

SUMMARY

Roundtable Proceedings

September 15 - 17, 1985

UCROSS FOUNDATION

"Non-Profit Resource Use Organizations
in Wyoming"

With Grateful Acknowledgement

To Lollie Plank
for the many hours volunteered
to record, review and assimilate
these Roundtable proceedings

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ROUNDTABLE

on

NON-PROFIT RESOURCE USE ORGANIZATIONS IN WYOMING

September 15 - 17, 1985

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SESSION I

WHAT ARE THE RESOURCES OF WYOMING THAT ARE IMPORTANT TO THE STATE?

A. Natural Resources

1. Land:

- a. natural beauty,
- b. wilderness,
- c. mountains and valleys,
- d. forests,
- e. open space,
- f. prairie.

2. Water:

- a. municipal and industrial use,
- b. agricultural use,
- c. recreational use,
- d. renewable resource for potential export.

3. Minerals:

- a. oil and gas,
- b. coal,
- c. trona,
- d. bentonite,
- e. CO₂.

4. Wildlife: game and fish.

5. Weather:

- a. clean air,
- b. percent of sunshine vs. clouds and rain,
- c. low humidity,
- d. wind,
- e. snow.

B. Human Resources

1. Western heritage:

- a. way of life,
- b. sense of history.

2. People attracted to Wyoming's low population density, high outdoor quality of life area:

- a. independent,
- b. hard working,
- c. friendly,
- d. creative.

3. Accessibility of state government representatives and officials to the general population and to one another.
4. Quality education system, especially K-12.

SESSION II

WHAT ARE SPECIFIC NEEDS/CONCERNS/GOALS WHICH MIGHT WELL SERVE THE PEOPLE OF WYOMING WITH RESPECT TO THE HIGHEST, BEST USE OF ITS RESOURCES?

A. Needs

1. No consensus re: economic growth
 - a. On the one hand: balanced, consistent economic growth with enough diversification to moderate boom/bust cycles.
 - b. On the other hand: stabilized economy and employment with growth in some areas that could make up for declining or depressed production and jobs in depleting, glut or uncompetitive resource areas.
2. Land Use Planning:
 - a. protection of public resources,
 - b. public access to public resources,
 - c. alternatives to and for agriculture.
3. Sophisticated national promotion of tourism, accompanied by hospitality training to encourage a service orientation and promotional pride among retail and lodging trade employees.
4. Better transportation systems for products and people - especially air .
5. Better communications systems: TV, radio, newspapers - state-wide coverage for state-wide identity.
6. Private sector, especially resource companies, more responsive to environmental and community sensibilities of people.
7. Replace tax base over time, through selected diversification to alleviate dependence on mineral resource tax revenues.
8. Networking of cohesive groups with common interests: educational, cultural, social services community.

9. Research and curriculum on the university level to parallel state needs and encourage innovative thinking and planning.
 - a. Water development: water use based on value of that use to the state's economy.
 - b. Development of specialized products new markets for Wyoming agriculture.

B. Concerns

1. Economic change balanced to maintain quality of environment.
2. Not economic growth for growth's sake, noting that 7% economic growth compounded over ten years translates into an undesirable doubling of the population level.
3. Given a stable population, concern over unchecked growth of state government and the percentage of total Sobs related thereto.
4. Use of public funds from depleting resources to subsidize marginal and sub-marginal producer's operating expenses.
5. Compatibility of existing resource industries with tourism.
6. Government is more reactive than promotional.

C. Goals

1. Year-round recreation and tourism supported by enhanced small business and lodging infrastructure.
2. Limited industrial development.
3. Stabilized agricultural economy.
4. More sophisticated government development and administration of long-term, state-wide strategy plan with funds allocated for same.
5. Consistent government regulations on minerals, and oil and gas development.
6. Encouragement of in-state processing of selected clean resource and agricultural products.

7. Education in better management of economic units, especially ranching and small business.
8. Public/private collaboration in funding and defining research efforts on the university level: one example of a current effort is the Enhanced Oil Recovery Institute.
9. More efficient allocation of tax base.

SESSION III

SPECIFIC GOALS WHICH, WITH PLANNING AND CO-OPERATION, WOULD BE A BOON TO WYOMING WITH RESPECT TO THE USE OF THE STATE'S NATURAL RESOURCES.

- A. Promotion of tourism as a good source of revenue to contribute a growing share of Wyoming's tax base and employment.
 - 1. Four-season use of the variety of Wyoming's recreational opportunities by out-of-state tourists and residents.
 - 2. Hunting and fishing.
 - 3. Winter sports.
 - 4. Dude ranching.
 - 5. Class lodging and restaurants near developed historic sites and parks.
 - 6. Establishment of new state parks and the improvement of old ones including amenities that encourage tourist visitation.
- B. Develop the University of Wyoming as a research facility with selected centers of excellence that reflect the state's assets and needs and attract non-resident students.
- C. Water Development: This major state resource that impacts all people and virtually all other state resources is neither fully utilized nor utilized to the state's best economic and aesthetic advantage - both ground and surface water.
- D. Extend the productive life of depleting mineral resources through
 - 1. Enhanced oil recovery research and implementation.
 - 2. Research to discover new uses for minerals that may, over time, lose current market advantage.
- E. Develop criteria to evaluate, motivate and expedite desirable economic change with public involvement in the process and a government attitude that encourages rather than frustrates new industry, as well as new agricultural products and marketing innovations.

- F. Develop a state-wide communications network encompassing public media, telecommunications and computer networks.
- G. Innovative and timely educational opportunities for young people to encourage creativity and careers tuned in to Wyoming's current needs.
- H. Establish a, wool processing plant.
- I. Encourage commercial game farm experimentation.
- J. Establish a particle board plant.

FOUR GOALS SELECTED WITH PLANS DEFINED AND BLUEPRINTS FOR ACTION DEVELOPED.

- I. The goal: to modernize the marketing of Wyoming's rangeland resources in a period when traditional ranching is thr teased by increasing international competition from lower cost producers and changing dietary patterns.
 - A. The plan:
 1. To develop marketable, lean, grass-fed beef.
 2. To develop a commercial market for the meat of ranch-raised antelope, ndeer and elk.
 3. To experiment with imported species, such as the llama, and, with cross-breeding, to develop better meat products more suitable to modern taste and health.
 4. To explore the marketing of related by-products, such as antlers (a renewable resource prized in the Orient) and trophy hunting, as well as conventional hunting permits.
 - B. The players: leadership would come from
 1. Innovative ranchers some of whom are already experimenting.
 2. Animal science researchers at the University of Wyoming.
 3. State and federal government to accommodate the effort with appropriate legislation and encouragement.
 - C. Logical participants
 1. Proponents who might support the process
 - a. Any resident of Wyoming whose living is currently tied to the raising, feeding, processing and selling of beef or Lamb.
 - b. Marketing experts.
 2. Likely opponents
 - a. Game and Fish Department who might be uncomfortable with the prospect of domesticating game animals.

- b. Some wildlife organizations that prefer these animals remain purely aesthetic or solely to be hunted.
 - c. Any groups or individuals associated with the distribution chain who might be resistant to change or by-passed in the process.
 - 3. Unbiasd: the ultimate consumer who will vote with dollars in the marketplace.
- D. The time is now. Form an organization of concerned ranchers and other proponents of utilizing Wyoming's grasslands as a maximized natural resource to
 - 1. Support marketing research into the size and location of current and potential markets.
 - 2. Seek legislative approval of wild game as a commercial food.
 - 3. Mount a publicity and incentive campaign to educate the public concerning the advantages of low cholesterol red meat and to overcome resistance to change by convincing ranchers and other industry segments of the market potential, versus the current and likely long-term depressed beef industry situation.
- E. Expectations: This is a valid prospect over the next four years for the more productive use of rangeland over time and the viability of the ranch as a hallmark of Wyoming's culture.
 - 1. The prospects for success with lean beef are very good.
 - 2. For traditional game meat, the entrepreneurial possibilities are exciting with perhaps an even chance that some of the possibilities associated with the use of big game and cross breeds developed from same for commercial food and other by-products could contribute to the revitalization of ranching in Wyoming.

- II. The goal: to develop Wyoming's State Parks system through legislative action to fund the opening of undeveloped and unknown locations in order to attract tourists to new areas and spread them around the state.
- A. The plan: to establish a user's fee for state parks with these dollars earmarked specifically to expand the parks system to include
1. Historical sites currently overlooked.
 2. Archeological sites such as pictograph areas.
 3. Significant geological areas.
 4. Undeveloped summer/winter sports areas.
 5. Possibly, through the donation of private industry, some well and mine sites contributed to the user fee system.
- B. The players: suggested leadership
1. Wyoming Outdoor Council.
 2. Wyoming Recreation Commission - Alvin F. Bastron, Director.
 3. Game and Fish Department - Pete Petera, Assistant Director (Operations).
 4. Elizabeth Fields of Newcastle.
 5. Bob Baker, State Representative, Fremont county, and Dubois Museum Society.
 6. Dan S. Budd, State Representative, Sublette county.
- C. Logical participants
1. Proponents who would foster the plan include
 - a. State Historical Society.
 - b. Chambers of Commerce.
 - c. Conservation groups.
 - d. Wyoming Department of Travel and Recreation.
 - e. Local travel and tourism boards.

2. Likely opponents
 - a. Those groups competing for dollars that can't find a positive for them in the effort.
 - b. Agricultural interests and landowners - should conflicts develop over access to public areas. These conflicts could perhaps be resolved through tax incentives relating to scenic and conservation easements and/or in donation of private lands for state parks.
 - c. Minerals industry representatives who might view new state parks efforts as restrictive in general and/or the particular.
 - d. Those influential people set against the earmarking of funds.
- D. This process should begin immediately in Cheyenne under
 1. Wyoming Outdoor Council leadership in concert with the Wyoming Recreation Commission, the Travel Commission and friendly legislators with
 2. The aid of the State Historical Society, the Department of Archives and Museums and the State Land Board who, with public input, would be asked to inventory possible sites and recommend the preservation, protection and orderly development of heretofore largely overlooked assets.
 3. A task force of representatives from these interested agencies and individual influential proponents would work at
 - a. Drafting specific enabling legislation and following it through the legislative process.
 - b. Building a constituency of co-sponsoring groups such as Chambers of Commerce and local tourist bureaus.
 - c. Prioritizing the development of areas listed in the inventory as to timing, dollars required, accessibility of sites, etc.

- d. Determining employment potential in the light of expectations of user volume.
 - e. Consider promoting the potential for ancillary services and amenities in the surrounding area - motels, restaurants, etc.
 - f. Determining the amount of user fee and how it might conveniently be collected.
 - g. Soliciting the support of private travel agencies.
- E. Expectations: Assuming that draft proposals for a State Park user fee could be presented successfully during the 1986 legislative session - perhaps a 50/50 chance - this process could be underway within a year and some action visible inside of two years. The potential for employment, particularly for youth, as information guides, etc., and for additional tourist dollars, coming into the state is substantial.

- III. The goal: to extend the life of Wyoming's mineral industries to allow time for diversification of the state's tax base from the current reliance on 70% revenues coming from coal, oil and gas.
- A. The Plan: to extend the life of Wyoming's petroleum reserves and increase oil production through research and applied techniques.
1. Assimilating current knowledge of applicable enhanced oil recovery techniques.
 2. Perfecting these techniques with elaborate model and field experimentation, followed by
 3. Industry's application of state-of-the-art techniques in their developed fields.
 4. This would be a collaborative public/private effort by the State of Wyoming, the Enhanced Oil Recovery Institute of the University of Wyoming and the oil and gas industry.
- B. The players: key leadership provided by
1. The Governor and the Legislature.
 2. Enhanced Oil Recovery Institute, University of Wyoming.
 3. State Oil and Gas Commission.
 4. State Planning Commission.
 5. Oil and gas corporations represented in Wyoming by the level of their commitment to the petroleum industry within the state and to the state's long-term best interests.
- C. Logical participants
1. Proponents and participants in addition to those noted above - any group involved in energy:
 - a. Department of Environmental Quality.
 - b. Bureau of Land Management.
 - c. Forest Service.
 - d. Office of Economic Development.
 - e. Economic Development and Stabilization Board.

- f. Power companies.
 - g. State geologists office.
 - h. Media.
 - i. Ucross Foundation.
2. Opponents: possibly some environmental groups who axe opposed to the petroleum industry in general.
 3. Neutral participants: any legislators, University administrators and government agencies that might be indirectly involved in aiding the process.
- D. The process should begin immediately with an educational program supported by state-wide media coverage
1. Capitalizing on interest generated by the Wyoming Futures Report and Conference in Casper on October 19, 1985, to educate the public concerning the state's problem with declining mineral tax base.
 2. Focusing on recommendations outlined in the Report and specific action plans developed at the Ucross Roundtables and at the Conference that address economic stabilization and diversification.
 3. Using the Amoco project at Lost Soldier and Wertz fields as examples of
 - a. Immediate gains possible through enhanced oil recovery - 40 to 50 million barrels from these fields.
 - b. Potential to generate increased income to the state and lengthen the productive life of petroleum reserves.
 - c. Environmental implications of increased production without drilling more exploratory wells.
 - d. Potential of using CO2 and trona for environmentally clean enhanced oil recovery.

4. A planned meeting of University officials, key legislators and industry representatives in Casper within a month of the October 19 Conference after orientation discussions at their home locations to
 - a. Outline formal proposals defining areas of applied research Wyoming should address.
 - b. Develop funding sources and responsibilities.
5. Present formal proposals to the legislature in February, 1986, for
 - a. A major research program.
 - b. The funding of this effort through grants, government and, especially, the participation of industry in the academic research effort.

E. Expectations

1. State-of-the-art efficiency in the industry's use of fully-researched applied technology for CO₂ and other tertiary recovery methods could increase Wyoming's oil production from known reserves by 1.5 billion barrels, representing a possible increase in tax revenues of up to \$30 million per year.
2. Given adequate funding, top personnel and industry support and co-operation, the University's Enhanced Oil Recovery Institute could become the leading institution of its kind in the nation.
3. The in-state use of CO₂ from the LaBarge field for enhanced oil recovery would likely result in small business spin-offs as markets for now exotic and unknown uses of CO₂ and helium develop.

- IV. INCREASE TOURISM IN THE STATE OF WYOMING, AN EXCELLENT DIRECTION TO TAKE TO PRESERVE NATURAL AND HUMAN RESOURCES.
- A. The plan: State-wide identification, co-ordination and promotion of visitor services and experiences in order to increase visitor days in Wyoming.
- B. Logical participants
1. Proponents: existing interests in travel and tourism.
 - a. State and local travel commissions and tourist bureaus.
 - b. State and local historical societies.
 - c. Recreational interests.
 - d. Agency representatives, such as from the Game and Fish Department.
 - e. Environmentalist and conservationist groups.
 - f. Chambers of Commerce.
 - g. County planners:
 - h. Retail and service industry people.
 2. Opponents
 - a. Those who don't understand the program and its goals.
 - b. Entrenched bureaucrats in state agencies dealing with travel and tourism who might feel their jobs threatened by consolidation efforts.
 3. Neutral participants: the travelling public.
- D. Start as soon as possible to overcome the fragmented effects of typical regionalism and competitiveness by educating the public to the potential of a state-wide effort - a larger piece of pie for everyone - and selling the idea politically.
1. Roundtable participants working on tourism blueprint to do homework to ferret out existing tourist-related services and plans and determine why nothing has yet quite worked.

2. Announce the intention to put forth a state-wide effort at the Wyoming Futures Conference on October 19, 1985.
3. Formation of a Blue Ribbon committee with community involvement to convene in a central area that needs development, such as Thermopolis, to select a Steering Committee of 12 - 15 key minds, public servants and private individuals committed to see the program through.
4. Steering Committee to
 - a. Hire a full-time administrator with expertise in group dynamics who will
 - 1) Disseminate information throughout the state.
 - 2) Activate local forums to facilitate creative thinking.
 - 3) Carry out Steering Committee directives.
 - b. Develop an operating plan to
 - 1) Sort and evaluate inventories and design eye-catching maps and directories to focus public attention on sights and sites.
 - 2) Pursue a program of service-employee training and re-education in public relations, possibly to be undertaken by community colleges or the University, with pay structures designed with provisions for incentive bonuses.
 - c. Determine sources of funding for the program:
 - 1) Chambers of Commerce.
 - 2) Hotel/motel associations.
 - 3) Guides and outfitters associations.
 - 4) Foundations.
 - 5) State government match.
 - 6) Optional bed and airport taxes.

- d. Solicit active and vocal support from:
 - 1) Governor and legislators.
 - 2) Public agencies.
 - 3) Business interests.
- 5. Suggested time frame
 - a. Selection of Steering Committee and administrator - three months.
 - b. Administrator initiates and reviews grass roots contacts - six months.
 - c. Steering Committee defines operating plan - nine months.
 - d. Initial implementation of the plan - one year.
 - e. Program well underway, leading up to a grand promotional effort associated with Wyoming's Centennial as a state in 1990.
- 6. Targeted tourist groups to maximize overnights should include
 - a. In-state tourism:
 - 1) Vacationers and weekenders.
 - 2) Industry and public convention business.
 - b. Non-resident tourism:
 - 1) Families.
 - 2) Outdoorsmen.
 - 3) Convention groups.
 - 4) Students.

E. Expectations: the opportunity for success of this program should be 80% plus as the idea already has wide popular support in state. A broad-based plan to

1. upgrade old facilities,
2. develop new amenities
_____ that can compete with neighboring states in terms of quality, and
3. mount a public relations and advertising effort nationally to gain the support of travel agencies and informed tourists

which should result in tourism playing an increasingly larger role in Wyoming's economic future while at the same time preserving the values and land that Wyomingites hold dear.

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September 1547, 1985

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