

THE PEOPLE OF NORTHERN NEW MEXICO AND THE NATIONAL FORESTS

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INTRODUCTION

This report was made at the request of the Regional Forester and in accordance with the instructions which are contained in his memoranda dated January 29, 1968, and February 12, 1968. Both are enclosed.

The objective of the study is to determine possible ways of making the resources of the National Forests in northern New Mexico and the work they generate contribute more effectively to the people who reside there,. The study findings are based on personal interviews, discussions with people both within and outside the Forest Service, and research in books and papers on northern New Mexico and related subjects.

This is not a report in the sense that it came about as the result of an in-depth study and analysis. To call it a collection of ideas is more accurate. Studies will be needed before some of the ideas can be adopted. An attempt was made in all personal interviews and requests for information to get unvarnished opinions.

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The conclusions reached are influenced by personal philosophies. In some cases, they conflict with ideas and philosophies of those directly connected with National Forest programs. To meet the objective of the study, I have, to the best of my ability, stated the facts as I see them and recommended program direction that will be most effective in making the resources of the National Forests of northern New Mexico most-helpful to the local residents over a long period of time.

Only the Santa Fe and Carson National Forests are discussed, but findings apply equally well to the parts of the Cibola and Gila National Forests where the problems of the people are the same as those found in the northern part of the State.

This paper is oriented toward people and does not deal with resource

management objectives. There was a conscious effort made, however, to weed out ideas which were obviously at odds with sound resource management practices. To do otherwise would result only in short term benefits at the expense of future generations.

Many suggested changes involve departure with tradition. Some will even call for limited reorganization, and many will cost money. If the problems which the Forest Service faces in northern New Mexico are not unique and important enough to merit departure from tradition and financial attention, then possible answers will not be found here.

THE BASIC PROBLEM

Many of the people of northern New Mexico, who are of Spanish extraction, are behind the rest of the State. Socially and economically; standards of living are often lower and, in some cases, dire poverty exists. This basic problem has political and cultural aspects which involve the Forest Service.

THE BASIC SOLUTION

The basic solution is entrance of people of northern New Mexico into the American mainstream of life. This solution will require education, training, money, time, and work by many organizations. The Forest Service can contribute to the solution.

THE FOREST SERVICE RELATIONSHIP TO THE BASIC PROBLEM

About 25% of the land area in northern New Mexico is within the National Forest System. Consolidations of private lands and increasing population have caused more and more attention and demand to be directed toward the National Forests. The demand for use of the land, especially for grazing, exceeds the available capacity. Many of the people believe they still own much of the land in New Mexico including at least parts of the National Forests. Resentment of other Forest users is present. The beliefs and resentments of the poorer, most backward people have been encouraged to the point where they have fought to regain something which they believe is rightfully theirs. The people's effort and that of their spokesman has attracted much attention. This has brought questions to bear on the Region concerning Forest Service policies and management objectives.

WHAT CAN THE FOREST SERVICE CONTRIBUTE TOWARD THE BASIC SOLUTION?

The Forest Service employs many local people in northern New Mexico. Better than 50% of the total Forest Service employment is made up of people with Spanish surnames. Through the two National Forests, the Carson and Santa Fe, approximately 4.7 million dollars were spent in F.Y. 1967. In addition, many local people use the resources on the National

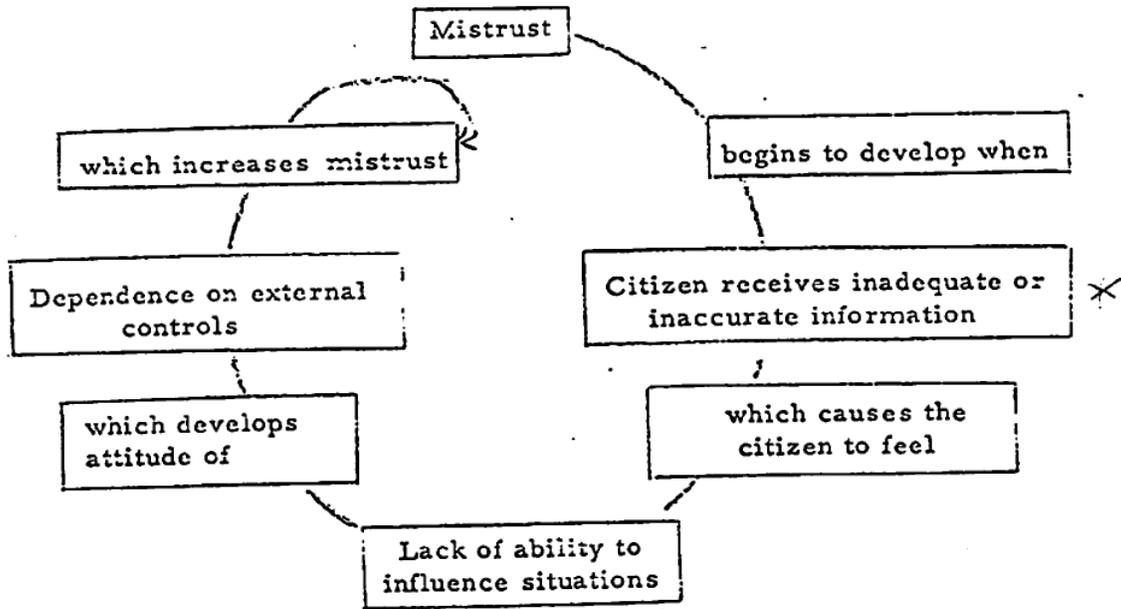
Forests for grazing, lumbering, and recreation. Even so, the National Forests can contribute more substantially to the welfare of the people of northern New Mexico through better resource use and development. Possible ways to do this are set down farther on in this paper. It is likely, however, that the largest contribution that can be made is to recognize the great need for personal contact, participation in community affairs, and cooperative programs of other agencies, and then organize and reorient thinking to meet these needs.

As stated, the objective is to find ways to make the resources and the work they generate more meaningful to the people of northern, New Mexico. A secondary objective is to achieve public understanding and acceptance of Forest Service management goals, policies, and procedures. This is essential, because much of the criticism leveled at the Forest Service stems from a lack of understanding, not only of Forest Service goals but of the value and far-reaching influence of National Forest resources.

To be reasonably assured that changes in policies and procedures will result in public understanding and acceptance, it is necessary to examine relationships with the public. If harmony is achieved with local people and agencies, relations with the broad public (insofar as northern New Mexico is concerned) will be good. The immediate concern then is with local people and agencies. Before looking at proposed changes, the first step must be taken. The stage must be set so that the changes discussed later will have the best chance of getting the desired results.

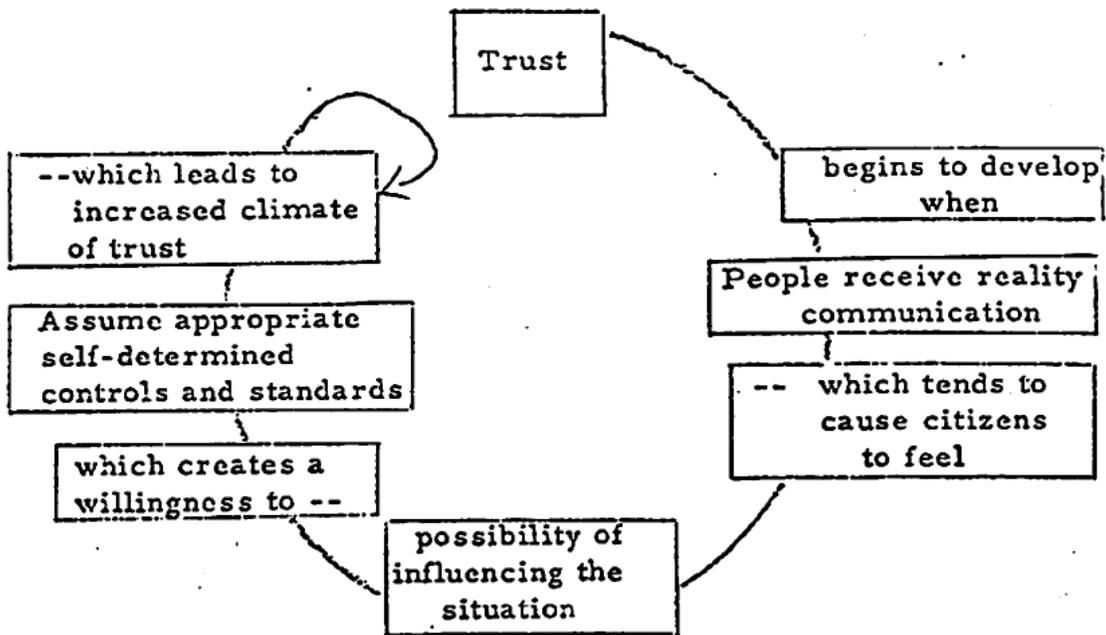
The hard facts are that many of the villagers' understanding of Forest Service management objectives, regulations, and policies is harshly at odds with their own concept of how things should be. The psychologists call this "cognitive dissonance." When people experience this situation, they attempt to reach a state where their concept of how things should be matches the way things are or "cognitive consonance." Whether people attempt to reach this balance through beneficial means such as participation and learning or delusions of persecution, grandeur, and finally conflict with society can be influenced by other members of society. Obviously, mistrust is a sign of cognitive dissonance. What does this have to do with resource management? It has been found that one of the biggest difficulties to overcome in communities is the mistrust between (1) elected officials and professional leaders, (2) community government and private enterprise, (3) local and state government, (4) one organization and another, (5) volunteers and staff, (6) local unit and Regional or National office. What causes the mistrust? This is illustrated graphically as follows:

CYCLE OF COMMUNITY DISTRUST



A more desirable situation would be one in which trust in relationships exist as shown graphically below:

CYCLE OF COMMUNITY TRUST



How can the Forest Service change the situation if mistrust, in those places where it does exist, to one which will be more acceptable? This can only be accomplished through enlightenment and gaining the understanding of local people.

The following recommendations are advanced for consideration as a means of gaining public understanding and acceptance as well as a means of making the resources of the National Forests and the work they generate most helpful to the people of northern New Mexico. The first nine recommendations are considered to be extremely important. I urge their study and adoption at the earliest possible opportunity.

1. Develop an attitude which:
 - a. Recognizes that a unique situation which requires special attention docs exist in northern New Mexico.
 - b. Recognizes that we are not trying to change the culture of a people but only to contribute to their advancement economically by making rural America a better place in which to live.
 - c. Creates an understanding that the National Forests can contribute to the needs of the people and that the Forest Service has the responsibility to see that they do within the broad management objectives for the National Forests.

The adoption of such an attitude is prerequisite to any program change if meaningful results in assistance to the people and favorable public attitudes are to be realized.

2. Increase seminars between-Districts and Forests in northern New Mexico where exchange of successful ideas can take place and problems aired.
3. Give special attention to selecting experienced men with the temperament needed to do a good job in northern New Mexico. Individuals must be strongly people-oriented as well as resource oriented. Tenure on the District must be held to the maximum.
4. Increase special training to those who serve in northern New Mexico which will provide learning opportunities about local history, culture, landownership history, problems, and the language. Possible texts might include "Forgotten People" by George I. Sanchez, "The Public Domain in New Mexico 1854-1891" by Victor Westpholl, "The Guadalupe and Gadsden Treaties" by Bill Tate, "About Land Grants in New Mexico" by Gilberto Espinoza, and selected psychology texts.

Another people aspect which must be considered is the Forest Service

relationship with other agencies and individuals who are interested in one way or another in the poor of northern New Mexico. The number of agencies concerned is large. All are potential opportunities for cooperation to help the poor of northern New Mexico. Many offer opportunities for accomplishing needed resource work. All are a potential source of direct and lasting problems if their understanding and cooperation are riot solicited.

The Chief's Office has directed special attention to the OUTREACH activities. This was emphasized by the Regional Forester. The Chief's Program of Work for 1969 has one paragraph which is quoted as follows:

In determining your priorities, I want to make sure that strong emphasis is given to meeting our responsibilities in the development of natural, human, economic, and social resources in rural America: helping to overcome rural poverty; providing jobs for disadvantaged people and members of minority groups, rural areas development and improving outdoor recreation and natural beauty. Your Program of Work should include tangible accomplishment goals in these areas of social and economic concerns--goals that are people oriented.

The present Forest Service approach to redeeming its human resource responsibility has been on a more or less fractured basis with the responsibilities shared between individuals, all of whom have other duties. This is a highly specialized and fast moving field which deserves and demands more attention than can be given as presently handled. The Region has recognized a need in this area and a job description for an I&E zone position for northern New Mexico has been prepared. Because of the great number of highly specialized people working from many different angles in the human needs field and because of the great opportunity and need to do more in this area, it is believed that the zone position would not be adequate.

5. Establish a Human Resources Staffman on the Santa Fe and Carson National Forests.

The individuals selected to fill these jobs should have full knowledge of Forest programs and, through study and contacts, be able to pinpoint and arrange for coordinated programs with the poverty agencies. These staffmen should be of great assistance to the District Rangers and Forest Supervisors and the people by permitting better planning and hence more participation in work study and poverty assistance programs. Most Rangers, in spite of the responsibilities most of them recognize in these areas, are hard-pressed for time and knowledge to participate to the extent required. Those who have made progress have done so largely on their own and at times with inadequate understanding and guidance.

Making the individuals and small communities within and immediately adjacent to the National Forests a real part of Forest Service programs can better be accomplished by taking a more active interest and part in their affairs. To do this, the Ranger must have the freedom from traditional measures of accomplishment to permit him to spend time in contact with people and assume an active role in community affairs and programs. Secondly, he must be equipped to meet people's needs to the fullest extent possible in terms which they understand. This approach is not new to the Forest Service. In past years, personal acquaintance accompanied by personal service was the rule. The need for this kind of service may have declined on most Forests. People's needs have changed. The Ranger deals largely with a more sophisticated public than he did a few years ago. Although there are definitely elements of the "new public" which the Ranger in northern New Mexico must be in tune with, there is also a large element of the old. Fuelwood to many is still a necessity as are poles, posts, and other forest products. Forest Service policies and procedures, and overall way of doing business have changed to reflect the modern concept of business and industry. While these changes are appropriate in most localities, the Ranger in northern New Mexico often finds himself caught between the 1968 way of doing business and a 1900 situation. The clock cannot be turned back, but some adjustments must be made to permit participation and the personal contact and service which are needed and expected by the typical resident of the small villages in northern New Mexico. To fill this most urgent need, I recommend:

6. Strengthen the District Ranger organization by fully financing the base load and adding staffing which will free the Ranger from technical and administrative details so that he can make more personal contact with individuals and take an active role in community activities. (This recommendation is directly related to recommendation number 5 as this would also contribute to the needed attention and participation in poverty programs.)
7. Establish working hours which will allow weekend manning so that individuals can make contact with the Forest Service on their days off.
8. Personal service should be pushed to the fullest extent. This should be done on the spot rather than requiring travel to the District Office. As an example, permits for wood or stone should be issued in the field where needed rather than requiring a trip to the Ranger's Office.
9. Avoid long delays in rendering decisions or in implementing approved changes. Delays often cause undue concern which continue to grow with passage of time. (Example, failure to resolve occupancy trespass after land line location.)

All of the above recommendations are a direct part of a badly needed

grassroots I&E program. Gaining acceptance of Forest Service objectives by the broad public cannot be done if they are not accepted at the grassroots level. Failure to take this or some similar action will prolong problems. In fact, to this point this paper has dealt with grassroot problems and cures. From here on, recommended action treats symptoms, which applied alone can effect no cures.

GENERAL

The first series of recommendations dealt with setting the stage so that desired results would be more likely to occur when and if resource procedural changes were made. The next section deals directly with possible changes or enlargement of existing programs which, in my opinion, would contribute to the welfare of the citizens of northern New Mexico.

Most Gil's do not adequately explore or advise on human problems or measure progress in this area. This is not usually a weakness of the inspectors. There may be a weakness in the inspection system, itself. Present guidelines direct inspectors to examine organization, expenditure of time, money, and the physical plant to determine if all are adequate to accomplish service and resource jobs, and whether this is being done within established procedures, laws, and policy. No guidance is given to questioning whether or not policies and practices are meeting people's needs as well as resource needs. The same weaknesses may be inherent in the uniform work planning and accomplishment reporting systems.

10. Study GII and work planning and accomplishment reporting guidelines to determine if they give adequate attention to human needs as well as resource needs and make changes as needed.

During the recent past, Forest and many Regional Office personnel have been connected in some way with the conflict in northern New Mexico. This conflict involved serious criminal acts. Some of the individuals involved reside in communities within the National Forests. Some are permittees. Others have worked for the Forest Service. Part of the aftermath of the conflict has been severe criticism of the Forest Service. The adverse publicity has caused anxiety and, in some cases, reluctance to take action against individuals who violate rules, regulations, or laws for fear of additional criticism. Others, although they may take no action, seem to feel that all who live in northern New Mexico are criminals or at least sympathize with the criminal element. Both attitudes are erroneous and dangerous. Failure to act against the lawbreaker causes loss of faith by the remainder of the people in the community. Failure to see and know the difference between critical citizens and the criminal element can lead to faulty action and unacceptable attitudes.

11. Field personnel must continue, as in the past, to take immediate action to

enforce rules, regulations, and laws pertaining to the National Forests. Assure them that they have full support in this at all levels of administration.

Forest Service facilities at field stations are often the best in the village. Almost all villages lack a suitable place to hold community meetings.

12. Forest Service make facilities available for public meetings to the fullest extent possible.

Many times, local community projects are hampered by the lack of specialized equipment which the Forest Service has. Much good will could be gained if means were available to meet these needs as they arise.

13. Provide on a loan or nominal charge basis specialized equipment needed in community projects. Where equipment is surplus, transfer ownership to the village.

The first step toward solution to many individuals problems in northern New Mexico lies in finding opportunity for work at tasks which are rewarding in both personal satisfaction and salary. In considering this area, it is necessary to examine (1) what the Forest Service can contribute directly in the way of jobs by force account and by small contracts, and (2) indirectly through small business, which could be totally or largely supported by the Forest Service programs and the resources from the National Forests.

The primary objective in all work projects should be to encourage the initiative of the people to work for themselves. Work should give them the opportunity to gain confidence and knowledge needed to eventually secure jobs, carry on small businesses and contracting concerns independent of the Forest Service.

14. In establishing priorities for projects in northern New Mexico, choose those projects which will employ people and/or contribute to the local economy rather than those which are totally resource oriented, all else being equal.

15. Return to force account where practical. Rather than creating a permanent work force, use crews as a means to train individuals to manage men, money, and materials so they can eventually leave the crew and work for themselves.

16. Split projects such as fences, campground construction, trail construction, thinning projects and other suitable projects into units small enough to be within the grasp of small local contractors.

17.

a. On contracts which cannot be practically split into smaller jobs, such as road construction, buildings, etc., require in the contract that a specified percentage of the labor be hired locally.

b. Waive bonding requirements on small contracts.

18. Design toilets which can be prefabricated in northern New Mexico and transported from there for use on the other Forests in this Region and wherever else they may be needed and acceptable. (If the volume is sufficient, this work should be done by a small contractor. Some prearranged agreement on price and numbers would have to be reached with the contractor initially.)

19. Prefabricate wooden tables for installation in Forest Service campgrounds throughout the Region. (As in the recommendation above, this would be by contract if volume would justify and, if not, by force account.)

20. Forest Service, in cooperation with other interested agencies, conducts contracting seminars to help prepare individuals to compete for available jobs.

Supporting local industries should be a primary aim of the Forest Service. The Forest Service presently uses steel in many areas where wood might serve as well or better. This detracts from the possible use of local Forest products. Wooden fence posts along right-of-ways and in other suitable places such as fenced campgrounds would be entirely appropriate.

Wood, rather than concrete, may be entirely suitable for use as cattle guard bases. Traffic control barriers is still another example where wood might be as effective and more attractive than concrete.

21. Support the two small treating plants in New Mexico by using wood products where these will serve as well or better than other materials. (The State Forestry Department is presently attempting to get the State Highway to use native pine posts along highway right of ways.)

At some out-of-the-way stations, such as El Rito, the Forest Service maintains gasoline pumps. If the bulk supplier is a local business, nothing is lost. If not, Forest Service gasoline purchases could be a significant contribution in a small village.

22. Abandon Forest Service gasoline pumps and utilizes local garages as the source for needed fuel and services where and to the extent this is practical.

There are more cattle grazing on the National Forests in northern New Mexico now than there were in the days of the Spanish colonies. Marauding Indians, limited mobility, fewer people, and the need for fewer livestock are

some reasons for this. Livestock which were needed in the economy of that day were concentrated around the farming communities, or rancherías, as they were called.

As the better grazing lands near the rancherías became overgrazed and insufficient to meet forage needs, livestock use extended out from the communities. As the population increased, livestock raising began (to take on the aspects of a commercial enterprise. Livestock numbers probably reached their peak on the areas now in the National Forests not too long after the area became the territorial property of the United States.

In the face of the increasing need for additional grazing land, other forces were at work which were making it difficult for the native to establish a commercial livestock operation. Some large landholdings were consolidated and removed from public or semipublic grazing use. Increasing population caused other private holdings to be subdivided again and again, partly through sale, but mostly through inheritance. The squeeze in which the forage resource in northern New Mexico was caught fairly early in the territorial days continues today. In an unpublished Forest Service report written in 1938, it was estimated that demand for grazing on the portions of the Carson and Santa Fe National Forests within the Rio Grande drainage exceeded potential by 111 percent.

With establishment of the National Forests, early in the Twentieth Century, came ever-increasing control of grazing use on these public lands. This control has resulted in a range condition which, although often less than satisfactory, is relatively much better than land under other ownerships. The relatively better conditions on the National Forests, coupled with increasing population and attendant demands for grazing, has caused much attention to be focused on these areas. Individual efforts, as well as the efforts of some well meaning but misinformed organizations and groups, have been directed toward securing additional grazing use on the National Forests. In the face of these demands, Forest officials have pointed to fully and, in some cases, overstocked ranges, as well as deficiencies which exist in range conditions and management practices. This has contributed to a false conclusion that once these deficiencies are corrected, great increases in grazing use can be expected. Present estimates show grazing obligations on the two northern New Mexico National Forests to be for 21, 637 cattle and 32,203 sheep, as compared to an estimated capacity of 14,370 cattle and 25,237 sheep. In a study conducted in 1966 by the Forest Service, it is estimated that full development of potential and implementation of the best management practices would result in only enough increased capacity to meet 88 percent of the current obligation in cattle and horse permits and 80 percent of current obligation in sheep permits. New means of reclaiming some rangelands (the Bates Tree Crusher) from invading species of low forage value have undoubtedly made it possible to gain more capacity than was estimated in the

1966 study. It will not be possible, however, to make the large gains which would be needed to meet even a part of the ever-increasing demand for forage. This is true even when possibilities for increased forage production through such expensive and questionable means as range fertilization are considered. Moreover, if it were possible to greatly increase capacity on the National Forests, this would increase the grazing load on winter ranges which are already severely overused and, in some cases, already declining rapidly in productivity. The attention which has been focused on the grazing lands in the National Forests of northern New Mexico is at least partially responsible for an accelerated range development program for that area. On a moderate and even keel, this is desirable. Proper levels of financing meets the needs of land use management; it makes additional grazing capacity available; it averts deteriorating range conditions which, if left unchecked, would eventually reduce the conditions of the National Forests to a level commensurate with those on adjacent lands of other ownerships. Probably most important of all, a good even level of financing in range development and management can be of help in supplying gainful employment to many of those who need and desire to work.

Values resulting from greatly expanded financing, as now being experienced in the range development and management area, aimed at immediate and large gains in grazing capacity are questionable. This does not lead to a true understanding of the natural limitations of the land to produce forage. It is creating false hope in those who need a place to run their livestock. Eventually, it will lead to the embarrassment of the responsible agency when the hope kindled in these people is not realized.

In contrast to the accelerated program in range management in northern New Mexico, it appears that PPBS will almost certainly require that the benefits of range management be measured on a commodity basis. Northern New Mexico is an example of the human values and considerations which are connected with management of small farms and ranches everywhere on the National Forests. Disregarding the human values and measuring benefits in terms of meat produced will undoubtedly result in sharp reduction or curtailment of the range management and development program. This will halt progress in range, watershed, and wildlife habitat improvement. It will mean the loss of employment dollars to the small communities and their poor. Probably most important it will be another example to the local people of how their problems are neglected by the Federal Government.

In light of the foregoing discussion, I recommend:

23. Deemphasize grazing use as a means to solve the problems in northern New Mexico. Carefully begin to set the record straight at all levels from permittee to highest political levels on just what can be expected from the range resource.

24. Continue a high level of financing for correcting and improving the range resource in northern New Mexico but discourage crash programs.
25. Generally choose range improvement projects which will improve or facilitate management and furnish jobs over those designed to greatly increase forage or create or reclaim range.
26. Undertake a special study to pin down the real values of small cattle and farming operations (human values) in areas such as northern New Mexico. This should involve sociologists and experts on the subject of northern New Mexico.

There are indications that Forest Service policy on nonuse for the convenience of the permittee draws individuals back to northern New Mexico, even though they may have left and found gainful employment elsewhere. Between 1956 and 1967, there were 36 cases where permits were reduced because of excessive nonuse for convenience of the permittee. Of these 36 cases, 31 were total revocations. In addition to this, the Carson National Forest within the past year has discovered two cases where permittees who worked elsewhere had tried to lease their grazing permits to others rather than to lose them, transfer them, or to return home and care for them. In addition to these two cases, there are 12 other cases where permittees have been notified they must stock their ranges next year or lose their grazing permits.

27. Extend the number of years to six in which a permittee can take convenience nonuse. Should the situation be reached on any allotment where the nonuse received would no longer be beneficial to the range, fill in behind the absentee permittees with temporary permits. These temporary permits would preferably be to people who do not hold a permit.

Forest policies for free use by livestock has evolved over a long period of time on both the Carson and the Santa Fe National Forests. The only similarity between the two policies is they both sharply curtail free use, except as needed by the larger individual permits and/or association permits for the working of livestock operations. Pursuit of these policies has appeared to the public to place emphasis on the elimination of free use permits rather than on the lack of range forage to support these permits. In almost every case throughout the recent controversy, the Forest Service has been on the defensive because their actions in connection with free use permits appeared designed to do away with the permits as such rather than adjust grazing use because of unsatisfactory range conditions. Even though this is not true, the situation suggests a need to reexamine the free use policy.

28. Eliminate the special free use policies on the Santa Fe and Carson National Forests. Issue free use permits to those who are qualified within

the conditions outlined in the Forest Service Manual.

There has been some thought that small grazing permits, below 10 head for example, should be permitted free of charge. Since many holders of small permits are poor, this would be of direct cash benefit to them. People who are not privileged to have grazing permits on the National Forest and who must seek grazing elsewhere pay as much as \$3.25 and more per AUM. Many of these individuals are just as poor as those who have grazing permits. Forest permits without charge would further handicap those without permits. One theory for the great demand for National Forest permits is that the grazing fees are so low.

29. Grazing on the National Forest should not be free other than as presently specified in the Forest Service Manual.

Reasons often given as to why unauthorized livestock are on the National Forest is because fences between Forest and private lands are poor or nonexistent or because gates are left open. Two estimates place the number of cases which happen this way at 80% of the total range trespass cases. It has been the policy in this Region to place National Forest boundary fences, which do not contribute directly to better management, at a lower priority. In one case, between the Carson National Forest and the Costilla Grant which lies adjacent, the Forest Service recognized and assumed some obligation in helping to prevent trespass by agreeing to contribute to fence construction.

30. On the northern New Mexico Forests, give boundary fencing on those grazing allotments where needed highest priority for fence construction.

Two other areas of the livestock trespass procedure were criticized. The first of these involved billing for forage charges in amounts which were, in many cases, as low as 20¢. The billing action in these cases is viewed as petty harassment. Billings are, of course, costly to the Government.

31. Waive collection of the fees in trespass cases where amounts due will not justify the expense of the billing.

The other area of concern is the way people are treated or made to feel when involved in unauthorized forage use on the National Forests. There is no person so irrevocably upset as one who is unjustly accused. First, there are two kinds of people who are involved; those who trespass in the true sense--that is, willfully and intentionally--and those whose livestock get onto the Forest through no intent of the owner. Even though these are two totally different situations, Forest Officers often don't know and can't determine the difference. Hence, these cases are handled in the same manner. To those who didn't intend to have their livestock on the Forest, it appears they are being considered in the same light as their neighbor whom they know is dishonest and trespasses in the true sense. This is considered as an insult and causes

hard feelings.

32. Do not be so quick to take impoundment action. Where possible and where the cost will not be great, place livestock back where they belong or hold them for the owner so that he can pick them up with minimum cost and delay to him. In cases involving chronic trespassers, take the severest action warranted by the case. Use of injunctions and criminal action should definitely be standard procedure when willful and intentional trespass is known to exist.

When it is necessary to impound livestock, five days' notice is given in the case of known owners. If a weekend is not involved in the five days' notice period, this requires the owner to leave his job, if he is fortunate enough to have one. If work is lost, it is a hardship to the person and his family. If he doesn't remove the livestock himself, the Forest Service will do it for him, usually at quite an expense. Either way, it may cost the owner a sizeable sum. For some, taking off from work could mean the loss of their job. Under such circumstances, they have no choice but to pay Forest Service costs.

33. Where necessary to start impoundment action, set period allowed for pick up so that two weekends are included in time given. When necessary to impound, include only those charges which were caused by the trespass. Salaries of RDMG group go on whether trespass is committed or not and should not be charged for as being a part of the damages connected with the trespass.

There are two cases where the Forest Service recently acquired large acreages of land through the land exchange procedures in northern New Mexico. Grazing use by non permittees was being made of one of the areas at the time of acquisition. On the other, no grazing was permitted at the time of the acquisition. The Forest Service has in the past, used grazing capacity on acquired land to add to adjacent grazing allotments which need additional grazing capacity to meet stocking obligation. In both cases, great resistance has been encountered to the application of this policy. In another case on the Cibola National Forest, similar resistance has been met in the application this policy. Under this policy 21 individuals who grazed a few head of livestock on the San Diego Grant, which is now a part of the Santa Fe National Forest, will lose the use they had enjoyed either with or without the benefit of leases or permits of some kind. On the other hand, there have been large acquisitions estate and private land by the Forest Service where a provision of the acquisition agreement was that the Forest Service would honor those individuals who grazed there prior to the exchange. This has almost always been individuals who enjoyed a relatively large-sized grazing operation. This makes it appear to the uninformed that those who are large enough to defend their rights maintain use of the forage, and those small individuals who cannot successfully speak for themselves lose out.

34. On all future land exchanges which involve significant acreages make determination of those using the area and number of livestock involved. Compare this with the estimated capacity and make indicated action known to the individuals involved. Plan to take these individuals as grazing permittees to the extent proper use of the available forage will support them.

As with grazing permittees most everywhere, the permittees on the Carson and Santa Fe National Forests are often reluctant to make changes in their traditional livestock and range management practices. This condition may be more pronounced in northern New Mexico. The chances for an improved system of range management failing are much greater here than in other parts of the Region. This is because a large number of permittees are involved on each allotment, and, as a rule, no one person is really responsible to see that the cattle are handled in the correct way. Calves are dogged, some die, other complications, which are always present the first year or two after a rotation system is started, become more pronounced under conditions which exist in northern New Mexico.

Rangers interviewed feel that it will be almost impossible to get by this first difficult rest-rotation period on allotments such as Alamosa, Jarita Mesa, Mogote, and others. They believe the permittees will pull back at the first trouble and more damage than good could result from efforts to convince the permittees to undertake the new system.

35. To assure that the improved system of management works most effectively, Forest Service provide assistance to the association rider periodically through implementation period. This assistance would require at least two grazing seasons.

Until recently, the town of Penasco, like many other small communities in northern New Mexico, had no facilities for holding, weighing, or feeding of cattle preparatory to sale. Buyers either came to the town and, based on guessed weights, offered prices which were often one to two cents lower than elsewhere. The other alternative for the small livestock producer was to haul to the nearest sale ring, suffer the weight losses incurred in the hauling, and take his chances on the prices he would get. With the help and advice of a Forest Officer, the town of Penasco organized and worked together to secure a loan from the OEO and are now in the process of building livestock handling facilities which will permit them to weigh their livestock on the spot. This, of course, will result in fair weights and prices and will attract more buyers because they will be able to contact enough small livestock operators in one spot to make their efforts worthwhile.

36. Forest Officers work with local livestock associations in all communities within their districts in northern New Mexico to determine the need and possibilities for similar facilities. Where need exists, assist these groups in

making the proper contacts to secure loans for construction of the needed facilities.

There is a special grazing transfer policy in effect on the Carson and Santa Fe National Forests, which has as its objectives the consolidation of small grazing permits and, to a lesser extent (although probably most important) retention of the permits with existing, local livestock operators. This special permit transfer policy has the approval of the grazing associations and advisory boards on the Carson and Santa Fe National Forests. The policy prohibits transfer of a grazing permit of less than 25 head to one who does not already hold a grazing permit. A side effect of this policy has been that it has made it difficult for "outsiders" to acquire grazing privileges on the National Forests because those ranches which are for sale most often involve permits of less than 25 head.

This transfer policy fails to do anything about the root cause of excessively small, ineffective grazing permits, which are largely the product of the inheritance system in northern New Mexico. The family head can spend a lifetime putting together a reasonably well balanced, ranching operation only to have it splintered among his children after death.

37. In cooperation with FHA, arrange for a meeting with heirs and let them know that low interest loans can be arranged so that the livestock operation can be held intact and can continue to be an effective operation.

Many have realized the total answer to the problems of northern New Mexico do not lie in the area of small, inefficient subsistence ranches and farms. Dr. George Sanchez in his book, "The Forgotten People," concludes that the final answer will be achieved when the New Mexican fully enters the mainstream of American life. He stresses, however, the part which small ranches and farms must play toward the total objective. They can be a means of keeping some of the people from being forced into cities or into the migrant labor market. Dr. Sanchez further concludes in his book that the first step to bringing the native northern New Mexican into the American mainstream of life is to regain the use of more land. Dr. Sanchez' views seem to be shared somewhat in the objectives of the Department of Agriculture's small ranch and farm programs.

38. In cooperation with the FHA, repurchase ranching operations from those individuals who wish to sell. The purchase should include the dependent ranch property. The dependent ranch property should be fully rehabilitated through the support of the SCS, ACP, and other appropriate organizations and eventually resold under terms which can be met by the poorest of the poor in northern New Mexico. The Forest Service should then reissue the grazing permit to the purchaser of the commensurate property. In cases where commensurate property cannot be acquired and only a National Forest grazing permit is involved, the permit should be reissued by the

Forest Service to those who have less than the 30 head of cattle or 100 head of sheep, which is the lower limits specified in USDA small beef and sheep programs, which are now under preliminary consideration.

39. Where larger permits are acquired by the Government, these should be broken into units of 30 head in the case of cattle and 100 head in the case of sheep for reissuance to those who could qualify for the permits.
40. Where reductions for range protection are necessary, they should be taken from permits acquired by FHA and not from permittees still on the allotment.
41. On large land acquisitions, which are not used by the poor for grazing purposes, acquire the grazing capacity free and clear for reissuance to new applicants. Permits granted in this manner generally should not exceed 30 head of cattle or 100 head of sheep, whichever the land would be best suited to. (This recommendation conflicts to some extent with a previous one, but the difference is that this recommendation applies to cases where one or very few larger ranches are involved.)

The above recommendations should not be taken to mean that small grazing permits (one head on up) are wrong and will be discouraged. On the contrary, the value of these subsistence permits must be recognized. If nothing more, they provide meat which frees money for the purchase of other necessities of life. What the recommendations are intended to do, however, is to move the subsistence operation toward one which will accomplish a little more for the farmer and rancher without displacing anyone who doesn't want to sell. The President's National Advisory Committee on rural poverty recommends moving toward viable size farms. Farm and ranch programs being considered in USDA also are aimed at more than a mere subsistence operation.

A great deal of effort has been exerted in trying to organize formal grazing associations in northern New Mexico. This approach would solve many of the problems, such as distribution of permits handling of grazing trespass, and other troublesome situations. To date it has not been possible to get one of these associations organized. These people do not want to lose their identity in incorporation even if it means economic advantages. Lack of success does not make the objective less desirable. Until a formal grazing association can be established, other ways to achieve the desired objectives should be sought. There are 43 informal grazing associations in northern New Mexico. These informal associations have weaknesses. They do not permit sharing in the routine administration of the allotment. By not being incorporated under State law they cannot take advantage of low interest loan opportunities which would otherwise be available to them and, through this medium participate to a certain extent in range management. To be very practical, though, they are the best that is available in the foreseeable future.

42. Continue efforts to organize a formal grazing association in northern New Mexico but, in the meantime, strengthen the position and relationship with the informal grazing associations now in existence. This can be accomplished by the following.
 - a. Make special rules and management clauses, agreed to by the majority of the association, a part of the grazing permits issued to the members. Secure authority to enforce these rules and special clauses.
 - b. Involve the association members more fully in the formulation stages of management planning and implementation of management plans by soliciting their help and advice.
 - c. To the fullest extent possible, involve membership in the administration of the allotment by turning over to them as many administrative details as they are willing to accept and can competently handle.

The Forest Service has not fully succeeded in all cases to educate or convince the people of the needs for improved ranges and range management. This is displayed through some permittees' complete disregard for the condition of the range. Some of them have no concept even of what plants are good forage and which are not. This situation is due, in large part, to the small operator who does not have time to devote to his range management responsibility. Nonetheless, a massive effort must be made to create understanding of the range resource and, hence, the needs for improved management practices.

43. Translate basic range management information into Spanish for use in northern New Mexico. If Spanish sound track on Ranchers and Rangers film proves satisfactory, place Spanish sound tracks on other pertinent movies. Include films from other than just the field of range management.
44. Rangers make every effort to invite associations (not just officers) to accompany them on range inspections. Conduct these inspections on days when most permittees can attend. (This would be on weekends in the case where permittees have employment elsewhere.) On these trips, devote much time and attention to pointing out the basic factors of good and bad range management.
45. Cooperate to the fullest extent with the County Extension Agents in teaching good conservation practices through the 4-H program. This should be accomplished by the Ranger and his staff participating in the teaching of 4-H classes. County Agents should be contacted to let them know of our willingness to participate.
46. Enter into cooperative agreements with high school classes, 4-H groups, scouts, and other suitable groups for small conservation projects to build a

feeling of understanding and partnership in proper management and use of the National Forests.

47. In cooperation with BLM, SCS, and Extension Service, conduct two-day courses on vocational range management. These courses should be patterned after the range management short course presently-taught each year at New Mexico State University. These short courses should be taken directly to the villages.

A direct contribution could be made to permittees if the Forest Service assumed the responsibility for all or a larger part of range improvement maintenance. During the Montoya hearings this past summer, this was an item which was mentioned frequently as being a hardship on grazing permittees, especially when the additional fence needs for rotation grazing are considered. Taking on this responsibility would give a large advantage to National Forest grazing permittees over those individuals who do not have grazing permits but do have their own private holdings and must maintain as well as build their own range improvements.

Taking over the maintenance would lessen the problem of trying to get someone to maintain these improvements when many small permittees are involved. It is difficult to get a man with only a few head of livestock to take time away from his job to do maintenance work.

48. Keep the permittees involved in the maintenance responsibility for their grazing allotments. Give them the option, however, of depositing cooperative funds with the Forest Service rather than doing the actual work themselves. Where this option is taken, exempt fund from assessment.

There are 19 communities within the boundaries of the National Forests in northern New Mexico. In almost all of these communities, disposal of refuse is a problem because of the limited land available for dumps and because of the difficulty and expense encountered in caring for the dump. As a result, most towns have no formal dump area, and promiscuous dumping of garbage causes unsanitary and unsightly problem areas which often are on adjacent Forest land. The towns of Penasco and Pecos have designated dumps, both of which are used by the Forest Service". Both are unsightly, ill managed problem areas. The one in Penasco which is on Indian land, is threatened with closure because low standards presently followed are not acceptable to the Indians.

49. Grant permits for sanitary fill or other suitable type garbage disposal areas to the communities who need them. Where Forest Service makes direct use of garbage dumps, contribute to the care of the area through payment or work to the responsible authority.

Knowledge of land line location in northern New Mexico is far from satisfactory and has been since first settlement. Because of inadequate lines and surveys, lost and destroyed corners and monuments, lands have been and are yet being used by people who do not own them. Ancestral homes and even churches are found to be on National Forest System land as property boundaries are accurately located. As these cases are found, special-use permits are issued, fees charged as required, and inspections for home permits conducted annually. In most cases, the homes do not meet the standards required, and the permittees are notified accordingly. This has caused hard feelings and is developing into a trouble area. Attempts are being made to consummate land exchanges which would permanently clear up these situations. Progress has been slow and field personnel question whether results will ever materialize or will be satisfactory. Their pessimism stems from two major areas, (1) it is unlikely that these people have the understanding and money required to consummate an exchange themselves, (2) they feel that a tri-partite arrangement with private realtors will not help those who cannot raise the money, and (3) in some cases, it could appear that the Forest Service is placing the poor at the mercy of a private real estate operator.

50. Where it is necessary to issue special use permits to cover long established residences and public buildings, do so free of charge. Exempt such permits from the annual inspections which are required normally for residence permits.

51. Redouble efforts to convey land parcels which have homes and public buildings to private ownership through existing authorities for disposal. Where disposal through present authorities is not practical or will result in severe hardships, seek legislation on a case basis for transferring the land to private ownership.

There are several large tracts of land in northern New Mexico which are in private ownership. At present, many of these lands are closed to entry by the public and therefore do not contribute to the economy through the wildlife, fishing, or recreational aspects contained therein. Grazing capacity on these areas is used by relatively large ranch operations involving few people. The timber resource on most of these areas has been cut over in the past but could contribute materially to future additional mills and other timber based industries. The possibilities for recreational development should be equal to that of adjacent National Forests. Undoubtedly, demand will eventually justify recreational development which would be of great economic benefit to all of New Mexico.

52. Either through outright purchase or through exchange of lands, acquire the land grants in northern New Mexico suited to National Forest purposes. Acquisition should not be limited to the rougher, steeper areas but should

include all such land within the grant area.

Winter sports development on the National Forests of northern New Mexico is keeping up with the demand. Plans include new developments as well as expansion of existing facilities. Although the need beyond present expansion plans for winter sports area does not exist, there is a need for related services.

53. Encourage the establishment of auto courts, service stations, rental cabins, and other services needed in connection with present level of recreation use. Where needed, furnish National Forest land under special-use permit for these establishments.

Elsewhere in this report, a recommendation is made to build fishing lakes in cooperation with the State Game and Fish Department. Should this materialize, it would demand recreational developments along with lake development.

54. Give priority to campground planning and construction at new lakes which may be constructed in northern New Mexico Forests.

There may be some opportunity for recreational development on private lands belonging to some of the poor. Special assistance is available for setting up these kinds of operations. If a successful recreational development could be established on private land, it would be of help in breaking down the current resistance to recreational development.

55. Forest Service take the initiative in locating a suitable area for a recreational development on private land. Help build interest and furnish technical assistance to the extent needed.

In Colorado and other states, guide service is big business. It appears that more could be done in this area on the National Forests in northern New Mexico. This is a specialized business which requires substantial "know-how" and investment in equipment, animals, facilities, and insurance.

56. On a carefully selected basis, encourage development of guiding and riding service into the National Forests. This should be through someone who lives adjacent or within the Forest who already has suitable animals on hand.

Considerable hard feeling has developed over recreation area charges to local residents. In this area, some people may be deprived of the use of developed campgrounds because they lack money for the fee.

57. At campgrounds used largely by local residents, discontinue charge status.

Next to the grazing of domestic livestock, use of timber products, primarily as posts and firewood, is mentioned by the people of northern New Mexico as

an area of great need. Unlike grazing, there are some opportunities to help the people with their timber needs without damage to the resource. The largest overall benefit, of course, would be to develop new industries in the private sector of the economy. There are raw materials available. Marketing possibilities need to be explored.

58. With the assistance of State and New Mexico Forestry Department, develop interest in small material. To further this interest, Forest Service use wood posts, wood bases for cattleguards, wood campground barriers in all cases where wood will serve as well or better than other materials. This will help support the two wood treating plants already in northern New Mexico.

There is a possibility for small logging operators to sell logs at mill decks. There are usually small pockets of salvage and other timber which would not fit into larger sales operations where this practice may be practical.

59. Where small pockets of timber are available, offer these to small operators only.

There has been considerable interest in getting a paper mill in New Mexico which would utilize timber from the northern Forests as a part of its raw material supply. The benefit to the State and particularly the northern part would appear to justify some commitment by the Forest Service toward a pulp mill.

60. The Forest Service take the initiative in preparing a joint prospectus which would include commitment of timber from the National Forests, BIA, BLM, and from private timber sources. A commitment from R-2 would strengthen this proposal.

There may be other possibilities for new timber based industries. A chip and sawmill is an example. Insufficient information is available to move in this direction.

61. Initiate pilot projects and studies to get factual information which can be used to interest appropriate industries.

62. Through use of small contracts and force account crews, train people in Christmas tree and wilding culture. Through cooperation with State, encourage individuals to undertake this practice on suitable private lands.

Firewood, vigas, and posts are necessities of life for many in northern New Mexico. Some of the products needed can be taken from logging and thinning slash and from juniper control areas free of charge for personal use. All products other than deadwood are sold for a set price with a minimum total sale. In the case of personal use sales, the minimum is \$5, and, in the case of commercial sales, the minimum is \$10. This often requires that \$5 be paid for

a cord of wood, which on a unit basis would cost 50¢. On pinyon-juniper control projects, the charge is still made even though the intent of the project is to rid the area of this material. Every District man interviewed listed these as major public relations problem areas.

Christmas trees are now sold to individuals, public schools, and churches. There is a regulation which permits free timber products to public welfare agencies. (The OEO and HELP have secured wood and mineral products under this regulation and, in turn, used them in projects with schools, churches, and towns where the Forest Service could not permit them free directly.) The charge to individuals is accepted but charging public services is not. Pursuing this course is damaging to the Forest Service image with nothing gained for the resource, either.

63.

- a. Reduce the minimum sale for personal use to \$1 and minimum sale for commercial use to \$5. This involves little money, no damage to the resource, and will create much good will.
- b. Permit free use of wood products on pinyon-juniper control areas as soon as control plans become firm and before actual control measures are applied.

64. Secure authority to permit Christmas trees and other Forest products free to schools, churches, hospitals, and other public service agencies in northern New Mexico. This will provide the District Ranger with a needed I&E tool which will be effective.

One of the basic problems in northern New Mexico is lack of suitable roads to small villages, some of which are within the National Forests. There is a sizable road and trail development program presently on the Carson and Santa Fe National Forests which is of help, mostly in an indirect way. The roads which directly benefit the villages by improving access to them are not usually the responsibility of the Forest Service.

65. Provide enough additional funds and engineering personnel to permit acceleration of FR&T programs.

66. Where the authority for doing so exists and conditions justify, enter into suitable cooperative arrangements for improving access to villages. This would also require additional funds and personnel.

The Carson and Santa Fe National Forests are favorite recreation areas for many New Mexicans and out-of-state sportsmen. This has been of benefit to the State and to the local economy. To those individuals who reside within these areas and who are not in tourist connected businesses, the benefits are not always apparent. It is hard to convince a resident that he is benefiting

when all he seems to get out of the increased tourist business are headaches, one of which is open gates. There are a great many fences in the area, and, when the gates are left open, this permits cattle to drift onto the National Forests and other areas where they are not supposed to be. Individuals who are found in trespass on the National Forests often claim gates were left open. Some of these claims may be false, but, on the other hand, many are true.

67. Undertake an aggressive program of cattleguard installation where fences, which are known to be on property lines, intersect with Forest roads. As the land line location effort progresses and fences are constructed on property boundaries, install cattleguards at road and fence intersections.

Most agencies, which furnish money for community developments, are inadequately staffed with experts who can provide technical engineering assistance. Specific examples include new water systems and sewage treatment plants which were inoperative or which operated unsatisfactorily after completion because no one knew how to make them work

68. Offer technical engineering assistance which is available within the Forest Service to communities or agencies who might need these talents.

Lack of suitable surveys, loss or destruction of land corners and monuments, and a more or less informal manner of marking, describing, and recording land transactions have resulted in extremely difficult landownership problems. These problems erupt into open conflict at times between neighbors and even within families. Private surveyors, BLM surveyors, and USFS surveyors, in cooperation with the BLM, have made progress in marking property lines and corners. Progress has been slow. However, the work invariably uncovers problems such as houses on the wrong side of property lines. Unless handled astutely, his program can lead local people to suspicion the intent of the Forest Service and thereby withdraw from us. Yet for their future betterment and well being, this program must go on.

Loans with real estate as security are not available to many in northern New Mexico because they lack clear title to their property. The first step to title is locating and describing the land.

Forest Service land line location projects makes it easier and quicker and, hence, more economical for private surveyors to locate and describe property for individuals. The following recommendations are intended to help create a better image which is essential if this important work is to proceed.

69. Allow plenty of lead time. Do a better job of preliminary I&E work. Explain to the people what is being done and what the advantages to them will be. Do not rely on Forest Service personnel to do the job entirely. Use all available sources, including newspapers and religious papers (Catholic digest is printed in Spanish and has wide distribution in northern New

Mexico). Mr. Alex Mercure, State Director of HELP, has stated that the land line location program being carried on by the Forest Service is of real and immediate concern to many villagers. He has offered the help of his organization in creating understanding of this program. This assistance should definitely be accepted.

70. To the extent possible, use the two positions on the land line location crews not requiring technicians as an I&E tool. Hire local help, preferably the landowner, himself, on a temporary basis.
71. Give a different twist to the LLL program by offering it as a service rather than pulling up in someone's yard and telling him what we are going to do.
72. There are two Forest Service signs left at each located monument. One reads "Forest Service land behind this sign." The other one reads "\$250.00 fine for disturbance, etc." A third sign should be developed to show concern for the private property owner such as "This survey monument is established at the original location of property and is intended to serve and protect the interests of landowners, etc."
73. Establish a procedure for expeditious handling of problems brought out through LLL program. Finding a problem and letting it set is like holding an axe over someone's head and is definitely viewed as such at present in northern New Mexico.
74. Discontinue the LLL program until the above recommendations are implemented. Accelerate the LLL program dependent upon the following:
 - a. Have established effective communication with people and have their approval;
 - b. Have established a satisfactory program for expeditiously resolving problems and have results;
 - c. Have fully coordinated with BLM and they are in favor and can handle the acceleration. Fire control activities have been a source of considerable

Fire control activities have been a source of considerable income for both the Spanish American and Indian people who reside in northern New Mexico. As welcome as the "new money" must be to these people, a check of the roster of the number available for firefighting is indicative of the unemployment problems of the area. The towns of El Rito and Penasco list 100 men each available for firefighting. This means that at least 100 able bodied men in each of these villages are without full-time employment at least part of the year. These crews have been of value to the Forest Service, and they will continue to be. Every opportunity should be taken to increase the work available for them and give them an element of security. There is an

estimated \$5,500,000.00 of work needed in the fire control area on the two northern New Mexico Forests. This work consists of building fuel breaks, hazard reduction, and the construction of helispots and heliports. This work requires a good deal of hand labor and is ideally suited to small contracting. Contracts could be written so these crews would still be available to fight fires, both within and outside this Region.

75. Go after funds from OEO programs such as mainstream to be used to undertake opportunities in fire control for wetting new jobs into the area. Emphasize fire control needs as an area to undertake in the Four Corners Development Program.

Added benefits in wildlife can be obtained by increasing the resource. Developing more fishing water and possibly some shooting preserves on private lands offer possibilities.

76. In cooperation with the State, undertake lake development programs in the northern part of the State.

77. Division of Range and Wildlife determine which, if any, of the available assistance programs for developing fisheries and wildlife could be applied in northern New Mexico on a practical basis. The process for gaining assistance should be determined and made known to Forests and TAP representatives.

It has been said that all that stands between mankind and his extinction is a six-inch layer of top soil and an occasional rain. In northern New Mexico, healthy watersheds are of importance to not only this State, but to parts of Texas and Mexico. Basic soils information of the type gathered in soil and watershed surveys is mandatory as a basis for range rehabilitation and seeding work which is being done in the area on a large scale. The basic information so badly needed from soil and watershed surveys is often lacking because of limited financing. Soil surveys and watershed restoration projects offer new possibilities for employment. Watershed restoration projects are particularly well suited to contracts. To date, watershed restoration work has not been undertaken on a large scale because funding has been limited.

78. Emphasis should be on watershed restoration projects for financial consideration because of the good that can be done and the work which can be supplied. The Four Corners Development Program may be a good opportunity to do this.

79. Because of the basic importance to so many other programs, Forest Service accelerate soil and watershed surveys in northern New Mexico. Increased funding should be used to hire subprofessionals to be used to gather and tabulate data) under supervision of professionals. This would increase the value and range of the professionals now in the Forest

Service.

The Civil Service Commission requires seasonal employees to be hired for 180 days in areas where other employment possibilities exist. This requirement can be maneuvered so that two 180-day appointments can be run end to end. There comes a time, however, when the employee must be laid off. Espanola, New Mexico, is an area that is classified as a 180-day area. Even though there is probably more employment opportunity in Espanola than in other small villages, it is doubtful that many jobs are laying around loose. The Espanola District has hard working, industrious people who have returned year after year to a nonpermanent GS-3 job which nets them very little more, if any, than the \$3, 000 poverty wage level. At a time when antipoverty efforts are trying to put people to work, this is impossible to understand and difficult to accept; especially when the District has the work and the money to pay the labor

80. Take steps necessary to have all of the northern New Mexico area removed from the 180-day hiring limitation and placed in longer employment period category.

Personnel ceilings, which are in effect Government-wide, appear to be at cross purposes with the efforts to employ people in northern New Mexico and give them some kind of security and job satisfaction. All Ranger Districts have work but cannot put full-time people on the payroll. On the other hand, crash efforts in the poverty prevention area are continually hiring people. This is confusing and is a morale factor to seasonal employees. It is realized that probably little can be done, but the conflict is so apparent that at least a try must be made.

81. Remove personnel ceilings from northern New Mexico National Forests.

One of the real potent tools which the old time Ranger had at his disposal was his ability to hire people. The hiring process has become more complicated and the Ranger's employment authority has been reduced. Along with this loss of authority has gone one of his strongest tools.

82. Delegate employment authority back to District Rangers, especially on those Districts where staffing will be adequate to handle increased work.

There has been concern expressed because more people of Spanish extraction from northern New Mexico were not within the professional ranks of the Forest Service. It is believed that one reason for this is because few, if any, are aware of the career benefits or how to go about preparing for a career in the Forest Service. In connection with this, the Division of Personnel Management is preparing a packet to be used by high school counselors in New Mexico. This packet will explain employment opportunities and hopefully create interest. There is more that could be done, however, at the

field level. The next two recommendations are possible ways to do more in this area.

83. Take an active part in career day programs. Stress the wide range of opportunities for a career in the Forest Service. Participation in 4-H Conservation Classes is an excellent way to meet and encourage interested youngsters in forestry, wildlife, or range management careers.

84. Give likely students a chance to learn about the Forest Service close-up through summer work experience.

After a young man has become interested in seeking a professional career in the Forest Service, he must have some way to meet the expenses needed to stay in school. There are many scholarships and loan possibilities. A pamphlet listing some of these possibilities is being sent to Rangers and Forest Supervisors.

85. Forest Supervisors and Rangers bring possibilities for financial assistance to the attention of individuals who could be helpful to students.

Title 1 of the Economic Opportunity Act and Title 4 of the Higher Education Act permit the Department of Health, Education and Welfare to make grants to institutions of higher education to assist students from low income families to stay in school by providing part-time employment. Employment can be provided either by the institution or by private or public agencies. Under the Act, HEW will pay 90 percent of the working student's wages. The private agency or public, as the case may be, pays the remaining 10 percent. With the research facilities located at Forestry schools throughout the country, the Forest Service could provide labor for deserving students with 90 percent of their wages paid under this Act.

This program also provides for 40 hours per week of summer employment. This work could also be provided by the Forest Service with 90 percent of the wages paid by HEW.

86. In cooperation with HEW, encourage college work-study programs at appropriate colleges and universities. If there are already programs in effect, direct prospective students toward this assistance.

There are opportunities for the Forest Service to give direct supporting action for some deserving individual. This could be accomplished by providing part-time employment at Forest Service installations in college towns. Examples are the Coconino National Forest in Flagstaff and the Rocky Mountain Station in Fort Collins and also in Flagstaff. Summer employment could be on one of the northern New Mexico National Forests.

87. Beginning now, locate one student who is capable and interested in a professional career in the Forest Service. Seek the assistance of school

principals and other interested individuals in finding the right student. Give him employment on one of the northern New Mexico Forests this summer and arrange part-time employment (15 hours/week) on the Coconino National Forest. To the fullest extent possible, guarantee employment each summer.

88. Forest Service initiate cooperative arrangement directly with Forestry schools at Flagstaff and Fort Collins which will make possible a work study program. In this arrangement, a student would work one semester and go to school a semester. This usually requires two individuals; while one is working, the other is at school.

There is another possibility through education to develop skilled technicians in the fields of engineering and forestry. This would only be practical if job opportunities were reasonably available upon completion of schooling. This is believed to be doubtful.

89. Through the El Rito School and available assistance programs, establish curriculum which will develop suitable forestry and engineering technicians. Since the Forest Service is the dominant conservation agency in northern New Mexico, they should take the leadership on this and try to create interest in the other agencies, such as the BLM, Park Service, State, and possibly in private industries where these kinds* of technicians could be used.

This section deals with possibilities for improving conditions in a wide range of problem areas in northern New Mexico in which the Forest Service is not necessarily the dominant force or agency. In some, the Forest Service could have an active part; others are not within the Forest-Service area of responsibility, and the Forest Service probably could not influence them directly. Forest Service TAP representatives, however, through the USDA "Outreach" function, could contribute substantially to some of these areas of concern.

As a general recommendation, the Forest Service must take every opportunity to strengthen efforts in cooperative programs. The importance of TAP and full participation in its "Outreach" function cannot be overemphasized in northern New Mexico.

The President's National Advisory Commission on rural poverty, in its report of September 1967, stressed moving away from farming operations which did not produce enough income to be above poverty levels. Instead, they stressed development of recreation as one possibility which would be more desirable.

In northern New Mexico, this should be a valid suggestion because the area is naturally endowed with scenic attraction. At the same time, we will not want to replace the rural resident—only make the area more productive for him. At

present, there is a widespread feeling against further recreational development because of the "outsiders" that are attracted. The only way this attitude will change is for the "locals" to receive some tangible, direct benefits (meat on the table).

90. TAP, through its "Outreach" function, stress programs available for recreational development on private lands. Camping, picnicking, farm fishing ponds, and shooting preserves all seem likely possibilities. The USDA is studying a special recreation loan project proposal which should be beneficial.

Although the National Advisory Committee stressed other developments, they also recommend that farms, where they are to continue, be viable. In northern New Mexico, making a farm viable might involve increasing its size or implementing improved practices.

91. Initiate a project to establish a model farm which would demonstrate the full range of conservation development, including recreation and timber use, all aimed at making the farm pay.

Most of the potential for developing grazing capacity in northern New Mexico is not on National Forest System lands. Expense required to rehabilitate rangelands is great. Although the ACP can cooperate in approved practices, the amount of money required for the remaining share still, in most cases, exceeds the ability of the small ranchers and farmers of northern New Mexico to participate.

92. Encourage ACP program which will take on a greater share of the costs involved in application of improvement practices

There are presently many small farms lying idle because they will not support a family. If these small farms could be managed as one, they could possibly return some value to the owners. Many of these places involve ancestral homes and are not for sale at any price.

93. Possibly through TAP contacts, propose to SCS and other interested and responsible agencies that

- a. small farmers either lease farms outright to competent individuals or
- b. Cooperatively hire a manager on a percentage basis with his job dependent upon production and marketing.

What the Four-Corners Economic Development will do as far as the National Forests programs are concerned yet is unknown. It is certain that the National Forests will become heavily involved.

94. To the greatest extent possible, direct interest within the Four-Corners

Economic Development Region toward new areas of work and improvement on the National Forests and away from grazing. Roads, watershed development, timber stand improvement and presuppression needs are examples of vast amounts of work which needs to be accomplished.

There are young men in northern New Mexico who would benefit from the training and experience which could be gained at Job Corps Centers. Few of these young men are presently taking advantage of the opportunity available to them in this regard. Recruiting efforts have not been entirely successful, and some of those who were recruited dropped out soon after they started the program. The strong family ties is apparently a major reason they leave.

95. Seek provisions from the CEO which would save 25 berths each at the Luna, Grants, and Mountainair Camps to be used for residents. These boys could return home at least on weekends and would still gain some environment change and other benefits. These men could also be moved as a group where fly camps are used and gain further experience away from home.

96. Using school teachers and schools, undertake a summer Job Corps program for local young men in the 14 and 15 year old bracket.

97. Present recruiting practices are aimed at individuals. Recommend to OEO that effort be made to recruit groups of young men, all from the same village, and send them as a unit to a Conservation Center.

The State of New Mexico Department of Forestry and the Forest Service work closely together. There are opportunities to do more for local citizens if people are fully aware of the Clarke-McNary Cooperative Programs. There also appears to be a need for additional cooperative programs which would permit fully integrated fire presuppression activities such as fuelbreak construction and hazard reduction on private and state lands, intermingled with National Forests.

98. Provide training material to the small farmers on the Clarke-McNary Cooperative Programs. This could be prepared as a programmed instruction package.

Take any opportunity in Four-Corners Economic Development Program to undertake fire presuppression projects which would include lands of all ownerships.