists.

Area B was excluded because of conflicts with a proposed seeding and requirements for road maintenance for access to a wild horse trap site. Area C was excluded because of a proposed seeding and an overall lack of naturalness and wilderness quality. Area D was excluded because of mineral potential and problems with vehicle manageability.

C. CA-02-1012 - Sheldon Contiguous WSA

Suitable - 780 acres
 Non-suitable - 23,350 acres

The Team feels that a small portion of the WSA (Area A) be recommended as suitable for wilderness designation if the contiguous portion of the Sheldon administratively-endorsed WSA is designated by Congress. The triangular piece sits in a corner separated from Sheldon by a fence, but separated from the rest of the BLM WSA by a continuous rim. Topographically, Area A fits well with the Sheldon WSA.

Area B was excluded because of a number of existing secondary roads, moderate hunting levels and associated vehicular travel, fences, and a burn scar with a bladed perimeter. The wilderness/dispersed recreation team member felt that there were sufficient wilderness qualities throughout this area, especially the northern half of Area B. That particular portion of the area had little or no land use conflicts within the Team as a whole. However, the real topic of discussion evolved down to whether the wilderness qualities were sufficient enough to warrant designation. The majority of the group felt those qualities were not present and eventually everyone agreed to the current recommendation. Area C was excluded because of heavy recreational uses over the Macy Flat basin, private lands, and manageability problems. Area D was excluded because of the private inholdings and heavy vehicular access during the hunting seasons throughout the area.

D. CA-020-1013 - Massacre Rim WSA

Suitable - 23,260 acres
 ACEC/Non-suitable - 86,740 acres
 Non-suitable - 48,720 acres

The Team feels that the suitable portion (Area A) has high levels of natural integrity, good solitude values, excellent wildlife values, wild horse values, opportunities for wilderness hunting and high scenic values of a type different than in other areas recommended as suitable.

The Team recommends that an ACEC be designated for Area B. The consensus is that due to the potential for minerals and the intensive management required to scientifically study and interpret the archaeological values of the area, it is not suitable for wilderness. Irrespective of the two primary reasons for non-suitability, the Team seemed somewhat split relative to the wilderness quality found on Massacre Bench. The numerous fences and equipment scars evident from the construction of those fences were also a strong consideration in recommending it to be non-suitable. However, the area does

possess special wildlife and natural values which, combined with the archaeological values, warrants special management actions. An ACEC designation and management plan is designed to retain the natural character of the area, safeguard the archaeological values, provide special attention to the existing wildlife population and potential reintroductions (i.e., California bighorn sheep), and yet allow mineral exploration to continue.

The remainder of the WSA (Area C) was excluded due to impacts to naturalness and other wilderness values. The area contains existing and proposed land treatment areas, roads, fences, windmills, a large woodcutting area, private inholdings and areas with vehicle manageability problems.

II. OTHER RECOMMENDATIONS

A. Boundaries

The Team recommends that wherever roads or vehicle ways are used as a boundary for suitable areas, there shall be a 300 foot zone between the road, way and the wilderness boundary. In the event the natural terrain does not provide a 300 foot zone for normal operation of a motor vehicle, then the natural terrain boundary should apply in lieu of the 300 foot buffer. Wherever private property lines are used as a boundary for suitable areas, a 300 foot setback shall always be maintained for the wilderness boundary. Ingress and egress from the zone shall only be permitted where minimal impact to soil and vegetation would occur.

The purpose of the 300 foot setback is to minimize accidental wilderness trespass by vehicles used for recreation as well as road maintenance. Three hundred feet allows for slight road alternations as well as room for construction of waterbars if needed. The setback from private lands is recommended for similar reasons, to prevent accidental trespass when property line fences or other boundary line activities occur.

- B. The Team recommends that project implementation and maintenance continue within the suitable areas under the guidance of the BLM's Wilderness Management Policy. The Team also recommends that predator control continue to be allowed under existing policy in portions of the High Rock suitable areas to support domestic sheep operations.

The Team feels very strongly that the existing and proposed projects recommended within the suitable areas are necessary for the orderly use and protection of the areas. These projects are needed to support livestock, wildlife, wild horse, and watershed activities presently developed or in the

planning stages. Although some of the projects may locally degrade naturalness, the overall benefits of the projects outweigh the localized impacts. The Team felt that if these developments are properly constructed and coordinated with the ongoing TRT allotment decisions that they would greatly enhance the wilderness characteristics in this desert environment. Predator control is essential for continuation of domestic sheep operations in two small portions of the High Rock complex.-- The Team feels that continuation of predator control operations under existing policy will also help the sheep operation and the wilderness values to co-exist.

- C. The Team recommends that the preparation of Wilderness Management Plans for the suitable areas are carried out using a Technical Review Team approach. Additionally, the ACEC plan should also use a TRT. The Team feels that use of this approach will result in high quality management plans with a minimum of public controversy.

JJ:pw

We the undersigned have agreed
to the above recommendations;

Alawn Y. Kappin

Christopher Raven

Edward Burgess

Jimi J. J. J.

Roger Harsch

Roger Scholl

M. Douglas Miller

Edward R. R.

THERE IS NO SUCH THING
AS A FREE CONSENSUS
by Ben Collins

I will have to agree with the old sage that coined the expression "You can't argue with success". However, success is only the veneer of hard work. It is the end result of an individual or groups tireless effort to do something better or to prove something is not impossible. Too often, however, we only deal with the end results and fail to bring to light the frustrations, anger, sweat, and swearing that went into the process.

Surprise Area Manager, Lee Delaney and I were having just such a discussion on this issue driving over Cedar Pass to Alturas after my first exposure as team leader, to the blood, sweat and tears Technical Review Team (TRT) session involving the Massacre Mountain/High Rock Allotments in Lee's Resource Area. We both agreed the TRT consensus process, that evolved out of the Modoc/Washoe Experimental Stewardship program, was an unqualified success and that it was an excellent way to resolve conflict. The more we talked, however, the more we became concerned that future users of the process would only be aware of the successful TRT products and have no idea of what it took to get them. We also began to wonder if there were limitations to the consensus approach and, just how far could a group be pushed? We concluded we couldn't argue with success, but that others ought to be made aware of the intensive effort required in organizing, directing and arriving at recommendations through consensus.

Group participation in the decision making process has been a slow learning process for BLM as well as other Federal agencies. In the good old days, an agreement on a resource management issue was either worked out with the permittee on a one-to-one basis or BLM simply fell back on our venerable source, the "Code of Federal Regulations", (43 CFR) and issued a decision! Calling on "outsiders" such as our own recreation, wildlife, minerals, or other resource specialists for help in reaching management decisions was unheard of, let alone even considering the opinion of a member of the public!

BLM's first planning efforts began around 1967-68 and the 1969 NEPA ushered in a whole new era for BLM. The planning policy required that sound resource planning must precede, and be the basis for all land management decisions. NEPA made it clear that any decision that might cause a major significant impact on the environment would require an EA or EIS. I only mention this bit of history to let you know that both the planning and the environmental analysis process required public input and an interdisciplinary team approach to resolve conflict. The public's response to BLM's initial efforts at getting public participation in planning process was a rude awakening. Nearly all the response centered around the fact that BLM had already made its decisions and why were we (BLM) trying to ask for Public input when we already had our minds made up! It took 2-3 years and many unsuccessful efforts at trying to force predetermined resource management decisions on the public and special interest groups before BLM realized that nearly all of their managers had little or no experience in dealing with group participation in the

decision making process. Of course, we immediately sent our manager, and other select individuals, to schools and training to build skills in group dynamics and, perhaps, at least understand the synergistics required on how to gain public support and obtain meaningful input.

The TRT consensus process takes group participation a step farther than other processes we have used in the past. Instead of BLM gathering all of the data, interpreting, and then presenting it to the public for their analysis and recommendation, the public is provided factual information to analyze for themselves, taken to the field to see firsthand where the information was gathered, and then, through the group dynamics of reaching consensus on issues they themselves have identified, arrive at recommendations to management. TRT is successful because it truly allows the public to be part of the decision making process.

But, what are the ingredients of the process that might make or break it - or what one might call the limitations of the TRT theory.

First there is the vital ingredient of commitment. There has to be total commitment by the manager going into the process. There is no magic involved - it takes a total dedication of time, money, and manpower. Once the commitment is made, you can move onto the next step, or ingredient, I call Detailed Preparation. This can be likened to a space shot - most of the success of the mission is determined on the ground before the launch. Before launching into a TRT effort, a tremendous amount of material must be put together. Detailed inventory on wildlife, recreation, lands, livestock carrying capacity, rainfall, vegetation, minerals, etc., must be assembled to provide background data for the team.

A good map of the area is vital. Not putting together a good information packet is like putting a poor foundation under a house - you have nothing to build on. Not only must the information be detailed and good, it must be assembled in an easy to carry, well organized, easy to use format. Team members will refer and add to the material constantly throughout the process.

While the detailed preparation is going on, thought must be given to the makeup of the TRT. Selection is usually based on the resources and issues within the management area or allotment. Although it's impossible to have total representation for all the resources and concerns, it is crucial to get as many viewpoints as possible. The High Rock/Massacre Mountain TRT dealt with one of the largest and most complex allotments in the Resource Area and therefore had 10 members: wildlife, cultural resources, environmental, recreation, wild horses, two ranchers, a farm advisor, and SCS, BLM and state government representatives.

The "Show Me" trip is what I call establishing common ground. The team gets to look at the playing field and get acquainted with the players. This vital ingredient usually eliminates false perceptions and replaces them with reality. It does not leave it up to the team members' imagination, based on the bureaucrats verbal description, to visualize Yellow Rock, where Pole Canyon is and why cows can't use an area. The field trip is a must if consensus is to take place.

The High Rock/Massacre team had 4 days to tour the allotment and come up with an initial report. The initial report contained a list of conflicts, based on observations of resource conditions by the team that they felt would have to be resolved before a successful management plan for the area could be designed. Lets pause for a moment and go back over the steps, or ingredients, that lead up to the actual sitting down by the team to try and come up with recommendations for resolution of conflicts.

1. Commitment
2. Detailed Preparation
3. Team Selection
4. Show Me
5. Initial Report

So far all of these steps have only been preliminaries leading up to the main event - conflict resolution by consensus. Let me share with you some of the obvious, but critical, factors of group dynamics to be aware of in using the TRT approach that may limit its success.

To begin with, consensus is a grind! Seating 10 people around a table knowing there has to be complete agreement on every recommendation before they can fulfill their obligation is undoubtedly the most difficult of all decision making processes. It is not a new process by any means. However, it is a new way for BLM to arrive at decisions. Perhaps the oldest and best example is that used by our courts - the jury system, established by William the Conqueror, centuries ago. There can be no holdouts under either system, but the jury makes a decision by arriving a verdict. The TRT proposes recommendations. Nevertheless, frustrations, anger, and resentment can build up to dangerous levels under both methods. I feel it is extremely important to anyone thinking of using the consensus approach to decision making, to be aware the lid could come off at any time! Here are a few tips that I feel can be used to help the potential user recognize some of the pitfalls:

1. Insist on total team participation - Allowing two individuals with polarized viewpoints to dominate turns off and tunes out the rest of the group. You will either have consensus by concession or end up with a hung jury on a particular issue. Attempt to bring the entire team into the discussion on each issue. After all no one of us is better than all of us.
2. Be Patient - The consensus process is time consuming and tends to fill all the allotted time. Don't expect to be governed by a tight agenda or ruled by the clock. This does not mean you should abandon a schedule all together, but the team leader should make sure members are aware of how much has been accomplished in relation to what remains to be done. Because consensus is a waiting game and demands patience, "go-getters" reach an extremely high sense of frustration when the "deliberates" get bogged down in detail. Allowing the slow movers too much time on an issue could actually result in members of the team becoming totally intolerant and possibly walk out.

3. Defuse Sabotage - There will always be name calling and finger pointing because of differences in personalities and viewpoints. Demand respect for everyones opinion and try and steer people away from playing games.
4. Close on issues - Do not move on to another issue until you have resolved, and gained consensus on, the one before you at the time. This is not to say that if new evidence or information is brought forward the issue cannot be re-opened.
5. Sift the issues - The initial report at the High Rock TRT identified 27 resource related conflicts. After reviewing the conflicts at the second meeting, the team felt 11 of the initial conflicts were too complex and would not be resolved through the implementation of a management plan. An example was the conflict between people and grazing. The team felt that a recommendation to resolve the problem of people leaving gates open, vandalism to range improvements and harrassing livestock, was insoluble under any management scheme. Because the team can only be effective recommending solutions to conflict through management, care should be taken not to get wrapped up in conflicts that can only be solved by administrative or legal decisions.
6. Avoid Marathons - Pace your team. If you have attempted to resolved a stubborn issue and it appears some members of the team have reached the point of exasperation, take a break. I experienced what might be called the "hat on - hat off" syndrome on one such issue. An individual had backed off of an issue to the point of total concession without an reciprocation. Finally, the individual put on his hat and began to leave. He was coaxed back twice before we tabled the issue to move onto something new.
7. Facilitate Large TRT's - If you have, or can recruit an individual skilled in conflict resolution, use him! Reading the team and motivating participation encourages the consensus process to work. Sticking to the issues, avoiding rabbit trails, and taking the pulse and temperature of the group is a crucial facilitator role that can almost guarantee success.

Speaking as a one time TRT Team Leader for the High Rock/Massacre Mountain Allotments, I feel the use of the consensus approach to identify and resolve conflicts was an unqualified success. Even though it has been a year since the recommendations of the TRT were presented to the Modoc/Washoe Experimental Stewardship Committee, the following recommendations have been acted upon:

1. Designation of High Rock Canyon as a special management area under the ACEC guidelines.
2. Near completion of a Cultural Resource Management Plan for the High Rock Area.
3. Near completion of a Wildlife Habitat Management Plan.

4. Instigation of a Wilderness TRT to follow-up on the recommendation to assure wilderness characteristics are protected.
5. "West Side" (of High Rock Canyon) fence alternatives analyzed - fence nearing the surveying stage.
6. Preliminary planning on rehabilitation of the canyon bottoms to stabilize streambanks, reduce erosion and restore riparian vegetation.

These are only some of the recommendations I know have been acted upon. Others are in various stages of development and can soon be implemented or developed into activity plans.

My personal opinion of why the Stewardship Program has been a success is that the people involved have seized, and capitalized on, the opportunity to build on management initiatives from the bottom up. Localized power is not delegated from the Federal, State, Municipal, or neighborhood levels. Rather, it stems from the initiatives taken by the neighborhood in the absence of an effective top-down solution. Power, or solutions, bestowed from the top down can be withdrawn if priorities change. successful initiatives hammered out at the local level have staying power!

To me stewardship, through the TRT process, is a highly successful example of a local initiative. Its' continued success and future, however will depend on how resistant it can remain to top-down intervention. I feel the grass roots of stewardship are so deeply rooted in this area that they will be impossible to pull and the program will become a model for others, still grappling for solid solutions to resource management problems.

APPENDIX 3

MODOC/WASHOE EXPERIMENTAL STEWARDSHIP PROGRAM

Grazing Fee Incentives

I. INTRODUCTION

The Modoc/Washoe Experimental Stewardship Program established under Section 12, Public Rangeland Improvement Act of 1978, will implement a five-part program to meet its congressional directive to "explore innovative grazing management policies and systems which might provide incentives to improve range conditions," as defined in subsection (2) of the enabling legislation. The incentives will lead to: 1) Improved stewardship (get improvements on the ground now rather than 10 to 15 years from now); 2) Increased private investment in public rangeland, and; 3) Enhanced cooperative relationship between the private producers and administering public agencies.

The program will allow permittees to invest directly in planned range improvement projects. They will receive a credit of up to 50% of the annual amount due the United States as grazing fees. Using the accounting precedent of Forest Service Timber Sale Purchaser Road Credit, the grazing fees distribution formula will remain unchanged. The investment dollars will be considered the same as cash when gross receipts are calculated, thus the State, County, and U.S. Treasury income will remain unaffected by this program.

Accountability for funds due the U.S. is a primary feature of this program, as is protection of revenues to the U.S. and affected counties. The proposal was generated by permittees who will participate in the program, with technical assistance provided by agency representatives. The Modoc/Washoe ESP Steering Committee fully supports implementation.

There are five key points to the experimental program:

1. Actual Use Billing - Permittees will be billed at the end of the grazing season based on the actual number of animals grazed and actual period of use. Currently, they are billed prior to the grazing season based on licensed/permitted numbers and period.
2. BLM Range Improvement Agreement (RIA) - The permittees on each allotment, regardless of size or money generated through grazing fees, will be eligible to annually receive credit up to 50% of the grazing fees. Projects which exceed the value of a single years receipt may be paid back over a period of years at no interest.
3. FS Individual Allotment RIA - Thirteen allotments on the Warner Mountain District generate adequate grazing fees (>\$1000) to allow a feasible, self-generated program. These will be managed similar to the BLM RIA.
4. FS Allotment Groups RIA - Seventeen small allotments will be grouped (five groups of three, one of two). Each year, one allotment within a grouping may utilize the entire credit of the whole group.

5. Cost Sharing (BLM & FS) - The Range Betterment Funds not utilized via an RIA will be available on a cost share basis to permittees to do planned work.

Program Guidelines are:

1. There will be no disruption of the grazing fee distribution formula. Experimentation will be limited to the Range Betterment Fund portion (50%) of grazing fee receipts within the Stewardship Area.
2. Each participating agency will administer its own program within the administrative, regulatory and manpower constraints of that agency.
3. Any incentive program will be simple to implement, understand, administer and evaluate.
4. The goal of any incentive program will be to make more effective use of federal funds.
5. Each participating agency will retain fiscal accountability for any incentive program within the Stewardship Area.

ACTUAL USE BILLING

USDI Bureau of Land Management

USDA Forest Service

After-the-fact billing, that is, billing on actual livestock grazing use will be available within the Modoc/Washoe Stewardship Area, to all holders of term grazing permits who voluntarily agree to participate. Participation by BLM permittees not under an allotment management plan requires a signed agreement acknowledging the change in licensing as a three year experiment. The objectives of the program are: 1) To foster cooperation and coordination among the land management agencies and individual livestock operators; 2) To explore innovative grazing management policies; and 3) To provide incentives to and rewards for holders of grazing permits to practice good stewardship on public lands.

Program guidelines are:

1. Permittees will submit certified actual livestock grazing use to the agencies within 15 days after livestock grazing has terminated on the allotment.
2. Actual use for BLM permittees not under allotment management plans (AMP) will terminate when the Modoc/Washoe ESP expires unless authority is granted to continue.
3. Actual use for BLM permittees under an AMP will continue after the Modoc/Washoe ESP expires.
4. All Warner Mountain Ranger District permittees will participate in the program for the life of the program (1983-1985).

GRAZING FEE INCENTIVES PROGRAM
FOREST SERVICE

SUMMARY

The Warner Mountain Ranger District, Modoc National Forest, will implement an experimental program in 1983 which will allow the range users to substitute investment work in range improvements for up to 50% of the grazing fees due the United States. Along with this grazing fee credit, the billing procedure will be changed to allow for payment at the end of the grazing season, based on actual use, differing from the current method of paying prior to the season based on permitted use. The key objectives are 1) Improved stewardship of the range resource, 2) Increased private investment coupled with improved cost efficiency of Federal funds, and 3) Enhanced relationships between the private producers and the administering agencies.

IMPLEMENTATION GUIDELINES

The allotments will be divided into two groups for this experiment. Group A will be composed of those allotments generating adequate credit for a self-sufficient program. Group B will be composed of small allotments which by themselves would not be able to support an annual project. The small allotments will be placed in groups of three, with the total credit of the group being made available to one allotment on a rotating year basis. The larger allotments will have their credit available yearly and can carry credit from year to year if a project exceeds the credit available during the year of accomplishment. There are 13 Group A allotments and 15 Group B allotments.

ADMINISTRATIVE CONCEPTS

The Range Improvement Agreement (RIA) is a contract between the Forest Service and permittee. The permittee initiates the process by indicating willingness to do a range improvement project during the following grazing season. The District Ranger will provide the necessary planning, environmental analysis, and standards and designs to complete the project. A joint estimate of project cost will be made. The Modoc Forest Grazing Advisory Board will review the project request. The District Ranger will accept or reject the project.

If accepted, the RIA will be signed by both the permittee and Forest Supervisor and documented in Part 3 of the Grazing Permit. The permittee will do or contract the work, while maintaining documented records of all costs incurred. Following completion of the project, the District Ranger will be notified, whereupon he will schedule an inspection to certify that the project has been completed in accordance with all terms of the RIA.

The annual operating plan will be used to validate the permit each grazing season. Following the grazing season, a Bill for Collection will be sent to the permittee based on his reported and approved actual use. The permittee will request and receive credit for up to 50% of the amount due based on the certified RIA.

GRAZING FEE INCENTIVES PROGRAM
Bureau of Land Management

SUMMARY

An experimental grazing fee credit program will be implemented in 1983 which will allow the BLM permittees to substitute range improvement costs on public lands for up to 50% of their grazing fees. The objectives are: 1) Improved stewardship; 2) Increase private investment in range improvements on public lands; and 3) Enhanced cooperative relations between the permittee and BLM.

There are three points to the program on the BLM lands:

1. Actual Use - After-the-fact billing will be extended to all BLM permittees for the duration of the Modoc/Washoe ESP.
2. Range Improvement Agreement - The RIA will define: length of amortization; project description; project priority; estimated and actual construction costs; project ownership; cost/share percentage; and grazing fee credit schedule for the approved projects.
3. Cost Sharing - The Range Betterment Funds not utilized via a RIA for 100% privately financed projects will be available on a cost share basis to permittees.

The roles and responsibilities are:

1. Project identification/RIA Development - Permittee/BLM
2. Project survey and design/Environmental Analysis - BLM
3. Project construction - Permittee
4. Coordination - BLM
5. Record keeping - BLM

Program guidelines for the grazing fee credit program on public lands are:

1. Credit will extend until the project is amortized.
2. Projects must evolve from the planning process.
3. Projects will be incorporated into the Susanville District's 18 month project planning cycle.
4. First priority for Range Betterment Funds will be for projects which are 100% privately financed for construction. The balance of the RBF funds will then be available for cost/share projects. Any remaining RBF funds then will be available to fund projects under normal BLM contract procedures.

COST SHARE FUNDING

USDI BUREAU OF LAND MANAGEMENT

USDA FOREST SERVICE

Cost/share funding for range improvements on public lands will be available to all permittees who voluntarily request it. The objectives are: 1) Improved land stewardship; 2) Increased private investment in range improvements; and 3) Enhanced cooperative relations between the permittee and administering public agency.

Cost/sharing program guidelines consist of the following:

1. Implementation will commence in the 1983 fiscal year. Agency cost/sharing contributions will be in the form of labor and/or materials.
2. Funds, committed for cost/sharing, may be continued into the ensuing fiscal year until used, provided an extension has been approved by the project committee.
3. Starting and completion time will be defined by the project committee so that funds cannot be indefinitely obligated without projects being completed.
4. Cost/sharing will be allowed on any allotment having a Bureau of Land Management, Forest Service Allotment Management Plan, or a Soil Conservation Service Conservation Plan of Operation.
5. The higher the permittee contribution to a project, the higher the cost/sharing priority.
6. Project committees, consisting of technical advisors and a minimum of three permittees, have been formed to recommend project and funding priorities, and approve completion extensions for cost/sharing projects. A) The existing Warner Mountain Technical Review Team will serve as Forest Service Project Committee for both Range Improvement Agreements and cost/sharing requests. B) The Bureau of Land Management Project Committee will consist of: one representative from each of the Grazing Advisory Board, the C2N Board, and the Experimental Stewardship Steering Committee; Soil Conservation Service and Bureau of Land Management exofficio members and technical advisors.
7. Range Betterment Funds for cost/sharing will be committed annually in accordance with agency planning criteria.

APPENDIX 4 - PRESENT SITUATION

Agency	Allotment	Stewardship Input	Riparian Values*	Deer and Antelope Habitat*	Cultural Resource Value*	Primitive or Scenic Values*	Wild Horse Herd Name	Wild Horse Mgt. Plan	AMP Status Signed	AMP Status Implemented ^{1/}	CRMP Status	HMP Status	Project Development ²⁹	Monitoring ^{2/}	AMP Implementation ³⁷	Comments	
BLM	AMP Allotments																
	Bare	No	Moderate	High	Moderate (High-Duck Flat)	High	Fox-Hog	Yes	Yes	90	N/A	N/A			85	Riparian Mgt. is achieved through every other season grazing rest.	
	Bicondoa	No	Low	Low (High-Bighorn Sheep)	Low	Moderate	None	---	N/A	N/A	N/A	1981	---	---	---	Bighorn sheep reintroduction area.	
	Denio	Yes	Low	Moderate	Moderate	Moderate	None	---	Yes	25	N/A	N/A	50	25	33		
	Duck Lake	Yes	Moderate	Moderate	Moderate (High-Duck Flat) (WSA)	Moderate	None	---	Yes	50	N/A	N/A	50	---	33		
	Home Camp	Yes	Moderate	High	Moderate (WSA)	Moderate	None	---	Yes	75	N/A	N/A	75	50	67	Late season grazing only and exclusion on meadows.	
	Lower Lake	Yes	Low	Low	Moderate	Low	None	---	Yes	100	N/A	N/A	90	100	96		
	Selic-Alaska	No	High	High	Low	High	None	---	Yes	100	N/A	N/A	100	100	100	Grazing system specifically designed for riparian and aspen management.	
	Tuledad	Yes	Moderate	High	Moderate (High-Duck Flat)	High	Tuledad	Yes (2)	Yes	75	N/A	1976	75	100	83	Bare Cr. HMP. Riparian mgmt. achieved through exclusion & grazing mgmt system.	
	Wall Canyon (T/HC)	Yes	Low	Moderate	Moderate (WSA)	Moderate	None	---	Yes	100	N/A	N/A	90	100	97		
	Grassy Canyon ^{4/}	Yes	High	High	High (WSA)	High (WSA)	High Rock	1986	1986	---	1985	1984	---	---	---	High Rock Canyon Special Management Area (ACEC), prescriptive grazing in canyons.	
	Board Corral	Yes	High	High	Moderate	High (WSA)	---	---	1986	---	N/A	1988	---	---	---	Massacre Lakes CRMP Area.	
	Sagehen	No	Low	High	High	Moderate (WSA)	Massacre Lakes	---	Yes	---	1986	N/A	---	---	---	Massacre Lakes CRMP Area.	
	Massacre Lakes	No	Low	Moderate	High	Low (WSA)	Massacre Lakes	1985	Yes	90	1986	N/A	75	100	88	Massacre Lakes CRMP Area.	
	Bitner	Yes	Low	Moderate	High	Moderate (WSA)	Bitner	1985	Yes	90	1986	1987	75	25	64	Massacre Lakes CRMP Area & Coordinated AMP with Sheldon Wildlife Refuge.	
	Nut Mountain	Yes	Low	Moderate	High	Moderate (WSA)	Nut Mtn	1986	Yes	50	N/A	1987	50	100	67	Grazing mgmt. specifically designed for bitterbrush.	
	Wall Canyon (Alkali)	Yes	Moderate	Low	Moderate	Moderate (WSA)	Wall Canyon	1986	Yes	50	N/A	1987	25	100	58	Coordinated AMP with Sheldon Wildlife Refuge.	

APPENDIX 4 - PRESENT SITUATION

Agency	Allotment	Stewardship Input	Riparian Values*	Deer and Antelope Habitat*	Cultural Resource Value*	Primitive or Scenic Values*	Wild Horse		AMP Status		CRMP Status	HMP Staus	Project Develop- ment ^{1/}	Monitoring ^{2/}	AMP Implemen ^{3/} tation	Comments	
							Herd Name	Mgt. Plan	Signed	Implemented ^{1/}							
	Sand Creek	Yes	High	High	Moderate	High	Carter	1986	Yes	---	N/A	1985	---	---	---	Sand Creek riparian mgmt. area.	
	Horse Lake	Yes	Low	Moderate	Low	Low	None	---	Yes	---	N/A	1988	---	---	---		
	Long Valley	Yes	Low	Low	Low	Low	None	---	Yes	25	N/A	N/A	25	100	50		
	Little Basin	Yes	Low	Moderate	Low	Moderate (WSA)	None	---	Yes	25			50	75	50		
	South Larkspur	Yes	Low	Moderate	Low	Low	None	---	Yes	50	N/A	N/A	25	---	25		
	Mosquito Valley	Yes	Low	Moderate	Moderate	Moderate	None	---	Yes	25	N/A	N/A	---	---	8		
	Nevada Coleman	Yes	High	High	Moderate	Moderate (WSA)	None	---	1986	---	N/A	1986	---	---	---	Riparian mgmt will be exclusion initially, then prescriptive grazing.	
	East	Yes	Low	Moderate	Moderate	Moderate	None	---	Yes	---	N/A	N/A	---	---	---		
	Nevada Cowhead	Yes	Moderate	High	Moderate	Low	None	---	Yes	100	N/A	N/A	75	25	67		
	North Larkspur	No	Low	Low	Low	Low	None	---	Yes	100	N/A	N/A	---	---	33		
	Calcutta	Yes	Low	Moderate	Low	Moderate	None	---	Yes	100	N/A	N/A	90	75	88	Coordinated AMP with Sheldon Wildlife Refuge.	
	Crooks Lake	Yes	Moderate	High	High	Moderate	None	---	Yes	100	1987	N/A	90	75	88	North Hays Canyon Range CRMP Area.	
	Boggs	Yes	Low	Moderate	Moderate	Moderate	None	---	Yes	75	N/A	N/A	50	100	75		
	Non-AMP Allotments***																
	Corral	No	Low	Low	Low	Low	None	---	N/A	---	N/A	N/A	---	---	---		
	Highway	No	Low	Low	High	Low	None	---	N/A	---	N/A	N/A	---	---	---	Antaglio fence.	
	Red Rock Lake	No	Low	Low	Low	Moderate	None	---	N/A	---	N/A	N/A	---	---	---		
	Cold Spring Mtn.	No	Low	Low	Low	Moderate	None	---	N/A	---	N/A	N/A	---	---	---		
	Cedar	No	Low	Low	Low	Low	None	---	N/A	---	N/A	N/A	---	---	---		
	Boot Lake	No	Low	Low	Low	High	None	---	N/A	---	N/A	N/A	---	---	---		
	State Line	No	Low	Low	Low	Low	None	---	N/A	---	N/A	N/A	---	---	---		
	Clarks Valley	No	Low	Low	Low	Low	None	---	N/A	---	N/A	N/A	---	---	---		
	Gravelly	No	Moderate	High	Moderate	Low	None	---	N/A	---	N/A	N/A	---	---	---		
	Bally Mtn.	No	Low	High	Low	High	None	---	N/A	---	N/A	N/A	---	---	---		
	Warner Valley	No	Low	Low	Moderate	Low	None	---	N/A	---	N/A	N/A	---	---	---		

APPENDIX 4 - PRESENT SITUATION

Agency	Allotment	Stewardship Input	Riparian Values*	Deer and Antelope Habitat*	Cultural Resource Value*	Primitive or Scenic Values*	Wild Horse		AMP Status		CRMP Status	HMP Staus	Project Develop- ment ^{2/}	Monitoring ^{2/}	AMP Impleme ^{3/} tation	Comments
							Herd Name	Mgt. Plan	Signed	Implemented ^{1/}						
	Twelve Mile	No	High	High	Moderate	High	None	---	N/A	---	N/A	N/A	---	---	---	
	Lartirigoyen	No	High	High	Moderate	High	None	---	N/A	---	N/A	N/A	---	---	---	
	North Cowhead	No	Low	High	Moderate	Moderate	None	---	N/A	---	N/A	N/A	---	---	---	
	Scammon	No	Low	High	Moderate	Moderate	None	---	N/A	---	N/A	N/A	---	---	---	
	Nine Mile	No	Low	High	Low	Moderate	None	---	N/A	---	N/A	N/A	---	---	---	
	Upper Sand Creek	No	Low	Moderate	Low	Moderate	None	---	N/A	---	N/A	N/A	---	---	---	
	West	No	Moderate	Moderate	Moderate	Low	None	---	N/A	---	N/A	N/A	---	---	---	
<u>USFS</u>	<u>Allotments</u>															
	Bald Mtn.	Yes	Moderate	Low	Moderate	Low	None	---	No				100	---	---	
	Blue Lake-Cattle	Yes	High	Low	Moderate	Low	None	---	Yes	100	N/A	N/A	100	---	---	
	Blue Lake-Sheep	Yes	Low	Low	Low	Low	None	---	Yes	100	N/A	N/A	---	---	---	
	Cottonwood-Emerson	Yes	High	Low	High	High	None	---	Yes	100	N/A	N/A	100	---	---	
	Mt. Bidwell-Cattle	Yes	High	Low	High	High	None	---	Yes	100	N/A	N/A	100	---	---	
	Mt. Bidwell-Sheep	Yes	Low	Low	Low	Moderate	None	---	Yes	100	N/A	N/A	No	---	---	
	Yankee Jim	Yes	High	Low	High	High	None	---	No							

* Value Rating: High - Contains critical or high value areas which make up a significant part of the allotment.
 Moderate - Contains high to medium value areas which are found in only a small percent of the allotment or contains moderate value areas scattered throughout the allotment.
 Low - Contains little or no value; if values are present, they are found in only a small percent of the allotment.

*** Public land on these allotments is generally composed of small, scattered parcels and have low value for other resources.

- 1/ General Reference
 25% - Interim system implemented on portion of allotment.
 50% - Interim system implemented on entire allotment.
 75% - Final system partially implemented.
 100% - Final system completely implemented.
- 2/ Expressed as percent completed of the total needs identified in AMP.
- 3/ Average percent of first three (3) columns.
- 4/ Combined Massacre Mountain and Little High Rock Allotments.

"A Comparison of Management Approaches for Three
Wild Free Roaming Horse Herds in the Surprise Resource Area"

MODOC/WASHOE EXPERIMENTAL STEWARDSHIP COMMITTEE

1984

OUTLINE

- I. INTRODUCTION
- II. THE COMPARISON
 - A. Goal
 - B. Description
 - C. Implementation
 - D. Data Collection
 - E. Conclusion
- III. ATTACHMENTS
 - A. Wild Horse and Burro Position Paper
 - B. Buckhorn HMAP
 - C. Coppersmith HMAP
 - D. Fox-Hog HMAP

INTRODUCTION

This comparison will apply the functional management concepts addressed in the June, 1982 Modoc/Washoe Experimental Stewardship Committee's Position Statement on Wild Horses and Burros.

On the ground management approaches will be compared to evaluate their efficiency in improving the management of the Wild Horse and Burro Program in the Modoc/Washoe Experimental Stewardship Area. The comparison is not designed as a research project, but is expected to provide functional type of information that could be applied in other areas.

GOAL

The general goal is to compare different management approaches for improving the adoptability of the Wild Free-Roaming Horse, through the BLM Adoption Program, while maintaining a healthy and viable herd on the public rangelands.

The specific items to be compared between each of the three management approaches include

1. Adoptability of excess wild horses,
2. Effects of inbreeding verses outbreeding,
3. Herd health,
4. Herd viability,
5. Herd manageability, and
6. Herd cost.

DESCRIPTION

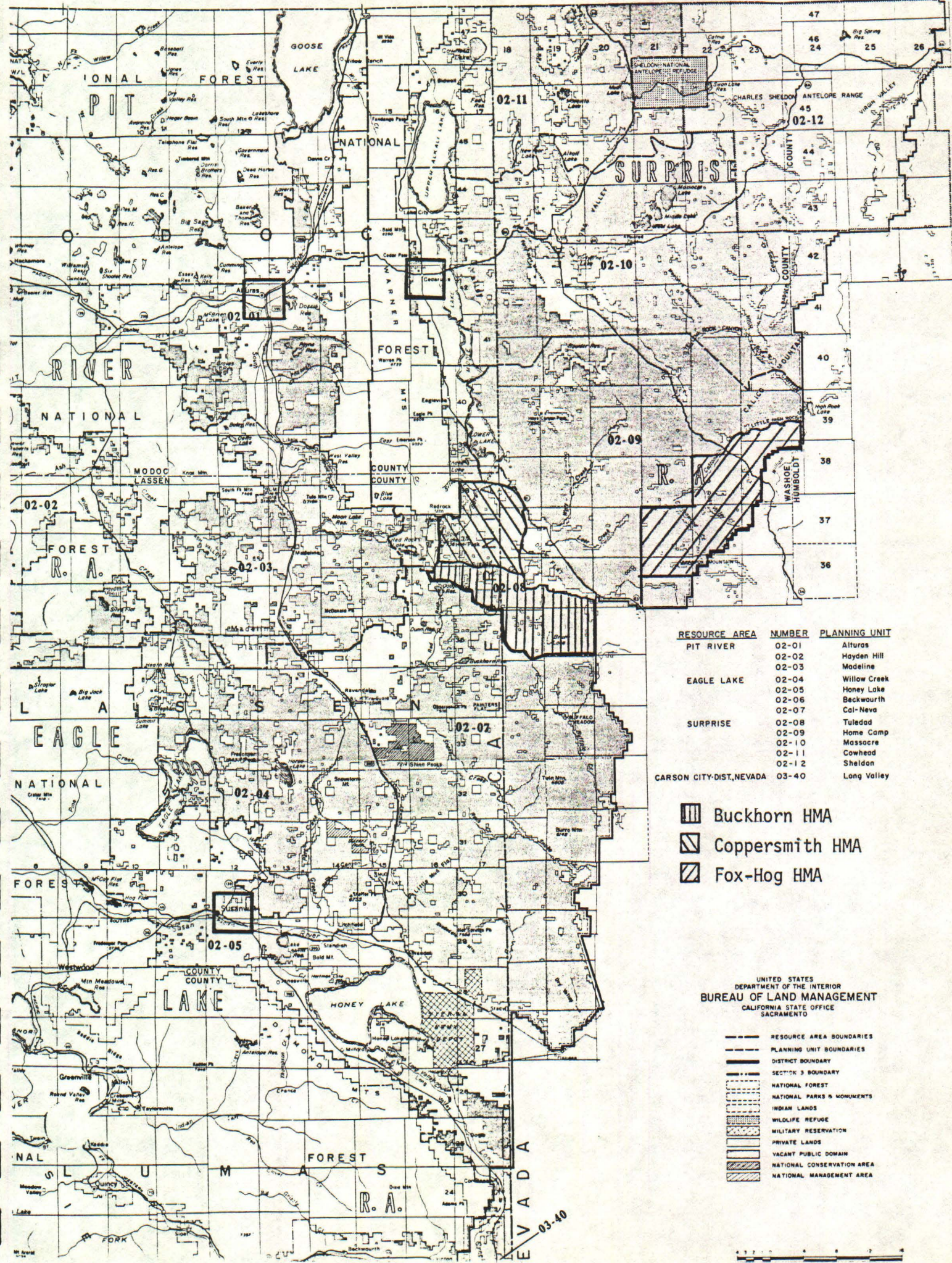
The comparison utilizes three management approaches. Each management approach will be described in the respective Herd Management Area Plans. These plans are attached to and part of this comparison. The three herds to be compared are the Buckhorn Herd, the Coppersmith Herd and the Fox-Hog Herd. Each herd will be managed for a population of 50-75 horses.

Table 1-1 illustrates the contrasting management elements to be compared in each of the three herds.




IMPLEMENTATION

The following steps will be required for the implementation of this comparison.

1. Each herd will be gathered to the minimum management level of fifty (50) head.
2. The Buckhorn and Coppersmith Herds will be gathered in total. It will be necessary to gather the two herds entirely to allow for the selection and removal process to take place.
3. Marker horses will be determined and documented for each of the three herds.
4. The base herds, in Buckhorn and Coppersmith, will be marked with a hip brand "B" or "C" respectively and with a freeze brand number on the neck. Each horse will be photographed and cross logged with their respective identification number.
5. Excess animals must be tracked from time of capture until they are adopted.
6. The heritage of the animals will be identified whenever possible.
7. Excess animals from each of the three herds should be offered for adoption at the same time and location.
8. Written records will be kept regarding personnel, equipment, and special management needs for each of the Herd Management Area Plans.
9. Records will be kept on each herd for the associated management costs.
10. Tracking forms will be developed to organize information collected in each of the Herd Management Area Plans.



RESOURCE AREA	NUMBER	PLANNING UNIT
PIT RIVER	02-01	Alturas
	02-02	Hayden Hill
	02-03	Madeline
EAGLE LAKE	02-04	Willow Creek
	02-05	Honey Lake
	02-06	Beckwirth
	02-07	Cal-Neva
SURPRISE	02-08	Tulelad
	02-09	Home Camp
	02-10	Massacre
	02-11	Cowhead
CARSON CITY-DIST, NEVADA	02-12	Sheldon
	03-40	Long Valley

-  Buckhorn HMA
-  Coppersmith HMA
-  Fox-Hog HMA

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CALIFORNIA STATE OFFICE
SACRAMENTO














-  RESOURCE AREA BOUNDARIES
-  PLANNING UNIT BOUNDARIES
-  DISTRICT BOUNDARY
-  SECTION 3 BOUNDARY
-  NATIONAL FOREST
-  NATIONAL PARKS & MONUMENTS
-  INDIAN LANDS
-  WILDLIFE REFUGE
-  MILITARY RESERVATION
-  PRIVATE LANDS
-  VACANT PUBLIC DOMAIN
-  NATIONAL CONSERVATION AREA
-  NATIONAL MANAGEMENT AREA

TABLE 1-1
ELEMENTS FOR COMPARISON

ELEMENT	BUCKHORN HMAP	COPPERSMITH HMAP	FOX-HOG HMAP
Minimum Herd Size	50 Horses	50 Horses	50 Horses
Maximum Herd Size	75 Horses	75 Horses	75 Horses
Base Herd Sex Ratio	15 Male to 35 Female	15 Male to 35 Female	25 Male to 25 Female
Removal Criteria	1. Base Herd horses remain in herd area entire life. 2. Remove horses 4yr and younger.	1. Base Herd horses remain in herd area entire life. 2. Remove horses 4yr and younger.	1. No Base Herd; Horses are removed as they are captured. 2. No age criteria.
Breeding	Outbreeding	Intensive Inbreeding	Inbreeding
Conformation	Selected in Base Herd	Selected in Base Herd	No Selection
Type	Light or Saddle Horse	Light or Saddle Horse	No Selection
Size	15 Hands or Taller, Preferred	15 Hands or Taller, Preferred	No Selection
Color	Select for various colors	No Selection	No Selection
Hooves	Prefer dark or black color	Prefer dark or black color	No Selection

DATA COLLECTION

Data will be gathered and documented on forms provided in the Herd Management Area Plans. In addition to completing forms, the BLM staff will submit periodic memorandums regarding the management of the three herds.

Data will be evaluated for each of the management approaches through the Herd Management Area Plan evaluation process.

CONCLUSION

Conclusions regarding the effectiveness of each management approach will be made as information warrants. An annual report will be made on the operational aspect of the comparison and will draw conclusions on those management elements showing discernable results. A final report will be developed upon completion of the comparison.

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.

PERMIT EXCHANGE

We had a situation where both Page and Parman held permits on Federal Lands administered by the Forest Service and BLM.

This resulted in fragmentation of their operations and duplication of permit administration. Two billings from agencies, two permits, two turn out locations, and dates, two off dates, etc.

Ray Page approached me to see if under the Stewardship Program we could find a way to consolidate permittee operations since it provides for looking at innovative ways to improve management of the ranges.

As it turned out agency direction already existed for us to be able to make permit exchanges which deviates from the traditional way one can acquire term grazing permits on the National Forest, i.e. purchase cattle or ranch.

Because of the advantages to the permittee's as well as the two agencies we made a permit exchange between the two. Parman now has a permit on BLM which consolidates his livestock operations. They all go to the same allotment at the same time and come off at the same time. Ray Page has a small permit on BLM because of the difference in animal months associated with their original permit, but the majority of his operations are confined to one allotment on National Forest with the same advantages. One turn out date and place, one off date.

Even though the authority for this type of transaction was available it is because of the Stewardship Program (which is providing the climate for looking at new and different ways of doing things) that it happened.

MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding, entered into by and between the USDA Forest Service, USDI Bureau of Land Management, permittees Joseph and Betty Parman, and Raymond and Peggy Page, documents the exchange of grazing privileges between the two U.S. Government agencies and the respective grazing permittees.

Whereas Raymond and Peggy Page are holders of a Forest Service Term Grazing Permit for 126 head of cattle on the Bald Mountain Allotment, Modoc National Forest and are licensed by the Bureau of Land Management for 47 head of cattle on the Sand Creek Allotment, Surprise Resource Area;

Whereas Joe and Betty Parman are holders of a Forest Service Term Grazing Permit for 35 head of cattle on the Bald Mountain Allotment, Modoc National Forest and are licensed by the Bureau of Land Management for 123 head of cattle on the Sand Creek Allotment, Surprise Resource Area;

Whereas an exchange of permits will result in increased operational efficiency for the permittees, improvement of management of the grazing resource, and decreased Government expenditures for administration through consolidation of permittee's operations;

Whereas the Modoc-Washoe Stewardship Program is directed to seek innovative methods to improve range conditions, provide incentives and rewards for holders of term permits for improved stewardship of the land;

Whereas in the spirit of interagency coordination and cooperation in furthering the goals of the Stewardship Program the two governing agencies desire to facilitate the consolidation of permittee operations;

Whereas FSM 2231.64 Amendment #39, 7/82, provides authority for exchanging grazing privileges between Forest Service and other Federal agencies where there is a mutual advantage to the United States and the permittees involved;

Whereas 43 CFR 1120.7 provides authority for BLM cooperation with other Federal agencies and 43 CFR 4110.2-3 provides for transfer of grazing preferences in whole or in part;

Now therefore it is mutually agreed and understood between all parties hereto as follows:

1. Joseph and Betty Parman will waive their 35 head term grazing permit on the Bald Mountain Allotment, Modoc National Forest.
2. Raymond and Peggy Page will transfer 35 head of their 47 head Bureau of Land Management grazing license on the Sand Creek Allotment, Surprise Resource Area, to Joseph and Betty Parman.
3. Forest Service will issue a Term Grazing Permit to Raymond and Peggy Page for 35 head on the Bald Mountain Allotment, Modoc National Forest.
4. Bureau of Land Management will license Joseph and Betty Parman for 35 head of cattle on the Sand Creek Allotment, Surprise Resource Area.

APPROVED

Glenn Bradley Glenn Bradley
Forest Service

APR 5 1983
Date

Richard J. Winton, Acting Area Manager
Bureau of Land Management

3/25/83
Date

Joe L. Permon, Betty Permon
Permittees

3/25/83
Date

Raymond Sage, Peggy Sage
Permittees

3/25/83
Date