

December 12, 1977
San Francisco, CA 94131

U.S. Civil Service Commission
Bureau of Retirement, Insurance and
Occupational Health
Claims Division
Washington D.C. 20415

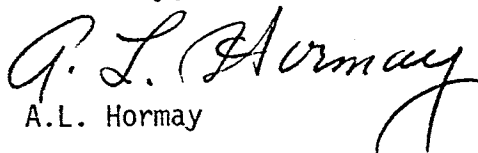
Dear Sir:

I was retired from the Bureau of Land Management on May 31, 1977.
See the attached statement from the Claims Division of the U.S.
Civil Service Commission. My number is CSA-2 037 649.

To date I have received special payment annuity checks. See
attached statement. When can I expect my first regular
annuity check and the Civil Service Annuity Statement and
attachments?

An early reply would be greatly appreciated.

Sincerely,


A.L. Hormay



United States Department of the Interior

1601 (533)

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

December 12, 1977

Instruction Memorandum No. 77-607

Expires: 9/30/78

To: AD's, WO Division Chiefs, SD's, SCD, BLM D-BIFC

From: Director

Subject: Multiple-Use Management and Related Issues FD: 1/16/78

The Awareness Study indicated that the concept of Multiple-Use Management is not adequately defined for or understood by BLM employees. The enclosed draft memorandum concerning "BLM Philosophy of Multiple-Use Management and Related Issues" was developed by the Division of Environmental and Planning Coordination (WO). It is designed to be eventually sent to all employees. Before this is done, we desire the input of each AD, WO Division Chief, and SD, and the SCD and BLM D-BIFC. Please prepare your comments and send them to the Director (220) no later than January 16, 1978.

George E. Truett
Acting

1 Enclosure

Encl. 1 - Draft Memorandum - "BLM Philosophy of
Multiple-Use Management and Related Issues"



United States Department of the Interior

1601 (220)

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

DRAFT

To: All BLM Employees

From: Director

Subject: BLM Philosophy of Multiple Use and Related Issues

We are receiving many indications that Bureau staff are becoming increasingly confused over BLM's philosophy of multiple-use. This confusion apparently extends to the related issues of how the importance of land use alternatives is determined and the relationships between land use priority and program priority. Bureau supervisors are encouraged to discuss these issues and this memorandum with their staffs to minimize any confusion or uncertainty that may exist.

MULTIPLE USE PHILOSOPHY

Multiple use is defined in the Federal Land Policy and Management Act (43 USC 1701). That definition is very comprehensive and complete and should be studied closely. In the balance of this memorandum, we will discuss what that definition means to BLM in an operational sense.

Many people think "multiple use" is not an operational concept, or that it is a code word meaning perpetuation of the status quo. We reject both of those ideas.

We believe that multiple use is an operational concept. It becomes operational when there is a present or potential conflict of uses for a given area of land. (For the purpose of this memorandum, preservation, such as wilderness preservation, is considered a "use.") In resolving this conflict, a decisionmaker has two alternative general philosophies of multiple use available:

1. Primary or Dominant Use

One of the uses may be determined most important. That use can then be allowed to the maximum, and the other uses allowed to the extent compatible with the most important use. This is a form of multiple use, usually called "primary" or "dominant use," and fits the BLM philosophy of multiple use if the greatest net public

Kindergarten talk.
MU A simple concept.
Strait Jacketed by the Rampus bureaucrat approach



benefit is in fact gained through this approach. However, often the greatest net benefit is gained through the compromise approach described below.

2. Maximum Net Public Benefit

The manager can explore the idea of a compromise between competing uses to maximize net public benefit. (The term benefit is used in the broadest sense, as measuring contribution to the public welfare, and is not limited to dollar benefits.) If the most important use is reduced, can a sufficiently larger quantity of the other uses be gained to result in a larger net level of public benefit? If so, the compromise is worthwhile. What happens when a further degree of compromise is made? Multiple use, under this philosophy, is achieved when further compromise will yield no greater net public benefit. And, as pointed out under the primary use philosophy, there are circumstances where the most important use is so important that any compromise results in a net loss of public benefit.

BLM has long followed the maximum net public benefit philosophy as an operational concept of multiple use, and we plan to continue following that approach.

ESTABLISHING RELATIVE "IMPORTANCE"

Following either philosophy raises the issue of how the relative "importance" of any particular use is determined, as input to the development of a multiple use decision. This, of course, is what our Bureau Planning System is designed to address. The final determination of importance is always a value judgment. We do our best to gather and interpret data indicating resource capability, scarcity, demand, need, and public opinion. Legislation and administrative policy provides clues. The Federal Land Policy and Management Act (FLPMA) definition of multiple use, for example, contains legislative guidelines for determining importance. Unless there has been a specific legislative or administrative determination of importance, the land manager has to make the initial basic decision on relative importance, using all the general guidance available. Lacking any higher level specific priority directive, this decision is first reflected in his approval of Management Framework Plans. (That is why we are striving so hard for quality in these plans and it is why many groups, inside and outside government, are interested in how plans are prepared.)

There are some situations where the importance of a use is so great that the importance decision is made at a much higher level and accepted as policy direction at the operational level in BLM. These situations fall into several classes, depending on the process involved:

1. Legislative mandate for specific type of land use or value

The best example of this class is the protection of endangered wildlife species. If protecting one of these species conflicts with another resource use, there is no choice--the endangered species is protected under specific legislative mandate.

2. Legislative decision on specific areas

The best example of this class is the protection of wilderness areas. The manager can exercise judgment in the selection of an area proposed for protection. But once a specific wilderness area is approved by the Congress, the wilderness values are protected on a primary use basis and there is no room for further management judgment. Another example might be treaties ratified by Congress which require protection of specific values.

3. Legislatively mandated process

The best example of this class is the adoption of air and water quality protection plans by authorized State agencies. The Congress does not get involved in the decision but provides a process by which a decision made by the authorized State agency becomes binding on the Federal land manager. In this case, the Federal land manager has considerable opportunity to work with the State agency to work out acceptable compromises. The final decisions have many of the characteristics of multiple use decisions as developed by BLM and will often reflect compromise from a pure primary use approach.

4. Administrative direction

There may be policy direction from higher level offices within the Executive branch indicating criteria for judging relative importance of competing land uses. See page 181 of the enclosure to Instruction Memorandum 77-246 for the text of the Phoenix Policy Update Work Group report on Land Use Decision Criteria. This report reflects ideas now being considered by the BLM Directorate.

The establishment of relative "importance" in multiple use decisionmaking will always be the subject of much tugging and hauling by advocacy groups trying to get the best allocation of land and resources for their areas of concern. Some groups find it most effective to work through Congress to carve out areas under legislative mandate. Other groups focus on trying to influence the process and the public land managers responsible for operating it. Either strategy is a valid part of our democratic system. It is our responsibility, as managers of the public lands, to be analytical, well informed, objective, and responsive to Secretarial direction in making multiple use decisions.

LAND USE PRIORITY IN RELATION TO PROGRAM PRIORITY

The June 1977 issue of Planning, published by the American Society of Planning Officials, included an article "The BLMs Big Dilemma: tussle over federal lands." This includes a good description of the dynamics of this process of tugging and hauling as it is occurring in Wyoming. We mention this article since it also implies that BLM has assigned highest land use importance to livestock and mineral development. BLM has never made that policy statement. There is no current and valid Bureau policy statement that gives general priority to any specific category of land use. Land use decisions to the extent not guided by Legislative or Executive criteria as outlined above, are to be initially developed in land use plans with no predetermined priority assigned.

BLM has assigned program priority to the preparation of land use plans and environmental statements on livestock and coal action proposals, and the completion of appropriate subsequent action, in the areas of greatest coal demand and in areas of greatest range deterioration. These priorities have been established in response to the Nation's need for energy and to retard deteriorating range condition. But this does not mean managers are to ignore other present or potential land uses while they pursue these priorities. Rather, managers are to use our systems and their managerial talent to insure that the coal and range programs are conducted in full coordination with other land and resource values. The land use decisions involved are to be made with balanced knowledge of all available land use alternatives and their relative importance. They are to reflect multiple use, in accordance with our philosophy, as described above. That's our challenge as a multiple-use land management agency, and it is a major reason why the public lands are not divided up, on the basis of primary use, and assigned to single-use bureaus for management.

Pacific Southwest Forest
and Range Experiment Station
Post Office Box 245
Berkeley, California 94701
December 29, 1977

Dear Cecil,

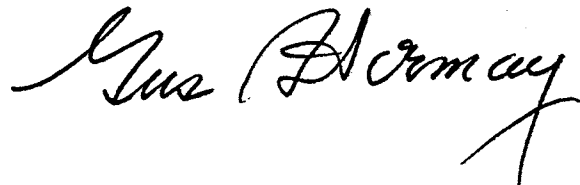
I thought you would be interested in the enclosed paper. It is based on a talk I gave at the Annual Convention of the Idaho Cattlemen's Association in Boise on November 19, 1977. I am submitting the manuscript to the Society for Range Management for consideration for publication in the Rangenman's Journal.

As you know, the range lands of the west are continuing to deteriorate under the type of grazing most widely used on both public and private ranges, namely continuous grazing. The yield and quality of renewable resources are being reduced and the quality of the natural environment degraded. The overall goals of sustained production and balanced multiple-use in the public interest are not being realized. But these goals could be realized with rest-rotation management of livestock grazing.

I appreciated your kind words on my retirement. No, I did not retire from work as you surmized. I am at it more heavily than ever completing research projects, doing consulting work, and getting with personal activities I planned for this time.

I laud your unremitting efforts to maintain the nation's renewable resources and provide for their use for the greatest good to the greatest number in the long run.

Best regards,

A handwritten signature in cursive script, appearing to read "Gus H. Homan". The signature is written in black ink and is positioned below the typed text "Best regards,".

History to retirement

Biographical Sketch

August L. "Gus" Hormay

government service

in 1977

Vital

Born May 10, 1907 San Francisco, California

Education

High School

1921-24

Lick Wilmerding School of Mechanical and Industrial Arts
San Francisco, California

1925
College

Kelseyville McIntyre, Womack

1/26-5/29

University of California
Berkeley, California

7/29-5/30

University of California
Davis, California

May 1930

B.S. Degree in Forestry
Took courses in plant and animal sciences and range management
during attendance. at UC Berkeley and Davis, 5 years

Employment

1931-'66

California (now Pacific South West) Forest and Range Experiment
Station, Forest Service USDA Berkeley California in range
management research. While there developed the concept of rest-
rotation grazing. Two principal publications on the subject are:
Hormay, A.L., and Talbot, M.W.

1961. Rest-rotation grazing-a new management system for
perennial bunchgrass ranges. U.S. Dep. Agr. Prod.
Res. Rep. 51, 43 p., illus.

Hormay, August L.

1970. Principles of Rest-Rotation Grazing and Multiple-Use
Land Management. U.S. Dep. Int. Bureau Land Management.
U.S. Dep. Agri. Forest Service 26p., illus.

1966-'77

I transferred to the Bureau of Land Management in 1966 where I
served as a range management advisor. I remained headquartered
at the Experiment Station. I retired from government service in
1977 While in service I conducted training sessions on rest-
rotation grazing for BLM and Forest Service. These were attended
by Federal and State agencies, stock men, various rangeland
resource users and environmentalists. I got rest-rotation grazing
applied on several ranges in each of the western range states.
Results are there to see.

BLM 11 yrs

Total Government Employment

46 years

4 yrs
5-10
4 yrs

1 yr

F.S

35 yrs

Biographical Sketch

A. L. Hormay

August L. "Gus" Hormay, the developer of the rest-rotation grazing system, has pursued a public service career in natural resource conservation for more than 46 years.

Mr. Hormay graduated in forestry at the University of California in 1930. He specialized in range management and completed a year of post-graduate studies in biological sciences to further prepare himself for work in this field.

He joined the U.S. Forest Service in 1931 and spent the next 36 years in research on range ecology and management with the Pacific Southwest (formerly California) Forest and Range Experiment Station, Berkeley, California. He transferred to the Bureau of Land Management, U.S. Department of the Interior, in 1966.

While with the Forest Service he developed the theory of rest-rotation management. Gus Hormay believes that proper livestock grazing management is man's most important tool for producing and maintaining highest yield of all renewable values on rangelands. Rest-rotation management principles advocated by him have proved effective and practical and are being used at an accelerated rate on rangelands throughout the West.

In 1957 Gus Hormay received a Superior Service Award from the U.S. Department of Agriculture for developing the theory of rest-rotation grazing management. In 1969 he was named Nevada Range Man of the Year by the Nevada Section of the Society for Range Management.

In 1971 he was recognized by the U.S. Department of the Interior with the Distinguished Service Award--the highest honor of the Department. The citation read in part: "Due to his exceptional skills and ability 'Gus' Hormay is eminently successful as a researcher, teacher and advisor. ...Most outstanding has been his development of a scientific system of rest-rotation grazing management ... His rest-rotation principles will have a direct and important bearing on the quality of our environment ... No other man has currently contributed as much to promoting proper use and management of the total natural rangeland environment, both public and private ... Mr. Hormay has motivated technicians, stockmen and conservationists alike to utilize expertise in designing management practices."

In 1972 he received an Outstanding Achievement and Service Award from the Society for Range Management for "his research accomplishments and for his practical and effective on-the-ground training of land managers in the principles of grazing management ... and rational uses of the country's natural resources."

Author of several publications on range management and related subjects, Gus Hormay is a life member of the Society for Range Management, California Botanical Society, Wilderness Society, National Wildlife Federation and Sierra Club. He is a member of the Society of American Foresters, American Institute of Biological Sciences, American Association for Advancement of Science and the Ecological Society of America.

Gus was retired from the Bureau of Land Management in May 1977. However, he has not retired from working. He is back with the Forest Service Experiment Station in Berkeley completing studies he set aside during the past ten years or so because of the press of other work. He is continuing to advise interested parties in sound grazing and land management practices.