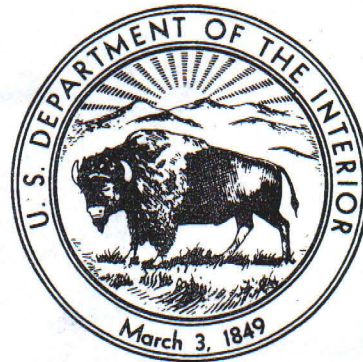
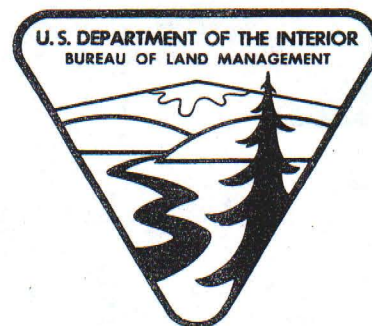


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THE PUBLIC LANDS

476



U.S. DEPARTMENT OF THE INTERIOR
Rogers C. B. Morton, Secretary
BUREAU OF LAND MANAGEMENT
Burton W. Silcock, Director

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT



MULTIPLE USE MANAGEMENT

The Bureau is committed by law and regulation to a program of multiple use of the public lands. Multiple use requires a careful combination of uses and activities on the same land area to best serve the public.

This can be achieved only by advance planning and orderly program accomplishment. The following material describes three main features of the planning process (Direction, Information, and Decision) along with the action and evaluation features of the Bureau's operations.

DIRECTION

The general goals for the public lands are set by the Congress, the President, and the Secretary of the Interior. They are expressed in laws, executive orders, regulations, and other documents. From those, the Bureau establishes objectives and standards for specific program activities and land areas and criteria for solving land use conflicts on specific land areas.

INFORMATION

Information is needed to help develop goals and to translate goals into actions. Knowledge of resource problems and potentials, and the public needs that the resource might serve is essential. Using basic resource inventories, *Unit Resource Analyses* are assembled covering all resources existing in individual planning units. BLM Districts typically contain 10 to 20 planning units. An *Economic Profile* is prepared for the State and for the District to analyze population projections, industry requirements and other factors related to demand for and significance of the various public land resources. A profile of the district's management environment is prepared to identify coordination required with others, major problems to be considered, and similar general information.

PLANNING DECISIONS

Planning decisions must be made for specific areas of land so that the unique characteristics of each land area may be fully considered. Therefore, a *Management Framework Plan* is prepared indicating generally what is to be done with each resource (forage, timber, etc.) within each planning unit. This plan is built with the assistance and participation of the public.

With the *Management Framework Plan* as a guide, a more detailed action and development plans are prepared for each activity, such as timber management plans, recreation development plans, livestock allotment management plans, etc. These are called *Activity Plans*.

Users are consulted as these plans are developed. Both framework and activity plans are dynamic. They are updated and changed to respond to new facts and new problems.

ACTION PROGRAMS

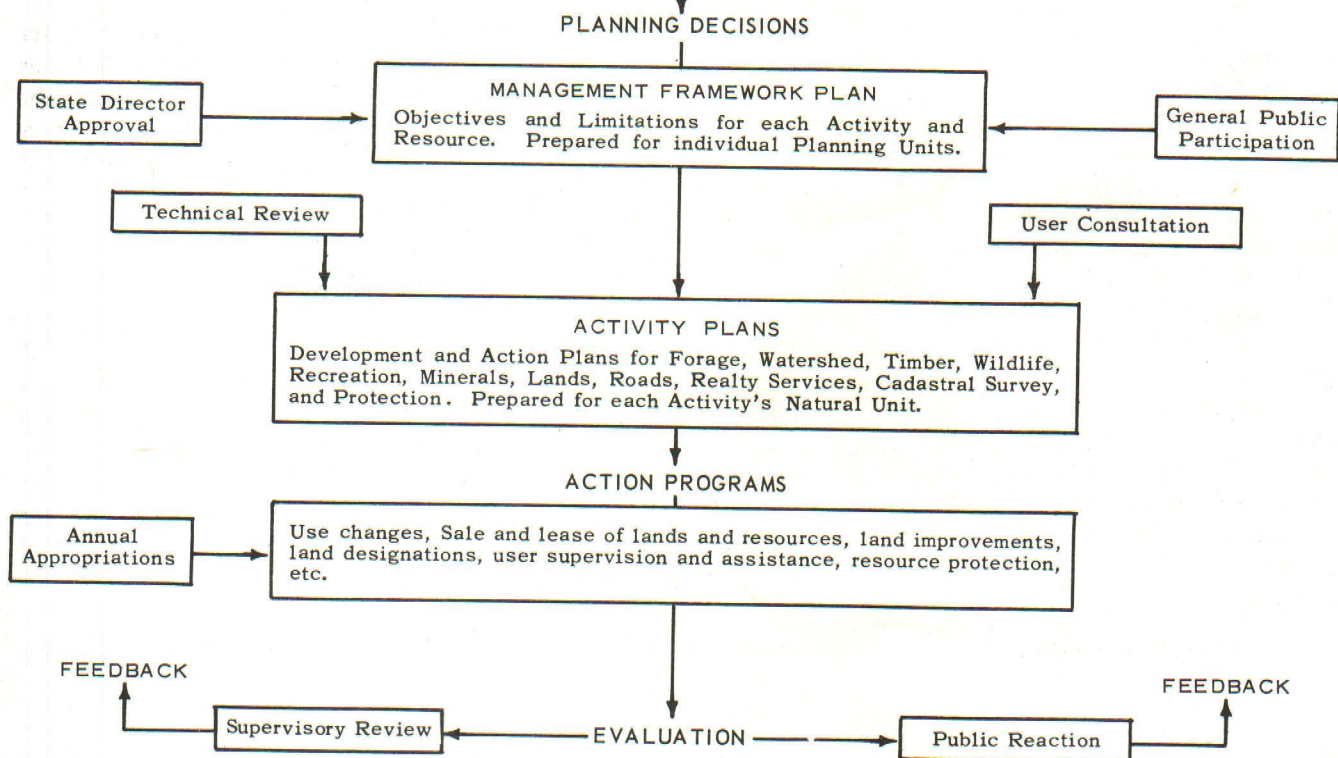
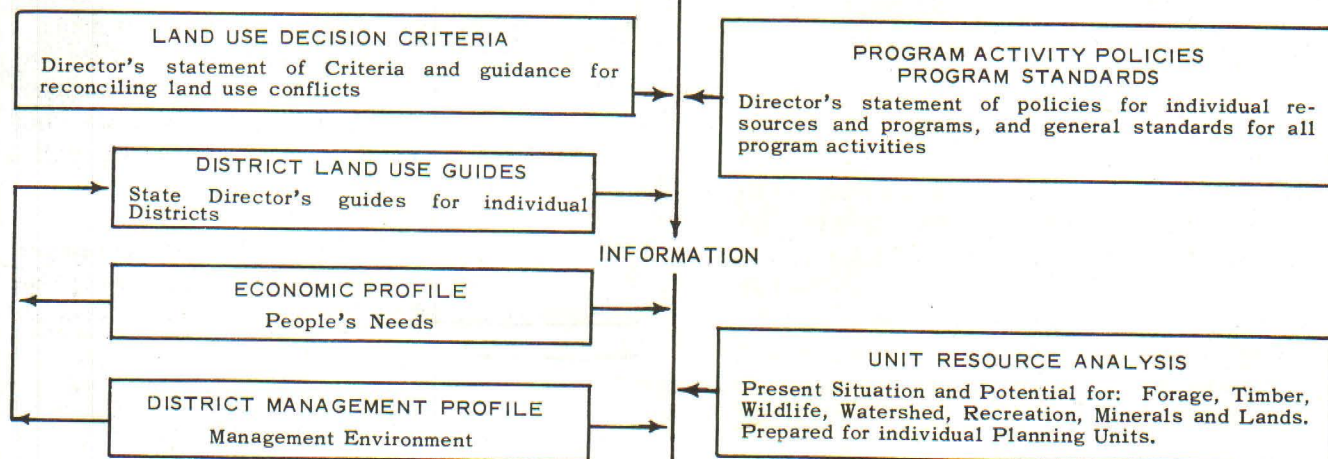
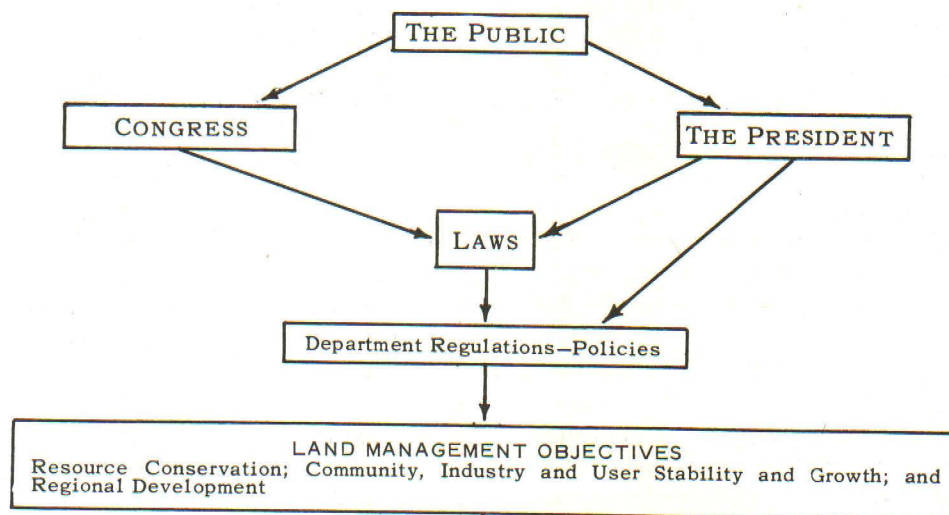
Activity plans are translated into action programs through the appropriation system. This is a rather complex process that involves the Department, BOB, and Congress. This is the point where the Bureau's program becomes very specific to the many users and interests involved.

EVALUATION

Evaluation of actions taken is an important part of the total process. The Bureau reviews its programs against its stated objectives and modifies plans and future programs if necessary. Of equal importance, the Bureau consults with individual users, interested citizens and organized groups. The public, having observed the Bureau's multiple use management program in operation, helps identify needs for improvement and change.

MULTIPLE USE MANAGEMENT

DIRECTION



SUMMARY

WINNEMUCCA DISTRICT MANAGEMENT FRAMEWORK PLAN

The Winnemucca District MFP is a broad policy guideline to set priorities and objectives of the District resource program. The MFP is not intended to solve every technical resource problem. Technical problems should be solved at the activity plan level within MFP guidelines. It is clear that the word 'plan' in this case, is a misnomer and that the MFP should be called the Winnemucca District 'Management Framework 'Guide'.' The real planning will continue to take place in the activity plans.

The Winnemucca District planning effort has served as an effective means of analyzing District resource opportunities, problems, conflicts and priorities. Many of the thoughts and resource ideas that are presented in this plan or guide have been in the field resource managers' and specialists' minds. The planning effort provides a formal process of getting these thoughts down on paper so that they can properly be weighed and considered.

The MFP focuses on the following areas and makes specific recommendations on: problems, conflicts and priorities. In summary this is what was found:

A. MAJOR PROBLEMS AND PRIORITIES

1. LAND OWNERSHIP PATTERN

Many of the critical wildlife, watershed, range recreation, public access areas are partially or entirely located on

private lands. The MFP identifies approximately 764,000 acres of such lands which should be blocked into public ownership. Exchange is recommended as the best method to accomplish this. With the threat of large scale subdivision and development looming on the horizon, the MFP team felt this problem was of first priority.

2. LEGAL CONTROL AND MANAGEMENT OF WATER ON THE PUBLIC DOMAIN

This problem ranks along with the lands problem in priorities. Because of the critical nature of water supplies to all of the District resources it is recommended that a clear cut decision be sought once and for all regarding water rights on public lands. During the course of the discussions in the MFP process, the team came to realize that there is evidently little protection for multiple resource needs when it comes to appropriation of water on public lands. Detailed recommendations are contained in the wildlife, watershed and recreation sections of the MFP.

3. LACK OF CONTROL AND MANAGEMENT OF LIVESTOCK

The unequal distribution and use patterns of livestock, including feral horses, has resulted in damage to the vegetative composition, wildlife habitat, watersheds and environment. Livestock control and management has been shown in the Winnemucca District to be an effective means of vegetation manipulation on a large scale. It has been concluded by the MFP team that intensive grazing management is the main hope for improvement of the vegetative cover,

watersheds and wildlife habitat.

The MFP recommends that it be District policy that livestock be considered as a tool to achieve multi-resource objectives and not as an end in themselves and that grazing systems preferably rest-rotation be instituted throughout the District.

*It is also recommended that a feral (wild) horse range be established in the Blue Wing Unit and unauthorized horses be removed from the remainder of the District.

4. UNCONTROLLED USES

Uncontrolled uses of public lands in the form of offroad vehicles, mineral exploration and prospecting, and unauthorized road and trail building can be expected to negate locally much of the resource planning and objectives of the District MFP. Unless such destructive uses are strictly controlled, it does little long term good to establish roadless or restricted access areas, restore streams and watersheds to good condition or provide strict environmental guidelines to BLM programs and activities or other controlled public activities such as rights-of-way construction.

No recommendations have been made to exclude mining from large areas but recommendations are to channel off-road vehicle use to specific areas. The most important recommendations made in this regard was a recommendation that

*The recent wildhorse legislation, which was enacted several months after this recommendation was made, will require complete re-evaluation of this recommendation. The new law does not provide for removal on this scale nor are criterias established for wildhorse ranges.

4

the BLM seek or support legislation preventing unauthorized road and trail construction.

Rather than restrict mining of large areas at this time, it was recommended that a brochure be prepared showing critical resource areas of the District where disturbance should be kept to a minimum or not allowed at all. This brochure would be distributed as a public education device and guideline and hopefully would forestall need for special restrictions.

5. LACK OF DETAILED RESOURCE INVENTORY AND KNOWLEDGE

As the major problems and priorities above are solved, new problems will arise in their place. In other words, resource considerations, that heretofore are overshadowed by these major items, can come into the light and receive attention. These new considerations will require more detailed inventory and knowledge of the resources.

Recommendations made in this regard included:

1. Complete evaluations of grazing systems to determine if multiple use objectives are being met and the long term effect of intensive grazing management on the ecology and environment.
2. Inventories and habitat analysis for all of the fauna of the District.
3. Detailed watershed, recreation, and mineral inventories for major areas of the District.

5

B. PRIORITY AREAS

The major priority areas are broken down in a number of ways. On a geographic basis, the areas are shown on an overlay with colored numbers corresponding to the activity colors used throughout the MFP. The four main activities, watershed, livestock forage, recreation, and wildlife, are compiled together to provide a focal point of District priorities.

The first 10 of these areas were then rated by the team on a multi-resource basis to determine the recommended priority areas for inventory, management plans or actual on the ground work. This multiple use priority number is shown in blue to the left of the activity numbers.

Throughout the activity recommendations, starting with Step I, priorities have been set by the various activities. These are not necessarily reflected on the Step II summary overlay since this overlay shows activity recommendations that have been in most cases influenced by multiple use considerations. This is especially true of the watershed activity. If it is desired to know the watershed priorities based strictly on watershed considerations, they can be found in the Step II watershed recommendations, and appendix (Chart # 2).

C. CONFLICTS

The MFP process has found very few total or 'fatal' conflicts between resource uses. Conflicts that did appear have

alternative solutions that are apparent in the broad District view. The most widespread conflict to appear was in the areas where certain activities recommended complete or heavy restriction of other uses.

Following are the recommendations that created the major conflicts:

1. The recreation recommendation to create restricted access areas including all or parts of the Tobin Mountain, Jackson Mountains, Pine Forest Range, Wilder Bilk Range, Black Rock Desert, Owyhee Desert and Sonoma Mountain.

Resolved: All areas were adopted, primitive area status and mineral withdrawal recommended for part of the Pine Forest. Public input will decide the degree of restriction to the remaining areas. Cooperation will be sought from miners and prospectors. District transportation plans will be modified in accordance and force account trail construction halted except as specified in the detailed access plan for each area.

2. The mineral recommendation that the entire District be left open to mining.

Resolved: Restriction of mining will be requested for relatively small areas such as the proposed Pine Forest primitive area. The mining industry will be asked to cooperate to prevent soil and vegetation damages on all critical resource areas.

- 7
3. The wildlife recommendation that eight areas of the District be considered potential big horn sheep transplant areas and domestic sheep use be excluded.

Resolved: Four areas were recommended for exclusion of domestic sheep and designation as potential big horn transplant areas. Two alternatives were left open for the remaining four areas.

4. The watershed recommendation that use of the Sand Dunes area be restricted to all uses.

Resolved: The recreation and mining potentials of the area outweigh the soil movement problem of the area. Recommended that no restrictions be placed on the area.

5. The recreation watershed and wildlife recommendation that wildlife, watershed, aesthetic and environmental objectives be thoroughly considered in the design and management of grazing systems and that such considerations take precedence over AUM production once the livestock objective of Class I is achieved.

Resolved: Because of the wide disparity of the level of Class I, it was recommended that it be District policy that livestock be considered as a tool of management to reach multiple use objectives and that regardless of the forage production in relation to Class I that multiple use objectives be satisfied.

6. The watershed and wildlife recommendations that frail watersheds and watersheds or perennial streams be restricted from mining and other damaging uses.

Resolved: In some cases such as Water Canyon, source of some municipal water for Winnemucca, up to five alternatives were recommended, mining was not excluded from any watersheds or streams but the door was opened for classification or withdrawal of critical areas for either watershed or wildlife reasons. Critical watersheds and stream areas will be designated as better inventories are completed and public cooperation will be asked in preventing damage.

7. The recreation recommendation that three wild horse management areas be established.

Resolved: Because of the conflict with fences associated with grazing management systems in two of the areas, and the remoteness of the areas, the Owyhee Desert and the Buffalo Hills were removed from the recommendation. The Blue Wing Unit was recommended as a wild horse area that would satisfy all requirements. (This recommendation must be fully evaluated in light of the recently enacted wildhorse legislation.)

EXPLORATION GEOLOGISTS OF NEVADA

POST OFFICE BOX 13507

RENO, NEVADA 89500

May 3, 1972

E. G. N. MEETING

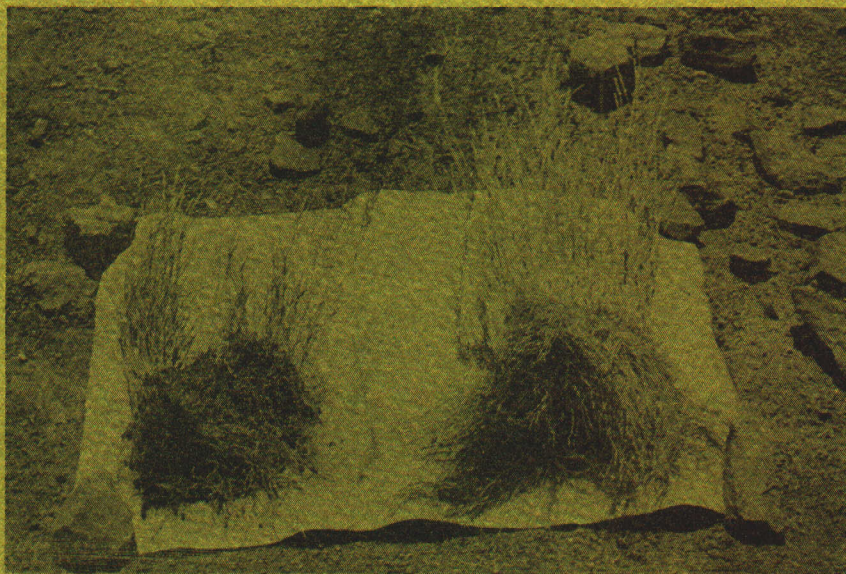
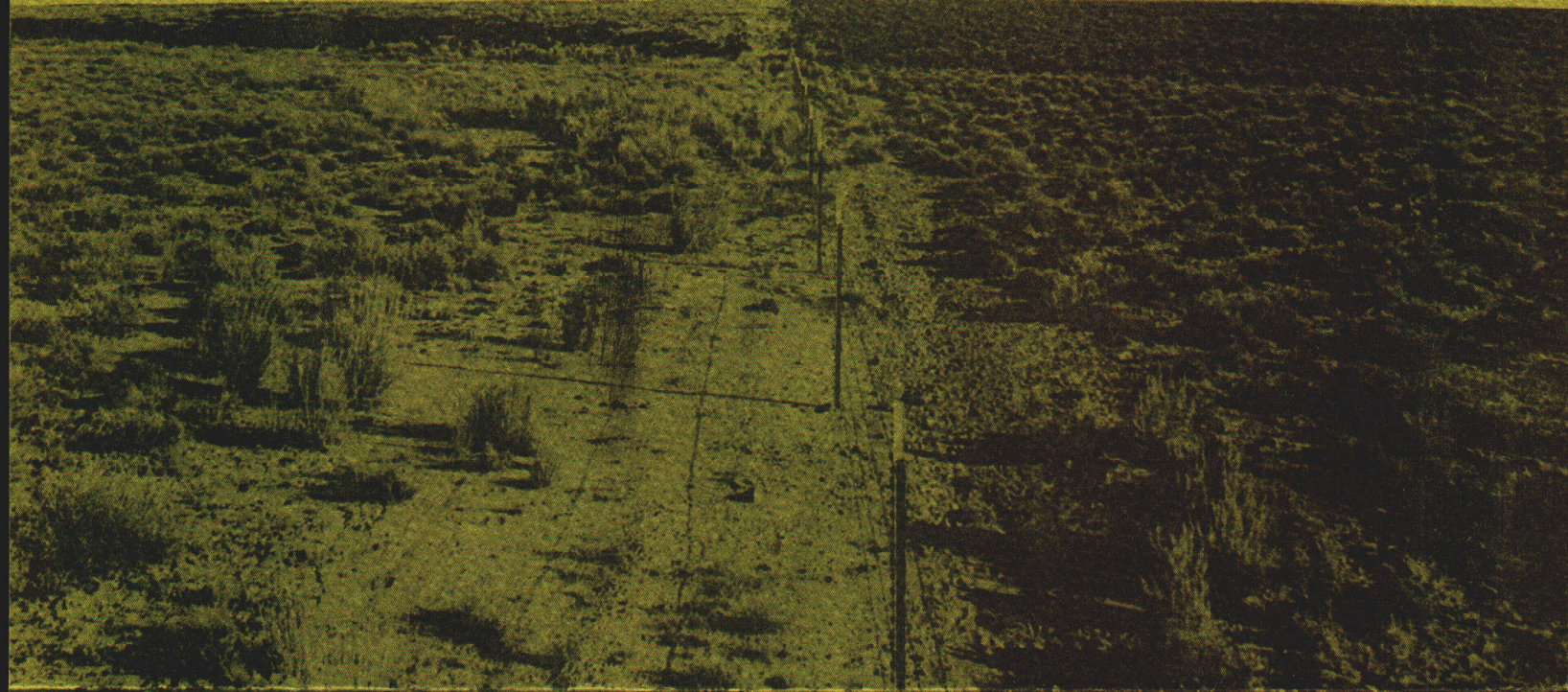
DATE: May 15, 1972

PLACE: Stein Hof-Brau

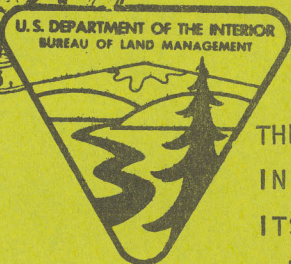
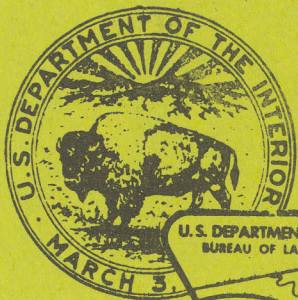
TIME: 6:00pm Libations and Dinner
7:00pm MFP Program

PROGRAM: Andrew Heard, Chief of Resources, and staff, Bureau of Land Management, Winnemucca District, will present the District's Management Framework Plan. The MFP is a guide to analyze, catalog, outline problems and conflicts and set priorities and objectives for the District's natural resources. The MFP program will identify how the BLM intends to classify mineral lands in the Winnemucca District and the general plan that will be used by other BLM Districts in the near future.

PLAN TO ATTEND



These plants grew within fifteen feet of each other. The one on the right came from an area under Rest Rotation Grazing. The plant on the left was just across the fence



AS THE NATION'S PRINCIPAL CONSERVATION AGENCY, THE DEPARTMENT OF THE INTERIOR HAS BASIC RESPONSIBILITIES FOR WATER, FISH, WILDLIFE, MINERAL, LAND, PARK AND RECREATIONAL RESOURCES. INDIAN AND TERRITORIAL AFFAIRS ARE OTHER MAJOR CONCERNS OF AMERICA'S "DEPARTMENT OF NATURAL RESOURCES."

THE DEPARTMENT WORKS TO ASSURE THE WISEST CHOICE IN MANAGING ALL OUR RESOURCES SO EACH WILL MAKE ITS FULL CONTRIBUTION TO A BETTER UNITED STATES —NOW AND IN THE FUTURE.

FOR MORE INFORMATION WRITE THE BUREAU OF LAND MANAGEMENT:

WINNEMUCCA DISTRICT

District Manager, BLM
P. O. Box 71
Winnemucca, Nevada 89445

CARSON CITY DISTRICT

District Manager, BLM
801 North Plaza Street
Carson City, Nevada 89701

LAS VEGAS DISTRICT

District Manager, BLM
1859 North Decatur Blvd.
Las Vegas, Nevada 89108

ELY DISTRICT

District Manager, BLM
Pioche Star Route
Ely, Nevada 89301

BATTLE MOUNTAIN DISTRICT

District Manager, BLM
2nd and Scott Streets
Battle Mountain, Nevada 89820

ELKO DISTRICT

District Manager, BLM
2002 Idaho Street
Elko, Nevada 89801

WHAT REST ROTATION IS

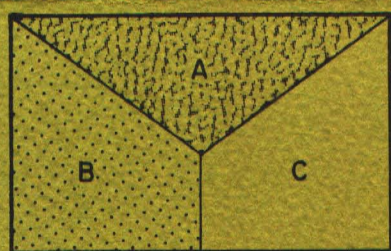
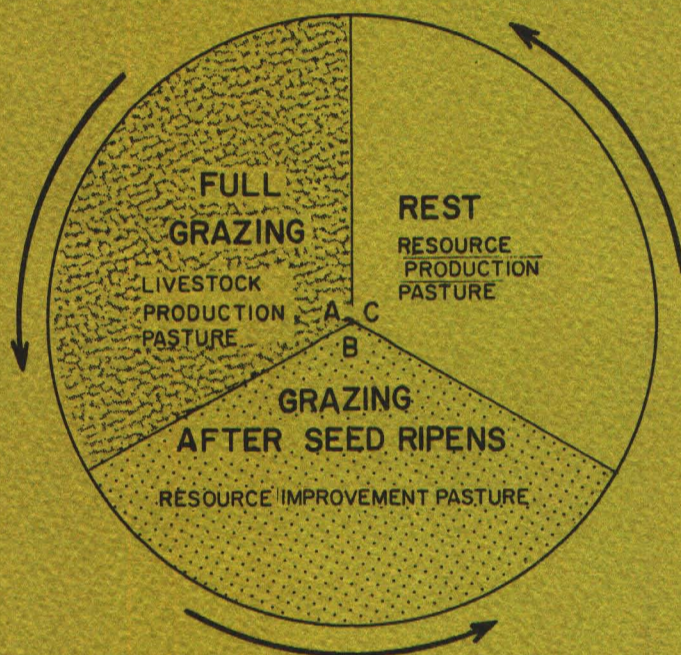
REST ROTATION GRAZING is a system of range management that uses livestock as a tool to ensure continuously productive rangelands. This system enhances wildlife habitat, helps stabilize watersheds, and upgrades the environmental quality and the aesthetic values of the land.

The key to rest rotation is the individual plant. Like most living things, a plant requires food, air, water, and sunshine. Rest rotation grazing provides the plant with these essential life needs. Plant vigor is restored, and ripening of seed and the establishment of new seedlings is assured. Most important, rest rotation grazing gives the plant a rest. With rest the plant has opportunity to make food, produce seed, and establish new plants.

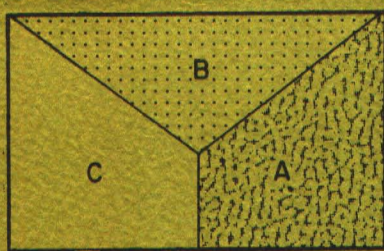
Just as a farmer uses a plow to till his soil, a rest rotation grazing system uses livestock to plant the seeds of range plants. The seed is trampled into the ground to help assure germination and seedling growth. As well as planting seed, livestock prune plants while grazing and thus stimulate further plant growth.

Rangelands under a system of rest rotation grazing are noticeably healthier. The plants are larger and denser ground cover provides better soil protection. Rest rotation grazing ensures a sustained yield of natural resources, and land under rest rotation is better able to support a variety of multiple uses.

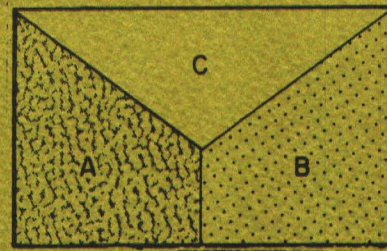
HOW REST ROTATION WORKS



1ST YEAR



2ND YEAR



3RD YEAR

A

FULL GRAZING: Provides maximum forage for livestock. Improves plant composition by using all forage plants.

B

GRAZING AFTER SEED RIPENS: Ungrazed plants gain vigor and produce seed more readily during the growing season. When the seed is ripe it is easily knocked to the ground, trampled in and planted by livestock. Grazing after seed ripens ensures establishment of new seedlings.

C

REST DURING ENTIRE GROWING SEASON: The rest pasture is the one grazed when seed was ripe the year before. Plants are protected from all livestock grazing during seedling establishment, and older plants gain vigor. This rest is essential for a healthy rangeland.

Rest Rotation Grazing

Framework for Information in the URA

The Unit Resource Analysis is built in four basic steps:

STEP ONE is preparing a base map for recording data.

STEP TWO is preparing a physical profile including data on climate, soils, topography, hydrology, vegetation and geology.

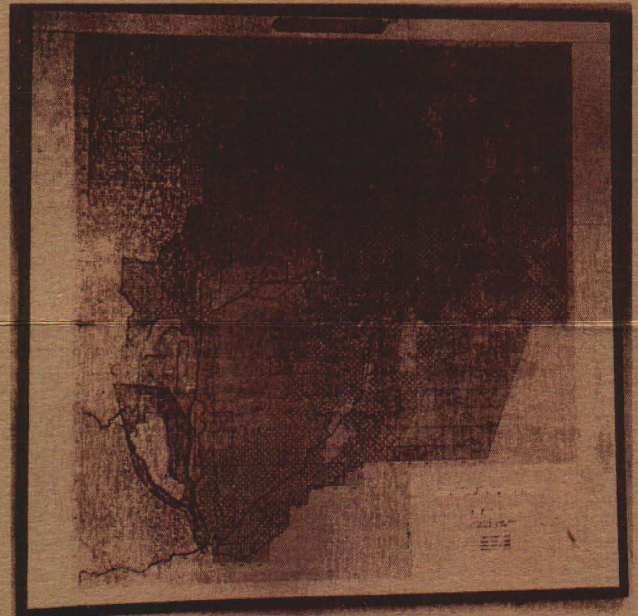
STEP THREE is recording and analyzing the current situation for each of seven resources in sufficient detail to understand the significance of problems and relationships among these problems.

STEP FOUR is analyzing opportunities for development and use of each of these seven resource categories.

1. The BASE MAP shows the location of the land including public and private land ownership, section lines, roads, towns and major improvements such as ranch headquarters. The map scale is generally $\frac{1}{2}$ inch equals one mile.

2. Physical characteristics of the land are described in the PHYSICAL PROFILE. It contains basic data on rainfall, geology, topography, hydrology, soils and other pertinent information. This data is available in narrative and tabular form and on transparent sheets called overlays, which, when placed over the Base Map, show the distribution of these physical characteristics in the Planning Unit.

3. and 4. From data accumulated in Steps One and Two, the CURRENT SITUATION and OPPORTUNITIES FOR DEVELOPMENT are analyzed for each of seven resource categories. These categories include minerals, recreation, watershed, wildlife habitat, lands, timber and livestock forage. Data on the Current Situation and Opportunities for Development for each of these categories is developed in narrative and tabular form and shown on transparent sheets called overlays. When placed over the base map, an overlay shows the present situation or the potential for development of a resource in the Planning Unit. Fifty transparent overlays are not unusual, as the effect of each resource on the environment is analyzed by studying the resource as though no other existed.



Base Map



Wildlife Overlay showing Current Situation of Big Game

Private Land Included

The URA includes information about all land, both public and private, within a specified geographic area called a Planning Unit. Private land is included to ensure that recommended uses of public land will be complementary to the present or proposed uses of adjacent or intermingled private land.

The URA and Public Needs

The Unit Resource Analysis is available to the public and can be used by Federal, State, county and local agencies for their preplanning information and planning activities.

As the URA is developed, public review and comment are needed to update the information and provide additional data not available from other sources. New data is incorporated into the URA to make available better quality information about the public lands.

Because the URA is a "working tool," and is subject continuously to reference, posting and review, it is practical to maintain only one complete base map and overlay system. The BLM District Managers prepare, maintain and revise URA's for planning units in their districts. The assembled URA is a required tool and an essential base from which to analyze the potential of public lands and assure comprehensive planning for their wisest use.

UNIT RESOURCE ANALYSIS

Much information exists about the public lands. In the past, this information has been found in many places and often in forms unsuitable for use as a planning tool. The URA information bank eliminates these shortcomings by providing a source of readily accessible information once the data has been collected and critically evaluated.

The URA information bank is built by working with Federal, State, county and local agencies; consulting their records; using BLM files; meeting with users of the land such as livestock associations, conservation clubs, individuals and others who might add to or assure the accuracy of the information in the URA; by collecting all needed data; and by refining inventories.

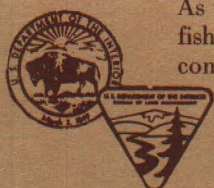
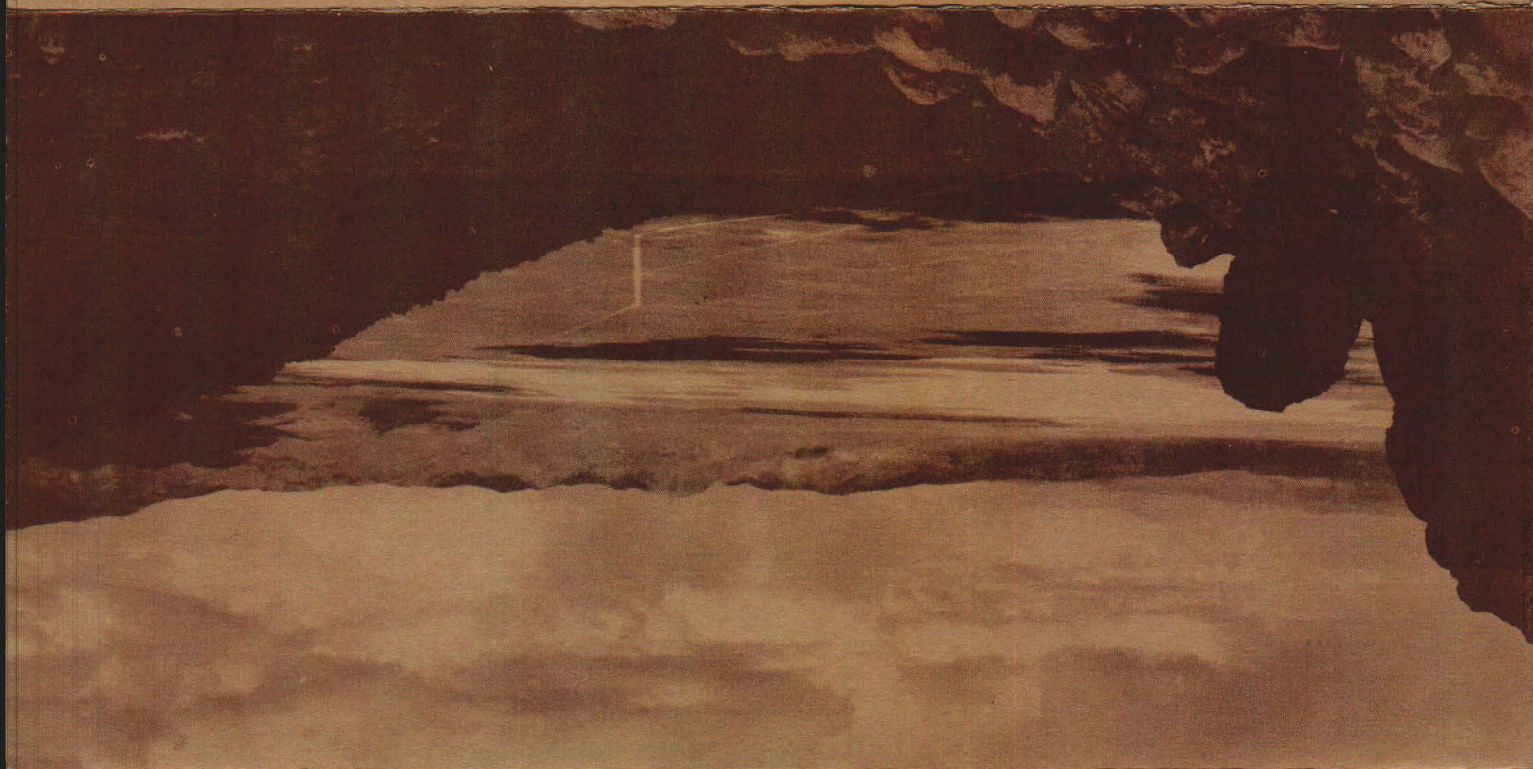
As the URA takes on form and substance, public review and comments are obtained to update information and provide additional data not available from other sources. New data, thus obtained, is incorporated into the URA for better quality information about the public lands.

Building the URA

A Unit Resource Analysis is not a plan. It is an information bank where data about the land and its resources can be accumulated for analysis and use. Data is collected for a Planning Unit (a specified geographic area) and includes information on climate, physical location and resources present on the land. This data also provides a base for and the opportunity to analyze the potential of the land.

The planning process leading to land use classifications must provide for the wisest use of resources and for the needs of people. The Classification and Multiple Use Act of 1964 authorized the Bureau of Land Management to identify and classify public lands for disposal or continued multiple-use management. Sound working methods such as the URA have been established to provide for the accumulation of basic data in a form which is continuously available and suitable for analysis and to assure public participation in the classification decision-making process.

INTRODUCTION



As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities for water, fish, wildlife, mineral, land, park and recreational resources. Indian and Territorial affairs are other major concerns of America's "Department of Natural Resources."

The Department works to assure the wisest choice in managing all our resources so each will make its full contribution to a better United States — now and in the future.

For information write to the Bureau of Land Management:

Nevada State Office
Bureau of Land Management
Room 3008 Federal Building
300 Booth Street
Reno, Nevada 89502

Battle Mountain District
District Manager, BLM
2nd and Scott Streets
Battle Mountain, Nevada 89820

Ely District
District Manager, BLM
Pioche Star Route
Ely, Nevada 89301

Carson City District
District Manager, BLM
801 North Plaza Street
Carson City, Nevada 89701

Las Vegas District
District Manager, BLM
1859 North Decatur Blvd.
Las Vegas, Nevada 89108

Elko District
District Manager, BLM
2002 Idaho Street
Elko, Nevada 89801

Winnemucca District
District Manager, BLM
P.O. Box 71
Winnemucca, Nevada 89445

