

major areas of focus were identified and subcommittees organized to provide program leadership in: (1) public relations, (2) establishment of uniform stocking rate standards for Nebraska, (3) establishment of uniform seeding rate, technique, and species composition recommendations, and (4) compilation and publication of a Nebraska Range Management Directory.

Several public relation activities are ongoing. An official logo and letterhead have been adopted by the Committee. Increased participation by range professionals is being encouraged at the Nebraska Section-Society for Range Management Annual Meetings and Nebraska Stock Growers Association Annual Meetings. Range articles are being prepared for the Stock Growers magazine and other public media and more emphasis is being given to range exhibits at fairs and Stock Growers meetings.

The subcommittee for uniform stocking rate standards has prepared "A Guide For Planning and Analyzing A Year-Round Forage Program." This publication will serve as a basis for developing consistent stocking rate recommendations among all agencies in the State. Its use is optional, but will be promoted by the Nebraska Range Management Cooperative Committee as a means of standardizing stocking rates and animal unit equivalents. Work is continuing on the preparation of a Guide For Range Seeding Rates, Tech-

niques, and Species. When this report has been completed, its use will be encouraged by the Nebraska Range Management Cooperative Committee as a means of standardizing uniform range rates.

A Nebraska Range Management Directory, listing professional range people, place of employment, education, training, and experience has been developed. The directory is a resource tool developed by the Committee to publicize and promote the use of range expertise that exists within Nebraska. The directory will be distributed by agencies throughout the State.

The Committee is one of several sponsors for the 1986 Nebraska-Kansas-Colorado Range Management Tour to be held on August 2, 1986, at Wauneta, Nebraska. All organizations who are members of the Nebraska Range Management Cooperative Committee will use this field day as their major 1986 Summer Range Tour.

Committee participants feel that the Nebraska Range Management Cooperative Committee is serving a useful purpose. We feel that the first 18 months of the Committee's existence have demonstrated that there are areas of common interest in which the different range related agencies, organizations, and institutions can work together. With continued support from administrators and Committee representatives, the Committee will increase its service to the range resource users of the State of Nebraska. ●

The Wyoming State Stewardship Program

Rod Miller, Jeff Powell, and Dan Rodgers

Wyoming has historically been a crucible where all the elements of range management have been mixed, often with explosive results. Natural resources issues usually generate strong feelings and a confrontational atmosphere. From the Johnson County range war in the last century to the Red Rim controversy today, competing interests have continued to fire away at each other. Only the weapons have changed. Combatants have exchanged six-guns and lynch ropes for lawsuits and political action committees. State government in Wyoming was often caught in the crossfire.

The seeds for the Wyoming Stewardship Program were planted in 1978 with the passage of the Public Rangelands Improvement Act (PRIA), Section 12, which authorized the federal Experimental Stewardship Program (ESP). Congress, cognizant of the divisive nature of public lands grazing issues, wanted to explore the possibilities of resolving these issues in a cooperative, coordinated atmosphere. The test case was the Challis area in Idaho. A coordinating committee

was assembled and the experiment begun.

Meanwhile, back at the ranch in Cheyenne, Governor Herschler saw Section 12 of the Act as part of a solution to resource problems in Wyoming. Governor Herschler, realizing that an environment of cooperation was needed to promote wise resource decisions, drew components from the ESP and initiated the Wyoming Stewardship Program. The Governor gave the task of developing a program to the Wyoming Rangeland Management Coordinating Committee. The Committee is an advisory group composed of 35 members representing the various industries, agencies, and interest groups concerned with our rangelands.

The Committee got their marching orders in 1981 and worked diligently for a year developing guidelines for stewardship in Wyoming. It soon became clear that the program must satisfy two requirements: it must provide a conflict resolution vehicle and it must result in increased management efficiency. By late 1982, the profile of the Wyoming Stewardship Program was complete and ready for application.

There are similarities and differences between the federal Experimental Stewardship Program and the Wyoming Ste-

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wardship Program. Three basic goals, common to both programs, include the emphasis on compromise and consensus as conflict resolution tools, and integration of management efforts and an orientation toward grass-roots involvement. Equally important, both programs encourage flexibility in management and provide numerous incentives for the grazing permittee who is doing a good job.

The ESP applies stewardship to broad geographical areas encompassing multiple allotments. The Wyoming program identifies the ranch unit, including all deeded and leased lands, as the stewardship area with only one rancher involved in each individual program.

Another major difference is the origination and authority of the programs. The ESP is federally initiated and must be reported to Congress by 31 December 1985. The Wyoming Stewardship Program is a state program initiated by the Governor's Office in response to local needs. The Wyoming program is not constrained by federal congressional deadlines. In the spirit of cooperative management, the Governor and the heads of the various public resource agencies have a gentlemen's agreement to do all within their power to ensure the success of the stewardship concept in Wyoming.

Once the Wyoming Rangeland Management Coordinating Committee established guidelines for stewardship, they solicited applications from Wyoming ranchers. Stewards had to meet several criteria. A steward was to be actively involved in the ranch operation and realize the majority of his income from livestock production. The ranch unit represented the mixed land ownership pattern prevalent in Wyoming, with BLM, FS, state, and private land. The rancher had a good record of management and had a reasonable chance of resolving any current resource conflicts.

Over 40 applications were received from ranchers who met the selection criteria. Applicants were ranked and Robert Grieve, Battle Mountain Company, Savery, was chosen as Wyoming's first steward in January, 1983.

The Battle Mountain Company offered many opportunities to test the value of coordinated planning in resource conflict resolution and for increased management efficiency. Bob ranches in both Wyoming and Colorado and on BLM, NF, state, and deeded land. He runs both sheep and cattle. Elk, pronghorn, and a migratory, interstate mule deer herd are very much a part of the ranch operation. He also shared a common BLM allotment with 3 other neighbors.

As outlined by the Wyoming Stewardship Program, a committee was formed in the spring of 1983 consisting of Wyoming and Colorado representatives from the SCS, BLM, FS, game and fish departments and from the Wyoming Agricultural Extension Service and UW Department of Range Management. Some of the Colorado agencies gave their proxy to their Wyoming counterparts and some Colorado agency reps took a direct and active part in committee activities. Representatives of other groups (e.g., Wyoming Department of Agriculture) participated, but on a less consistent basis. At this point, the position of Range Resource Analyst was added to the Governor's staff with the job description stressing coordination of the Wyoming Stewardship Program.

One major consideration in the establishment of Wyoming's stewardship areas was to conduct the program using an Extension principle, education by example. The Committee

believed everyone actively involved in the Program would learn by doing, and those watching from across the fence would see the stewardship concept in action, hopefully resulting in further support for the idea. Our objective was to re-introduce to the State an old, neglected cooperative means of decision making (i.e., coordinated planning) to break out of the existing confrontational mode.

The organization of a local Wyoming stewardship committee closely resembles that of the Experimental Stewardship Program, but with fewer members. The stewardship committee is composed of the rancher and resource agency personnel and interest group representatives from the local level who are familiar with the land involved and have first-hand knowledge of any resource conflicts. Involving individuals with these qualifications results in grass-roots, or bottom-up input to the decision-making process and minimizes the risk of arbitrariness.

Committee dynamics are integral and critical components of the process. Committee members are encouraged to be open and honest during discussions, to avoid value judgments, and to seek and offer compromise. Decisions are not made by vote but rather through consensus, after all options have been examined.

A consensus approach ensures that everyone involved has equal influence over the decision and that no "minority report" need be written. While consensus building takes time, the product represents the collective will of all participants and remains in effect much longer than the decision of a vote. Several meetings may be necessary to develop the atmosphere of trust essential to reaching a consensus. However, stewardship committees should keep in mind the adage "There is seldom enough time to do it right, but always enough time to do it over." In this light, the stewardship process facilitates the best efforts of local interests to identify and resolve resource problems before they fester into full-blown crises with consequent polarization of positions.

A stewardship committee follows the classical guidelines of the planning process, asking the questions "Where are we?", "Where do we want to go?", "How do we get there?" and "Did we make it?" The steps usually involve collection of available resource data, summation of the historical operation of the ranch unit, and identification of resource problems and conflicts and management efficiency opportunities. With this information in hand, the committee develops goals and objectives tailored specifically to the stewardship area and a plan of action to attain those goals.

Generally a plan develops with both long and short-range components. Long-range goals may be improved management efficiency, increased profit, improved livestock and wildlife habitat and/or reduced time spent on conflicts. Short-range objectives may be physical improvements and management operations adjustments needed to reach long-range goals. These short-range objectives provide a yardstick with which the committee can assess progress. Stewardship goals and objectives are articulated in the plan, a document that takes about a year to produce.

These are the philosophies, policies and procedures used by our current Wyoming stewardship committees. Bob Grieve's committee has produced a written plan with long-range goals and short-range objectives. Some of the accom-

ishments are particularly significant. Two of the BLM allotments were combined; a cross-fence (meeting Wyoming Game and Fish Department specifications for antelope) added with the SCS rep on the transit, the BLM rep holding the rod, and the Grazing Board providing the wire; and a grazing system implemented to improve grazing distribution, the use of temporary water and to resolve some of the conflicts common in common allotments.

One of Bob's sheep allotments on the Routt National Forest was changed to a cattle allotment because of the present poor return from sheep and to use cattle to increase the forb component of the vegetation for better deer forage. The wild horse problem has been addressed, even if it has not been solved. After working together on Bob's committee, representatives from the Wyoming and Colorado Game and Fish departments are now trying to coordinate management of the interstate mule deer herd in the area.

Gary Rice of Ten Sleep, Wyoming, was selected as the second steward. Gary also operates on deeded, BLM, NF, and state land, but with some problems different from those of Bob Grieve. Gary moves his cattle from BLM/private spring range to NF summer range. A late spring means staying too late on spring range or moving onto the summer range before range readiness. Gary's committee designed a deferred grazing scheme and added crested wheatgrass pasture on his BLM/private spring range to increase spring forage as a buffer against late or poor spring growing conditions. By having Gary and the BLM and FS reps on the same committee, there is also greater understanding and cooperation concerning turn-off/turn-on dates and management flexibility.

In one large pasture in good condition but with relatively poor grazing distribution, Gary leased out grazing rights for a band of herded sheep. These sheep now concentrate on the underutilized areas. There are some riparian zone problems because of concentrated grazing on his NF allotment. Some of these areas are noticeably in view of a major highway. With assistance from watershed and riparian grazing scientists from the University of Wyoming Department of Range Management, new grazing schemes are being designed to use cattle grazing to improve the condition and appearance of the riparian areas.

In an effort to increase an awareness and understanding of the Wyoming Steward Program and to provide training in coordinated planning, Tim Leftwich (former Ranch Resource Analyst from the Governor's Office), Dan Rodgers and Jeff

Powell conducted a series of 7 stewardship workshops on a whistle-stop tour around the State in January, 1984. Possibly as a result of the workshops and stewardship program, there is a growing number of coordinated resource management programs (CRMP) in Wyoming. The CRMP process will accomplish the same results as the Wyoming Steward Program if resource managers will just try it in good faith. Additional stewards and CRMP cooperators are encouraged to apply.

What is the relationship between the stewardship plan and an allotment management plan? Are they analogous or do they conflict? The stewardship process is not an attempt to circumvent, but rather to facilitate the federal agencies' planning processes.

The U.S. House of Representatives Committee on Interior and Insular Affairs Report of 10 May 1978 accompanying PRIA stated: "For example, under the Experimental program required in Section 5(c) of the Bill, the Secretaries could use their authority not only to experiment with lower grazing fees as an incentive to range improvement, but may also refrain from implementing AMP's on lands where operators are currently doing a good job of managing the lands. This is entirely consistent with their discretionary authority in FLPMA and H.R. 10587 to determine that AMP's are not necessary or appropriate for certain lands. The committee hopes the secretaries will use both these and other options to promote the best possible range management and improvement programs."

Thus it seems the intent of Congress is that a stewardship plan will enjoy considerable stature in the agencies' planning process and a Secretary has the discretion of substituting locally initiated plans for agency initiated documents where he deems appropriate. In addition, when documents are the result of a state initiated program such as in Wyoming, they must be considered in the planning process as such. FLPMA, PRIA and agency planning regulations mandate that, where practical, federal actions must be consistent and compatible with such state adopted plans.

Those involved in this effort believe a stewardship program properly and diligently applied is a win-win situation. When everyone affected by a decision has the opportunity to substantively influence that decision, when a diversity of interests can overcome their differences and reach consensus on a course of action, and when these activities result in a program applied on the ground, nobody loses and the ultimate beneficiaries are the range resources themselves. ●

Mule and Black-tailed Deer Award

The Western Deer Group and the family of the late Dr. O.C. "Charlie" Wallmo have announced the establishment of the O.C. "Charlie" Wallmo Award providing for the "recognition and commendation of outstanding contribution(s) to knowledge and improved management of mule and black-tailed deer."

The O.C. "Charlie" Wallmo Award will consist of a bronze mule deer sculptured by his son, Joe B. Wallmo of Drake, Colorado. The award will be presented biennially in conjunction with the Western Deer Workshop

Nominations for the first award, to be presented at the 1987 Workshop, should be sent to Dr. Richard J. Mackie, Chairman, O.C. "Charlie" Wallmo Award Committee, Dept. of Biology, Montana State University, Bozeman, MT 59717. The nominations, which will be accepted through September 30, 1986, must include: (1) a brief justification and resume of the qualifications of the nominee, (2) copies of appropriate reports/publications, and (3) supporting letters from at least two other individuals familiar with or capable of objective assessment of the merits of the nominee and the contributions upon which the nomination is based. Both short-term and long-term contributions will be considered. Additional information may be obtained from the Chairman or Committee Members Len Carpenter, David E. Brown, George Tsukamoto and John W. Schoen.