An Analysis of Forest Service Grazing Statistics and a Case Study of Public Grazing in Rich County, Utah

Barton F. Bailey
Utah State University

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AN ANALYSIS OF FOREST SERVICE GRAZING STATISTICS

AND A CASE STUDY OF PUBLIC GRAZING

IN RICH COUNTY, UTAH

by

Barton F. Bailey

A thesis submitted in partial fulfillment
of the requirements for the degree

of

MASTER OF SCIENCE

in

Agricultural Economics

UTAH STATE UNIVERSITY
Logan, Utah

1969
PREFACE

This thesis is divided into two sections. The first section is an analysis of Forest Service grazing statistics and the second section is a case study of public land grazing in Rich County, Utah.

I wish to express my appreciation to the Department of Agricultural Economics and to the United States Forest Service for making it possible for me to do research on a ranch and rangeland problem.

My sincere thanks goes to Dr. Darwin B. Nielsen for his continual help and encouragement throughout this study. His advice and friendship, along with his ability to see existing problems, made his presence enjoyable and sincerely appreciated.

Special thanks are expressed to the ranchers of Rich County, Utah, who gave of their time and consideration in helping get the basic data needed for the improvement practice study.

I am especially grateful to Pat, my wife, for her support and constant encouragement throughout my graduate studies. I also wish to express thanks to my father and mother for their encouragement to continue my education, and their financial and moral support throughout my years in college.

Barton F. Bailey
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ABSTRACT

An Analysis of Forest Service Grazing Statistics
And a Case Study of Public Grazing

In Rich County, Utah

by

Barton F. Bailey, Master of Science

Utah State University, 1968

Major Professor: Dr. Darwin B. Nielsen
Department: Agricultural Economics

Forest Service grazing permits for cattle and sheep were analyzed.

A livestock and land resource summary was completed for each non-
temporary permit reported on the 98 forests in the twelve western states.

The economic feasibility of private rangeland improvements to
offset public land grazing in Rich County, Utah, was analyzed in the second
section of this thesis. The internal rate of return for various projects
was computed. The internal rate of return was used as an indicator of
the economic feasibility to ranchers. These estimates were made on a
county basis and do not apply to any particular ranch situation.

(125 pages)
SECTION I

AN ANALYSIS OF FOREST SERVICE GRAZING STATISTICS
INTRODUCTION

Sixty-five percent of the land area of western United States (excluding Hawaii) is owned by the federal government. Ninety-five percent of this vast public domain is controlled and managed by two agencies—the Department of Agriculture with 24 percent and the Department of Interior with 71 percent. The United States Forest Service administers over 99 percent of the land managed by the Department of Agriculture with 86 percent of this land located in twelve western states. The Bureau of Land Management administers over 88 percent of the land managed by the Department of Interior with practically all of it in the western states (Caton, n.d.).

Well before 1900, settlement had extended into nearly every section of the west, and livestock grazing industry had pushed into almost every corner of the land. With no control or management of the federal lands, it was only natural that the ranchers should graze their herds and flocks upon the land. Excessive use and improper seasonal use inevitably were widespread since no control could be exercised by the public agencies. Many ranchers used the land in ways they knew were not proper because they were aware that if they did not, someone else would. It is also true that knowledge about proper use of grazing land use was less common in those days, and often the ill effects of improper grazing practices on the forage and soil resource itself were not foreseen (Clawson, 1963).
Most livestockmen believed the public range was so vast and unlimited in forage that grazing could continue indefinitely, at no cost, without destroying the quality or the quantity of the resource. Their beliefs, unfortunately, did not become reality. Livestock over-grazed the land until watersheds were destroyed, dust bowls developed in some areas, and numerous floods occurred in other areas. Much of the public domain deteriorated; what had taken nature centuries to develop was being destroyed needlessly in those few decades.

It became apparent in the late 1800's that conservation efforts were needed to preserve the public domain. In 1897 the President was given power to set aside public domain as Forest Reserves (Parkins, 1938). The Forest Reserve Act of 1897 officially gave the federal government power to administer policies concerning livestock grazing on public domain; and in 1906, under the jurisdiction of the Department of Agriculture, grazing fees were charged for the first time (Dutton, 1953).

Custodial management of forest land was begun in 1905. The Forest Service immediately began to extend to the national forests the best management possible with the technical knowledge and appropriations it had at its disposal. Efforts were centered on fire control and prevention of trespass. Positive measures for proper use of land for grazing, recreation, and other uses were also established. Many of the problems of this era on other public lands were solved by the Taylor Grazing Act of 1934, which created grazing districts within which grazing would be permitted
only under management and control. Because of the depression and the
war, the period from 1934-1950 offered little as far as solving the pro-
blem confronting the Forest Service and Bureau of Land Management.
During the 1950's "intensive management" of the national forests was
begun (Clawson, 1963). Numerous problems were solved during this
era, but many problems still exist and their economic solutions are not
easily obtained.

In 1966, the United States Forest Service and the Bureau of Land
Management, in cooperation with the Statistical Reporting Services, com-
pleted a major data necessary to estimate grazing values on some 98
National Forests, 19 National Grasslands, and 55 BLM grazing districts
in the western states, as a basis for evaluating current fee structures.
Grazing permit data for each Forest was compiled to provide information
needed in sampling ranchers whose livestock grazed these lands. These
data have been collected by the Forest Service every ten years since the
permit and grazing fee system was initiated in 1906, as a part of their
record-keeping procedures for non-temporary permits.

Forest Service records were analyzed in this study. The purpose
of the first section of this thesis is to present a complete land and livestock
resource summary for cattle and sheep permits on the 98 forests in the six
regions of the western United States.
Description of the Data

All data presented in this study were obtained from the Forest Service under a cooperative agreement with the Department of Agricultural Economics, Utah State University. The data were assembled on IBM computer tapes prepared by the Statistical Reporting Service in cooperation with the Forest Service.

Information was collected from the Form A questionnaire (Appendix A). This questionnaire entitled, "Form for Compilation of Permit Data from Forest and Grassland Records," was completed for 18,509 individual permits. Of these, 15,219 were cattle permits, 2,914 were sheep permits and 376 were horse permits (Table 1).

To clarify a common misunderstanding, it is important that we differentiate between the permits reported and the number of permittees reporting. In the past many have believed that the number of permits issued was synonymous with the number of permittees grazing livestock. This is not so.

Analysis of the data showed that some ranchers owned more than one grazing permit; therefore, some double-counting did occur in the 18,509 permits reported. To establish a realistic estimate of the number of permittees reporting, commensurate property data were used.  

1Property is considered commensurate only when it is a recognized livestock operating base and is complementary to national forest ranges in rounding out a properly balanced year-long livestock operation.
Table 1. Number of permits and estimated number of permittees, reported by region, 1966\textsuperscript{a}

<table>
<thead>
<tr>
<th>Regions</th>
<th>No. of cattle permits reported</th>
<th>Estimated no. of cattle permittees</th>
<th>No. of sheep permits reported</th>
<th>Estimated no. of sheep permittees</th>
<th>No. of horse permits reported</th>
<th>Estimated no. of horse permittees</th>
<th>Total permits reported</th>
<th>Est. no. of permittees reported per region</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region 1</td>
<td>2,636</td>
<td>1,792</td>
<td>169</td>
<td>126</td>
<td>112</td>
<td>61</td>
<td>2,917</td>
<td>1,979</td>
</tr>
<tr>
<td>Region 2</td>
<td>3,750</td>
<td>2,686</td>
<td>839</td>
<td>472</td>
<td>40</td>
<td>19</td>
<td>4,629</td>
<td>3,177</td>
</tr>
<tr>
<td>Region 3</td>
<td>2,412</td>
<td>1,585</td>
<td>156</td>
<td>30</td>
<td>53</td>
<td>25</td>
<td>2,621</td>
<td>1,690</td>
</tr>
<tr>
<td>Region 4</td>
<td>4,269</td>
<td>3,721</td>
<td>1,499</td>
<td>709</td>
<td>99</td>
<td>70</td>
<td>5,867</td>
<td>4,500</td>
</tr>
<tr>
<td>Region 5</td>
<td>984</td>
<td>556</td>
<td>86</td>
<td>35</td>
<td>62</td>
<td>20</td>
<td>1,132</td>
<td>611</td>
</tr>
<tr>
<td>Region 6</td>
<td>1,168</td>
<td>850</td>
<td>165</td>
<td>58</td>
<td>10</td>
<td>6</td>
<td>1,343</td>
<td>914</td>
</tr>
<tr>
<td>Totals</td>
<td>15,219</td>
<td>11,190</td>
<td>2,914</td>
<td>1,480</td>
<td>376</td>
<td>201</td>
<td>18,509\textsuperscript{b}</td>
<td>12,871\textsuperscript{c}</td>
</tr>
</tbody>
</table>

\textsuperscript{a}Data collected from Form A, 1966.
\textsuperscript{b}Total number of combined permits reported, 1966.
\textsuperscript{c}Total estimated number of combined permittees reporting, 1966.
Since each permit holder had to report commensurate property of some type to obtain the non-temporary permit, the highest number of permittees reporting any commensurate land resource, within each forest, was used as an estimate of number of permittees. For example, suppose a forest has 200 non-temporary permits. Commensurate property reported shows 185 permittees own cultivated land, 40 own improved pasture, 160 own summer range, 55 own winter range, 140 own spring-fall range, and 18 own yearlong range. Using this hypothetical example it would be assumed that there were 185 permittees owning the 200 permits. A study of the data showed that when a rancher owned more than one permit he only reported his commensurate property once. Therefore, the above procedure is the best way, given the data available, to estimate the number of permittees. It is desirable to have an estimate of the number of people (permittees) who have Forest Service grazing permits. An estimated 12,871 permittees own the 18,509 permits based on the assumptions described above.

**Objective of this Section**

Analyze and present the livestock and land resource data collected from the Form A questionnaire in 1966.

To accomplish the objective, an analysis of the data from the 18,509 individual permits collected by the Forest Service in 1966 was made. Permit data were available for cattle, sheep, and horses, however, because
of the limited number of horse permits reported, they were not included in the analysis. The information was sub-divided into four categories: (1) public permit data, (2) livestock statistics, (3) commensurate property inventory, and (4) leased land inventory. The analysis was made by forests within regions, and averages were computed where applicable, to give a somewhat realistic summary of individual resources reported (Appendix B and C).
NON-TEMPORARY GRAZING PERMITS

There are two major grazing permits being issued to eligible ranchers by the Forest Service. They are: (1) non-temporary or term permits, and (2) temporary permits. Non-temporary permits are issued to eligible ranchers for a ten-year period and temporary permits are issued to eligible ranchers for a one-year period. Many differences exist between these two permit types. The major one is the commensurate property requirement must be met to obtain a non-temporary permit that does not have to be met to obtain a temporary permit. This study deals only with non-temporary permits, therefore, the requirements of obtaining a non-temporary permit will be discussed in detail.

To obtain a non-temporary permit there are four basic regulations that must be satisfied. They are:

1. Preference — It may be acquired by:

   a. Prior use of certain lands before inclusion of such lands in the National Forest. After creation of a forest, only those individuals who submit proof that they used the forest range two consecutive years immediately preceding the year in which the new forest was established, can be assigned a preference. In no case can the number of stock in the permit be increased from the average number grazed on the range prior to its becoming a forest.

   b. Renewal of a permit formerly held by a co-partnership or corporation to each individual member for a number of livestock equal to his share in the original permit, or pooling of preferences.
c. Purchase of a permittee's livestock or ranch, or both under circumstances justifying a renewal of preference.

d. Inheritance of a permittee's livestock, or ranch, or both under circumstances justifying a renewal of preference.

e. Regular use of forest range under temporary permit for five consecutive years, and ownership of commensurate ranch property.

f. Restoration of preferences reduced for range protection.

g. Increase in existing preference because of increased grazing capacity resulting from development work by the permittee.

2. Ownership—Both the livestock that graze forest ranges and the commensurate ranch property must be owned by the permit applicant.

3. Dependency—Property is recognized as dependent when there is need for the forest range to round out a year-round operation and to obtain proper and practicable use of commensurate property. If a ranch contains all the range and hay land that are required to support the livestock, then no need for forest ranges exists and the land cannot be said to be dependent.

4. Commensurability—Property will qualify as commensurate only when it is a recognized livestock operating base and is complementary to national forest ranges in rounding out a properly balanced year-long livestock operation (Gardner, 1963)

Non-temporary permits issued within an area usually exceeds the number of temporary permits issued. There are many reasons for this but the main one is the time duration of the non-temporary permit. The non-temporary permit is issued for a ten-year period with the privilege of renewal. Because of this extended time period many livestockmen have developed their range livestock enterprise using the non-temporary permit as an essential supplier of seasonal forage.
Commensurate Property Requirements

The United States Forest Service Manual states that for a permittee to meet commensurability requirements he "must be able to fully care for the permitted livestock during that time such livestock are not on National Forest Service lands." (Forest Service Manual, 1960)

Commensurate property requirements are decided upon by each Regional Forester. That is, he has the power to establish the minimum amount of property that must be owned in terms of the percentage of the total feed needed. Within the minimum established by the Regional Forester, each Forest Supervisor will establish ownership requirements for his unit. If conditions vary in the unit, ownership requirements must be established locality by locality, after he has conferred with local users. This is the reason why commensurate property holdings are not uniform throughout the west. This also explains why ranchers within an immediate area can have different commensurate property requirements.

Commensurate property requirements may be met by owning or leasing land resources. Leasing of land is a common practice in the west. However, it creates problems that must be given careful consideration. A decision must be reached as to just how large the ownership of land should be in relation to the additional leased and other land.
The ratio between leased and owned land should not be so low as to allow small outfits to gain permits on the basis of an extremely small ownership of land. The ratio should not, however, be so large as to encourage over-investment in sub-marginal or other lands not actually needed in the operation (Forest Service Manual, 1960).

A guideline has been established by the Forest Service concerning commensurate property requirements and it summarizes the problem completely. The guideline for Regional Foresters and Forest Supervisors is, "that commensurability requirements within a certain locality should be based on the proper grazing capacities and reasonable feeding standards of the land or resources owned or leased by the permittee." (Forest Service Manual, 1960).
THE ANALYSIS

The Forest Service is currently administrator of nine geographical forest regions located in the continental United States. Six of these regions are located in the 12 western states, where over 95 percent of the national forest lands are used for livestock grazing, as well as other uses. The six regions include 98 forests with some 12,000 permittees. A descriptive analysis of these data would be voluminous; therefore, the analysis of the data presented in the body of this thesis is a descriptive summary on a regional basis. Anyone desiring to make comparisons on a forest basis is referred to Appendix B and C.

The six regions were established using both institutional and physical boundaries, such as, state boundaries, forest locations, and mountain ranges, to aid in regulating and administering policies for livestock grazing and other uses.

Regions vary not only by location, but by climatic conditions, topography, types of forage produced and among other things, the heterogeneity of the ranching enterprises. Since these differences do exist, policies governing use of these lands must be tailored to fit regional or special situations within each area. The following is a brief descriptive analysis of the six forest regions included in this study.
Regional averages of livestock owned, which include livestock permitted on public lands, for cattle and sheep permittees are shown in Table 2. These average figures vary by region; however, they differ considerably more on a forest basis and even more so on a permittee basis. For example, cattle permittees in Region 1 own an average of 256 cattle, but the variation among forests varied from 653 average head of cattle on the Beaverhead National Forest to 58 average head of cattle on the Coeur d'Alene National Forest.

Table 2. Regional averages of livestock owned by cattle and sheep permittees

<table>
<thead>
<tr>
<th></th>
<th>Cattle permittees</th>
<th>Sheep permittees</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ave. b cattle</td>
<td>Ave. b sheep</td>
<td>Ave. b horses</td>
</tr>
<tr>
<td>Region 1</td>
<td>256</td>
<td>647</td>
<td>10</td>
</tr>
<tr>
<td>Region 2</td>
<td>242</td>
<td>886</td>
<td>10</td>
</tr>
<tr>
<td>Region 3</td>
<td>178</td>
<td>221</td>
<td>7</td>
</tr>
<tr>
<td>Region 4</td>
<td>178</td>
<td>353</td>
<td>7</td>
</tr>
<tr>
<td>Region 5</td>
<td>431</td>
<td>649</td>
<td>9</td>
</tr>
<tr>
<td>Region 6</td>
<td>303</td>
<td>245</td>
<td>8</td>
</tr>
</tbody>
</table>

aData collected from Form A, 1966.

bAverage cattle, sheep and horses owned by cattle permittees.

cAverage cattle, sheep and horses owned by sheep permittees.
To obtain a non-temporary permit one must own or lease commensurate property. The amount of commensurate property required to acquire a non-temporary permit varies between forests and sometimes within forests. Tables 3 and 4 show the percentage of permittees, in the six regions who reported owning and leasing various types of land resources.

Table 3. Six region summary of cattle and sheep permittee's commensurate

<table>
<thead>
<tr>
<th>Percent of permittees owning land resources by type</th>
<th>Type of permit</th>
<th>Cultivated land</th>
<th>Improved land</th>
<th>Summer range</th>
<th>Winter range</th>
<th>Spring-Fall range</th>
<th>Year-long range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cattle</td>
<td></td>
<td>95.07</td>
<td>60.46</td>
<td>44.13</td>
<td>27.27</td>
<td>47.02</td>
<td>14.23</td>
</tr>
<tr>
<td>Sheep</td>
<td></td>
<td>97.16</td>
<td>69.39</td>
<td>46.62</td>
<td>35.54</td>
<td>72.90</td>
<td>9.86</td>
</tr>
</tbody>
</table>

Table 4. Six region summary of cattle and sheep permittee's leased land

<table>
<thead>
<tr>
<th>Percent of permittees leasing land resources by type</th>
<th>Type of permit</th>
<th>Cultivated land</th>
<th>Summer range</th>
<th>Winter range</th>
<th>Spring-Fall range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cattle</td>
<td></td>
<td>19.04</td>
<td>24.20</td>
<td>11.68</td>
<td>16.53</td>
</tr>
<tr>
<td>Sheep</td>
<td></td>
<td>19.86</td>
<td>29.26</td>
<td>27.23</td>
<td>42.09</td>
</tr>
</tbody>
</table>

aData collected from Form A, 1966.
SECTION II

A CASE STUDY OF PUBLIC GRAZING IN RICH COUNTY, UTAH
INTRODUCTION

National Forest System grazing is big business now, and it will continue to be. To some 12,000 farm and ranch families it is vital. Located in more than 600 rural communities, these families own 45 million acres of land and lease another 21 million acres. They own 3.3 million cattle, 4.2 million sheep and 158,000 horses. Permittees own land, livestock, buildings, and other property valued at more than $2 billion, a substantial part of the tax base in ranch country. Small livestock operations are typical. Only 10 percent of the cattle permittees own more than 500 cattle, 70 percent own less than 200, and 29 percent own less than 50 head (Cliff, 1967).

Since 1950 cut-backs in livestock grazing on public lands have been substantial in many areas of the west; small and large ranch enterprises have had to make adjustments in their grazing programs. They have four possible alternatives. They are: (1) lease privately owned grazing resources, (2) improve privately owned grazing lands, (3) sell livestock, and (4) buy more rangeland and hayland. Land prices have increased substantially over the past 15 years which has made land purchases a less attractive alternative and selling of livestock is being done only by a few livestockmen (Nielsen, 1967). Therefore, ranchers are looking to
other methods to increase forage production on their available acres. Alternatives one and two will be considered for this study.

Leasing of private land resources for grazing is a common practice, however, a cut-back of public grazing in a localized area makes leased land an even scarcer commodity. As demand increases for this resource with a relatively fixed supply, the private lease rate goes up. It is apparent, therefore, that the leasing of private land for grazing is a real alternative to public grazing for only a few ranchers. Improvement of private land resources becomes a more economic alternative to ranchers who need additional forage. Unfortunately, it is only being attempted by a few of the ranchers who need it.

Description of the Data

Data for this study were collected by personal interviews with cattle ranchers in Rich County, Utah. A random sample of 20 cattle permit owners was selected from a population of 75 cattle permittees.

Data were collected on livestock type and numbers, grazing patterns of the area and of each rancher, types of land owned and leased and the yields, range improvements completed, costs incurred from such improvements, and expected gains in carrying capacity.
Objectives of the Study

1. Determine whether it is economically possible to offset the loss of Forest Service grazing by improving leased and privately owned land resources in Rich County, Utah.

2. Estimate cost and returns for various improvement practices attempted in the survey area.

To accomplish the first objective a rural community was selected that depended on livestock ranching for its major source of agricultural income and employment. Rich County, Utah, was chosen because it met both of the prerequisites, which is portrayed in the fact that 23 percent of the total employment in Rich County is in the production of cattle (Evans, 1962), and of the basic industries producing income in the county, agriculture accounted for over 47 percent of the total income in 1965 (Clements, 1968).

To aid in the analysis of the first objective extensive secondary material was used as a help in many of the decisions presented on range improvement practices and their potential within the area.

The second objective was accomplished by interviewing individual ranch units in Rich County which had maintained usable records on cost and returns from various improvement practices. The Soil Conservation Service and the Bureau of Land Management personnel gave of their time and approved usage of their records on costs and expected returns of all
projects they had completed in the area. Secondary material was also used extensively in solving the problems of objective two.

Review of Literature

According to McConkle and Caton (1962), the largest group of ranch management problems involves balancing seasonal feed resources to the needs of the individual livestock system. In the western United States in 1965, national forests produced grazing for 42 percent of all permittees' cattle and supplied 20 percent of their estimated total forage needs. Forest grazing also provides grazing for 57 percent of all permittees' sheep and supplies 15 percent of their estimated forage needs (Cliff, 1967). Public grazing is a balancing block that some 12,000 forest permittees depend upon for seasonal forage needs. The other important, often over-looked, method of balancing seasonal feed resources is through individual efforts of improving owned and leased land resources.

In the study area, Rich County, Utah, only 6.41 percent of the total owned land in the sample had been improved by any method (Table 5). Nielsen (1967) reported that many acres of rangeland in Utah are not producing forage at levels even approaching their economic or physical potential. About 15 million acres of deteriorated rangeland in Utah, according to Cook and Stoddard (1964), is now producing at least 1,000 pounds less forage per acre than it is capable of doing. It would appear
Table 5. Land inventory of ranchers sampled in Rich County, Utah, 1968

<table>
<thead>
<tr>
<th>Land classification</th>
<th>Total acres owned&lt;sup&gt;a&lt;/sup&gt;</th>
<th>Average acres owned</th>
<th>Total acres owned improved</th>
<th>Total acres leased&lt;sup&gt;b&lt;/sup&gt;</th>
<th>Average acres leased</th>
<th>Percent leased land improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rangeland</td>
<td>10,685</td>
<td>534</td>
<td>320</td>
<td>2.99</td>
<td>1,266</td>
<td>63</td>
</tr>
<tr>
<td>Irrigated pasture</td>
<td>820</td>
<td>41</td>
<td>0</td>
<td>0.00</td>
<td>35</td>
<td>2</td>
</tr>
<tr>
<td>Meadowland</td>
<td>4,206</td>
<td>210</td>
<td>813</td>
<td>19.33</td>
<td>753</td>
<td>38</td>
</tr>
<tr>
<td>Hayland</td>
<td>919</td>
<td>46</td>
<td>0</td>
<td>0.00</td>
<td>380</td>
<td>19</td>
</tr>
<tr>
<td>Grain crops</td>
<td>1,050</td>
<td>52</td>
<td>0</td>
<td>0.00</td>
<td>392</td>
<td>20</td>
</tr>
<tr>
<td>Total</td>
<td>17,680</td>
<td>1,133</td>
<td>6.41</td>
<td>2,826</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

<sup>a</sup>Total acres owned by ranchers sampled.

<sup>b</sup>Total acres leased by ranchers sampled.
that Utah has considerable opportunities for rangeland improvement.

Ranchers in the west have begun to realize the importance of range improvements for the purpose of providing and stabilizing their base ranch unit forage needs. Vallentine (1963) reported that range improvements typically give high returns on investment if carefully planned and properly applied. However, it should be pointed out that what is profitable for one rancher may not be profitable for another.

Each rancher must, therefore, evaluate his enterprise needs completely before carrying out extensive range improvements. More forage resulting from range improvements may require a series of adjustments, including additional livestock, improved management, more and better fences, additional stock water, more labor, and more capital. It is important, therefore, that each rancher consider all possible costs before investing in range improvement programs and not let the desire for additional forage be his sole objective (McCorkle and Caton, 1962).

Description of the Survey Area

Rich County is located in the extreme northeastern corner of Utah and is bounded on the north by Idaho, on the east by Wyoming, and on the south and west by the Wasatch mountain range. The majority of the land area drains into the Bear River with the exception of the northern part which drains directly into Bear Lake.
Rich County has a land area of approximately 655,000 acres. Of these, 222,500 acres are federally owned and 431,581 acres are in private ownership with the remainder in water surface, state holdings, and town sites. Of the federal lands in Rich County, about 25 percent or 54,840 acres are in National Forests and the remainder or 167,660 acres are Bureau of Land Management administered.

Rich County is generally rugged, especially the western section of the county. Here the elevation in many places is nearly 9,000 feet and the terrain is extremely rugged. Much of it is classified unusable except for limited grazing and aesthetic value. The foothill lands within the county are characterized by low rolling hills which are chiefly used for cultivated crops, rangeland, and some dry-land farming. In the lower-lying meadowland, mosquitoes are a serious problem. They are so abundant that many of the ranchers interviewed reported that the mosquitoes affected the gains of cattle left to graze the meadows during the summer. Therefore, mosquito control is an important consideration which might affect ranchers' decisions regarding summer grazing of meadowlands and irrigated pasture.

Rich County is characterized by a short growing season and extreme variations in temperature. For example, Woodruff, located in the southern end of the county, reported a frost free growing season of 20.7 days and Laketown, in the north, reported a safe growing season of 62.8 days. This
limits farm production, according to Stoddart (1940), to hardy cereals and hay. It is for these reasons that the livestock industry exists within the county and crop production is only attempted on a minor scale. Woodruff's lowest temperature of -50 degrees is 11 degrees lower than that reported for any other station in Utah. This certainly indicates that lower temperatures may be a factor to consider in planning a livestock enterprise within the county (Stoddart, 1940).

Another problem facing ranchers of Rich County is water shortage. The area near Woodruff is periodically short of water for irrigation purposes. Two things contribute to this: (1) lack of suitable storage facilities and (2) limited watershed to produce and retain water. Irrigation must be done in June as the snow melts or it is not done at all. Ranchers interviewed in the southern end of the valley reported it was uneconomical for them to improve their land until dams or storage facilities were provided.

The remaining problem area of Rich County, discussed in this thesis, is the meadowland bordering the Bear River. Those ranches located near Randolph have no drought problem, in fact, during the late fall, winter, and spring their lands are damaged by the high water table and water cover. Because of this problem ranchers are unable to use these lands for winter feeding after the first spring thaw; and to graze cattle on this land before June destroys the forage. The water cover also prevents high quality forage from growing on these lands. The
forage is used for hay production or grazing. In this area effective drainage is the major limitation facing the livestock industry.

Winter feeding of cattle in Rich County is a six-month process most years. Cattle come off the public lands during late September or early October and graze aftermath on meadows, pastures, and alfalfa land for two months. Spring grazing is a scarce commodity because of the severity and length of the winter. Ranchers interviewed reported dry lot feeding cattle until they went on Forest or BLM lands which varied from May 15 to July 1, depending on the year and the agency. Since winter feeding is so important to the year-round ranch operation, the efficient rancher must also be concerned with getting maximum meadow hay and alfalfa production from his land resources. To achieve this improvements must be made on these lands. Fertilization, inter-seeding, and drainage are all possible, however, only fertilization is done in any volume at the present time in the county.
INTERDEPENDENCE OF PRIVATE AND PUBLIC RANGELANDS

In many areas of western United States livestockmen depend upon public grazing for an essential segment of their year-round grazing program. Because of the nature of forage supplied by federal ranges, they provide only seasonal grazing in most instances. Public grazing can be used at certain times of the year only, and usually it is not an easy matter to provide substitute forage for the seasons of the year when use of federal lands is greatest. To curtail or deny use of the federal range to a ranching operation can often mean that the privately owned land resources are much less valuable and perhaps economically worthless in extreme situations (Bromley, 1968).

The dependency of permittees for public grazing resources has kept the demand for public grazing high. Permittees in Rich County often reported that they could effectively run more cattle on national forest if it were possible. Certainly there is a similar, perhaps greater, unmet need among non-permittees.

In Rich County the permittee's dependency for public grazing is noticeable. However, since only cattle permittees were interviewed the total impact is perhaps not portrayed since sheep permittees and their private-public land relationship is not presented.
A livestock inventory was obtained from those interviewed. They reported owning 3,037 head of cattle. Of these, 2,448 were breeding cows, 375 were replacement heifers, and 214 were heifers and steers, with spring calves and bulls not included (Table 6). Cattle permitted to use forest lands totaled 712 head (spring calves not counted) or 23.44 percent of the cattle owned by permittees reporting. All of this forest grazing was during the summer months.

Table 6. Livestock inventory of ranchers sampled, Rich County, Utah, 1968

<table>
<thead>
<tr>
<th>Livestock classification</th>
<th>Total livestock owned</th>
<th>Average livestock owned</th>
<th>Total livestock allowed on forest land</th>
<th>Total livestock allowed on BLM land</th>
</tr>
</thead>
<tbody>
<tr>
<td>Breeding cows</td>
<td>2,448</td>
<td>112</td>
<td>680</td>
<td>986</td>
</tr>
<tr>
<td>Spring calves</td>
<td>2,158</td>
<td>108</td>
<td>612</td>
<td>887</td>
</tr>
<tr>
<td>Replacement heifers</td>
<td>375</td>
<td>19</td>
<td>20</td>
<td>52</td>
</tr>
<tr>
<td>Heifers &amp; steers</td>
<td>214</td>
<td>12</td>
<td>12</td>
<td>52</td>
</tr>
<tr>
<td>Sheep</td>
<td>1,048</td>
<td>52</td>
<td>not reported</td>
<td>not reported</td>
</tr>
</tbody>
</table>

BLM lands total 167,660 acres of land in the county and is an important asset in the livestock enterprises of 103 cattle ranchers within the area. Fifteen of the sample ranchers interviewed owned BLM permits in conjunction with their forest permits. These fifteen ranchers were permitted
to run 1,084 head of cattle on the BLM ranges for late spring and summer grazing. Of the cattle owned, 35.69 percent grazed BLM lands.

To obtain the percentage of cattle owned by permittees interviewed that grazed public lands, the two percentages were added. It was found that 59.13 percent of the cattle owned by those interviewed received a substantial proportion of their summer feed from public owned land resources.

The amount of dependency for public grazing varies considerably among individual permittees. In the sample interviewed the range of dependency for public grazing varied from 29.06 percent to 3.91 percent (Table 7).

The dependency of ranchers for public grazing was more substantial when only the summer grazing portion of the year was considered. In Rich County summer grazing is a four month period, June, July, August, and September. During this period ranchers were from 84.40 percent to 9.39 percent dependent upon Forest lands for their forage needs (Table 7).

Most ranchers interviewed reported that the majority of their summer forage needs were supplied by forest lands. However, they also received additional benefits from these lands. They were able to decrease the demand for forage on their base-ranch unit which allowed meadow and hay production to increase for winter feeding purposes; and by moving cattle to the higher forest ranges, the mosquito problem that exists on the meadow was partially solved.
Table 7. Public land dependency of ranchers in Rich County, Utah, 1968

<table>
<thead>
<tr>
<th>Total ranch requirements AUMs²</th>
<th>Percent of ranch AUM requirements provided by forest land</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Annual</td>
</tr>
<tr>
<td>971</td>
<td>3.19</td>
</tr>
<tr>
<td>1,892</td>
<td>23.73</td>
</tr>
<tr>
<td>5,704</td>
<td>6.21</td>
</tr>
<tr>
<td>586</td>
<td>18.94</td>
</tr>
<tr>
<td>1,521</td>
<td>16.57</td>
</tr>
<tr>
<td>3,128</td>
<td>26.50</td>
</tr>
<tr>
<td>1,128</td>
<td>10.90</td>
</tr>
<tr>
<td>4,701</td>
<td>5.46</td>
</tr>
<tr>
<td>2,707</td>
<td>26.19</td>
</tr>
<tr>
<td>2,076</td>
<td>23.12</td>
</tr>
<tr>
<td>2,967</td>
<td>6.71</td>
</tr>
<tr>
<td>234</td>
<td>17.09</td>
</tr>
<tr>
<td>649</td>
<td>10.63</td>
</tr>
<tr>
<td>3,119</td>
<td>27.70</td>
</tr>
<tr>
<td>1,200</td>
<td>9.92</td>
</tr>
<tr>
<td>442</td>
<td>21.04</td>
</tr>
<tr>
<td>1,490</td>
<td>29.06</td>
</tr>
<tr>
<td>3,611</td>
<td>27.11</td>
</tr>
<tr>
<td>1,350</td>
<td>23.26</td>
</tr>
<tr>
<td>944</td>
<td>7.94</td>
</tr>
</tbody>
</table>

²AUM is the amount of feed required to feed one animal unit for one month.
Ranchers in the county and in many areas of the west rely on forest lands for the majority of their summer forage needs. Therefore, any action taken by the Forest Service concerning livestock usage on their land has a considerable effect on each rancher and the local community.
POTENTIAL FOR RANGE AND MEADOW IMPROVEMENTS

Historical records concerning grazing in Rich County are rare, but those available indicate that forage was at one time plentiful. Early Mormon historians reported, "The grass looks like a waving grain field," and that Randolph, the county seat, is "surrounded by excellent grazing land." (Stoddart, 1940). Most early settlers made no effort to own land and used the free range to supply their forage needs. As the number of settlers grew the amount of forage declined, and like most areas of the west the county was soon overgrazed. The forage resources were destroyed or reduced in productivity both in quality and quantity. Stoddart (1940) reported that the meadows and low-lying hills were over-grazed and that sagebrush became the main cover crop of the area.

The Soil Conservation Service reported in 1966 that there is a great potential for range, pasture, and meadow improvement within the county. They reported 313,787 acres of meadow, pasture, and rangeland owned in the county. Of these, only 489 acres were considered adequately treated, 23 acres were considered not feasible to treat, and 313,275 acres or 97.94 percent of the private land needed some type of improvement.

Permittees interviewed had improved only a small percentage of their range and pasture resources, however, they are aware of the potential their land resources have for improvement. For example, the permittees
reported that 74.55 percent of their rangeland and 72 percent of their meadow-land has potential for improvement.

Livestock grazing currently taken from the national forests is about one-third of the 1918 peak level and about one-half of the 1933 level. The probability is great that a further reduction will occur in the years ahead. The livestock industry can meet this situation in any of these alternative ways: (1) by reducing the number of livestock, (2) by substituting other feed for forest service grazing, and (3) by increasing the production of forage on the private ranges that remain available for grazing (Gardner, 1962). The following section is an economic appraisal of the third alternative.
ECONOMIC ANALYSIS OF RANGE IMPROVEMENTS

A rancher has several alternative methods of improving his private land resources. The ones considered for this study are: (1) spraying rangeland by helicopter or fixed-wing aircraft; (2) seeding rangeland to crested wheatgrass and/or other suitable grasses, and (3) fertilization of meadowland.

Spraying

Ranchers and public agencies interviewed estimated that 80 percent of the 271,002 acres of rangeland in the county had potential for improvement. Spraying was considered the most likely improvement practice for the area. They estimated that 56 percent or 151,176 acres of the land had suitable perennial grasses available, but because of competition with sagebrush the grasses were unable to produce at their potential. Spraying would kill the sagebrush and other undesirable brush species, and as grasses were released from sagebrush competition palatable forage would increase.

Experimental evidence is inconclusive as to how many years a spraying project will last before re-invasion of sagebrush occurs. Gardner (1962) reported that where 75 percent or more of the sagebrush has been killed, seedling re-establishment has been no problem. However, it seems
likely that if sufficient time elapses, brush re-invasion will occur even at proper stocking rates. In this study it is assumed that the spraying project has a fifteen-year life of increased capacity before the range carrying capacity is substantially reduced. Aerial spraying of sagebrush is usually done using butyl esters of the chemicals 2,4-D, and 2, 4, 5-T. Spraying should be done when the sagebrush is in an active stage of growth, and when weather conditions permit an even application which would be late May or June in Rich County. Application methods will differ for each project. If the terrain is rugged and localized spraying is desired, helicopter application is usually used. However, if the area to be sprayed is foothills or desert-type land, where localized spraying is not necessary, fixed-wing application is usually executed, mainly because of the lower per acre costs. In the county there is a need and potential for rangeland spraying. However, the improvement of rangeland cannot be done without costs.

Costs associated with rangeland spraying projects go beyond those of chemical application. Additional investment may be required for fencing, water development, and non-use costs, which are the actual expenses involved in feeding the livestock until the sprayed area reaches a usable state (Nielsen, 1967). For this study non-use costs will be for a two-year period. Annual costs of fencing and water development maintenance must also be added to total costs and this cost will be incurred each year for the life of the project.
The following parameters were used in the cost and return analysis:

(1) An AUM is valued at $3.50, based on an estimate of private lease rates in the study area. The estimate may be conservative; however, it is sufficient for the purposes made of it in the analysis. (2) Carrying capacity for a spraying project would increase from eight acres per AUM to three acres per AUM and for the seeding project carrying capacity would increase from 18.0 acres per AUM to 2.5 acres per AUM. These estimates were obtained from the BLM projects completed in the study area. (3) Spraying projects will last 10-15 years and seeding projects will last 20 years or more. These estimates were obtained from the projects completed within the intermountain area on somewhat comparable rangeland.

Costs for this study were divided into two categories: (1) initial costs, and (2) annual costs, as shown in Tables 8 and 9. Initial costs, using helicopter application, totaled $5.44 per acre with annual costs totaling $0.05 per acre. If these figures are multiplied by the estimated number of sprayable acres, the initial cost of $822,397 and an annual cost of $7,559 is obtained. Given the estimates on carrying capacity of eight acres per AUM before improvement the three acres per AUM after improvement, 31,495 additional AUMs will be supplied by spraying the sprayable acreage in the county. Multiply the AUMs supplied by $3.50, the value of the AUM within the county, and subtracting annual costs shows the project will return $102,673 per year to the ranchers of the county throughout the life of the project.
Table 8. Spraying cost estimates for rangeland improvement

<table>
<thead>
<tr>
<th>Initial Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Spraying (helicopter)</td>
<td>$4.05/acre</td>
</tr>
<tr>
<td>b. Fencing</td>
<td>.28/acre</td>
</tr>
<tr>
<td>c. Water development</td>
<td>.67/acre</td>
</tr>
<tr>
<td>d. Non-use (2 year)</td>
<td>.44/acre</td>
</tr>
<tr>
<td>TOTAL initial costs</td>
<td>$5.44/acre</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Annual Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Fence maintenance</td>
<td>$.03/acre</td>
</tr>
<tr>
<td>b. Water development maintenance</td>
<td>.02/acre</td>
</tr>
<tr>
<td>TOTAL annual costs</td>
<td>$.05/acre</td>
</tr>
</tbody>
</table>

Assumed Conditions:

a. 8 acres per AUM before improvement\(^a\)

b. 3 acres per AUM after improvement\(^b\)

c. 15-year life for project

\(^a\) Estimated from BLM records on projects completed within the county.

\(^b\) Estimated from BLM record on projects completed within the county.
Table 9. Spraying cost estimates for rangeland improvement

<table>
<thead>
<tr>
<th>Initial Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Spraying (fixed-wing)</td>
<td>$2.65/acre</td>
</tr>
<tr>
<td>b. Fencing</td>
<td>.28/acre</td>
</tr>
<tr>
<td>c. Water development</td>
<td>.67/acre</td>
</tr>
<tr>
<td>d. Non-use (2 years)</td>
<td>.44/acre</td>
</tr>
<tr>
<td><strong>TOTAL initial costs</strong></td>
<td><strong>$4.04/acre</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Annual Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Fence maintenance</td>
<td>$.03/acre</td>
</tr>
<tr>
<td>b. Water development maintenance</td>
<td>.02/acre</td>
</tr>
<tr>
<td><strong>Total annual costs</strong></td>
<td><strong>$.05/acre</strong></td>
</tr>
</tbody>
</table>

**Assumed Conditions:**

- **a.** 8 acres per AUM before improvement<sup>a</sup>
- **b.** 3 acres per AUM after improvement<sup>b</sup>
- **c.** 15-year life for project

<sup>a</sup>Estimated from BLM records on projects completed within the county.

<sup>b</sup>Estimated from BLM records on projects completed within the county.
Any investment in range spraying or other improvements has to be made at the present time, but the returns will come in over the life of the project. The return of a dollar each year for 15 years is not worth 15 dollars today; therefore, the income stream expected over 15 years has to be put in terms of the present. The process by which the flow of future returns are brought to the present is called discounting (Nielsen, 1967). However, to elude the problem of selecting an interest rate or discount rate the internal rate of return method will be used.

The internal rate of return is computed as follows:

\[ I = R \left[ \frac{1 - (1 + i)^{-n}}{1} \right] \]

Where

- \( I \) = Initial investment
- \( R \) = Net annual returns

\[ \frac{1-(1+i)^n}{1} = \text{Discounting factor} \]

For the helicopter spraying project the equation would be:

\[ $822,397 = $120,673 \left[ \frac{1-(1+i)^{-n}}{1} \right] \]

The solution of this equation for "i" would give the internal rate of return.

To solve for "i" is rather difficult; therefore, tables have been constructed to simplify the process. To facilitate the use of the table divide both sides of the equation by $102,673. Thus the equation becomes:
By using the discount factor of 8.010 the appropriate internal rates of return can be found. Given a project life of 15 years, the internal rate will be approximately nine percent. However, if re-invasion of brush occurs in less than 15 years (suppose 10 years), the internal rate of return will be approximately one percent.

The same procedure can be followed when applying the chemical by fixed-wing aircraft. Because of the lower per acre costs for application, the initial investment will be less. The annual costs are the same as those of the helicopter project, therefore, following the rationale used in the helicopter example the internal rates of return for fixed-wing application were obtained. For the 15 year-life project the internal rate of return was approximately 14.5 percent, and for the 10 year project it is approximately 11.0 percent.

The decision to invest or not to invest can now be made based on the magnitude of the internal rates of return for each type application. If one considers the returns a rancher normally receives from his ranch investment (3 percent or less), the improvement project looks very attractive for both methods at 10 and 15 year project lives. However, when ranchers have to borrow capital to start the improvements, the internal rate of return must exceed the cost of the capital or it will not pay them to invest. If they have the capital available to improve their land
resources, the internal rate of return should exceed the lending rate and alternative uses of capital before they should invest.

Rangeland spraying, on a county basis, appears to be an attractive alternative for improving the county's rangeland resources. However, on an individual ranch this may not be the case. If the value of an AUM, carrying capacity of the land, or capital availability are different than assumed the individual returns will vary considerably from those of the county. Consequently, it is important that each rancher consider his capital structure, land carrying capacity, and the value of an AUM on his particular ranch enterprise before making a decision of whether to improve his rangeland resources.

Seeding

Seeding was estimated to be the next best improvement alternative for rangeland. It was estimated that 24 percent or 65,040 acres could be seeded in the study area.

High costs are generally associated with seeding projects. The reason for this is the increased labor, machinery, and seed costs that are added when plowing and seeding the land. Seeding is usually done on land where productive soil exists, but because of improper use, undesirable plant species have over-run productive forages to the point that spraying will not increase perennial grasses enough to justify the costs of spraying.
Initial costs of seeding totaled $14.55 per acre, and annual cost totaled $0.21 per acre (Table 10). Cost estimates for fence and water developments are substantially higher for the seeding project. However, the cost estimates were obtained from public agencies and ranchers. It appears that ranchers and public agencies just did not invest as much in fencing and water developments on the sites they had sprayed.

Following the same rationale used for the spraying project, cost and returns for the seeding project were obtained. Total initial costs for the project amounted to $946,322 and annual costs were $13,658. The average carrying capacity figures of 18 acres per AUM before improvement and 2.5 acres per AUM after improvement were obtained from the BLM. They show that 22,403 AUMs could be supplied by seeding the estimated acres. Since these AUMs are valued at $3.50 each, the project will return $64,753 each year for the life of the project.

Seeding projects, according to many plant ecologists and economists, may have a perpetual life, that is, if managed and used properly they will last indefinitely (Gardner, 1962). Therefore, to establish a realistic internal rate of return a 20-year, 30-year, and a 40-year life for the seeding project were considered.

By using the formula:

\[ I = R \left[ \frac{1-(1+1)^{-n}}{i} \right] \]
Table 10. Seeding cost for rangeland improvement

<table>
<thead>
<tr>
<th>Initial Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Double-plowing, seeding, and drilling</td>
<td>$11.51/acre</td>
</tr>
<tr>
<td>b. Fencing</td>
<td>.99/acre</td>
</tr>
<tr>
<td>c. Water development</td>
<td>1.47/acre</td>
</tr>
<tr>
<td>d. Non-use (3 years)</td>
<td>.58/acre</td>
</tr>
<tr>
<td>TOTAL Initial Costs</td>
<td>$14.55/acre</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Annual Costs:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Fence maintenance</td>
<td>$.09/acre</td>
</tr>
<tr>
<td>b. Water development maintenance</td>
<td>.12/acre</td>
</tr>
<tr>
<td>TOTAL Annual Costs</td>
<td>$.21/acre</td>
</tr>
</tbody>
</table>

Assumed Conditions:

a. 18 acres per AUM before improvement  

b. 2.5 acres per AUM after improvement  

c. 20-year life for the project

\(^a\) Average costs per acre obtained from BLM records on nine projects completed in the county.

\(^b\) Estimated from BLM records on projects completed in the county.

\(^c\) Estimated from BLM records on projects completed in the county.
Where:

\[ I = \text{Initial investment} \]

\[ R = \text{Net annual returns} \]

\[
\frac{1-(1+i)^{-n}}{i} = \text{Discounting factor}
\]

The equation for the seeding project would be:

\[
$946,322 = $64,753 \left[ \frac{1-(1+i)^{-n}}{i} \right]
\]

The solution of this equation for "i" would give the appropriate internal rate of return. To solve for "i" divide both sides of the equation by $64,753. Thus the equation becomes:

\[
\frac{$946,322}{$64,753} = \left[ \frac{1-(1+i)^{-n}}{i} \right] \quad \text{or} \quad 14.61 = \left[ \frac{1-(1+i)^{-n}}{i} \right]
\]

By using the discount factor of 14.61, the approximate internal rates of return were found. They were: three percent for the 20-year life project, five percent for the 30-year project, and seven percent for the 40-year life project. If the seeding lasts longer than 40 years it will return approximately seven percent each year for as long as it lasts.

Ranch owners and managers must, by considering their capital and resources alternatives, decide whether it is economically feasible for them to invest in a seeding project.

If these rangeland improvements were completed in the county they would supply 53,898 animal unit months of summer and spring–fall grazing. The Forest Service and BLM are currently supplying 40,115 animal unit
months of summer and some spring-fall grazing. Therefore, if the public land grazing was discontinued ranchers in the county could, by improving their private range resources, more than offset the loss of public grazing. It also appears from an economic point-of-view that rangeland improvements are feasible, especially if one considers the government cost-sharing programs available to the ranchers. It should be pointed out, however, that to improve or not to improve is a decision that each rancher must make himself after carefully considering all aspects of his base-ranch unit.

**Meadow Fertilization**

Meadow improvement is the least attractive alternative for supplying summer forage needs in the county. The main reason for this is the severe mosquito and insect problem that exists on the meadows during the summer months. Ranchers who had no other alternative reported that cattle left on the meadows during the summer made poor gains when compared to those cattle that grazed the Forest and BLM lands.

It was estimated that 33,818 acres of meadowland in the county had the potential for fertilization. Application rates reported averaged 80 pounds of nitrogen per acre at an average cost of $10.09 per acre. If forage production doubles, as was reported, 84,545 additional AUMs will be supplied at an annual cost of $341,224 or $4.04 per AUM.
If the forage production doubles, only one-half the land will be needed to supply the livestock's winter forage needs; therefore, the other half could be used for summer grazing. However, for the county, meadowland improvements should be considered only by those who need additional winter feed or by those who do not own improvable range resources.

There is a need in Rich County and in other areas of the West for more private and public land improvements. Even though the ranchers of Rich County could offset the loss of public grazing by improving only their range resources, there is still a need for meadow and public land improvements. If the ranchers, Forest Service, and the BLM will, through cooperative agreement, improve lands, the economy of the county will be boosted.
SUMMARY AND CONCLUSIONS

During the 1800's over-use and lack of management deteriorated much of the public domain in the western states. Demand for forage exceeded the supply until forage, watersheds, and soil productivity were damaged. It became apparent in the late 1800's that conservation and management were needed to preserve the public domain. In 1897 the Forest Reserve Act was passed which gave the federal government power to administer policies controlling livestock and other usage of these lands. In 1906 under the jurisdiction of the Department of Agriculture, grazing fees were charged for the first time. Since 1906 the Forest Service has required all non-temporary permit owners to report their livestock numbers, land resources, and feed resources every 10 years. These data were collected to insure that the commensurate property requirements were being met by the permit holders.

The first section of this thesis is an analysis of the livestock and land resource data collected in 1966. For this study cattle and sheep permittee's livestock and land resources were analyzed by forest within regions.

Small livestock operations were typical with less than 10 percent of the permittees owning more than 500 cattle. Commensurate land reported showed that cultivated land was owned by over 95 percent of the
cattle and sheep permittees, and yearlong range was owned by very few permittee ranchers. Only a small percentage of permittees leased land to obtain commensurability. However, many did lease land to supplement their forage needs.

Loss of federal rangeland to a ranch operator oftentimes seriously damages his livestock enterprise. When cut-backs do occur, ranchers have at least two alternatives: (1) lease private forage or (2) improve privately owned land resources. The second section of this thesis is an analysis of the economic possibilities of the second alternative.

Objective one was to determine if it was economically possible to offset the loss of Forest Service grazing by improving leased and privately owned land in Rich County, Utah. Objective two was to estimate costs and returns for various improvement practices that were possible in the county.

Rich County was chosen as the survey site mainly because of the importance of the livestock industry to the local economy. A random sample of 20 non-temporary cattle permittees were interviewed. A livestock, land, land improvement, and improvement cost inventory was obtained for each ranch in the sample.

It was found that Rich County ranchers could offset the complete loss of public grazing, however, each ranch situation was not considered. Each ranch operation is different, thus, the results of the county study may not hold for a particular ranch operation.
To determine if improving rangeland was economically feasible the internal rates of return for spraying and seeding rangeland were obtained. The internal rates of return showed that all improvement practices considered were economically feasible on a county basis. Again, this may not be the case for every individual rancher in the county.

If public grazing is discontinued it would be possible to supply needed forage by improving all available private land. The probability of all private land in the county being improved is very low. In order to get increased economic growth and prosperity in this rural county, both public and private resources should be improved simultaneously. It is possible for the livestock industry to grow in the county with proper use of these resources, even in the face of growing demands for other uses of the public lands.
LITERATURE CITED


APPENDIXES
Appendix A

Grazing Fees Analysis--Form for Compilation of Permit
Instructions:

1. This form should be completed for all grazing permittees.
2. Use the FS Organizational Code and GSA Geographical Location Codes to designate Region, Forest, City, County, etc.
3. Items 1, 2, 3, 5, and 6 can be taken from Forms 2200-16 and 162.
4. Item 4(a) should be completed only for those individuals who have acquired term permits for cattle or sheep since January 1, 1962. Transfers during the period January 1, 1962 through May 31, 1966 are to be reported at this time. Transfers during the period June 1, 1966 through December 31, 1966 are to be compiled on Form A as they occur and reported on January 1, 1967.
5. Item 4(b) should be completed only for those individuals who have acquired term permits in 1966.

<table>
<thead>
<tr>
<th>FS Region</th>
<th>Nat. Forest (Grassland)</th>
<th>Ranger District</th>
<th>Grazing allotment</th>
<th>1. Permit Group: Cattle = 1; Sheep = 2; Horses = 3;</th>
<th>2. Name of Permittee (Write in)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FS Code</td>
<td></td>
<td></td>
<td></td>
<td>GSA Code</td>
<td>Street or RFD (Write in)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>City (Write in)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(If city is not listed in GSA Code, write in)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>County</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>State</td>
</tr>
</tbody>
</table>
3. Number of Livestock Permitted to Graze under Paid Permit:

<table>
<thead>
<tr>
<th>Term Permit(s) (including authorized non-use)</th>
<th>Temporary Permit(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Item Code</td>
<td>No. of Head</td>
</tr>
<tr>
<td>10</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td></td>
</tr>
</tbody>
</table>

*Use digits for Month and Day

4. (a) If this permittee acquired all or a part of his term permit for cattle or sheep by purchase of base property and/or livestock since January 1, 1962, include the following information:
   Period during which permit was acquired: Jan. 1, 1962, thru May 31, 1966

<table>
<thead>
<tr>
<th>Date of Transfer</th>
<th>Basis of Transfer (check one)</th>
<th>Item Code</th>
<th>No. of Head</th>
<th>Period of Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Month Year</td>
<td>Land Livestock</td>
<td>Land and Livestock</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>42</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>43</td>
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</tr>
<tr>
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<td></td>
<td></td>
<td>44</td>
<td></td>
</tr>
</tbody>
</table>

Office Use

<table>
<thead>
<tr>
<th>Item Code</th>
<th>Date</th>
<th>Basis Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>31</td>
<td></td>
<td></td>
</tr>
<tr>
<td>32</td>
<td></td>
<td></td>
</tr>
<tr>
<td>33</td>
<td></td>
<td></td>
</tr>
<tr>
<td>34</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(b) If this permit was acquired in 1966, give the name and address of the individual who waived the permit:

Name: _______________________________________________________

(Write in)

City _______________________________________________________

(If city not listed in GSA Code, write in)

State _______________________________________________________

GSA Code |  |  |  |  |  |  |  |  |  |
5. (a) Does this permittee have a permit on another forest (grassland)? Yes = 1; No = 2; If yes, list Region and Forest Codes

(b) Does this individual have a BLM Permit? Yes = 1; No = 2;

6. Information on base ranch unit:

(a) Total cattle owned (head) 

(b) Total sheep owned (head) 

(c) Total horses owned (head) 

(d) Acres of owned base ranch property which are:
   (1) Cultivated 
   (2) Improved pasture 
   (3) Summer range 
   (4) Winter range 
   (5) Spring-fall range 
   (6) Year-long range 

(e) Acres of leased land in base ranch which are:
   (1) Cultivated 
   (2) Summer range 
   (3) Winter range 
   (4) Spring-fall range 

(f) Tons of feed produced:
   (1) Hay 
   (2) Straw 
   (3) Grain 
   (4) Other livestock feed 

(g) Tons of feed purchased:
   (1) Hay 
   (2) Grain 
   (3) Other supplemental feeds
Appendix B

Public Cattle Permit Data on National Forests, 1966
Table 11. Public cattle permit data on National Forests, 1966

<table>
<thead>
<tr>
<th>Region 1</th>
<th>No. of permits reported</th>
<th>Non-temp. permits reported</th>
<th>No. of temp. permits reported</th>
<th>Total AUM's</th>
<th>Average AUM's</th>
<th>No. of permittees reporting</th>
<th>Total head</th>
<th>Average head</th>
<th>Ave. length of grazing season</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beaverhead</td>
<td>278</td>
<td>253</td>
<td>25</td>
<td>107,040</td>
<td>423</td>
<td>253</td>
<td>31,917</td>
<td>126</td>
<td>3.35</td>
</tr>
<tr>
<td>Bitterroot</td>
<td>61</td>
<td>34</td>
<td>27</td>
<td>6,342</td>
<td>187</td>
<td>34</td>
<td>1,519</td>
<td>45</td>
<td>4.17</td>
</tr>
<tr>
<td>Clearwater</td>
<td>18</td>
<td>0</td>
<td>18</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Coeur d'Alene</td>
<td>35</td>
<td>9</td>
<td>26</td>
<td>913</td>
<td>101</td>
<td>9</td>
<td>215</td>
<td>24</td>
<td>4.25</td>
</tr>
<tr>
<td>C</td>
<td>114</td>
<td>82</td>
<td>32</td>
<td>16,799</td>
<td>205</td>
<td>82</td>
<td>3,471</td>
<td>42</td>
<td>4.84</td>
</tr>
<tr>
<td>Custer</td>
<td>896</td>
<td>867</td>
<td>29</td>
<td>513,438</td>
<td>592</td>
<td>867</td>
<td>78,079</td>
<td>90</td>
<td>6.58</td>
</tr>
<tr>
<td>Deerlodge</td>
<td>185</td>
<td>177</td>
<td>8</td>
<td>43,418</td>
<td>245</td>
<td>177</td>
<td>12,759</td>
<td>72</td>
<td>3.40</td>
</tr>
<tr>
<td>Flathead</td>
<td>30</td>
<td>0</td>
<td>30</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Gallatin</td>
<td>194</td>
<td>151</td>
<td>43</td>
<td>21,533</td>
<td>143</td>
<td>151</td>
<td>6,558</td>
<td>43</td>
<td>3.28</td>
</tr>
<tr>
<td>Helena</td>
<td>161</td>
<td>155</td>
<td>6</td>
<td>35,411</td>
<td>228</td>
<td>155</td>
<td>12,519</td>
<td>81</td>
<td>2.83</td>
</tr>
<tr>
<td>Kaniksu</td>
<td>100</td>
<td>60</td>
<td>40</td>
<td>5,655</td>
<td>94</td>
<td>60</td>
<td>1,422</td>
<td>24</td>
<td>3.98</td>
</tr>
<tr>
<td>Kootenai</td>
<td>64</td>
<td>17</td>
<td>47</td>
<td>2,652</td>
<td>156</td>
<td>17</td>
<td>655</td>
<td>39</td>
<td>4.05</td>
</tr>
<tr>
<td>Lewis and Clark</td>
<td>257</td>
<td>236</td>
<td>21</td>
<td>49,747</td>
<td>211</td>
<td>236</td>
<td>13,852</td>
<td>59</td>
<td>3.59</td>
</tr>
<tr>
<td>Lolo</td>
<td>115</td>
<td>34</td>
<td>81</td>
<td>4,265</td>
<td>125</td>
<td>34</td>
<td>1,057</td>
<td>31</td>
<td>4.04</td>
</tr>
<tr>
<td>Nezperce</td>
<td>85</td>
<td>54</td>
<td>31</td>
<td>17,885</td>
<td>331</td>
<td>54</td>
<td>4,960</td>
<td>92</td>
<td>3.61</td>
</tr>
<tr>
<td>St. Joe</td>
<td>43</td>
<td>0</td>
<td>43</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

\( ^a \) Computed by subtracting non-temporary permits from permits reported.
\( ^b \) Permittees with non-temporary grazing permits.
\( ^c \) This represents the total head of cattle permitted on the forest.
\( ^d \) Computed by dividing total AUM's by total head (expressed in months).
### Table 12. Public cattle permit data on National Forests, 1966

<table>
<thead>
<tr>
<th>Region 2 Forests</th>
<th>No. of permits reported</th>
<th>No. of temp. permits reported</th>
<th>Total AUM's</th>
<th>Average AUM's</th>
<th>No. of permittees reporting</th>
<th>Total head</th>
<th>Average head</th>
<th>Ave. length of grazing season</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arapahoe</td>
<td>81</td>
<td>79</td>
<td>2</td>
<td>20,654</td>
<td>261</td>
<td>6,966</td>
<td>88</td>
<td>2.96</td>
</tr>
<tr>
<td>Bighorn</td>
<td>156</td>
<td>151</td>
<td>5</td>
<td>96,740</td>
<td>641</td>
<td>28,794</td>
<td>191</td>
<td>3.36</td>
</tr>
<tr>
<td>Black Hills</td>
<td>968</td>
<td>789</td>
<td>80</td>
<td>250,359</td>
<td>317</td>
<td>50,282</td>
<td>64</td>
<td>4.98</td>
</tr>
<tr>
<td>Grand Mesa</td>
<td>280</td>
<td>279</td>
<td>1</td>
<td>125,084</td>
<td>448</td>
<td>32,471</td>
<td>116</td>
<td>3.85</td>
</tr>
<tr>
<td>Gunnison</td>
<td>175</td>
<td>175</td>
<td>0</td>
<td>81,601</td>
<td>466</td>
<td>23,471</td>
<td>134</td>
<td>3.48</td>
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<tr>
<td>Medicine Bow</td>
<td>340</td>
<td>306</td>
<td>34</td>
<td>134,751</td>
<td>440</td>
<td>28,420</td>
<td>93</td>
<td>4.74</td>
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<tr>
<td>Nebraska</td>
<td>194</td>
<td>194</td>
<td>0</td>
<td>94,126</td>
<td>485</td>
<td>20,130</td>
<td>104</td>
<td>4.67</td>
</tr>
<tr>
<td>Pike</td>
<td>63</td>
<td>56</td>
<td>7</td>
<td>16,737</td>
<td>299</td>
<td>5,096</td>
<td>91</td>
<td>3.28</td>
</tr>
<tr>
<td>Rio Grande</td>
<td>188</td>
<td>185</td>
<td>3</td>
<td>51,022</td>
<td>276</td>
<td>14,007</td>
<td>76</td>
<td>3.64</td>
</tr>
<tr>
<td>Roosevelt</td>
<td>307</td>
<td>291</td>
<td>16</td>
<td>67,249</td>
<td>231</td>
<td>17,752</td>
<td>61</td>
<td>3.79</td>
</tr>
<tr>
<td>Routt</td>
<td>80</td>
<td>79</td>
<td>1</td>
<td>90,432</td>
<td>1,145</td>
<td>33,593</td>
<td>425</td>
<td>2.69</td>
</tr>
<tr>
<td>San Isabel</td>
<td>428</td>
<td>259</td>
<td>169</td>
<td>70,425</td>
<td>272</td>
<td>12,428</td>
<td>48</td>
<td>5.67</td>
</tr>
<tr>
<td>San Juan</td>
<td>213</td>
<td>209</td>
<td>4</td>
<td>90,966</td>
<td>435</td>
<td>23,844</td>
<td>114</td>
<td>3.81</td>
</tr>
<tr>
<td>Shoshone</td>
<td>110</td>
<td>106</td>
<td>4</td>
<td>55,598</td>
<td>525</td>
<td>16,123</td>
<td>152</td>
<td>3.49</td>
</tr>
<tr>
<td>White River</td>
<td>266</td>
<td>263</td>
<td>3</td>
<td>92,423</td>
<td>351</td>
<td>26,049</td>
<td>99</td>
<td>3.55</td>
</tr>
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</table>
Table 13. Public cattle permit data on National Forests, 1966

<table>
<thead>
<tr>
<th>Region 3</th>
<th>No. of permits reported</th>
<th>Non-temp. permits reported</th>
<th>No. of temp. permits reported</th>
<th>Total AUM's</th>
<th>Average AUM's</th>
<th>No. of permittees reporting</th>
<th>Total head</th>
<th>Average head</th>
<th>Average length of grazing season</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apache</td>
<td>212</td>
<td>203</td>
<td>9</td>
<td>193,905</td>
<td>955</td>
<td>203</td>
<td>25,849</td>
<td>127</td>
<td>7.50</td>
</tr>
<tr>
<td>Carson</td>
<td>645</td>
<td>624</td>
<td>21</td>
<td>53,507</td>
<td>86</td>
<td>624</td>
<td>11,584</td>
<td>19</td>
<td>4.62</td>
</tr>
<tr>
<td>Cibola</td>
<td>120</td>
<td>96</td>
<td>24</td>
<td>121,255</td>
<td>1,263</td>
<td>96</td>
<td>21,285</td>
<td>222</td>
<td>5.70</td>
</tr>
<tr>
<td>Coconino</td>
<td>103</td>
<td>102</td>
<td>1</td>
<td>154,572</td>
<td>1,515</td>
<td>102</td>
<td>31,400</td>
<td>308</td>
<td>4.92</td>
</tr>
<tr>
<td>Coronado</td>
<td>237</td>
<td>233</td>
<td>4</td>
<td>362,139</td>
<td>1,554</td>
<td>233</td>
<td>35,712</td>
<td>153</td>
<td>10.10</td>
</tr>
<tr>
<td>Gila</td>
<td>146</td>
<td>142</td>
<td>4</td>
<td>295,113</td>
<td>2,078</td>
<td>142</td>
<td>30,544</td>
<td>215</td>
<td>9.66</td>
</tr>
<tr>
<td>Kaibab</td>
<td>60</td>
<td>60</td>
<td>0</td>
<td>94,239</td>
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Table 14. Public cattle permit data on National Forest, 1966

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Table 15. Public cattle permit data on National Forests, 1966

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Table 16. Public cattle permit data on National Forests, 1966

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Table 17. Livestock statistics for cattle permittees on National Forest lands, 1966

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Table 18. Livestock statistics for cattle permittees on National Forest lands, 1966

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Table 19. Livestock statistics for cattle permittees on National Forest lands, 1966

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Table 20. Livestock statistics for cattle permittees on National Forest lands, 1966

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Table 21. Livestock statistics for cattle permittees on National Forest lands, 1966

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Table 22. Livestock statistics for cattle permittees on National Forest lands, 1966

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<th>No. of non-temp. permittees reporting</th>
<th>Total cattle owned</th>
<th>Average cattle owned</th>
<th>No. of non-temp. permittees reporting</th>
<th>Total sheep owned</th>
<th>Average sheep owned</th>
<th>No. of non-temp. permittees reporting</th>
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<td>Ave. cultivated acres</td>
<td>No. of owners</td>
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<td>Ave. improved pasture acres</td>
<td>No. of owners</td>
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<td>Average summer range acres</td>
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Table 23. Continued

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<th>No. of owners</th>
<th>Total winter range acres</th>
<th>Average winter range acres</th>
<th>No. of owners</th>
<th>Total spring-fall range acres</th>
<th>Average spring-fall range acres</th>
<th>No. of owners</th>
<th>Total year-long range acres</th>
<th>Average year-long range acres</th>
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a Permittees with non-temporary grazing permits reporting various types of land ownership.

b Amount of land reported by individual permittees for different types of land classifications.
Table 24. Commensurate land inventory for cattle permittees on National Forest lands, 1966

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<tr>
<th>Region 2 Forests</th>
<th>No. of owners</th>
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<th>Ave. cultivated acres</th>
<th>No. of owners</th>
<th>Total improved pasture acres</th>
<th>Ave. improved pasture acres</th>
<th>No. of owners</th>
<th>Total summer range acres</th>
<th>Average summer range acres</th>
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Table 24. Continued

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<th>Average winter range acres</th>
<th>No. of owners</th>
<th>Total spring-fall range acres</th>
<th>Average spring-fall range acres</th>
<th>No. of owners</th>
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<th>Average year-long range acres</th>
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Table 25. Commensurate land inventory for cattle permittees on National Forest lands, 1966

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<th>Ave. improved pasture acres</th>
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Table 26. Commensurate land inventory for cattle permittees on National Forest lands, 1966

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<th>No. of owners</th>
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Table 27. Commensurate land inventory for cattle permittees on National Forest lands, 1966

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Table 28. Commensurate land inventory for cattle permittees on National Forest lands, 1966

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Table 29. Inventory of acres leased by Forest Service cattle permittees, 1966

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<th>Average cultivated acres leased</th>
<th>No. of leases</th>
<th>Total summer range leased</th>
<th>Average summer range leased</th>
<th>No. of leases</th>
<th>Total winter range leased</th>
<th>Average winter range leased</th>
<th>No. of leases</th>
<th>Total spring-fall range leased</th>
<th>Average spring-fall range leased</th>
<th>BLM permits</th>
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a Permittees with non-temporary grazing permits reporting various types of leased land.

b Amount of land reported leased by permittees for different types of land classifications.

c Number of Forest Service permittees who also have BLM permits.
Table 30. Inventory of acres leased by Forest Service cattle permittees, 1966

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<th>Region 2 Forests</th>
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<th>No. of leases</th>
<th>Total spring-fall range leased</th>
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Table 32. Inventory of acres leased by Forest Service cattle permittees, 1966

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Table 33. Inventory of acres leased by Forest Service cattle permittees, 1966

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<th>Average cultivated acres leased</th>
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<th>Average winter range leased</th>
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Table 34. Inventory of acres leased by Forest Service cattle permittees, 1966

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Appendix C

Public Sheep Permit Data on National Forests, 1966
Table 35. Public sheep permit data on National Forests, 1966

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<th>No. of permits reported</th>
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<th>No. of temp. permits reported</th>
<th>Total AUM's</th>
<th>Average AUM's</th>
<th>No. of permittees reporting</th>
<th>Total head</th>
<th>Average head</th>
<th>Ave. length of grazing season</th>
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a Computed by subtracting non-temporary permits from permits reported.
b Permittees with non-temporary grazing permits.
c This represents the total head of sheep permitted on the forest.
d Computed by dividing total head by five to put in terms of animal units and dividing total AUM's by animal units.
Table 36. Public sheep permit data on National Forests, 1966

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<th>Region 2 Forests</th>
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<th>No. of permittees reporting</th>
<th>Total head</th>
<th>Average head</th>
<th>Ave. length of grazing season</th>
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Table 37. Public sheep permit data on National Forests, 1966

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<th>No. of permits reporting</th>
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Table 38. Public sheep permit data on National Forests, 1966

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<th>No. of permittees reporting</th>
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Table 39. Public sheep permit data on National Forests, 1966

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Table 40. Public sheep permit data on National Forests, 1966

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Table 41. Livestock statistics for sheep permittees on National Forest lands, 1966

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Table 42. Livestock statistics for sheep permittees on National Forest lands, 1966

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### Table 43. Livestock statistics for sheep permittees on National Forest lands, 1966

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Table 44. Livestock statistics for sheep permittees on National Forests, 1966

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Table 46. Livestock statistics for sheep permittees on National Forest lands, 1966

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Table 47. Commensurate land inventory for sheep permittees on National Forest lands, 1966

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Table 48. Commensurate land inventory for sheep permittees on National Forest lands, 1966

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<td>No. of owners</td>
<td>Total year-long range acres</td>
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Table 49. Commensurate land inventory for sheep permittees on National Forest lands, 1966

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Table 52. Commensurate land inventory for sheep permittees on National Forest lands, 1966

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<th>Ave. cultivated acres</th>
<th>No. of owners</th>
<th>Total improved pasture acres</th>
<th>Ave. improved pasture acres</th>
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<th>No. of owners</th>
<th>Total spring-fall range acres</th>
<th>Average spring-fall range acres</th>
<th>No. of owners</th>
<th>Total year-long range acres</th>
<th>Average year-long range acres</th>
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Table 53. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>No. owners</th>
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<th>Ave. summer range leased</th>
<th>No. owners</th>
<th>Total winter range leased</th>
<th>Ave. winter range leased</th>
<th>No. owners</th>
<th>Total spring-fall range leased</th>
<th>Average spring-fall range leased</th>
</tr>
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a Permittees with non-temporary grazing permits reporting various types of leased land.
b Amount of land reported leased by permittees for different types of land classification.
Table 54. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>Region 2</th>
<th>No. of owners</th>
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<th>Ave. cultivated acres leased</th>
<th>Total summer range leased</th>
<th>Average summer range leased</th>
<th>Total winter range leased</th>
<th>Average winter range leased</th>
<th>No. of owners</th>
<th>Total spring-fall range leased</th>
<th>Average spring-fall range leased</th>
</tr>
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<td>450</td>
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Table 55. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>Total summer range leased</th>
<th>Average summer range leased</th>
<th>No. of owners</th>
<th>Total winter range leased</th>
<th>Average winter range leased</th>
<th>No. of owners</th>
<th>Total spring-fall range leased</th>
<th>Average spring-fall range leased</th>
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Table 56. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>Average summer range leased</th>
<th>No. of owners</th>
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<th>Average winter range leased</th>
<th>No. of owners</th>
<th>Total spring-fall range leased</th>
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Table 57. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>No. of owners</th>
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<th>No. owners</th>
<th>Total winter range leased</th>
<th>No. owners</th>
<th>Total spring-fall range leased</th>
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(No sheep permits reported)
Table 58. Inventory of acres leased by Forest Service sheep permittees, 1966

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<th>No. of owners</th>
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<th>Ave. cultivated acres leased</th>
<th>No. of owners</th>
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VITA

Barton Frank Bailey

Candidate for the Degree of

Master of Science

Thesis: An Analysis of Forest Service Grazing Statistics and a Case Study of Public Grazing in Rich County, Utah

Major Field: Agricultural Economics

Biographical Information:


Education: Attended elementary school in Groveland, Idaho; graduated from Blackfoot High School, Blackfoot, Idaho, in 1963; received the Associate of Science degree from Ricks College, Rexburg, Idaho, in June 1965; and received the Bachelor of Science degree from Utah State University, Logan, Utah, in June, 1967; with a major in Agricultural Economics.