

Trouble in Tortuga!

A Role-playing Simulation Game for Teaching Environmental Conflict Resolution

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Trouble in Tortuga! **A Rangeland Conflict Simulation Exercise**

Summary

There's trouble brewing in Tortuga--and how!

It started with Ed Middleton, owner of the 640-acre X-Bar ranch--he up and died.

Now the three Middleton kids, not interested themselves in working the X-Bar, are determined to sell the ranch to the highest bidder. Developer Sydney Stone is eager to snap up the estate to build 400 clustered homes. Neighboring rancher Gil Sinespina also wants to buy the X-Bar--and its grazing rights to 15,000 acres in the adjacent San Cristobal National Forest--but he doesn't have the cash.

Meanwhile, Sinespina has been told by the Forest Service that his own grazing allotments on the public land are being reduced because of a recent drought in the area. Local firebrand Corey Flintlock, an activist with SAGE (Save Arizona's Grassland Environment) wants to keep both cattle and condos out of the area to protect the grasslands and the habitat of the rare Gray Hawk. And while county planner Brady Euclid worries about the impact of the proposed clustered development on the small community of Tortuga--water, sewage, schools, and police--she frets even more about what some other developer--Blake Worstcase, for example--might do if Stone walks, or is driven, away from the deal.

So what to do in Tortuga?

Introduction

During the spring of 1996 a group of scholars from the University of Arizona and professional mediators from Tucson formed the Environmental Dispute Resolution Interest Group (ENDRIG) to promote the study and practice of environmental conflict resolution. One of the group's early projects was to design a simulation game that would model a distinctly southwestern environmental conflict and would help explore ways toward resolving the conflict.

During the ensuing summer, Kirk Emerson, Coordinator of the Environmental Conflict Resolution Program at the University of Arizona's Udall Center for Studies in Public Policy, developed an initial version of the game. The result, *Trouble in Tortuga!*, is a group interaction intended to resolve a simulated rangeland conflict in the small community of Tortuga, a fictitious mining-and-ranching town (in a setting similar to that of southeastern Arizona, or other western landscapes).

While completely fabricated, the situation presented in the game was based on facts and events from actual disputes that had occurred in locales not far from Tucson. The simulation was designed to involve a cast of seven characters from Tortuga--two ranchers, a planner, an environmentalist, two government agency representatives, and a developer--brought together with a facilitator to try to sort out the trouble brewing in Tortuga. Here is a digest of the scenario:

It all begins when Ed Middleton's widow, owner of the 640-acre X-Bar ranch, dies and leaves the ranch to her children. The three Middleton kids, not interested themselves in working the X-Bar, are determined to sell the ranch to the highest bidder. Developer Sydney Stone is eager to snap up the estate to build 400 clustered homes. Neighboring rancher Gil Sinespina also wants to buy the X-Bar--and its grazing rights to 15,000 acres in the adjacent San Cristobal National Forest--but he doesn't have the cash. Meanwhile, Sinespina has been told by the Forest Service that his own grazing allotments on the public land are being reduced because of a recent drought in the area. Local firebrand Corey Flintlock, an activist with SAGE (Save the Arid Grassland Environment) wants to keep both cattle and condos out of the area to protect the grasslands and the habitat of the rare Gray Hawk. And while county planner Brady Euclid worries about the impact of the proposed clustered development on the small community of Tortuga--water, sewage, schools, and police--she frets even more about what some other developer--Blake Worstcase, for example--might do if Stone walks away or is driven away from the deal. So what to do in Tortuga?

In September 1996, ENDRIG held a trial-run of the exercise to assess whether the simulation was substantively realistic and procedurally efficient. With a few modifications, a final version was then generated for use at a session at "The Future of Arid Grasslands" conference held in October 1996. Several Arizona residents volunteered to step into the seven character roles, many of which contrasted sharply with the players' real-life identities: a rancher played a U.S. Forest Service ranger, an environmentalist became a rancher, and so on. The Udall Center's Kirk Emerson and Hal Movius, a graduate student at the Center, facilitated the two-hour simulation.

The simulation was intended to elicit the complex, interrelated issues concerning the use and disposition of rangeland and to demonstrate the potential for alternative approaches to conflict resolution. Another goal of the simulation was to provide a learning experience for the real stakeholders, the participants, by providing a venue in which they could interact with each other from an alternative vantage point. For most of the participants, this was their first such experience--acting out a role to portray and promote a view different than, if not contrary to, their own. And for many, it was a real eye opener.

Following the simulation, Jim Walsh, President-elect of the Arizona Dispute Resolution Association (ADRA) and a former state legislator, moderated a panel discussion where the participants discussed the issues again, this time from their real-life perspectives. While the

simulation and discussion did not completely resolve the trouble in Tortuga, it did help the participants, who approached the conflict from disparate viewpoints, move closer to resolving some of the issues. This report includes several items:

Part I: The simulation exercise, *Trouble in Tortuga!*, including a complete set of instructions, briefing documents, maps, and background materials;

Part II: A report and products of the simulation session conducted October 12, 1996, at "The Future of Arid Grasslands" conference, including a summary of comments made by panelists following the simulation, with an evaluation and summary of lessons learned; and an

Appendix: Written position statements on rangeland policy provided by several of the session's panelists.

Trouble in Tortuga! is still a work in progress. Its developers (ENDRIG members Bryce Appleton, Garri Dryden, Kirk Emerson, David Fuller, Dale Keyes, Hal Movius, Larry Robertson, and Ann Yellott) will be refining the exercise over time to use in different contexts and with different audiences and participants.

For more information about *Trouble in Tortuga!*, the Udall Center's Environmental Conflict Resolution Program, or the Tucson-based Environmental Dispute Resolution Interest Group (ENDRIG), contact Kirk Emerson, Udall Center for Studies in Public Policy, The University of Arizona, 803/811 East First Street, Tucson, AZ 85719, Tel. (520) 621-7189, Fax (520) 621-9234, email address <emersonk@u.arizona.edu>.

General Instructions to Organizers & Facilitators

1. The *Trouble in Tortuga!* simulation exercise is designed to involve seven participants, each assuming the role of a character (rancher, developer, planner, environmentalist, etc.), and one or two facilitators. Ideally, each of the seven participants will play a character different than their own real-life situation. The cast of characters to be played by the participants includes: Brady Euclid, County Planner Corey Flintlock, Coordinator, Save the Arid Grassland Environment Toby Nunn, Rancher, Bar Nunn Ranch Gil Sinespina, Rancher, La Rosita Ranch Sidney Stone, Developer, Sierra Grande Jo(e) Waterstone, State Game and Fish Commission Pat Wright, San Cristobal District Ranger, U.S. Forest Service
2. The recommended room arrangement for the simulation exercise is a roundtable format for 9 or 10 persons (participants and facilitators)--with name plates for each character--and additional seating around the room for observers.
3. The recommended duration for the exercise is two 90-minute sessions--with a 15-minute break between sessions--followed by a 30-minute discussion and assessment by the participants of what they learned from the simulation exercise. The 90-minute sessions are meant to simulate two half-day sessions, ostensibly held on consecutive Saturdays, with the break simulating the intervening week.

A note: Obviously, the format of this exercise can be varied--with durations ranging from one-hour to full-day sessions, and with more or fewer characters-- depending on the interests or constraints of the organizers and participants.

4. Each participant should receive, in advance of the simulation exercise, a copy of the "Background and Setting" statement, his or her character's "Confidential Instructions," and both maps.
5. Each facilitator should receive and review all materials, including the "Confidential Instructions" for facilitators and those for all characters.
6. The facilitator should talk to each participant to see if they have any questions about their character and about the general format and process for the simulation exercise. Each participant should be encouraged to learn as much as possible about the type of character they will be playing, about his or her job or career/livelihood, and about what perspectives that character might realistically bring to the table. As appropriate (and without getting too corny), the participants should feel free to use props (maps, charts, books) or articles of clothing (such as, hats, jackets, vests) or whatever else might help them portray and project the "image" of their character.
7. Immediately prior to the simulation exercise, the facilitator should meet with the other participants (as a group) for a brief discussion about the how the simulation will begin and proceed (i.e., the facilitator will begin the simulation with a brief overview, each participant will then go in turn to present his or her position and interests, and then the discussion will continue whereby each person must raise his or her hand to be recognized by the facilitator before talking).
8. After the final session of the exercise, the facilitator should lead a discussion with the participants to solicit their comments about the simulation exercise and their roles in it, as well as any insights or lessons they might have learned from playing their respective characters.

Overview: The Tortuga Rangeland

Ed Middleton's widow died last year, leaving the fate of the X-Bar Ranch in the hands of the executors of the estate. The Middletons' three children were all in agreement: no one had an interest in ranching, and everyone had an interest in selling the ranch to the highest bidder. Moreover, since partial payment of inheritance taxes by the Middletons falls due in six months, there is pressure to sell soon.

Located just past the old mining town of Tortuga in the foothills adjacent to the San Cristobal National Forest, the X-Bar includes one section (640 acres) of private deeded land and a 15,000-acre grazing allotment in the national forest (see Map 1).

Elena Sinespina and Toby Nunn own the ranches on either side of the Middleton property. Third generation ranchers, Toby and Elena were disappointed when none of the Middleton kids wanted to continue the tradition. Las Culebras Wash snakes through all three ranches, and for many years all three ranching families jointly managed fencing and flooding problems, droughts, and drops in cattle prices. When Ed Middleton died 10 years ago, Elena's son Gil gladly agreed to manage the X-Bar. Gil has made it known that he would like to buy the X-Bar, but it seems unlikely that he will be able on his own to come up with the money to do so.

The community of Tortuga was established in 1871 by Basque silver miners. When the mines played out at the turn of the century, the town was virtually abandoned, left to serve as the local gathering place for the area's ranching community. Decades later an eccentric geology professor purchased the town site and began rehabilitating some of the old buildings. By the mid-1960s young professionals from the nearby city of Sierra Grande were moving to Tortuga in search of a small community lifestyle, renovating the old homes and businesses. There are now 1,500 residents, and it is apparent that there will be a growing market for housing in Tortuga, particularly for commuters traveling west to Sierra Grande.

Sydney Stone, a developer from Sierra Grande, has secured an option to purchase the X-Bar Ranch from the Middletons, conditioned on securing certain zoning approvals. Rather than subdivide the 640 acres into 160 lots at the current four-acre zoning, Stone has proposed a cluster development of 400 homes on one 200-acre portion of the site with shared infrastructure and minimal site coverage (see Map 2). He has indicated that the northeast portion across Las Culebras Wash would continue as grazing land and that he would keep the Forest Service allotment.

But several related events have complicated the picture. Pat Wright, the San Cristobal District Ranger for the U.S. Forest Service, just made an administrative decision to reduce the grazing allotments on the Las Culebras Management Area. After reading the production utilization survey and watching the effects of the recent drought, Wright decided to reduce permanently the grazing allotments on all the area ranches by one-third (from 12 to 8 head per section). At a preliminary public scoping hearing, the area ranchers declared that they would appeal the reduction, and if denied, would pursue it in federal district court.

Wright's action has partly mollified an environmental group called SAGE (Save the Arid Grassland Environment) which has repeatedly asserted that not enough has been done to protect the riparian habitat along Las Culebras Wash (home to the rare Gray Hawk). SAGE has argued that the habitat is being destroyed by overgrazing, and its leader, Corey Flintlock, has been preparing to sue the Forest Service. Flintlock's first reaction to the reduction in grazing allotments was supportive, though guarded.

Brady Euclid, the County Planner, has been very worried about all of this. For one thing, Stone's proposed development clearly violates the area's recently completed comprehensive plan, which

specifically calls for residential growth and expanded urban infrastructure on the west side of town toward Sierra Grande. Last month, Euclid approached the county planning board with a proposal to bring the parties together to carefully review Stone's plan. Stone's option runs out in one month and the zoning board is scheduled to discuss the proposed zoning change in two weeks. If Stone walks away, the estate might accept a fall-back offer by Blake Worstcase to buy the land outright and subdivide it into 160 ranchettes.

In response to Euclid's request, and worried about the increasingly confrontational atmosphere in Tortuga, the planning board has retained two facilitators from an out-of-state conflict-resolution firm to convene the major stakeholders. The board hopes that the stakeholders can develop a mutually agreeable solution which can inform the zoning board's decision in two weeks. With time short, the facilitators quickly interviewed the parties privately and generated a proposed agenda for a series of meetings which was reviewed by all parties and revised as needed. The parties have agreed to participate in two day-long meetings to be held a week apart. A representative from the State Game and Fish Commission, Jo(e) Waterstone, has also been asked to participate, based on the facilitators' interest in assuring that all stakeholders be at the table.

Evaluation Report Overview

Trouble in Tortuga! was designed as a simulation to model rangeland conflict issues, conflict processes, and procedural and substantive tools for working toward solutions to these conflicts. It was also designed to give both the participants and audience a chance to see how perspectives and priorities can differ in important ways, and how dialogue and creative solutions can be possible even when conflict is complex and impassioned.

The exercise presented at "The Future of Arid Grasslands" conference took place in two one-hour sessions, separated by a lunch break. The participants in the exercise included Candace Allen, U.S. Forest Service district ranger from Nogales; Jeff Burgess, environmentalist from Tempe; Jim Chilton, rancher from Arivaca; Becky Jordan, Arizona state representative from Phoenix; Rod Mondt, with The Wildlands Project in Tucson; Joe Parsons, rancher from Tucson; Dave Walker from Arizona Game and Fish Commission in Phoenix; and Kirk Emerson and Hal Movius from the Udall Center ([see "Cast of Characters"](#)).

At the outset, the facilitators outlined groundrules for the discussion, and solicited introductions from the participants. The goal during this first stage of the process was to separate the verbal positions taken by the parties from the implicit interests and concerns driving them. Some of the interests that emerged included protecting ranchers' livelihoods, ensuring continued access to forest lands, minimizing traffic through town, and providing development investors with an adequate profit ([see Table 1](#)). It soon became clear that the short-term issues around the development project and allotment permits were connected to longer term planning and land use issues.

During the second stage of the process there was lively discussion as the group generated a list of issues for consideration. These issues were recorded in the form of open-ended questions, leaving many solutions possible and respecting the needs of each participant. Such issues included the number of homes to be built by the developer, ownership of the X-Bar grazing permit, avoiding "leapfrog" develop, protecting the Gray Hawk, and preserving open spaces ([see Table 2](#)).

After lunch a "News Flash!" was distributed to the participants and audience. This late-breaking bulletin made settlement more desirable for all the parties, and stimulated further discussion about tools and options for achieving solutions that would meet key interests. These tools included setbacks from Las Culebras Wash to protect the Gray Hawk, grassbanking practices among the ranchers, a development zoning change, and the use of easements and tax credits ([see Table 3](#)). Possible packages of tools began to take shape in the form of "options" as the session closed ([see Table 4](#)). Had there been more time, several packages might have been generated for evaluation by the parties.

Following the process, the participants were given a chance to describe their experience during the simulation. A panel discussion ensued on rangeland reform, chaired by Jim Walsh, a Phoenix attorney, mediator, and former Arizona state legislator. The following summaries encapsulate the reactions of the panelists to the simulation and key points made during their presentations. Written statements prepared by the several of the panelists are provided in the Appendix.

Facilitator Kirk Emerson began by noting the complexity of grasslands disputes, emphasizing the interconnectedness of public and private lands and institutions. Her associate, Hal Movius, the session's other facilitator, described the facilitation process, outlining the four steps of identifying interests, framing issues, generating tools and options, and bundling these tools and options into packages which would allow parties to make trade-offs across issues depending on their interests.

Joe Parsons introduced himself as a rancher and said he could speak "from the heart" about many of the issues addressed in the simulation. He said he found it easy to play the role of a U.S. Forest Service district ranger because he has worked with them and understands the pressures they face from their offices. He added, however, that he is regulated every day by nine different agencies, and often has to wait to make even simple repairs on his own land until all of the paperwork has been completed which sometimes takes months. He described himself as an environmentalist who cared about doing the right thing and emphasized the need for communication and education between disputants, so that stereotypes are reduced. He complained that the media "tears us [ranchers] apart" leading to an impression among the public that all ranchers overgraze. According to statistics he presented, six percent of the country's population was involved in agriculture in 1980, whereas today that figure is less than two percent. He reiterated that communication and the development of one-to-one relationships is critical if rangeland conflict is to be reduced.

Jeff Burgess, an environmentalist from the Phoenix area, agreed with Parsons that there is a need for communication, and for parties to "treat each other as people." He also cautioned that not all conflicts can have purely win-win solutions, and stated that in his view, some kind of reform was inevitable, and that it would mean "fewer cows in fewer places." He emphasized the need for equity in settling disputes with land owners, including ranchers, as part of a fair reform process. He then read aloud a proposed grazing-reform act that he had authored ([see Appendix](#)).

Dave Walker, an Arizona Game and Fish Commission official, followed by saying that it had been difficult to step into unfamiliar shoes, and that he felt Jim Chilton had done very well playing a State Fish and Game Commission representative. He also described the powerlessness he felt playing a rancher ([see Appendix](#) for Walker's submitted statement).

State Representative Becky Jordan mentioned the importance of conservation partnerships, adding that legislation to further them was badly needed. She also described the helplessness that environmentalists feel because of the funding shortages they face and competing constituencies they must serve ([see Appendix](#) for Jordan's submitted statement).

Candace Allen, a district ranger with the U.S. Forest Service, recalled a real-life example of a five-million-dollar deal falling apart because of a lengthy regulatory process, and described the dilemma she feels every day "trying to decide which laws to obey" when not enough funding is being apportioned by Congress for enforcement. She said she had come to the session "with open ears, not solutions," and concurred that "personal integrity and communication are important" in building relationships that can generate short- and long- term solutions.

Environmental advocate Rod Mondt described the need "for open places and a love of open places" in the lives of citizens. He described himself as "one of the chosen poor" who had grown up on a sugar-beet farm, and was as passionate as ranchers about preserving wildlands. He agreed with Joe Parsons that the media is a source of falsehoods and therefore a stumbling block to partnerships. He added that in his view, large-scale changes were inevitable because of geographic and historical trends.

Jim Chilton began by stating that for a rancher, "every day is Earth Day." He described the wells, troughs, and salt licks that he had implemented on his ranch to promote wildlife development and preservation. He described overgrazing as "a cruel myth" and emphasized that both environmentalists and ranchers have a passion against "ranchetting." He noted that "cowboys are like bears and lions," needing a rangeland preserve. He showed dramatic photographs from 1959 and 1996, illustrating in his view that "the Forest Service policy of range rotation works!" He closed by saying that if ranchers were forced to, they would sell their land for development, but that this was a last resort ([see Appendix](#) for Chilton's submitted statement).

News Flash!

Tortuga Times

Today's Climate: Troubled

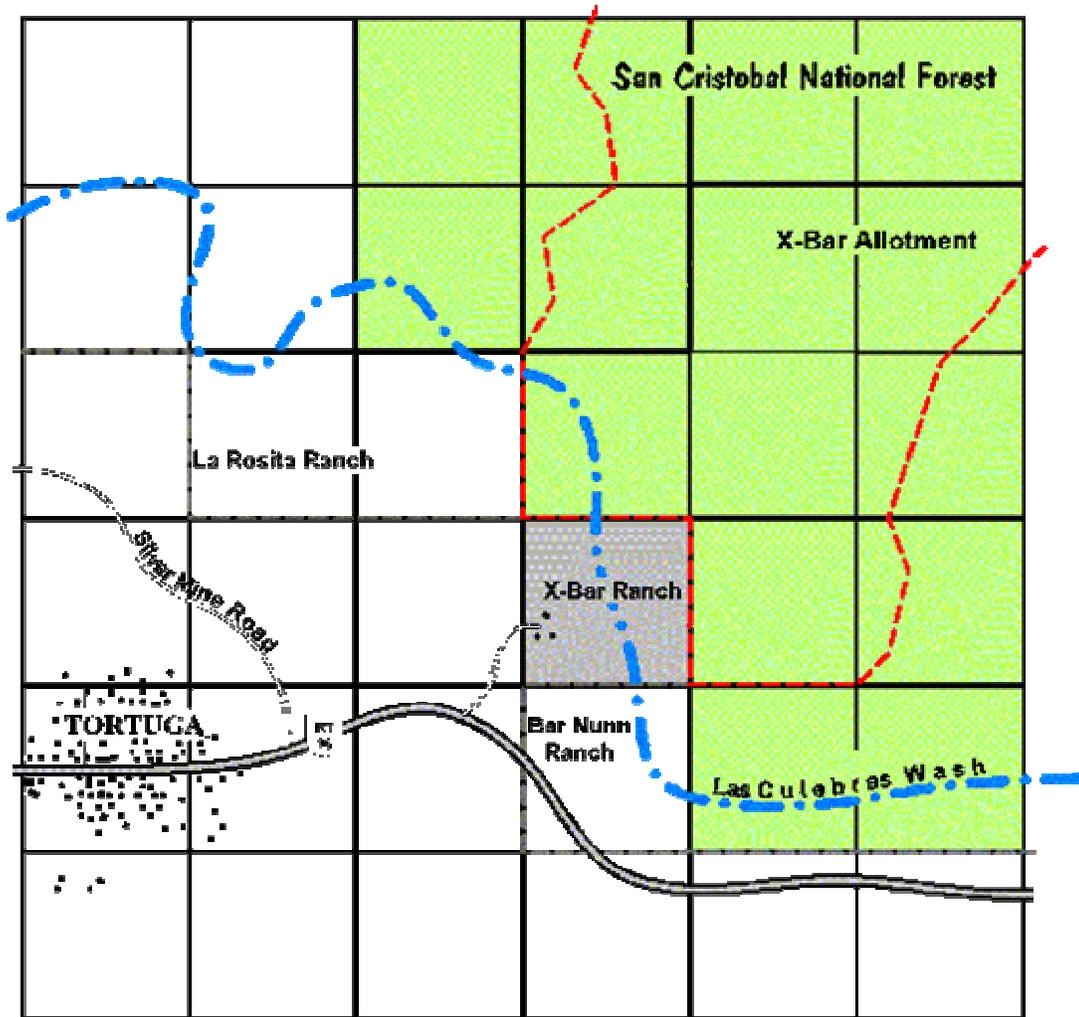
Tomorrow's Outlook: Hopeful

by Sam Storybored

Land developer Blake Worstcase has reportedly offered a substantial sum to Tortuga rancher Toby Nunn to purchase the Bar Nunn ranch. Worstcase intends to turn the ranch into 160 four-acre ranchettes. Neither Worstcase nor Nunn were available for comment today, but one source close to the deal was quoted as saying,

"Toby's a good man, but Blake is making it awfully hard to say no. It's a big chunk of money." Frances Townelder, chairperson of the County Board of Supervisors, commented, "If Sydney Stone's option expires, Worstcase will buy the X-Bar too. Then we'll be looking at over 300 ranchettes and the end of the ranching in Tortuga as we know it."

Map 1
(Compiled by Garri Dryden)
X-Bar Ranch Area Map



SCALE: 1 INCH = 1 MILE

Confidential Instructions
Brady Euclid, County Planner

You have spent three years developing a very thoughtful, prudent comprehensive plan for the county. Now some people seem ready to throw all that hard work and careful planning out the window at the first sign of quick cash. It is annoying that after all the public meetings and long hours of revisions, people seem ready to abandon the plan.

Sidney Stone's development as it currently stands will throw everything out of whack. Locating such a large development on the east side of Tortuga is totally inconsistent with the county plan. For one thing, traffic through town on Route 96 would be a disaster. But you also have a personal interest in redirecting the development. As a member of ROR (Recreational Off-Roaders), you want to preserve public access through the X-Bar Ranch, since the old mining trails up in the mountains are just incredible. With private development of that land, off-road access will likely be closed off. For both reasons, new development ought to be sited on the west side of Tortuga.

Stone's proposal does have some appeal, though. The increase in tax ratables to the community will be significant. The County Board of Supervisors-- particularly board chairperson Frances Townelder--supports the plan. And cluster development has the potential for saving more open space. However, there has got to be a reduction in the total number of units being proposed, given the fiscal and transportation impacts. The increase in ratables may not pay for all the new infrastructure needs that the development may require. At the very least, you want to be sure to negotiate the terms of any subdivision plan approval to cover some of these impacts. You need Stone to agree to underwrite such things as traffic lights, road widenings, water conservation measures, and public facilities. This may not be the appropriate forum for such negotiations, but you won't be endorsing the zoning change without some contingent agreement.

Confidential Instructions
Corey Flintlock, Coordinator, Save the Arid Grassland Environment (SAGE)

Saving the state's arid grasslands is not an easy mission, but someone's got to do it. For years you have witnessed the slow destruction of delicate grassland environs by overgrazing, development, and ineffective regulatory practices. Las Culebras Wash is a breeding ground for the rare and beautiful Gray Hawk, as well as for other threatened riparian species. You have built SAGE into an effective regional lobbying group, recently recognized by larger environmental organizations for its dedication and hard work.

News of Sidney Stone's proposed development has presented some interesting possibilities. If Stone can be persuaded to give up ranching altogether, maybe SAGE can help to retire the grazing allotment. That would reduce the impact on the critical riparian habitat on the X-Bar Ranch (as long as La Culebra Wash could be sufficiently buffered from the housing). Maybe you can interest Stone in some tax breaks in exchange for easements? "La Preserva de Las Culebras" sounds nice.

But SAGE is facing serious budget problems; preparation for the lawsuit has been expensive. SAGE would have to look elsewhere for any funds that might be needed to compensate Stone. Perhaps the U.S. Forest Service or the State Game and Fish Commission have resources they can bring to bear?

Another constraint is that your membership is divided. Some SAGE members are now strongly opposed to the housing development on principle; these "Open Spacers" will be very wary if you appear to cut a deal with Stone that sacrifices open space to preserve the Wash. On the other hand, there are strong wildlife preservationists in SAGE who place the riparian habitat as the very first priority and would be willing to compromise on responsible development as long as the riparian habitat were preserved in its entirety. The key is building a coalition: if the Forest Service and State Game and Fish Commission will support a deal you make, it would certainly go over easier with your more diehard constituents.

Confidential Instructions
Gil Espinosa, Rancher

Cattle ranching sure isn't what it used to be. Your grandfather started up La Rosita Ranch nearly 60 years ago. For the past ten years--ever since Ed Middleton died--you have managed the X-Bar, and it's a beautiful old place. Such a shame that the Middleton kids are selling out. And the timing couldn't be worse! With cattle prices dropping, the only way to survive seems to be to sell more cattle, which means increasing the herd.

If district ranger Pat Wright's plan to drastically reduce grazing allotments goes through, you'll have to reduce the herd. How in the world can anyone expect you to make a decent living again as a rancher if this happens? This reduction must not go through! To make sure it doesn't, you have organized the district ranchers and retained an attorney to fight the reduction tooth-and-nail if necessary.

But adding to your headache is this crazy new development proposal, which you adamantly oppose. A massive new influx of residents to Tortuga will bring nothing but trouble. They will ask for a new school, a new library--all those expensive improvements that city folks insist on. Your taxes will skyrocket! And most importantly, there will be recreational demands placed on the San Cristobal National Forest, threatening the continued practice of grazing on that prime piece of public land.

But you have come up with a plan of your own. You and your neighbor Toby Nunn--always a good friend in a pinch--have agreed to approach Sydney Stone with a proposal to buy 100 acres of the X-Bar Ranch at the full per-acre price paid to the Middleton estate. In exchange, you are prepared to support Stone's plan (especially if fewer cluster units are planned). This way you and Toby can qualify to buy the old X-Bar allotment. While you only need 40 acres to qualify, you would like some of this land to include Las Culebras Wash as a water source for your cattle.

Confidential Instructions
Joe(y) Waterstone, State Game and Fish Commission

As an official project coordinator of the Commission, you received a call last week inviting you to attend some sort of discussion meeting regarding a new development planned in Tortuga. Apparently the situation in Tortuga is messy with lawsuits in the wings. The facilitators of the meeting felt that your participation might be important.

Your board has been interested in extending its non-game species protection program, particularly in arid grassland environments. The Gray Hawk has been included in the commission's draft list of wildlife of special concern.

However, the board has been reluctant to spend any of the State Heritage Fund money until a statewide plan prioritizing sites for acquisition is in place. This won't happen until early next year. Nonetheless, several parties from around the state have been asking the Commission to purchase conservation easements with proceeds from the heritage fund.

If there were a plan that adequately protected the critical habitat for the Gray Hawk, there is a good chance that your board would approve funds for easement acquisition in next year's plan. You have worked with the environmental group, Save the Arid Grassland Environment (SAGE), before and have found them pretty reasonable, although there is a radical element in their membership that is a concern, especially if SAGE were to become the enforcer of the easements. You need to talk with Corey Flintlock to be sure the SAGE membership is on board for any collaborative agreement.

Confidential Instructions
Pat Wright, U.S. Forest Service District Ranger

You have worked hard to be responsive and responsible, and all you seem to get are complaints and threats. First, the environmental group, Save the Arid Grassland Environment (SAGE), and now the ranchers. There are good people in Tortuga, but trying to please everyone without giving away the store just seems impossible at this point. The Forest Service's "Multiple Use" policy requires you to try to accommodate often conflicting demands--recreational, environmental, commercial, and so on. But it is far from clear how you are supposed to accomplish this when people are so polarized.

Last year's production-utilization survey clearly shows the carrying capacity of the range has been exceeded for too long; most importantly, Las Culebras Wash had been badly overgrazed. Reducing grazing is the right thing to do, particularly along the wash. People may holler for a while, but these are changing times and sometimes collective needs outweigh individual rights. As your old mentor used to say, "The forest doesn't know what district it's in." With SAGE's suit in the wind, the time has never been better to implement sound forest management practices that protect the long-term health of the ecosystem.

Nevertheless, the reality is that it will be a hard fight to reduce the allotments. When push comes to shove, you can't be sure how your boss will respond. Political pressures are real. And years of litigation will leave no one better off. At this point, maybe you could agree to some kind of delayed or phased-in reduction, or at the very least, an immediate plan to preserve and remediate Las Culebras Wash. Anything's better than legal stalemates and hostile notes on your windshield.

Confidential Instructions
Sydney Stone, Sierra Grande Developer

You and your investors have been patiently eyeing this area for years now. With the Middletons selling, your ship has come in. Tortuga is rustic in a way that people seem to like. With Sierra Grande growing at a fast clip, there is bound to be demand for units out here, though it might take awhile to cultivate. For now you are content to start with a cluster development of more affordable units for cost-conscious commuters, while holding on to the prime portion of the site, up on the east side of Las Culebras Wash. Later, once Tortuga has caught on, you'll build even more profitably in the foothills to accommodate the growing demand. The short-term cluster development will be profitable, especially at 400 units, but you know that the return is adequate for your investors at 225. Naturally, you are wary of sharing your long-term plans with anyone in Tortuga right now. But you would like to protect that foothills acreage against any easements or other restrictions that might hamper your ability to develop it later. On the other hand, your investors will want their return sooner than later. And without the zoning change approval, they are likely to pull out.

You are somewhat puzzled by the hostile response from some quarters regarding your modest plan. You don't have a reputation for tackiness and ruthlessness like some developers. You have completed preliminary environmental surveys which suggest that there is adequate groundwater on site to serve 400 homes (although there might be a significant drawdown during extended dry periods). You are aware that Blake Worstcase is waiting in the wings. But no one could want the whole site covered with ranchettes! That would just devalue everyone's land. The County Board of Supervisors--particularly board chairperson Frances Townelder--realizes this and supports your plan. At this meeting you've got to get the other people behind your plan and make them see that clustering can be attractive and low impact. This meeting is crucial to getting a good outcome at the zoning board meeting in two weeks. Try to get as many units zoned as possible. The more demand you can create now, the more that prime foothills land will be worth later. But you may have to cut some kind of a deal (e.g., water conservation, maybe a greywater system, greater building setbacks from the wash, or a last resort, reduce the number of units).

Confidential Instructions
Toby Nunn, Rancher

You inherited the Bar Nunn from your father, and have faithfully been ranching for the last 40 years. You, the Middletons, and the Sinespinas have been neighbors for along time, and it seems such a shame that the Middleton kids are selling. But you can't blame them too much--it is getting harder and harder to live this way. With the U.S. Forest Service threatening to reduce your grazing allotment, it's hard to see how anyone can survive, except by increasing the herd. Gil Sinespina is young and enthusiastic, and is organizing the ranchers to fight the allotment reduction legally.

You would like to stay in ranching if possible, and it makes you glad to see that there are good people with fight left in them. But you have other worries, too. The last year has not been an easy one for you personally. You had a bout with cancer that was pretty scary. You haven't felt as vigorous since. And you have a daughter who leaves for college next year. Now that the X-Bar is being sold, you have seriously considered selling the Bar Nunn. Last month you were secretly approached by a representative from Blake Worstcase's office, a nice young person. A price was mentioned; it was a lot of money. At this point, you have to consider the idea of taking it. Financial security has never been as important as it is now. And with the Middletons selling, it's not like you would be the only one. But you haven't mentioned this to anyone besides your spouse. If people around town found out, all hell would break loose!

But you feel torn. Your decision to sell would affect other ranchers in the area; especially Gil. Before you got this offer, you had agreed to work with Gil to approach Sidney Stone to purchase the X-Bar allotment. Purchasing the allotment might be a way of keeping ranching alive in Tortuga without jeopardizing your financial security. With a daughter to school and your strength no longer what it used to be, you are sitting on the fence. You want to support Gil and the other ranchers in their fight against the allotment reduction, and help them and yourself to stay financially secure. But you have to look out for your family first. Don't let anyone make any rules at this meeting that might hurt the value of your land.

Confidential Instructions Jan Masters, Facilitator

Based on your background as a professional conflict mediator, you have been asked to try to facilitate a resolution to the trouble brewing in Tortuga. You have managed to get all parties involved in the dispute (with the exception of the Middleton siblings) to agree to hold a discussion. As agreed by all parties, the discussion will be held on two consecutive Saturdays (simulated by two 90-minute sessions in the exercise) with a week's reflection (simulated by the 15-minute break) between each session.

As facilitator, you ostensibly have met privately with each participant prior to the discussion and have asked each character to express his or her concerns and views of the conflict (this is done simply by reading through the "Background and Setting" statement and "Confidential Instructions" for each character; but before the simulation begins and before the participants assume their respective character roles, you should have a brief meeting as a group just to review how the exercise will proceed).

Goals As Facilitator:

You have six goals for the discussion:

1. Make sure that each party is given a chance to speak and have his or her concerns acknowledged by other parties.
2. Keep the parties committed to working toward a solution that everyone can live with.
3. Acknowledge institutional and legal constraints that might exist, but keep the parties focused on an interest-based solution.
4. Help the parties generate several possible alternative options before focusing on any one option for too long.
5. Identify and seek to generate objectively any technical information that may be needed regarding either the assumptions on which different plans are based, or the implications of proposed plans.
6. Remind the parties as necessary that failing to reach an acceptable solution may lead to an outcome that is less satisfactory to all.

Format:

You should open the meeting by welcoming the each character and reminding all of the groundrules (ostensibly agreed to in an earlier meeting). Then proceed to review each parties major interests (as a kind of summary of the previous hypothetical meeting) and go around the table one-by-one to have each character affirm or elaborate further upon your opening remarks.

In the ensuing open discussion (and remember to enforce to rule about speaking-in-turn), focus initially on your first three goals, establishing an atmosphere of tolerance and cooperation; reviewing with each party its interests and concerns; and attempting to generate improvements or alternatives that might lead to a recommendation to the board that all parties can endorse. Then concentrate on goals four and five, helping the parties to envision alternatives and documenting any technical information that might be needed to assist them in assessing the viability of those alternatives.

At the end of the first Saturday meeting (i.e., the first 90-minute session) you should summarize what has been accomplished and encourage the parties to keep working on possible solutions during the week's (i.e., the 15-minute) break.

Halfway through the break, you should circulate to each party a copy of the news flash you have just received from the Tortuga Times (see News Flash!).

At the beginning of the subsequent Saturday meeting (the second 90-minute session), you may want to provide any technical information that had been requested at the previous meeting (such information can be invented at your discretion to continue the simulation). Next, you should then survey reactions to the news flash, and help the parties to renew their efforts to jointly solve the problem at hand.

At the end of the second meeting, you should briefly summarize the progress that has been made. If agreement has been reached, document and announce its provisions in detail. If no agreement has been reached, carefully review the points of agreement and disagreement regarding different options that were discussed, and survey participants for what their likely next step(s) will be.

In either case, this short summary process should lead quickly to a 30-minute debriefing of the game, in which the participants (no longer playing their character roles now) provide an assessment of the simulation exercise, how it might relate to their real-life situations, and what they might have learned from the process.

Lessons Learned

It is hoped that Trouble in Tortuga! can be used in a variety of contexts with a variety of participants and audiences to illustrate the substantive issues and complex dynamics that characterize rangeland conflict and problem-solving. The designers of the simulation wish to make it clear that this is very much a work in progress, from which different lessons and ideas might be drawn in coming months and years.

From the presentation at "The Future of Arid Grasslands" conference, several lessons emerged from both participant and audience comments about what might be done in the future to enhance the usefulness of the simulation exercise.

First, it seemed that breaking the session into two parts, separated by a lunch break, diminished some of the momentum that had been generated by the first session. In the future the simulation probably should be played without a significant break in the action (i.e., two 90-minute sessions separated by a 15-minute break).

Second, it is clear that while enacting an unfamiliar role is essential to the exercise, it can be a difficult task. This is especially the case when one's point-of-view actually clashes with the role one must enact, and when there is a large amount of technical information to be learned. Trouble in Tortuga! requires that participants have some familiarity with rangeland and planning issues in order to produce a more effective and realistic exercise. Participants should be encouraged to read through the materials in advance and to "inhabit" their roles as much as possible in preparation for the exercise, so that they can be both passionate and well-informed as participants.

Third, modeling both conflict and the resolution of conflict can be competing aims when time is limited. The scenario could be used effectively for either, but perhaps not both aims. Because the scenario does not clearly specify negotiation parameters (such as issues, options, and alternatives to agreement for each party), the simulation is perhaps most useful as a tool for introducing participants to issues and conflicts relating to western development: ranching, planning, multiple land-use policies, and environmental protection. Uncovering the interdependence of these issues is a major lesson that should be emphasized during debriefing.

Fourth, it is important to carefully explain the process that will be used during the simulation to both participants and audiences. Modeling a complex conflict and describing tools for its possible resolution are challenging tasks, made even more difficult when there are significant time constraints. Having a clear procedural template to work from can illustrate for participants and audiences where the process is at any point, and where it might go as discussion develops.

Finally, it is clear that more dialogue is needed between the "real-life" participants in rangeland conflict, all of whom in their own words lamented the absence of opportunities for face-to-face communication in a neutral setting regarding the difficult issues which comprise "rangeland conflict." In the future, perhaps simulations like Trouble in Tortuga! can be used as training exercises in the context of longer interventions that are designed to help different western constituencies to grapple with and resolve the choices they collectively face.

Table 1

Summary of Character Interests

Brady Euclid, County Planner

- Development needs to be on the west side—minimize traffic through town
- How will improvements be financed? (e.g., help from developer?)
- Access to forest should continue

Corey Flintlock, Coordinator, Save the Arid Grassland Environment (SAGE)

- Preserve riparian area
- Maintain some flexibility
 - Open spaces
 - Preservationists
- Protect ranching

Toby Nunn, Rancher

- Increase the herd?
- Ensure financial security

Gil Espinosa, Rancher

- Need to keep herd large; oppose allotment reduction
- Increased taxes due to development?
- Conflict with recreationists?

Sydney Stone, Developer

- Equitable and classy development (i.e., less densely zoned)
- Encourage compatible growth (i.e., maintain open space)
- Make adequate profit for investors
- Acquire zoning change

Joey Waterstone, Arizona Game and Fish Commission

- Implement multiple-use policy
- Protect gray Hawk (e.g., via easement)

Pat Wright, U.S. District Ranger

- Prevent overgrazing and other use of wash area
- Reduce allotment (i.e., from 12 to 8)
- Implement multiple-use policy
- Work more closely with permittees

Jan Masters, Facilitator

- Neutral

Summary of Major Issues

1. What is the number and design of homes that will be built by the developer?
2. How will the income and lifestyle of the ranchers in Tortuga be preserved?
3. Who will hold the X-Bar Ranch grazing permit?
4. How can the relationship between the U.S. Forest Service and Tortuga residents be improved?
5. How will adequate water flow for other water users be ensured by the developer?
6. How can the present zoning issue be tied to a larger planning process in Tortuga?
7. How will residents' property rights be protected?
8. How will the Gray Hawk habitat be preserved and monitored?
9. How will multiple-use-policy requirements be met?
10. How will Tortuga create wise land-management practices, given probable future growth?
11. How can "leapfrog" development practices be avoided?
12. How will open spaces be preserved?
13. How many head of cattle per acre will be allowed on U.S. Forest Service land?

Summary of Tools for Generating Solutions

Grassbanks

Easements

Setbacks

Management plan — buyout option

Purchase/lease of X-Bar Ranch grazing allotment

Sydney Stone to lease/purchase Bar Nunn Ranch with easements

Education

Tax credits

Water rights

Offer to Toby Nunn

Allotment reduction

Zoning change (density)

Heritage fund decision

Save the Arid Grassland Environment (SAGE) lawsuit

Fencing costs/monitoring

Summary of Options

1. Stone buys Bar Nunn Ranch
 - Maintains grazing on eastern portion
 - Provides setback
 - Requires assurance of no loss of future development
 - Leases option on west side of X-Bar
 - Maintains access to forest
 - Fenced-in cluster
 - No fence on corridor

2. Allotment reduction is increased.

3. Allotment is shared.

4. Some infrastructure costs are shared (by developer).

Stakeholder Roles
Trouble in Tortuga!

Brady Euclid, County Planner

played by _____

Gil Espinosa, Rancher, La Rosita Ranch

played by _____

Joey Waterstone, State Game and Fish Commission

played by _____

Corey Flintock, Save the Arid Grassland Environment

played by _____

Sydney Stone, Developer, Sierra Grande

played by _____

Pat Wright, District Ranger, San Cristobal National Forest

played by _____

Toby Nunn, Rancher, Bar Nunn Ranch

played by _____

Jan Masters, Facilitator

played by _____

Appendix 1
David Walker, Arizona Game and Fish Department

Grasslands Conference
Rangeland Reform Policy and Conflict Resolution Session

Tucson, Arizona
October 12, 1996

Statement by
David L. Walker
Arizona Game and Fish Department

Thank you for your invitation to the Grasslands Conference and for the opportunity to participate on this rangeland policy and conflict resolution panel. My perspective on the future of rangeland reform reflects my experience as a wildlife Manager, Habitat Specialist, and Project Evaluation Program Supervisor for the Arizona Game and Fish Department. As you know, the Arizona Game and Fish Department, acting under the authority of the Arizona Game and Fish Commission has management responsibility for Arizona's wildlife resources. The mission of the Department is to conserve, enhance and restore Arizona's diverse wildlife resources and habitats through aggressive protection and management programs, and to provide wildlife resources and safe watercraft recreation for the enjoyment, appreciation and use of present and future generations.

The management of wildlife resources is directly affected by, and cannot be separated from, management of wildlife habitats. Recognition of the need for close coordination and cooperation between land managers and wildlife managers forms the basis for numerous cooperative agreements and memorandums of understanding between the Department and a variety of public and private land managers. The ability of the Department to fulfill its mission depends to a great extent on our ability to effectively communicate, coordinate and cooperate with land managers and other groups and individuals that have a stake in land use decisions that affect wildlife resources.

I would like to focus my remarks on four critical issues that I believe must be addressed as part of any meaningful rangeland reform effort. The first issue is the identification of the physical and biological capabilities of sustainable ecosystems. The second issue is the selection of desired future conditions and multiple uses that are compatible with ecosystem capabilities. The third issue is the commitment to monitoring, evaluation and adaptive management which will ensure that management actions are moving toward the desired results. The fourth and overriding issue is the ability of landowners, resource managers and interested publics to work together at both the programmatic and project levels to successfully address each of the previous three issues.

Understanding the needs and capabilities of properly functioning rangeland ecosystems is a critical first step in any effort to maintain or restore the long-term health and productivity of rangelands. A guiding premise is to conserve the structure, composition, and processes that characterize properly functioning ecosystems at appropriate scales over the landscape and through time. Decision-makers and stakeholders need to be aware of any minimum conditions that must be maintained to avoid impairment of ecosystem sustainability. Obtaining information on past and present conditions and changes over time will require cooperation between researchers, managers, ranchers and others that are familiar with the ecosystems in question.

Healthy rangelands are resilient and can support a variety of multiple-uses that respond to economic and social needs. The challenge is to develop desired future conditions that address economic and social needs while remaining within the physical and biological capabilities of the land, based on an understanding of ecosystem function.

The Arizona Game and Fish Commission's Policy Statement on Multiple Use recognizes that utilization of resources can be compatible with, and in many instances, may complement wildlife conservation. This includes wildlife-related recreation use of public lands. The Commission's endorsement of multiple-use management acknowledges that not all resource management or utilization activities need to take place on every acre of land at the same time and intensity; that multiple-use practices must not occur at the expense of the productivity of the land, nor the sustained yield of renewable resources; and public involvement in all steps of the process is an essential part of multiple-use management policy.

Involvement of the Department early and often throughout programmatic and site-specific land use planning processes will ensure that wildlife resource needs are considered. The Department should be represented on interdisciplinary teams and other types of planning groups as a full resource management partner. The Department is always looking for opportunities to restore and enhance wildlife habitat in a manner consistent with the purpose, goals and objectives of the specific project or plan. Management activities that restore natural ecosystem disturbance patterns, such as prescribed fire, can often produce benefits for both livestock and wildlife. All land managers need to be aware of available funding sources for different types of projects on private and public lands to ensure the most effective use of limited funding.

A critical issue that is often overlooked is the adequacy of planning and funding for monitoring and evaluation activities that will tell us whether specific management actions are having their intended affect. This seems to be a perennial problem that should be given a higher priority by all parties involved in rangeland management. It will be impossible to gauge the success of any rangeland reform or make appropriate adjustments under an adaptive management approach without a long-term commitment to monitoring and evaluation.

Once specific management objectives are identified, resource agencies should be able to coordinate appropriate monitoring by identifying what will be monitored, how it will be monitored, who

will be responsible and how much it will cost. In this time of shrinking budgets, cooperation among agencies and affected publics will be essential to determine whether management prescriptions are moving closer to the goal of healthy and productive rangelands.

Clearly, all parties interested in meaningful rangeland reform must be able to work together if these critical issues are to be adequately addressed. New or alternative approaches to addressing rangeland policy issues will also require effective communication and cooperation among interested parties.

Appendix 2
Personal Statement by
Becky Jordan, Arizona House of Representatives

BECKY JORDAN

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COMMITTEES: NATURAL RESOURCES & AGRICULTURE.

CHAIRMAN

RURAL & NATIVE AMERICAN AFFAIRS

TRANSPORTATION

October 9, 1996

Private property rights and compensation for the perceived loss of those rights is the current battle cry of cattle growers and the Farm Bureau. This year's legislative candidates surveys asked the question "What government agency or department most imposes on private property rights?" or something to that effect. My answer to that is every homeowners' association codes, covenants and restrictions and every city and county planning and zoning commission. Even the new auto emissions law allowing only one waiver after a vehicle fails the test is going to take away someone's right to the use of his property. The only difference between the ordinary urban citizen and a farmer, rancher or logger is a matter of scale. We all pay some price for living in a civilized society and for the right to own property in that society. That is not a privilege universally enjoyed.

The process for compensation for development rights and conservation easements on private lands is in place and working effectively through private agencies such as the Nature Conservancy. I feel this is the appropriate route. The various levels of government already "own" enough land in Arizona. The common complaint is that too much of Arizona's land is government lands so placing more acreage in government ownership seems a step backwards.

Compensation for lost grazing allocations where grazing allocations are based on carrying capacity defies logic.

introduced the concept for conservation partnerships during this past session. I had hopes that these partnerships could not only resolve some ongoing conflicts between agricultural interests and various departments and agencies but also result in achieving conservation goals of benefit to all parties in the partnership and to all Arizonans.

These partnerships were to be initiated only by the land owner or lease holder to ensure that they were entered into fully voluntarily. Partners were to be the land owner/lessee and either a state agency or an organization such as the Arizona Antelope Society, Ducks Unlimited, the Audubon Society, etc. for the purpose of habitat restoration or preservation to meet the common goals of all parties. Terms of payment for conservation projects would be a part of the partnership and would be determined by mutual agreement. The purpose was to give long term assurance to the owner/lessee that objectives would remain unchanged so long as terms of the partnership were adhered to by all members.

Ever changing objectives seem to be a major source of confrontation so my attempt was to reach stability through a balanced effort from both sides of rangeland planners and users.

Appendix 3
Personal Statement by
Jim Chilton, Chilton Ranch & Cattle Company

CHILTON RANCH & CATTLE COMPANY
1750 W. Chilton Ranch Road, box 423
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Paper for Grasslands Conference 10/12/96 by Jim Chilton
KEEPING RANCHERS RANCHING

To save the West from subdivision, urbanization, and rural clutter, public policy must immediately be focused on keeping ranchers ranching. Do we want all private land in Arizona to become small ranchettes, one acre subdivisions and cluttered road-crossed hillsides? Urban sprawl needs to be contained to keep our western heritage of great valleys and vistas open, beautiful and undeveloped. Hence, ranchers must be encouraged to ranch or they will be forced by economics to take advantage of the development rights they purchased in the existing zoning of property and to cease making their last stand against the parceling and patchworking of the remaining open land in the West. I have never met a rancher who didn't strongly value open space and wildlife or who was less than overjoyed when his skilled management and blessed rainfall combined to produce the beauty of the grasslands. In fact, every day is EarthDay for the western rancher.

It is in everyone's best interest to promote cattle ranching as long as ranchers continue to work to improve grass conditions over time, so that grass, a renewable natural resource, increases in density, providing erosion-preventing ecologically-adapted ground cover given reasonable weather conditions. Most southern Arizona ranchers maintain scientific vegetation study transects on their ranches which record a continuing trend in range improvement that is documented with plant frequency counts and photographs. Those transects need to continue to be monitored in cooperation with responsible agency experts and with input from the academic community to provide a scientific method to evaluate how well each rancher is doing in maintaining and preferably improving grass conditions. Of course, during evaluations, weather conditions must be given careful consideration since it is unfair to compare range conditions during a drought year with range conditions during a prior wet year.

Overgrazing is a cruel myth and generally does not exist except in the minds of the uninformed and among activists who need a implicit scare tactic for fund-raising purposes. Overgrazing is virtually impossible on federally controlled land supervised intensively by agency range experts under the Multiple Use and Sustained Yield Act and under the diligently enforced regulations of the U. S. Forest Service and the Bureau of Land Management.

Those who promote the overgrazing fantasy usually do not know ranchers or ranching requirements and find it easy to vent their frustrations with urban life by attacking a historic culture and a hard-working people who settled the West. They rely on the ever-decreasing ties of the urban public to relatives still working the land. Without aunts and uncles still on the farm or ranch, Americans have lost the reality check which used to keep them from being misled by unprincipled manipulators.

A high percentage of ranchers can recount stories of generations of ancestors in the cattle business. Ranching is not a "job" but rather a culture, a heritage and an entire way of life. People remain in the culture long after economic sense alone would have dictated subdivision of the land, but a point can be reached when culture can not hold out against economics.

When ranchers have a long term interest in the land they will take care of that interest, protect the land and favor management actions which sustain productivity. When, by virtue of public policy,

ranchers are given a short term insecure stake, they will be strongly motivated to make poor short term decisions, to manage for the moment and to cheat the future of the land. Assuring ranchers a secure long term interest in their ranch results in the wise sustainable use of the grass resource which benefits not only cattle and the economy but the wildlife and all of the persons who enjoy the multiple legal uses of the land and depend upon its sound long term management.

To promote the long term interest of the public and the rancher, grazing leases on federal and state controlled lands should be lengthened to 40 to 50 years. Lease rates must be set at levels which make food production rather than development an economically rational choice. If government fees, onerous compliance processes, manuals full of regulations and associated costs turn ranch life into a constant financial and regulatory crisis, the next generation will simply abandon the hassle and subdivide the increasingly valuable private land scattered all around and throughout the federal and state lands. Most family ranches were purchased by the labor of several generations and mortgages include the price of the grazing leases and the value of the private land which is often all a rancher has to back up his bank loan and provide for his family. We ask that our fellow citizens honor our mutual Constitution by not regulating us out of business and by not effectively confiscating our property by falsely invoking environmental concerns when the very objectives sought by real environmentalists (as opposed to eco-zealots) are virtually the guiding precepts lived daily by the ranchers.

The effect of eliminating ranching in Arizona would be devastating. As German tourists said last week, "It's the ranches, the West, we want to see, not your cities." In Arizona alone, the cost to our economy would be most conservatively estimated at several billion per year without considering the ecological and cultural damage. Everyone would be poorer, including wildlife. Laws written to achieve laudable goals should not be twisted into weapons they were never intended to be by devious extremists with the means to use the courts to render responsible ranching impossible. The collective guilt our country would shoulder by eliminating the cowboy would be equal to that we suffer for the federal government having destroyed much of the Indian culture and tradition during the 19th century.

On our ranch, which consists of 78 square miles of Forest Service, BLM and State Trust land, there are about 2,000 acres of private deeded land. The deeded land consists of old ranch homesteads which are scattered all over the 78 square miles. Today, under our stewardship, the private land can not be distinguished from the federally controlled and state controlled land and is therefore a contiguous part of the open space we all love, respect and cherish. In order to maintain this heritage, we would consider selling our development rights to our private land under terms and conditions which would allow us to continue ranching. Such conservation easements could address two issues: the maintenance of open space and the continuation of the western ranching tradition. Young people who so desire could hope to purchase a ranch when its value reflects its use for open range agriculture and wildlife habitat and is not put out of reach by the added price for its development potential. Urban residents could enjoy the pastoral scenery and recreational opportunities in our unique and beautiful state. Let us work together to preserve the legacy of the West.