TO: Director, DSC (D-300)

FROM: State Director, NM

SUBJECT: Assistance of Gus Hormay in Rest-Rotation Multiple-Use Land Management

New Mexico is interested in setting up a demonstration allotment under Gus Hormay's supervision as explained in Washington Office Instruction Memo No. 74-131.
May 2, 1974

Mr. David P. Tidwell
Division Chief, Range Management
Idaho Department of Public Lands
Boise, Idaho 83720

Dear Dave:

I am embarrassed about not replying to your letter of February 22, 1974 for such a long time. I was working on my field schedule at the time. I expected to complete it in a few days and write you immediately thereafter.

For many reasons my schedule is still not finalized. In fact I only know what I will be doing next week.

I know I could have at least acknowledged your letter earlier. What can I say? Please forgive me.

I will be in Boise this coming week for a day on May 8th. I plan to spend two or three hours in the State Office first thing in the morning and then visit the Indian Jake Allotment with Bureau personnel later in the day. If you are free please come along and we can visit.

I will arrive in Boise May 7, 1974 at 9:00 p.m. on United Airlines Flight #522. I will be staying at the Owyhee Motor Lodge. I will leave Boise 6:45 p.m. on the 8th by United Airlines Flight #223.

I plan to be in Idaho several more times this year. So if I don't see you next week then I hope to do so for sure sometime later.

Sincerely,

AUGUST L. HORMAY
Range Conservationist
Memorandum

To: Director, Denver Service Center (D-330)

From: State Director, California

Subject: Assistance of Gus Dormay in Rest-Rotation Multiple-Use Land Management

I would like Gus to aid us in an AMP for the Thornburg and Granite Mtn. areas, (Bakersfield and Riverside respectively). The Thornburg area involves burros, horses, and cattle, the Granite Mtns. burros, cattle, and big horn sheep.

We would like to plan on the first week in August (5-9). We could meet Gus in Bakersfield on the 4th and go from there.

Copy to:

MG (330)
DD, 04/81
DD, 04/06

[Signature]
ACTING STATE DIRECTOR
Memorandum

To: File, California, Bakersfield District

From: AMP Specialist, DSC

Subject: Bakersfield California District, Cholla Allotment, March 20 and 21, 1974

May 3, 1974

On March 20, 1974, I accompanied Rio Jackson, Asst. Area Manager, and Rich Wright to the subject allotment located 4 1/2 miles southeast of Weldon, California. The lower elevations of the allotment are at about 3100' and the upper at about 5765'. Additional details regarding the allotment are described in the Cholla Canyon Allotment Management Plan in the file.

Vegetatively, the area contains portions of California annual range at the lower elevations and perennial grasses and shrubs at the higher elevations. Some of the species observed are as follows:

<table>
<thead>
<tr>
<th>Species</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alfilarie - redstem filaree</td>
</tr>
<tr>
<td>Fiddleneck, Douglas</td>
</tr>
<tr>
<td>Erigonum - buckwheat</td>
</tr>
<tr>
<td>Brome, red</td>
</tr>
<tr>
<td>Brome, ripgut</td>
</tr>
<tr>
<td>Poa sp. - bluegrass</td>
</tr>
<tr>
<td>Sitanion hystrix</td>
</tr>
<tr>
<td>Stipa - needlegrass</td>
</tr>
<tr>
<td>Chrysothamnus</td>
</tr>
<tr>
<td>Hymenolea salsola - cheesebush</td>
</tr>
<tr>
<td>Ephiedra - 2 species</td>
</tr>
</tbody>
</table>

Because of abundance, the annuals and some perennial shrubs are presently supplying the majority of the livestock forage consumed. Though not equal in palatability to choice browse plants, the ephedra in the area has been used moderately to heavily wherever it occurs. Such use generally reflects emergency use such as would occur during prolonged drought or scarcity of better forage. Except on winter ranges, grazing of ephedra in excess of moderate use indicates that overgrazing of more palatable species has occurred.

Under the present grazing use, the Cholla Allotment is grazed each year during the spring vegetative growing season and during the winter. Grazing of a plant is most damaging during the growing period as the green parts of the plant, which manufacture plant food, are constantly removed. Under such grazing the plants never have the opportunity to replenish food reserves to desired levels, seldom produce ripe seed, and there is little chance for new seedlings to become established. Under continuous year
after year grazing in this manner the more palatable and preferred species lose their vigor, are not able to replenish food reserves and eventually die out. The spot they vacate is most usually taken over by less desirable species or remains bare and is subject to soil erosion.

Shrubs store food reserves in stems and twigs and periodically need a full year of rest to remain vigorous. This is not presently occurring on the Cholla Allotment. All in all, only the unpalatable, least desirable vegetative species are receiving the type of management needed by plants to survive and remain vigorous. In addition, under present grazing management, production of litter for soil enrichment and prevention of soil erosion is not occurring.

Livestock grazing of the allotment commenced in 1862 and except for a few years when sheep were grazed, the over-a-century of grazing has been by cattle. The present season of grazing use is October 15 to June 15. Usually steers are grazed, and the use does not commence until the forage begins spring growth. Fall grazing is expected to start October 15 or later.

Perennial grasses provide more stable forage production and a greater amount of other public values than annual grasses and forbs. Perennial species produce green forage earlier than annuals and green leafage persists through the summer and drouth periods when annuals have dried.

The Allotment Management Plan formulated and signed into agreement in November 1973 specifies management so as to perpetuate and increase perennial grass species as an objective. The Cholla AMP as written proposes to allow livestock grazing until 60 percent of Stipa speciosa (desert stipa) or Sitanion hystrix (squirrel tail) has been consumed as indicated by transects established by the operator and the Bureau. Degree of utilization, 60 percent of either of the two species mentioned, will also be used as the criteria to terminate the fall grazing expected to commence October 15 or later.

A few comments on this grazing plan: The areas most needing intensive management are those that have been subjected to close grazing year after year. These are the more accessible flat areas and valley floors. Cattle will consume the desirable forage species in these areas prior to moving to the hill tops, slopes and steeper areas. The valley floors and the flat areas have the most potential for high forage production because of better and deeper soils and better ground moisture conditions. The transects should be located so as to reflect grazing utilization of these key areas. It is predicted that the 60 percent grazing utilization of key species will be achieved in these more accessible areas prior to any significant utilization of the key species in the more inaccessible areas. Under the plan, the growth requirements of the key species plants will not be met and their density will decrease rather than increase as is desired. It is also likely, there will be some lack of agreement between the operator and the Bureau in regard to degree of utilization and this may be a continuing point of contention.
A rest-rotation grazing management plan could be devised that would favor desired perennial grasses, forbs and shrubs and also the desirable annuals. Prior to formulation of a grazing management plan, phenological information needs to be gathered on both desirable and undesirable vegetative species; information on undesirable species is needed so as to determine if they have vulnerable aspects that can be taken advantage of so as to favor the more desirable species. Phenological data needed for the species concerned include start of growth, regrowth characteristics, flowering time, seed ripe time and any unusual growth or seeding habits. With this information the proper grazing formula could be devised based on the needs of the plants.

To subsequently implement the grazing plan that would be devised, three alternatives could be considered.

1. Divide the allotment into pastures the number of which would be equal to the number of treatments in the designed grazing formula. This would require fencing and water development. Water would need be available for each pasture unit.

2. Graze the whole allotment as one pasture, but only in accordance with the grazing formula. At a minimum, there would likely be no grazing during one year out of three or four. Also, grazing would be deferred until after seed ripe time of key species during at least one year out of three, or perhaps two years out of four years. There are a few grazing management plans operating in this manner.

3. Combine the allotment with one or more adjacent allotments whereby the combined allotments would operate together under the proper grazing management plan.

Alternative (1) above is the least desirable because it necessitates cross-fencing in a relatively small area, 4,572 acres, and the expense of installing and maintaining water for each pasture. In addition, public values are impaired by fencing. Alternatives (2) and (3) are both feasible alternatives, but quite dependent on local situations.

The above information, application of the principles of rest-rotation grazing management and the alternatives were generally discussed with Bakersfield District personnel at a close-out session on March 21, 1974. In attendance were Louis Boll, District Manager; Walter Isaacks, Chief of Resources; Leon E. Berggren, Area Manager; Rio Jackson, Range Conservationist and Rich Wright, Range Conservationist.

In immediate management, several actions should be considered. Additional water on the ridge between Cholla and Nicoll Basins would improve livestock distribution. Similarly, water near the northeast corner of the allotment would aid in livestock distribution.

The wildlife water storage-guzzler in Cholla Canyon should be modified. Raising the lid so there is daylight all around would encourage wildlife species to utilize the water.
There are two livestock exclosure areas in the allotment. At least one is adequately fenced. Fencing on the second could be repaired. It is suggested these be operated as a test area for rest-rotation grazing thusly:

A. **Exclosure with poor fencing.**

1. Fix fence
2. Rest in 1974 until seed ripe time of desired species
3. After seed ripe time 1974 graze until start of spring growth in 1975.

B. **Exclosure with good fencing.**

1. Maintenance work on fence as needed
2. Graze in 1974 until start of spring growth 1975
3. Rest until seed ripe time of desired species in 1975
4. Graze after seed ripe in 1975 until start of spring growth 1976
5. Rest in 1976 growing season and until start of grazing in 1977.

Two stem count and photographic plots should be established in each exclosure on moderately or less densely vegetated areas. When subsequent readings are made and photos are taken, such work should be done at comparable times of the year and/or growing period.

cc: California SO (2)
Bakersfield DO
Gus Hormay

[Signature] Hugh Harper
Memorandum

To: Gus Hormay

From: Chief, Division of Standards & Technology, DSC

Subject: Your Assistance in Rest-Rotation Multiple-use Land Management
(WO Instruction Memo 74-131 dated 4/11/74)

May 3, 1974

In response to WO Instruction Memo No. 74-131 of April 11, 1974, concerning your assistance to the states and districts, the following requests and comments have been made by the states.

Arizona - wants assistance in three areas: Crowder-Weisser Allotment; McEuen Allotment of Safford District; and Arizona Strip Allotment.

California - wants assistance in two areas: Granite Mountains; and Thornburg Allotment in Centennial Mtns. at north end of Naval Weapons Center. August a desirable time.

Colorado - wants assistance. Each of the four districts are interested in having a multiple-use demonstration area.

Idaho - wants assistance. Have talked directly with Hormay. Tentatively arranged for Gus to be there May 8.

Montana - wants assistance in Billings District to help in establishing proper management of Pryor Mountain Wild Horse Range and to conduct a short training session for BLM personnel at Billings. Would like Gus there in June or July 1974.

Nevada - wants assistance and will be seeking candidate areas for establishment as demonstration areas.

New Mexico - wants assistance. No specific areas identified as yet. Would like Hormay and Harper there shortly after summer rains, August or September.

Oregon - wants assistance. No specific areas identified as yet.

Utah - does not wish to request assistance at this time. They will concentrate on improvement of already-initiated AMP's so that they will serve as examples of multiple-use.
Wyoming - wants assistance. Plan to establish demonstration area on "Government Draw" Allotment approximately 15 miles east of Lander. Wyoming will provide detailed information and status maps upon request after learning of Gus's schedule.

All of the states have not yet responded by mail. Enclosed are copies of the correspondence received by May 1. As additional memos are received, copies will be sent to you.

Based on the above information and other information you may seek directly from the states concerned, please make out your travel schedule for the balance of FY 74 and for FY 75 as complete as you can. Provide us a copy of the schedule and we will make distribution to the states and districts.

We would like to have Hugh Harper work with you whenever his schedule and travel money permits so as to broaden his understanding and capability of application of the principles of rest-rotation management as much as possible. He particularly needs more exposure to and experience in Southwestern conditions. However, make out the above schedule without regard for commitments that he may have.

Enclosures

cc: WO-330

See states for copies of request for services
Instruction Memorandum No. NSO 74-79  
Expires 12/31/74

To: District Managers, Nevada
   Associate

From: State Director, Nevada

Subject: Selection of Range Allotments for Multiple-Use Land Management FD 74-10774

The BLM in Nevada may have the opportunity of establishing one and possibly a second demonstration allotment under a coordinated multiple-use land management plan. The management area or unit would be a range allotment.

The first area of consideration would be a rest-rotation multiple-use land management plan. Should Nevada be selected as one of the States to establish a demonstration allotment, work would begin in FY 75 under the supervision of Gus Hormay. Gus will provide formal training and help your people develop and execute the plan.

A second area of consideration would be a proposed similar type of plan in cooperation with the University of Nevada. Work on this plan, if approved, could not be started prior to FY 76 with BLM input and supervision supplemented by the University of Nevada on additional research study needs and coordinated follow-up evaluations on effects of livestock grazing on other resource uses.

These pending plans would be on a range allotment of varying vegetative types and topography, not presently covered by an existing Allotment Management Plan, having varied present and potential resource uses. The allotment(s) should be reasonably accessible for training, inventory, planning, observation, and continued evaluation purposes.

The following information will be needed to aid in the selection of the demonstration allotments:

1. Name of the range allotment.

2. Location and status in acres.
   A. URA
   B. MFP
   C. Activity Plans

4. Present range forage conditions for livestock and wildlife.

5. Wild horses and/or burros? Yes No
   If yes, what are numbers?
   Are numbers inventoried or estimated?

6. Potential for obtaining objectives through management.

   Provide estimate in units for each type of proposed treatment.

8. Endangered species.


10. Presence or absence of browse for wildlife (especially bitterbrush).

11. Presence or absence of a perennial stream.
   If present, does it have present or potential values as a fishery?

12. Adequacy of water for proper distribution and utilization by livestock, wildlife, and wild horses and burros.
    Adequacy of water for other resource uses.
    A. Present
    B. Potential

    A. Present
    B. Potential

14. Resource uses - provide units if available.
    A. Present
    B. Potential

15. List additional resource inventory needs including archeological.

16. List additional research study needs for each resource.
17. Surface protection problems.
   A. Past  
   B. Present  
   C. Potential  

18. Briefly describe access and distance to nearest town or city.  

19. Any other information to aid in the selection of the range allotments, such as number of licensees, cooperative attitudes, etc.  

Please submit one or more allotments from your District which is considered to meet the above criteria by Friday, May 17, 1974.  

[Signature]  

Distribution  
WO-412 = 2  
D-531 = 3  
CA-020 = 1
May 8, 1974

Mr. Curt Berklund, Director
U. S. Department of the Interior
Bureau of Land Management
Washington, D. C. 20240

Dear Mr. Berklund:

Please refer to your memos, file No. 1400-410 (330) and 1400-335 (531), copies attached. We have reviewed our arrangements for providing Mr. Gus Hormay with secretarial services and office space. Due to the continuing need to economize, it will be necessary to bill BLM, effective July 1, 1974, for General Administration items which were previously provided at no cost. Bills will be issued on a quarterly basis.

The estimated obligations for Mr. Hormay during Fiscal Year 1975 are as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office space</td>
<td>$1,540</td>
</tr>
<tr>
<td>Clerical help</td>
<td>1,724</td>
</tr>
<tr>
<td>Supplies and services</td>
<td>264</td>
</tr>
<tr>
<td>General Administration</td>
<td>882</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$4,410</strong></td>
</tr>
</tbody>
</table>

Funding for subsequent fiscal years will be as discussed and mutually agreed upon. It is mutually understood that reimbursement is contingent upon funds appropriated by Congress for the fiscal year.

If the above arrangement is satisfactory with you, please signify your acceptance by signing in the space provided below and return one hand-signed copy to this office.

Sincerely,

ROBERT W. HARRIS
Director

Enclosures

ACCEPTED:

By

Director

Bureau of Land Management
Department of the Interior
May 17, 1974

Mr. Robert W. Harris, Director
Pacific Southwest Forest and Range
Experiment Station
1960 Addison Street, P. O. Box 245
Berkeley, California 94701

Dear Mr. Harris:

The funding arrangements for Mr. Hormay in your letter of May 8, 1974, are satisfactory. Accordingly, your letter is returned with my acceptance.

Mr. Hormay's accounting office has been redesignated as Denver, Colorado. Future billings should be directed to:

Bureau of Land Management
Division of Program and Financial Management
Denver Federal Center, Building 50
Denver, Colorado 80225

Sincerely yours,

Ed Harter
Director

Enclosures
It is suggested that the Chief, Division of Range and Forest Management and the State Range Specialist attend the sessions along with the District Manager and two range management personnel from each district. If prior commitments and funds will permit, additional personnel may participate. Personnel who have previously attended training sessions conducted by Mr. Hormay will not be expected to attend the Bureau sessions.

The Bureau is very fortunate in being able to obtain the services of Mr. Hormay on this very important grazing management system. It is imperative that Bureau personnel acquire the maximum benefits possible from this training and that any requested information be assembled and made available for Mr. Hormay's use.

The State Director in whose State the training session will be held will be responsible for securing space for the conduct of the training. The participating State Director will supply the host State Director with the names of the personnel who will attend. The names of all participating personnel should also be furnished this office.

Each district office should begin preparation for the training by assembling data on at least one allotment for use in the training sessions.

Distribution:
FAO's, FCR's, HE's
Per
B&F
IA - 15
D&R - 5
712a - 15
INSPI
TO: Denver Service Center (D-330)  
Attention: Floyd E. Kinsinger

FROM: District Manager, Bakersfield

SUBJECT: Cholla Canyon AMP

DATE: MAY 17 1974

March 20 and 21, 1974, Hugh Harper from your staff was in our district and reviewed the Cholla Canyon AMP. We appreciate the review and the suggestions made in his May 3, 1974, memo. We agree that the plan is not ideal in regard to rest-rotation grazing; but, as was discussed both at the beginning and close of his visit, our control on management is much better now than before the plan was signed. Following is a little of the history behind the plan.

This area was surveyed and the results, after a couple of appeals, put in full force and effect. However, the decision of the final appeal to the Board of Land Appeals failed to uphold the decision of the Hearing Examiner that put the survey in full force and effect. The Board of Land Appeals remanded the case to the District Manager for further survey and consideration.

District personnel had tried on three separate occasions to get an AMP on the Cholla Canyon Allotment so we would have the operator working with us rather than continually opposing your suggestions. This was to no avail.

It took over seven years for Mr. John Nicoll, the operator, to gain enough confidence in the BLM that he would even consider an AMP. By last November, relations had improved and confidence gained to the point that Mr. Nicoll signed an Allotment Management Plan. We feel this is a step in the right direction. As situations change and conditions further improve, possibly we can improve the plan. But, we feel this must be accomplished by agreement between the parties concerned and not appeals and decisions.

We had considered the recommendations made by Hugh prior to drafting the plan. We drafted the plan as we did because of the potential expense involved, the allotment size, topographic and physical conditions and the
situation regarding our relationship with the rancher. We would like to try the plan as is for a few years and see what happens. Hopefully, our working relationship with Mr. Nicoll will continue to improve, thereby increasing the opportunity for agreeable and workable alternatives if needed.

cc:

Hugh Harper (C-330)
California S.O. (C-930.1)
Gus Hormay
Nicoll File.
Memorandum

To: Glen Fulcher

From: W. J. Pulford

Subject: Instruction Memo 74-131

May 22, 1974

After my discussion with you yesterday on the ten test plots for rest-rotation, I did two things - I reviewed the files and talked to Ed Spang.

My concern on the test plots is that they will be used to develop multiple use management plans with livestock forage as the primary resource. Ed Spang's concern was that the plots would be used to develop multiple use plans involving all resources with other resources massaging the data. Hormay would be the coordinator through his management system and have final say on how the other resources were integrated. Ed questioned Hormay to see if this interpretation was right and Hormay assured him it was.

In either case above, there are three basic fallacies that are of concern:

1. The test plots are outside standard Bureau operating procedures in that they develop multiple use plans with one resource as the lead. We've tried this before and it hasn't worked. And, if we do this kind of research and it can't be applied in our standard operating procedures - have we really gained?

2. Single purpose planning such as proposed can give the Bureau severe public image problems.

3. After the field has had more time to think about these tests, I am sure there will be major objections to setting up a large number of areas for this type of management.

I have several suggestions:

1. Reduce the number of plots to two or three.

2. Be sure the plots selected have MFP's prepared for them so that all resource objectives and recommendations can be considered equally and that the system is within the framework of our accepted planning procedures.

3. Let the Rest-Rotation System then see how it can be used to meet all resource objectives (MFP's prepared) and let Gus be the Range Expert to show how this can be done through his system.
In summary, I am not arguing for or against the technical aspects of Rest-Rotation Multiple Use Land Management. I will be the first to admit that I know nothing about it. I also believe Gus is a strong advocate of a system he believes in - as we all are for our own particular systems. However, I am arguing against this kind of a management approach on BLM lands. We've tried this before and it doesn't work. How many times does the Merry-Go-Round go round before we stop this type of approach?
Instruction Memo No. ORE-74-238
Expires 12/31/74

To: District Managers, Eastern Oregon

From: Chief, Division of Resources

Subject: Assistance of Gus Horman in Rest-Rotation Multiple Use Land Management - FD-6/5/74

Recently we had an opportunity to visit with Gus Horman relative to establishing a multiple use rest-rotation management demonstration area in Oregon. Refer to Oregon Instruction Memo No. ORE-74-175, dated April 23, 1974. Gus informed us the program was not fully explained in the original memorandum from the Associate Director. Following is additional information relative to the program.

Plans are to set up one demonstration area in each state that is interested. To date most states have indicated a desire to participate. The demonstration area should be a manageable unit, preferably under 60,000 acres in size with the dominant land acreage under BLM administration. The area should have various resources and uses including grazing and be easily accessible to trainee participants and the public. It should not require a large number of management facilitating projects.

It is planned that all various interests in the public land area will be invited and participate in the planning and training process, e.g., State Wildlife Commission, Izaak Walton League, Soil Conservation Service, Oregon Environmental Council, livestock operators, etc. When developed the plan will be considered the participants plan and a sign will be erected indicating those persons and/or agencies who took part in its development.

It will be mandatory that sufficient funds be available to do necessary project work immediately after the planning is completed. It has been suggested, although additional funds may not be made available, that existing funds may be earmarked for this purpose by the Washington Office.
In view of the above, we welcome additional information about the proposals you previously submitted or any new areas you wish to have considered. Please reply by June 5, 1974. From your proposals, two areas will be selected by this office for consideration by Sus Hormay. Mr. Hormay will visit these areas on the ground sometime during June or shortly thereafter to make the final selection.

If you have questions, please let us know.

[Signature]

Distribution:
WO (412) - 2
DSC (D700) - 4
Memorandum:

To: Director, Denver Service Center (D-300)

From: State Director, Oregon

Subject: Assistance of Gus Hormay in Rest Rotation Multiple-Use Land Management

This is in response to the subject proposal outlined in Instruction Memo No. 74-131.

Oregon is very much interested in establishing a demonstration area under the supervision of Gus Hormay. We are now in the process of selecting areas that would be suitable for this purpose and request the assistance of Gus in developing and executing the program. At this time we anticipate a final area could be selected with Gus during June or as soon thereafter as a satisfactory date can be arranged.

[Signature]