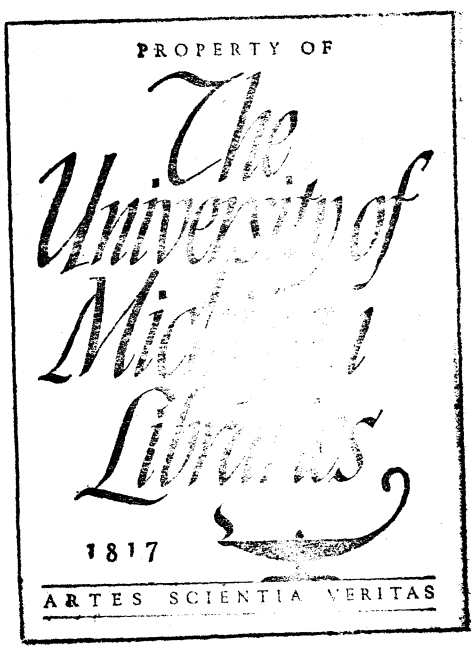
DO WE NEED A REVISION OF U.S. FOREST SERVICE GRAZING REGULATIONS?

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by

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INTRODUCTION

This paper has been written in an effort to present a survey of the grazing situation on the national forests in the United States. I have endeavored to show the trends that have existed in relation to the opposition of private livestock users of the range lands of the national forests. A historical background is presented of grazing use in the United States before the proclamation of the national forests and this is followed by a legislative background of the regulation of grazing on the national forests.

An effort has been made to show the specific points of opposition that the stockmen hold against the forest service regulations. It has been necessary to include some material dealing with the administration of the grazing districts, although it is intended that this paper deal primarily with the national forests. The inclusion of this material was necessary, however, to show some basis for the problems arising out of the intermingling of the grazing lands of two different administering agencies and of the possible solution of these problems.

The research for this paper was done in the Forestry, General, Business Administration and Law Libraries. I also wish to acknowledge the receipt of certain material pertaining to this paper from Mr. Radford Hall, Assistant Executive Secretary of the American National Livestock Association and also of the Office of the Division of Range Management of the United States Forest Service. Lastly, I would like to thank Professor Shirley Allen for both his suggestion and criticisms.

I. HISTORICAL AND LEGISLATIVE BACKGROUND

Introduction of Livestock

The first livestock that grazed on the rich grasslands of what is now the western part of the United States were brought there by the Spanish explorer, Coronado, in the year 1540. Coronado with three hundred followers set out from Mexico in search of the fabled "Seven Cities of Cibola." His expedition pushed through New Mexico, Colorado and part of Kansas. Historians who have written of this expedition's travels mention the large numbers of livestock brought along by it. This livestock included horses, cattle, sheep and hogs. Many of these animals were killed and eaten by the members of the party but many others were left in places where settlements had been founded. Offspring of this livestock were found two hundred and fifty years later by the frontiersmen and settlers.

The importation of livestock on the east coast by the colonists did not occur until some sixty years after the Spanish had run their herds through the southwest. (1)

Livestock raising must have played an important part in the successful settlements founded by the Jesuits who, under the impetus of religious ferver, founded missions along the Pacific coast, in Texas, New Mexico and Arizona. In 1834 when the Mexican government took over the missions from the Church there were almost half a million cattle, some fifty thousand horses and over three hundred thousand sheep, goats

and hogs in California alone. (1)

Cattle in Texas

The ideal climate of Texas along with the enticement of liberal tracts of lands as gifts by the Mexican government brought large numbers of settlers to the southwest in the 1820's. By the middle of the 1830's the number of cattle in Texas had grown to one hundred thousand head. In the next thirty years their numbers had increased to about three and a half million.

The number of cattle in the west was so great that they were allowed to graze unheeded; cattle belonging to many different owners were mixed and the owners mutually agreed to honor each other's "range rights." These range rights were obtained by the first and often the most forceful occupancy of the range. The smaller owners were often bought out or run out by their more powerful neighbors.

It was after the end of the Civil War that the cattle boom reached the immense proportions that finally resulted in the serious depletion of the grass resources and, eventually, the bursting of the cattle bubble. During the Civil War vast herds of cattle were supplied to the Confederate Army by Texas. The favorable range conditions there were responsible for the great increase in cattle numbers. It was in the late 60's that the large drives emanating from Texas started making their dusty ways north to Sedalia, Missouri and Abilene, Kansas and their railheads. By the year 1885 more than five million head of cattle had been driven north. The gradual expansion of the railway system encouraged more extensive range use and by 1890 almost all of the cattle-

raising areas of the west were being utilized for stock raising and the big cattle drives were discontinued.

Range Depletion

In these days when cattle covered the vast western plains and steadily divested these plains of its covering of grass, the cattle owners began to think of the cattle as the natural resource rather than the grass. The whole expansion of the cattle industry was based on the rich grasslands that were there for the taking. Few or no attemps were made at managing the use of the grazing areas and slowly but surely this practice began building up to the "bust" that was to follow. The unlimited grass and quick turnover into cash of the cattle attracted large investors who, with the prospects of 25 and 30 percent profits on their investments, rushed in to buy herds of cattle and lay claim to large areas of grasslands. Small owners and settlers had little chance in competition with these "Cattle Barons." The large stockmen resented and resisted any efforts of the settler to take holdings and try to make a living out of agricultural pursuits. The pages of history dealing with the west contain many accounts of the cattlemen's wars on the so-called "nestors." Truly this was the day of the "free range," but free only to those that had the power to have and to hold on to it. The hope of fortunes to be quickly made by investors led to speculation and overexpansion on the part of the cattlemen. In the process the range facilities were greatly overtaxed, many of the range areas being stocked with four and five times their normal carrying capacity. The provision of feed for

winter months was completely ignored, the owner being more inclined to take the losses.

The Cattle Bust

After forty to fifty years of free and misuse of the range, the inevitable happened. The summer of 1886 was hot and dry and was followed by an intense winter which extended from Kansas to Texas and New Mexico. Cattle died by the thousands, some owners suffering a 40% reduction in their herds. Loans were called, which brought about forced sales and bankruptcy to many of the cattle companies. This was only the first of the many disasters to come to the cattle industry. In 1888-89 heavy droughts, followed by sub-zero winters, came again to the western range lands. They reoccurred in 1898-99 and again in 1901-04. (2)

Readjustments

Many of the great speculative cattle companies went bankrupt as a result of the misuse of range resources and abnormal weather conditions. Long hot summers failed to bring in the new grass to the overcropped ranges. These long summers were followed by the intense winters and the cattlemen who had striven to make cattle raising a stable business rather than a wild gamble fared best in the bad years. Some of these far-sighted stockmen could foresee the coming catastrophe to the industry and even before the bad years of 1886-87 had urged the cattlemen at Cattle Growers' Conventions to recommend federal leases on the public ranges. All of these proposals were rejected in favor of the "get it, while you can" doctrine of the greater number of the stock growers. Follow-

ing the bursting of the bubble, the cattlemen began frantically to acquire ownership of as much land as was possible. Water supplies were tied up by stream bank ownership so that this was the first land to be acquired because the man who owned the water controlled the land around it. Ranch hands were hired to enter on homestead land and for a small sum to turn it over to their employers. The use of better stock was started by some owners and more precautions were taken to protect the higher-priced stock from the elements and to provide a reliable source of winter feed for them. With the advent of the windmill, cattle yards and loading chutes, the old "free range" days came to a close and cattle raising became a business rather than a gamble.

Advent of the Sheepman

After the cattle industry had somewhat stabilized itself, following the series of bad years, and had embarked on the policy of obtaining ownership of the land, it came face to face with severe competition from the sheepmen. In the 1890's and the early 1900's a vast gray horde started occupying the public range lands. These large flocks of sheep grazed the forage plants down to the bare ground. Cattle fences failed to keep them out and the cattle ranchers often resorted to force to remove this threat from the the cattle ranges. Cattle and sheep wars broke out throughout the west and on several occasions United States troops had to be called in to restore order. The competition between the cattlemen and the sheepmen fomented an almost complete utilization of all available range. The range suffered an even more thorough

depletion than it had during the boom days of the cattle herds.

Legislative Beginnings

During this whole period of range misuse and free range, the policy of the United States government toward the public domain was one of disposal. This policy was beset by abusive use of its provisions by the ranchers, land speculators and the timbermen. Much of the public lands found its way into the greedy speculator's possession. The timbermen had virtually stripped many of the public lands of its timber. A rising tide of indignation at the stripping of the public lands of their natural resources began to be felt as the 19th century came to a close. The range lands had been almost ruined by over-grazing, timber lands depleted and land suited for agriculture had long since been taken up by homesteading and it was now time for a change in land policy. As a result of heavy pressure by conservation-minded people, Congress, after long debate, finally passed the Act of March 3, 1891 (26 Stat 1103). Under Section 24 of this Act was the authorization for the setting aside of forest reserves by Executive order. During the period of 1891 to 1897 only nineteen reservations, consisting of 18,933,280 acres of land had been set aside. In the year 1897, as a result of the National Academy of Science's report of its investigations of publicly owned forest lands, interest was again stimulated in conservation. This investigation had been requested by the Secretary of the Interior to cover the influences of forest on soils, climate and water conditions. In the report submitted, extensive and serious damage done by unrestricted grazing was given

prominent attention. The commission also recommended the immediate creation of thirteen additional reserves consisting of an area of more than twenty-one million acres. The proclamation setting aside these additional reserves by President Cleveland aroused a storm of protest and opposition from the Western states. The west felt that the land and its resources belonged to the west rather than to the whole nation. Although the authority to set aside forest reserves was given in the Act of 1891, it wasn't until 1897 that the Organic Act (30 Stat 34) was passed. This act governed the administration and protection of the newly created forest reserves. It was the Act of 1897 that provided that the Secretary of the Interior might "make such rules and regulations and establish such service" as would "insure the objects of such reservations, namely, to regulate their occupancy and use and to preserve the forests thereon from destruction." This authority was the basis for the eventual charging of fees for grazing privileges on the forest reserves.

First Regulation of Grazing

The Act of 1897 gave the Secretary of the Interior the right to shut the stockmen completely out of the forest reserves. The Secretary did not completely exercise this authority, however, sheep were excluded from all forest reservations except those in the states of Oregon and Washington. Cattle and horses were allowed on all the reserves, the only requirements for their pasturage being an agreement by the applicant that he would comply with the rules and regulations governing grazing laid down by the Secretary of the Interior. These first

rules and regulations provided that "The pasturing of livestock on the public lands in forest reservations will not be interfered with, so long as it appears that injury is not being done to the forest growth, and the rights of others are not thereby jeopardized."

First Grazing Permits

In 1900 the rules and regulations were amended so as to require the stock owners to apply in form of applications for the privilege of grazing all kinds of livestock on the forest reserves. These new rules permitted some administrative regulation of grazing but the move raised few objections from the stockmen because the number of animals authorized were much greater than the number of permits sought. There being no charge for the grazing it was rather difficult to assign permits on a basis that was fair to all of the applicants. The Department of the Interior after a study adopted rules giving stock preference in the following order:

1. Stock of residents within the reserves.
2. Stock of persons who owned permanent ranches within the reserves, but who resided outside.
3. Stock of persons living in the immediate vicinity of the reserves.
4. Stock of outsiders who had some equitable claim.

On the face value of these rules, they seemed fair and just but the sheepmen did not accept them in a good frame of mind. They did not accept their exclusion from the forest reserves on the basis that they had herded their flocks on the ranges before they became forest reserves. They insisted on con-

tinuing the practice after the reservation of these lands and the passage of regulations prohibiting their use of them. The attitude of the sheepmen was anything but friendly to the administrators of the range lands. Like most of the western men they were firm believers in the idea of individual liberty and were resentful of any regulatory measures imposed upon them. They felt that they had a proprietary interest in the ranges by way of their having herded their sheep on them for so many years. They openly rebelled, when these ranges fell within the reserves and government officials started regulating their businesses with difficult rules and regulations. They failed to comply with the regulations and ran their sheep on the reserves just as they had for years.

Legal Action Against the Sheepmen

In 1898, the United States Department of Justice advised the Department of Interior that criminal prosecution could be maintained against any person who herded sheep in a forest reserve in violation of existing regulations. Two years later a United States District Court in California declared that the Act of 1897, insofar as it declared to be a crime, any violation of the rules and regulations thereafter to be made by the Secretary of the Interior, was a delegation of legislative power to an administrative office and therefore unconstitutional.

In spite of this decision the Attorney General adhered to his opinion and recommended that other prosecutions be instituted, with the idea of getting a case before an appelate court. As a result, proceedings were instituted in California,

Arizona and Washington but in each case the decision of the first court was sustained. The United States government had no right of appeal from the decisions handed down by the lower court and as a result, in 1903 the forest officers were instructed not to institute criminal action against violators of the trespass rule, but to secure an injunction from the court to prevent the violators from entering or remaining on the reserves. The court granted the injunctions without trouble and the court of appeals sustained the lower court in their issuance of the injunctions when an appeal was brought by a sheepman. This method was inefficient in the prevention of stock trespass because many sheepmen ran their flocks on the reserves with the intention of letting them graze until the court issued an injunction against them. During the period of time that it took the court to issue the injunction and the enforcement of it they had obtained a considerable amount of pasturage. During the period from 1900 until 1911 the right of the government to regulate the reserves was generally denied by the stockmen and often supported by the district courts. Eventually, in 1911 the showdown came, and in May the United States Supreme Court handed down decisions on the case of the United States v Grimaud (220 U.S. 506) which was brought up from California, and the case of United States v Light (220 U.S. 523) which came from Colorado. These two cases involved practically every phase of the question of governmental regulation of the forest range. The constitutionality of the Act of 1897 providing for the protection of the forest reserves was called into question.

The court's decision in both cases upheld the government on all points. These decisions had definitely settled the question of the right of the government to regulate grazing. They by no means stifled the smoldering resentment throughout the country.

Administrative Problems

The administration of the forest reserves by the government during the period of 1891 until 1905 was often inefficient, which added to the irritations of the stockmen. There was almost no development of conservation policies. The major task of the General Land Office of the Department of the Interior, which had most of the responsibility of the forest reserves, was the administration of the homestead laws and other land disposal laws. Officials of the Land Office had little first-hand knowledge of the reserves or the problems of the stockmen. Business was handled largely through the Washington office and long delays and mountains of red tape resulted. The administrative appointments for positions were political; low salaries, little chance for promotion and no job security made it difficult to obtain well-qualified men for these positions. The technical branch of forest and range management was the Bureau of Forestry in the Department of Agriculture while the administrative branch of the reserves was the General Land Office in the Department of the Interior. This set-up was conducive to an inefficient and unsound administration of the forest reserves. In 1905, at the recommendation of President Roosevelt and the Secretary of the Interior, the administration of the forest reserves was trans-

ferred to the Bureau of Forestry in the Department of Agriculture from the General Land Office in the Department of Interior (33 Stat 628).

First Charging of Fees

The lack of a law specifically prohibiting grazing on the forest reserves would have been felt less if there had been some way for the Department of Agriculture to levy a charge for the privilege of grazing livestock on the forest reserve range lands. The Act of 1897 did not specifically authorize a charge but in 1900 Secretary of the Interior Hitchcock had sent a bill (H. Doc. 598; 56th Cong. 1 sess.; H.R. 10756) to the Speaker of the House, recommending action on it. The bill was introduced by Lacey of Iowa, of the House Committee on Public Lands, but the bill was never reported on.

Legislative attempts having failed, Secretary of Agriculture Wilson and Gifford Pinchot, Chief of the Forest Service decided that without further legislation the Act of 1897 might be interpretated broadly and since it didn't authorize a charge for grazing, neither did it prohibit it. And so, beginning January 1, 1906 a small charge was to be made for the privilege of grazing on the forest reserves. The action provoked a storm of opposition from the west. Petitions were drafted and meetings were held calling for modifications and, in most instances, for the complete remission of the fees. Some of the western states even went as far as to threaten to secede from the union in protest of the charging of fees. The rates were modified somewhat but the action did little to still the bitter opposition. The attitude of some of the western

grazing interests made itself evident at the Public Lands Convention which was held in Denver, Colorado in June 1907. They dominated the convention to the extent that Senator Carter of Montana was appointed temporary chairman and a Dr. Wilson, a large sheepowner from Wyoming, as the permanent chairman. Charges and counter-charges were hurled back and forth between the western interests and the representatives of Roosevelt and his administration. Each accused the other of "packing" the convention and trying to control it. In all fairness it should be said that from all indications there was some truth in both charges.

The Rachford Report and Study of the Fee Question

The first grazing fees that were charged in 1906 were very low. They ran from three to four cents per month for cattle and one and one-quarter to two cents per month for sheep. These fees brought just enough return to cover the cost of administration. They were raised in 1915-16 and again in 1917-19. After the last raise they were bringing in a revenue of about three times the cost of administration. In 1921 the Forest Service began an appraisal of the forest ranges and compared them with some twelve thousand acres of state and private grazing lands in the areas of the national forests. This study was completed in 1924 and was prepared under the direction of C. E. Rachford, of the Branch of Grazing of the Forest Service. Its findings disclosed,after close comparison with both private and state grazing lands, that the forest range on a purely commercial basis was worth about double what it was selling for. Up to this time the fees charged were

blanket,covering all grazing lands in the national forests. The report recommended that flat fees be done away with and the selling of each piece of pasturage for what it was worth in view of accessability, quality, convenience and various other factors. This adjustment was considered necessary as a matter of equity between different grazing permittees. The Forest Service submitted the rate study to the various livestock associations for study before taking action on it. A rate increase had been proposed for 1924 but the livestock industry was again on the verge of a "bust" because of its overexpansion during World War I and the years immediately following. It was decided that it would be inadvisable to increase the fees at this time.

Western Interests Oppose Fee Increase

The stockowners from the western states gathered forces to fight any future raising of fees. The Secretary of Agriculture had assured the stock growers that there would be no increase until the industry had weathered the depression it was in. The findings of the Rachford report was cited by the Forest Service as a basis for the justification of raising fees. At the American National Livestock Association Convention held at Omaha, Nebraska in 1924, a resolution was adopted bitterly protesting against any greater grazing fees than sufficient to cover the cost of administration and urged Congress to legislate to that effect. The result of this resolution was the introduction of the Phipps Bill (68 Cong. 1 sess., S. 2424) which provided for the cutting of existing grazing fees by one-half. This bill was amended later, making

the proposed cut one-fourth, and in this form was reported and was passed by the Senate in January 1925. Another bill was introduced by Senator Pittman (68 Cong. 2 sess., S.J. Res. 147) which provided that the grazing fees should not be raised over the rates charged in 1913-14. It looked as though the controversy was destined to gain momentum and develop into a long bitter fight with little accomplished to iron out the existing differences. This fight was averted by some timely action on the part of the Forest Service. Some new rules found advisable on the basis of the study made by Rachford and his committee were placed in effect. The basic idea was to make an efficient livestock unit the key to forest range administration. These new regulations called for (1) Permit terms of ten years, (2) Possession of proper equipment by permittees and (3) Limits protecting permittees from future reductions in numbers of stock allowed to be grazed below an economic herd as determined by local custom. Many of the complaints of the stockmen had to do with the stability of range tenure. These complaints were based on the fact that permits were on a year to year basis and also, that the stockmen could never be certain how many head the forest officers would allow him to graze. All of these new changes went into effect in 1924 with the exception of the 10 year permits, which were to be issued January 1, 1925. As a result of the controversy Congress took action by calling for an investigation of the grazing question. A resolution was adopted in March 1925, authorizing the Senate Committee on Public Lands and Surveys to make a sweeping investigation into the whole question of

national forest and public domain administration. The real question in mind and the one given the most attention by the committee was the grazing administration and control of the forest and the public domain.

Findings of the Committee on Public Lands and Surveys

Between April and November of 1925, a special sub-committee held hearings in all the public land grazing states. The hearings gave the western stockmen an opportunity to tell exactly what they thought of the grazing administration on the forest ranges. The dominant tone of the hearings was one that was highly critical of the Forest Service. The stockmen had several points of vigorous disapproval of the way the forest ranges were handled:

1. They differed with the findings in the Rachford report. They felt that the basis of comparison between forest range and private range was wrong, inasmuch as it failed to take into consideration certain dependencies and relationships existing between privately owned ranch property and forest grazing range.

2. The stockmen felt that grazing permits, even ten year permits, did not offer enough stability, they felt that a mere permit was subject to capricious rescindment. They wanted permits changed to contracts.

3. The existing method of settling differences between the administration officers and permittees was considered unsatisfactory. A method of home rule was demanded in the shape of a local tribunal for fact-finding purposes upon which both sides might be represented.

4. Finally, the stockmen urged, that he should not be merely safe-guarded in his rights by a contract and local board to which he could appeal, but when he was given a grazing right on the forest it should be an exclusive right and not one held in common with others.

This fourth item meant that the stockmen wanted the grazing rights to be allocated on an area basis, thus entitling a permittee the exclusive right in a given area rather than on a per capita basis under which he shared the use of the range with other users.

The Stanfield Bill and Its Results

Chairman Stanfield of the investigating sub-committee introduced a bill (69 Cong. 1 sess., S. 2584) aimed at righting the points brought out by the committee. Hearings on the Stanfield bill were held in January and February of 1926. The bill as originally drafted was opposed by the Secretary of the Interior, the Chief Forester and the Secretary of Agriculture. Secretary of Agriculture Jardine said that the bill "would have a far-reaching effect, for it would seem to prevent any affirmative steps being taken to reforest any portion of the national forests that are now being used for grazing." (3) The bill was stricken out altogether and replaced with a bill (69 Cong. 1 sess., H.R. 7846) that combined both the Department of Interior and the Department of Agriculture views. This new bill was approved by both of the Departments and the committee but was never seriously considered by the Congress. The Forest Service again took the responsibility in bringing about an adjustment of the existing

regulations and eliminated to a certain extent any necessary action on grievances of the stockmen. These changes covered the following points:

1. The ten year permits were given the full force and effect of contracts, not to be revoked except for violation of their terms.

2. It was provided that the permits should contain certain specifications of possible herd reductions by the forest authorities during the permit life, these reductions to be definitely limited in amount, so as to give the permit holder the greatest possible security of undistrubed tenure.

3. The suspension of further distribution of grazing privileges (new permittees) was authorized during stated periods in regions where economic production of livestock and use of ranch lands dependent upon forest grazing lands would be benefited..

4. The "home rule" demand of the stockmen was met by a regulation providing for local grazing boards, these boards were to consist of one member representing the Forest Service and several other members to be selected by the grazing permittees. These boards were to have jurisdiction either in single forests or groups of forests. The boards were to study and settle grazing questions, and to assist forest officers in the development of grazing policies. Their decisions were to be final unless an appeal was taken to the Secretary of Agriculture.

The fee question was settled after a careful study of the Rachford Report by a stockman arbiter. Mr. Casement of

Colorado, who was appointed by the Secretary of Agriculture. This study was completed in July of 1926. The result of this study was that instead of an increase in fees of 100 percent as recommended in the rachford report, one calling for an increase of about 50 percent was adopted by the Forest Service. However, in January 1927 the Secretary of Agriculture, at the annual convention of the American National Livestock Association in Salt Lake City, announced that the present fees, which were adopted in 1919, would remain in force until 1928, when the Casement schedule would be put into effect on a graduated scale and would extend to 1931. In 1931 the full rates would be applied, extending to 1934. The Secretary also stated that there would be no changes in the schedule during the ten-year period beginning in 1935 unless there occurred a material change in conditions.

The changes in the Forest Service Grazing Regulations were the last major changes made and the most of them, with some revisions, are still in effect today on the forest ranges. The opposition of the stockmen has by no means remained static during this period. The livestock industry like most other industries during the depression years was busy trying to keep its head above the water. It must be noted here that during the depression years a major development came about in reference to the administration of the public domain grazing lands. Many stockowners depend on national forest forage during the summer months and on public domain grazing lands during the winter months and the close correlation between the use makes it imperative to mention

the administrative set-up of the grazing districts. The grazing districts were set up as a result of the passage of the Taylor Grazing Act (48 Stat 1269) in 1934. This act authorized the Secretary of the Interior to establish not more than 80 million acres of grazing districts in the unreserved public domain and to make rules and regulations governing their occupancy and use. This act was amended in 1936 (49 Stat 1976) increasing the maximum allowable area of grazing districts to 142 million acres. It was further amended in 1939 (42 Stat 1002) providing for the establishment within each grazing district of an advisory board of five to twelve local stockmen elected by the users of the range but appointed by the Secretary of the Interior.

The establishment and administration of the grazing districts has given the stockmen using both national forest and grazing district range an opportunity to play one against the other. Having to deal with two entirely distinct personnel groups in two different departments on different phases of a single problem has presented a difficult situation to the user.

II. PRESENT ADMINISTRATION OF NATIONAL FOREST GRAZING LANDS

In order to deal fairly with the present administrative policies of the Forest Service regarding grazing on the national forests we should examine the part that grazing plays in the overall administrative policy of the national forests.

This policy provides for the following:

1. Conservation and Use.--Perpetuation of all the resources through wise use, protection and development.

2. Multiple Use.-- Correlation in management and use of the different resources in order to obtain the highest net benefits from the combined resources of the land.

3. Equal Opportunity.-- Protection of the settler and home builder against monopoly and unfair competition in the use of the resources.

4. Integration with Agriculture.-- Relating the use of the range and other resources of the national forests to farm-grown forage crops and other agricultural resources in a manner to obtain the highest benefits from the different classes of land.

5. Stability of Use.-- Safeguarding livestock agriculture by affording maximum stability in the use of the range resources consistent with the objectives of the national forests.

6. Cooperation with Users.-- Provision for livestock growers, other users and local governments to have an advisory voice in the administration of the national forests which they use.

7. Local Administration.-- A businesslike, decentralized and technical administration to settle local problems.

Multiple Use Concept

There are various resources and values which the national forests contain. They include timber, water, range, game, fishing and recreation. Almost without exception two or more of these natural resources are closely associated on a given area of land. The close association of these resources and values make it necessary for multiple use management. Of

the 88 million acres of usable grazing lands in the national forests about 5½ million acres have been closed to grazing for other more important uses. On the remaining 82½ million acres grazing has been closely correlated with watershed protection, timber production, production of wildlife and recreational use. (4)

Objectives in the Management of the Range

1. Correlation of grazing with other national forest uses in such a way as to harmonize the use and to perpetuate all range and associated forest resources.
2. Attainment and perpetuation of maximum usefulness of soils and watershed subject to grazing use.
3. Prevention of range deterioration and production for current use of maximum forage yields year after year.
4. Promotion of stability of the livestock industry by maintaining grazing capacity at the highest point attainable within the natural limitation imposed by fluctuating weather conditions.

Range Management

Range research was started by the Forest Service in 1911. Up to that time range was managed in a haphazard way, with the greater part of the range,management was an unheard of quantity. Little consideration was given to relative values of forage plants, their requirements for growth and reproduction and adaptability to grazing by different kinds of stock. The Forest Service enlisted the aid of experts in other Bureaus of the Department of Agriculture and investigations were carried on by field officers. Colleges and universities

provided training on related subjects and conducted research in range management. The Forest Service set up experimental stations in the grazing areas and stockmen were often called in for advice. From the information gained by these studies various practices were set up in the management of forest ranges.

Range and Class of Livestock

Wherever possible stock is grazed on the range that is best suited to their needs. Plant species, topography and water facilities are taken into consideration in the grazing of livestock in a given area. Cattle have different grazing habits than sheep and the knowledge of these habits have been utilized in the assignment of stock in given areas of the forest range.

Grazing Systems

A deferred and rotation system has been developed by the Forest Service to meet natural reseeding requirements on ranges used throughout the growing season. Under this system a given range unit is divided into from three to five sub-units of approximately equal grazing capacity. Grazing is deferred on one sub-unit until after the seed of the more important range plants is matured and desseminated, after which the sub-unit is grazed to utilize the forage and aid, through trampling, to bring the seed into contact with the soil. The next year a second area is deferred and grazing on the first is delayed as late as possible to afford opportunity for the young seedlings to become established. Each sub-unit is deferred in rotation in subsequent years.

Livestock Handling on the Range

In the days of the free range cattle and horses were turned loose to graze at will. Sheep were herded, but moved as the forage was used. Makeshift boundaries were established between cattle and sheep ranges. The Forest Service has set up a system by which it designates specific areas upon which each owner is to graze his livestock. Stock driveways are designated over which owners may move their livestock to and from their allotted ranges without hindrance to other range users. Adoption of the range allotment system led to elimination of the waste and destruction of range which resulted from the trailing and trampling due to the competition for the better portions of the range. Desirable distribution has proven to be more difficult with cattle than with sheep. The cattle tend to over-utilize the flatter places and under-utilize the steeper areas. The locating of saltgrounds has done much to bring about a better distribution of cattle on the grazing areas.

Grazing Capacity

Overstocking has been the most widespread cause of range depletion. Grazing capacity differs on different types of range and depends on the character, quantity and food value of the forage. The character of the soil, length of growing season and distribution of water play an important part in the determination of the grazing capacity of a given range. The grazing capacity varies on a given range from year to year, depending on the climatic conditions and changes in the vegetation. Accurate checks on the number of stock actually

grazed, utilization of different parts of the range and condition of the range is kept by the Forest Service. This knowledge is used to enable necessary changes to be made on the range areas. These changes are necessary from time to time on individual ranges to maintain the forage crop which is basic to sustained livestock production.

Seasonal Use

Investigations are carried on by the Forest Service to determine the proper seasonal use of the forage crops. These investigations show that the early spring is the critical time in plant growth. The practice of turning stock into the range as soon as the vegetation begins to grow has been a major factor in range depletion. Stock is held off the range areas until the plant growth is well started in the spring and it has been found that this practice has resulted in higher yields. The percentage of utilization of the forage crop at the end of the grazing season has also come under consideration. It has been found necessary to leave unutilized at least 20 to 30 percent of the plant growth at the end of the grazing season to insure proper revegetation of the area.

Range Distribution Policy

When the national forests were established most of the range was occupied by large livestock owners, homesteaders and settlers. In order to encourage the home-seeker the following policy was set up regarding grazing privileges on the national forest land.

1. Preference is given to the small settler to afford him an

opportunity to build up his agricultural enterprise into a unit capable of satisfactorily supporting a home.

2. In order to obtain the highest use possible of public range and farm land, preference is given to owners of farm land or winter range who require summer range for the number of livestock they can support during the remainder of the year with the products of their croplands or owned range lands.

3. No rights have been allowed to accrue to permittees, but in order to promote stability in livestock agriculture, individuals best qualified under the regulations have been safeguarded in their use of the range to the fullest extent consistent with the objectives of the national forests and the needs of the other qualified range users.

In order to prevent monopoly of the range by the purchase of ranch land or livestock entitled to a grazing preference, and the exclusion of other qualified users, a maximum number any individual may graze has been established for each national forest, beyond which a permit number may not be increased except under extraordinary circumstances. Minimum limits have also been set below which no permit number is reduced. This minimum limit is, in each case, an approximation of the minimum number of livestock which in connection with the owned land will help to produce a reasonable standard of living for a family and varies depending on local circumstances and conditions.

In the year 1945 permits issued for grazing on national forest in the eleven western states by size class were as shown in Table I.

TABLE I

Permits in Eleven Western States by Size Class for Year 1945

Size Class		Permits		Livestock Permitted	
		Number	Percent	Number	Percent
Cattle and horses All Permits		17,302	100.0	1,183,283	100.0
1-40	Head	10,278	59.4	172,883	14.6
41-100	"	3,937	22.7	263,120	22.2
101-200	"	1,864	10.8	269,781	22.8
More than 200	"	1,223	7.1	477,499	40.4
Sheep and Goats All Permits		3,721	100.0	3,893,097	100.0
1-1000	Head	2,332	62.7	1,029,772	26.5
1001-2500	"	1,079	29.0	1,635,581	42.0
2501-4000	"	205	5.5	642,825	16.5
More than 4000	"	105	2.8	584,919	15.0

*Taken from A. I. S. No. 80, U.S. Dept. of Agriculture, May 1949.

In the year 1947 the average paid permit for cattle was 67 head and for sheep 1,073 head. Permits varied in size from 1 or 2 head for cattle and from 10 to 26,000 for sheep.

Grazing Fees

The charging of grazing fees has been discussed in the first part of this paper. As was stated there a schedule had been worked out by the Forest Service and approved by the stockmen.

This schedule called for an increase to a commercial basis less 25 percent. The Secretary of Agriculture approved this schedule and ruled that the increase be applied 25 percent a year beginning in 1928 and become fully effective in 1931. The extremely low price on livestock,however, presented a problem and fees were readjusted to vary from year to year in accordance with the market price of livestock during the previous year.

Derivation of the 1931 Base Fee

The 1931 base fee for grazing on the national forest were derived from a study made of the rentals paid to private persons, corporations, states, Indian reservations, and other government agencies for use of comparable grazing lands. This study (Rachford Report) covered a period of four years and areas sufficiently large to insure fair comparisons. Allowances were made for cases showing abnormal competition or involving considerations other than the use of the forage. Base fees per head per month thus derived averaged 14.5 cents for cattle and 4.5 cents for sheep.

Derivation of Base Livestock Fee

The periods, 1921-30 in the case of cattle and 1920-32 in the case of sheep, were selected as fairly reflecting representative and complete price cycles for each industry. Therefore, the average prices received by producers in the eleven western states during these periods were established as the base prices for use in determining the relationship between current livestock prices. Base livestock prices thus derived were $6.62 per 100 pounds for cattle and $9.15 for sheep.

Adjustments to Correlate with Annual Fluctuations in Livestock Prices

Current fees will bear approximately the same ratio to the 1931 base fees that livestock prices received by producers for the year preceding bear to the base livestock prices. The 1931 base fees will be adjusted annually to assure this ratio except that no adjustment will be made where application of the formula affects the monthly base fee by less than one-half cent for cattle and one-quarter for sheep. Each year in January the Chief Forester's office obtains from the Bureau of Agricultural Economics the average livestock prices of the preceding years. These represent the average prices per hundred pounds paid to producers in the western states for beef cattle and lambs. The prices then are used to calculate the percentages for the current year to the established 1931 base fees.

An example of how the system works is shown below:

1. The average price received for beef cattle for the period 1921-30 was 6.62 cents per pound.
2. The average 1931 base fee was 14.5 cents per head per month.
3. The average price per pound received for beef cattle in the eleven western states in 1941 was 8.64 cents.
4. The 1941 market price of 8.64 cents is 130 percent of the base livestock price of 6.62 cents.
5. Then the 1942 average fee per head per month would be 130 percent of the 1931 base fee of 14.5 cents, or 19 cents. (5)

Protection Reductions

Reductions in numbers of livestock or of grazing periods, or both, may be made at any time in any amount as may be determined by the local forest officer to be needed for range protection. However, permittees are to be given adequate notice of planned reductions which would allow time to make necessary adjustments in their herds. Normally this results in reductions being announced at the close of the summer grazing season. The need for protection reductions is supposed to be discussed with the users, and the users given an opportunity to ride the range with the local forest officer before the announcement of the numbers to be reduced is made.

Sales and Transfer Reductions

The Forest Service has set up the following rules to govern reductions in preferences incident to sale or transfer of base property or permitted livestock.

1. Where the preference after the transaction is less than the lower limit, no distribution reduction will be made but protection reductions will be made if needed.

2. Where the preference after the transaction is more than the lower limit, reduction for protection or distribution will be made if needed.

Status of Inherited Base Property and/or Permitted Livestock

Direct inheritance in the immediate family of base property or permitted livestock usually will justify renewal of preference without reduction for distribution. Such transfers will be subject to reduction for protection.

Advisory Boards

Recognition of Livestock Associations and permittee advisory boards are provided for under the provisions of Section 211.1, Chapter II Title 36, Code of Federal Regulations. These provisions provide for:

1. All advisory boards shall be elected by the permittees whom they represent.

2. Boards representing a sub-division of a national forest shall consist of not less than three members. Boards representing an entire national forest or a larger unit shall consist of not less than five members. When satisfactory with the range users, other organizations or groups using resources of the national forests may designate a representative to serve on the livestock advisory boards.

3. Suggestions and recommendations of advisory boards, which will meet upon call of the chairman of the board or upon call of the local forest officer, will be obtained and carefully considered upon current grazing problems and upon policy changes well in advance of their adoption by the forest service. Advisory boards also will be given the opportunity to review any matters affecting the interests of one or more users of national forest range upon request of the individual or individuals affected.

4. Duly recognized permittee advisory boards may consider grazing complaints and appeals and make recommendations.

5. Associations or advisory boards representing a majority of permittees of a national forest, or a sub-division thereof, may pass special rules designed to obtain economy of operation,

improved grades of livestock, larger natural increases and improved practices which, when approved by the designated forest officer will be binding upon all permittees using the range for which the rule has been approved. Failure on the part of a permittee to comply with an approved special rule may be considered sufficient cause to deny his permit or revoke his preference in whole or in part.

The above regulations dealing with the organization and the powers of the Advisory board appears in the United States Forest Service Use Manual.

III. DISPUTABLE POINTS IN PRESENT REGULATIONS OF NATIONAL FOREST GRAZING

From the earliest days of government regulation of national forest grazing lands, stockmen and their livestock associations have objected to certain of the regulations imposed upon them by the United States Forest Service. The history of some of these early disputes has been discussed in the earlier part of this paper. In the present day administration of the forest grazing lands stockmen and their associations still find much to condemn. Many previous disputable points have been ironed out but others have arisen and are fought just as bitterly today as the early western cattle raiser fought the government's encroaching on his "free range" in the early 1900's.

The question of grazing fees cause very little controversy today. The basis of the computation of fee charging meets

with the general approval of the forest grazing land users. No doubt one of the reasons the present fee schedule is not objected to is the fact that the amount of the fee is controlled greatly by the state of the livestock market and not a flat fee imposed by the Forest Service. The control of the fee rate is more or less out of government hands.

In order to look into some of the issues over which the stockmen and the Forest Service are not in accord it is necessary to examine the part that national forest range plays in the overall western livestock picture. On the basis of the Department of Agriculture estimate of number of livestock in the eleven western states on January 1, 1947, 11.6 percent of the cattle and 24.8 percent of the stock sheep grazed for some part of the year on national forest range. National forest ranges in the eleven western states provided permitted cattle and sheep, with 5½ percent of the total animal unit months of forage and feed required for cattle and stock sheep in those states. The calves and lambs that grazed with permitted livestock provided an additional 2 percent, bringing the national forest total to 7½ percent. The federal grazing districts accounted for 6½ percent while private range and cropland for 85 percent. (6)

Permitted cattle grazed an average of 5.2 months on the national forests in 1947, sheep grazed on the average of 2.9 months. Most national forest ranges are grazed during the summer months while private lands or grazing districts land provide the winter grazing. The importance of the forest ranges in the livestock business lies partly in the fact that

the range provides a breeding ground for much of the livestock grazed there. The meat production is an assembly line proposition in the west. Cattle and sheep graze on the lower lands through the fall, winter and spring, then are grazed on the forest ranges during the summer months and many after leaving the summer range are sent to the market.

Stockmen Object to Reductions in Permitted Livestock

The reduction of permitted livestock on national forest ranges has caused a feeling of great economic insecurity to seep into the ranks of permittees. for the last thirty years the numbers of sheep and cattle on forest ranges have been going steadily down. Stockmen estimate that cattle numbers have been cut 50 percent and sheep 60 percent on national forests in the last thirty years.

The case of William Patterson, at present Garfield County Commissioner in Colorado and a user of Holy Cross National Forest range from before its establishment in 1905 until he retired in 1943 from the cattle business, is cited as an example of the difficulties of the operation of a small ranch in the face of seemingly inflexible regulations of the Forest Service. (7)

In 1888 William Patterson's father started homesteading 140 acres of land near Carbondale, Colorado. By 1894 he had acquired a herd of about 60 head of cattle. From the home ranch on the river the cattle grazed on a plateau which furnished ideal spring and fall forage and from there they followed the grass up the headwaters of Cattle Creek to the high summer grazing on Red Table Mountain. Only about half a ton

of hay was needed to winter a cow during the months of January and February. By the first of March the grass was green and the cattle were turned out to the spring grazing on the lowlands. William Patterson grew up on this ranch and helped his father run it. By 1900 he and his father had a herd of 300 head and during the years 1914-18 they were handling between 500 and 700 head. In August 1905 President Roosevelt proclaimed the Holy Cross National Forest, its boundaries included only a part of the summer range country but the Pattersons felt that the forest was a definite and drastic encroachment on their rights and it was not until 1907 that they decided that the forest service was here to stay and they applied for and were granted cattle permits. The second change that came about was the building of the Missouri Heights reservoir in 1910. This made good irrigable farm land out of the Missouri Heights plateau and it was rapidly settled and as a result, lacking spring and fall range, the grazing season was shortened by two months. In 1918 the enactment of the 640-acre grazing homestead law was passed and as a result, most of the available land outside of the national forest boundaries were filed upon, until little was left of the open public range. In 1920 the bottom dropped out of the cattle market and the Pattersons were unable to take advantage of the land rush to acquire more grazing lands that were necessary as base property. On rented pastures and the forest permits William Patterson, after his father's death, continued to run the ranch and make it pay. In 1935 the Forest Service decided that the allotment was overstocked

and asked that some of the permits be moved to a district south and west of the overstocked district. Patterson found that this move would mean that it would be necessary to give up his leases of private grazing lands since he was moving his herd. The Forest Service made a verbal agreement with him that if he moved his herd it would give a permit for the entire herd of 170 head. After he had given up his leases of the private range the Forest Service obtained title to these lands by purchase. Shortly afterwards the permit for his herd was amended to 100 head.

The table on the following page was taken from the records of the Holy Cross National Forest.

The first and obvious point that appears in this table is the shortening of the grazing season. From 1913 to 1921 it extended from May 1 to November 15, from 1922 to 1930 from June 1 to October 31, and from 1931 until the end of the record from July 1 to October 15. This was a reduction of the time Patterson's cattle were permitted on the forest of almost half the original grazing season. Patterson claims that after the cut from 170 head to 100 head his rance became uncommercial to operate and he sold out in 1943.

Many ranchers complain that they are permitted to graze in grazing district land on June 15 while Forest Service land separated from the grazing district by a fence running between them is withheld from grazing until July 15. In 1947 a sub-committee of the Public Lands Committee carried on extensive hearing throughout the west on the question of the proposed cuts in the numbers of livestock permitted to graze on the

TABLE II

John and William Patterson's Permit Records

Year	Season & District	J. Patterson Appl.	J. Patterson Appr.	W. Patterson Appl.	W. Patterson Appr.	Totals Appl.	Totals Appr.	Fees
1913	May 1-Nov 15	75	75			75	75	21.75
1914	50% on Cattle	150	75	40	15	190	90	26.10
1915	Creek Dist.	75	75	40	40	115	115	40.25
1916		175	87	80	40	225	127	46.21
1917		84	84	80	40	164	124	56.82
1918		120	60	300	50	420	110	51.15
1919		110	55	114	74	224	129	84.36
1920		50	25	50	25	100	50	34.93
1921		60	30	50	25	110	55	38.18
1922	80% on June 1	58	46	60	48	118	94	48.86
1923	Oct. 31	60	48	60	48	120	96	50.48
1924		63	51	63	51	126	102	52.85
1925		63	52	65	52	130	104	53.24
1926		65	52	65	52	130	104	53.86
1927		63	51	62	50	125	101	50.50
1928		75	51	34	27	109	78	55.89
1929		53	43	25	20	78	63	48.19
1930		55	44	35	28	90	72	62.64
1931	50% on July 1	65	33	30	15	95	48	43.50
1932	Oct. 15	65	33	35	18	100	51	17.85
1933		65	33	35	18	100	51	21.42
1934				125	70	125	70	25.48
1935				150	70	125	70	27.50
1936				100	70	100	70	45.00
1937				170	170	---	---	-----
	All on Coal Basin Amended----			100	100	100	100	90.48
1938				100	100	100	100	107.12
1939				170	170	170	170	92.92
1940				115	100	115	100	97.85
1941	North Thompson			100	100	100	100	110.00
1942	4 mile			100	100	100	100	130.00
1943				100	100	100	100	155.00

national forests. After this investigation the sub-committee made the statement "Without a doubt these drastic reductions in livestock numbers must in the long run mean the loss of hundreds of millions of pounds of meat to the American consumer." (8)

The sub-committee heard many objections to the system of "transfer cuts." This system was called, by witnesses, a backhanded scheme for bringing about unwarranted cuts. It was claimed that in transfer cuts the number of permitted cattle may be cut 10 to 20 percent. Some of the witnesses contended that cuts were made where transfers of permits were made between members of one family. It was also pointed out that since the Forest Service reserves the right to make cuts for protection purposes there is no valid reason to continue its regulation providing for transfer cuts. It was stated that if cuts were absolutely necessary they should be made for protection purposes. This device of transfer cuts has been credited with the upsetting of many ranch sales. The value of a ranch is often determined in part by the size of its forest lands grazing permit. When a buyer finds, however, that it is likely to be cut as it passes to him, he backs out of the deal. Also regarding reductions, reliable stockmen and agricultural college authorities seriously question the findings of the studies made by the Forest Service to determine grazing capacities. When the Forest Service cut the numbers of permitted livestock on the Routt National Forest in Colorado, Dr. Robert Lang and Professor Alan Beetle, both of the University of Wyoming Department of Agronomy, conducted independent range surveys of the six grazing allotments on that same forest. Dr. Lang stated that in his findings 70 to 85 percent of the species of forage plants were left at the end of the grazing season. Professor Beetle told the sub-committee of the Public Lands Committee of Congress

that, "There is ample feed remaining on the range and in spots to the point of waste. There is no evidence of long-continued abuse on any of the vegetative classes." (8)

The conclusions by these independent professional technicians differ widely from the findings of the Forest Service on the allotments. This testimony was brought in in support of the contention that many of the protection reductions made by the Forest Service are unwarranted.

The Committee made the following recommendations to the Secretary of Agriculture in its preliminary report in October 1947.

1. Permittees to be given more positive and affirmative encouragement by the Forest Service to cooperate with each other and with the Service in the improvements of ranges, including water development, fencing, reseeding, rodent and weed control, and soil and water conservation practices.
2. Effective immediately and extending for a 3-year period there shall be no reductions made in permits.
3. Establish and put into operation a system of impartial appeal boards designed to represent fully the interests of the general public as well as the permittee and the Forest Service so far as grazing and livestock are concerned.
4. All conditions required of the permittee or imposed upon him, or agreements or promises made to him by forest officials in connection with his grazing permit to be in writing and their validity recognized by any successors to such officials.
5. Inaugurate and make effective a policy under which permittees, in matters affecting their preference and permits,

shall upon request be entitled to a record hearing at which they may be represented by counsel.

6. In all cases involving a reduction in permitted numbers, consideration shall be given to the economic conditions affecting the permittee's livestock operations and to the practical effect of proposed reductions upon not only the permittee but the local community and its tax structure. Further, the opinions of experienced and practical stockmen and community leaders shall be given due consideration.

The Secretary of Agriculture, after discussing the proposals with the Forest Service, accepted and decided to adopt five of the six proposals submitted. The Secretary, however, refused to adopt proposal number two, which restated was "effective immediately and extending for a 3-year test period there shall be no reductions made in permits."

The Secretary of Agriculture by his decision postponed to a large extent the cuts in the permitted number of livestock grazing on the western national forests, as proposed for the year 1948, yet at the same time the Secretary announced substantial cuts to be made for the years of 1949 and 1950. So the big issue between the western stockmen and the Forest Service still remains unanswered though some of the minor issues were successfully settled.

IV. SUMMARY OF EXISTING CONDITIONS AND POSSIBLE CORRECTIVE MEASURES

The disputes between the livestock owners and the Forest

Service goes somewhat deeper than the surface grievances that claim most of our attention. The resentment of the private operator against federal regulation of any kind is carried over from the days when federal regulation was considered an encroachment on the private individual's rights. The present situation in the west with divided federal jurisdiction of the public lands tend to center the resentment in the direction of the strictest regulating agency. In his dealing with both the Forest Service and the Bureau of Land Management, which administers the Grazing Districts, the stockman has found that the Forest Service and its policies allow him less leeway than the Bureau of Land Management does. The stockmen have been quick to realize that a rising tide of opposition against the Forest Service regulations, along with an endorsement of the administration of the grazing districts, may result in more favorable relations being brought about between him and the Forest Service.

Rivalry between the Department of Interior and the Department of Agriculture

The Department of the Interior's Bureau of Land Management administers 169 million acres of grazing lands under the authority of the Taylor Grazing Act of 1934. This act was sponsored by the stockmen and is regarded by them and their associations as a fairly good regulatory act. The grazing regulations of the Forest Service is regarded by these same stockowners as an extremely difficult set of rules under which to operate a business. One of the biggest reasons why the Forest Service regulations seem to be so galling to the

stockmen is that grazing is considered as a subsidiary use of the national forests. It was not listed as an objective in the Organic Act of 1897. While on the other hand, the Taylor Grazing Act of 1934 may be interpreted as having the administration of the public lands in the west as its chief purpose. The intermingling of the Taylor lands with the national forest lands contribute to a very unfavorable situation. Grazing practices that are often allowed on grazing district lands are just as often prohibited on forest lands.

The Taylor Grazing Act provided for the transfer of any lands within the national forests chiefly valuable for grazing which can be best administered as grazing districts. The Department of Agriculture has been reluctant to transfer any of its grazing lands to the Department of Interior because it feels that the Grazing Act restricts action to conserve and wisely use the resources of the land. The Department of Agriculture feels that the Department of Interior has millions of acres of forest range land that should be transferred to the national forests in order to simplify administration and to devote the lands to the purposes for which they are chiefly valuable. While this departmental sniping has gone on for years the stockmen have recognized the advantage of playing one against the other and have done it profitably.

The Final Issue

The cut in number of permitted livestock on the forest range represents the final issue between the Forest Service and the range users. The Forest Service has made many concessions concerning range use, while many of these concessions could

be made without endangering the other resources, any further concession may very well abrogate the basic objectives for which the national forests were established. It is therefore my contention that the answer does not lie in any further revision of existing regulations, but in the adoption of a much broader policy.

The Forest Service has indicated that further reduction in permitted livestock is necessary on the national forest ranges in order to safeguard the many other resources on these forest areas. Without a doubt, the range users are not convinced that the Forest Service will be able to carry out this policy in spite of their opposition. Indication of the power of lobbying groups to influence unfavorable legislation must be reckoned with. In consideration of these factors I believe that at least a part of the problem could be solved by a better and more efficient policy of the consolidation of all public grazing lands under one administrative agency.

Integration of Administrating Agencies

I believe this integration of grazing lands and of administering agencies would accomplish the following things:

1. It would lower the cost of administration by eliminating the duplication of personnel and functions.

2. It would bring about a closer correlation of the uses of the resources to obtain higher benefits.

3. One policy would cover all grazing of public lands, thereby eliminating conflicts between two separate policies dealing with the same use.

4. It would consolidate the grazing lands, eliminating jurisdictional disputes and make for better management.

5. Stockmen would have only one agency to deal with.

6. Would provide greater stability of the livestock industry.

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