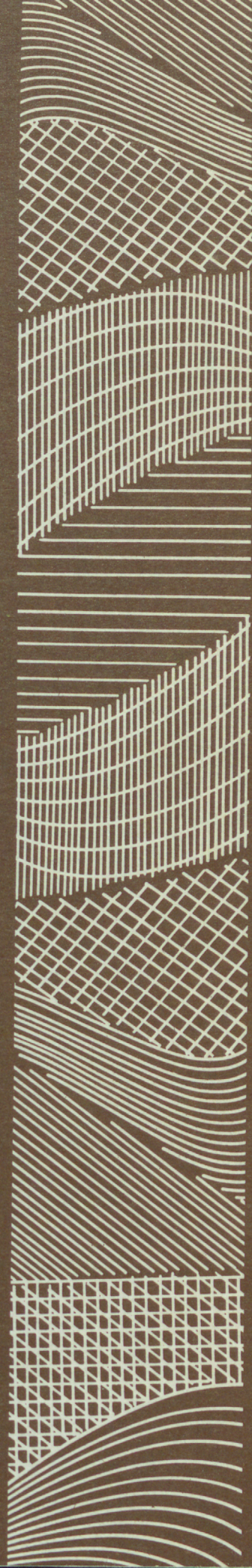


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ENVIRONMENTAL CONFLICT MANAGEMENT WORKSHOPS

FINAL REPORT



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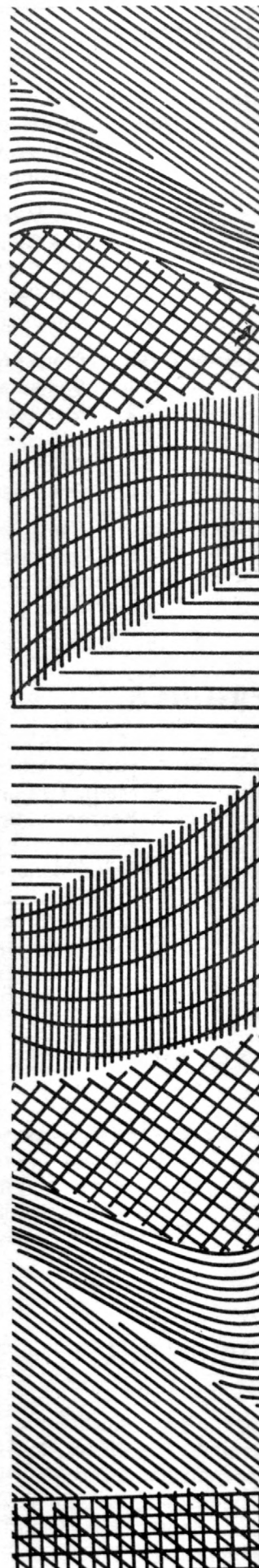
RESTON, VA

FINAL REPORT

U.S.G.S. Open File Report No. 82-810

PREPARED BY
AN PAINTER

NOVEMBER 1982
SUBMITTED TO US GEOLOGICAL SURVEY
BY THE COUNCIL OF FOUR CORNERS GOVERNORS, INC.



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EXECUTIVE SUMMARY

Minerals Management Service (MMS), in conjunction with the Council of Four Corners Governors, Inc. (CFCG), has completed a series of 10 training workshops on the techniques and practice of conflict management. These workshops, held in 1981 and 1982 at locations near MMS regional offices, trained 334 people from Federal, State, and local government, energy industry, and others from the private sector in managing disputes over natural resources development. One hundred ninety MMS personnel, from field staff through upper-level managers, were instructed in recognizing, analyzing, and managing conflict situations. They practiced communication skills (see glossary), negotiation, group facilitation, and public participation techniques. Workshop exercises were simulations based upon real minerals development situations in the past.

The workshop series was designed and managed by a Project Management Committee (PMC) made up of U.S. Geological Survey and MMS personnel, representatives of CFCG, and contract staff who provided expertise, logistical support, and sundry services. Actual training was provided by a team of contractors who are leaders in their respective fields. The project cost, during its year of design and development and its two years of workshops, was \$480,000. CFCG was responsible for fiscal management during the life of the project.

Evaluations of the workshop by participants indicated that this training would be useful on the job, at home, and in dealing with peers, supervisors, and employees. Many of the MMS personnel who attended the workshop said that they could use these skills when dealing with industry representatives, other governmental agency personnel, and public interest groups. Some of the MMS and other Federal participants stated that this was the best training experience they had attended while in Federal service.

This Final Report presents details of the Environmental Conflict Management Workshops, evaluations and responses from participants, and provides an overview of how the project was designed and managed. The report concludes with a number of recommendations and insights on designing and conducting future workshops, what PMC learned from managing the project, and what additional training and reinforcement MMS personnel need in order to maximize their new skills.

Recommendations are highlighted in the narrative of the report and are also listed in the concluding chapter of the report. Some of the major recommendations from the Final Report follow.

- Supervisors and policy level managers need to be trained in conflict management techniques so that they can use these skills and encourage others to use these skills in resolving disputes pertaining to minerals leasing and development.
- This introductory course should be offered periodically for other personnel particularly new personnel within MMS; a refresher course should be offered to those already trained; advanced courses should be offered for in-depth study in selected areas of conflict management.
- A network of volunteers within MMS, trained in conflict management, should be identified and encouraged to train others, facilitate meetings, and foster conflict management techniques.

ACKNOWLEDGEMENTS

This report has been a joint effort by members of the Project Management Committee. Minerals Management Service acknowledges the contributions of these Committee members: Paul Buff, Keith Dotson, Bill Douglas, An Painter, Tim Smith, Lucille Tamm, Mary Ann Turner, and Jeff Zippin. This report was edited by An Painter for The Council of Four Corners Governors, Inc. and the Minerals Management Service. Word processing in 1982 has been provided by Reliable Source, Inc.; typesetting by Typography Unlimited; printing by Cottonwood Press.

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1.1 MANAGING CONFLICTS THAT INVOLVE NATURAL RESOURCES

Since the mid-1960s there has been a tremendous increase in public awareness of environmental and natural resource issues which, prior to that time, had concerned only a small number of individuals. As government, industry, and citizen groups began to change their views on the availability of natural resources from a vision of abundance to one of scarcity, efforts increased to make resource management more productive and compatible with care of the environment. Increased awareness and concern by the public for environmental quality and a rise in the number of Federal, State, and local laws and regulations, however, have resulted in a mushrooming of natural resource related disputes. These disputes have developed in three areas: competition over the allocation and use of natural resources, disagreement over public policy issues, and enforcement of environmental regulations.

While the last decade has seen promising national initiatives in environmental and natural resource protection, it has also been fraught with angry confrontation, lawsuits, and costly delays in Federal decision-making. The frustration is not that there is conflict per se; conflict is part and parcel of balancing competing interests. The real frustration occurs when the conflict is unnecessary, unproductive, and unmanageable.

After the initial impact of landmark environmental legislation and the rush to the courts by environmental, industry, and government representatives to clarify and define the scope of legislative authority, many natural resource management agencies, company representatives, and citizen interest groups became convinced that alternative means were needed to resolve their differences. Litigation was costly in money, time, and energy and often resulted in lose/lose (see glossary) decisions for all involved parties. Many of the problems with environmental decision making are related not only to substantive issues but to the **process** by which issues are resolved.

A new concept, conflict management (see glossary), has been developing in the last several years which offered an alternative method of dealing with adversarial confrontation. Conflict management has been used successfully to arrive at agreements between formerly very antagonistic parties. The agreements made were able to satisfy these parties.

In the early 1970s numerous groups began experimenting with alternative means of resolving natural resource disputes. By drawing from experiences in labor management relations, international mediation, organizational development, and community conflict resolution, several organizations and government agencies gradually developed a repertoire of conflict management approaches and procedures that were applicable to natural resource disputes. These approaches included new procedures for fact-finding, conflict analysis, information exchange, conflict assessment, conciliation, meeting facilitation, policy dialogues, negotiation, and mediation. These procedures were field tested and refined on issues such as air quality, siting of airport facilities, construction of dams, fuel conversions for power plants, the siting of mines, construction of roads, stipulations for oil and gas drilling, conversion of agricultural lands, and rapid community growth due to industrial development. By the late 1970s enough alternative natural resource conflict management procedures had been tested and found to be effective that several organizations and Federal Agencies initiated training programs to train government officials, industry managers, and citizen group representatives in these new methods of resolving disputes.

The lead Federal Agencies in the field of natural resource conflict management were USGS, MMS, the Bureau of Land Management, and the Forest Service. USGS and MMS were instrumental in developing conflict management training in cooperation with the President's Council on Environmental Quality and later the National Park Service, the Office of Surface Mining, and the Heritage, Conservation, and Recreation Service. In addition, MMS has trained individuals from these and other Federal Agencies during the course of the 10 workshop series "Environmental Conflict Management."

While Federal Agencies appear to be taking the lead in both sponsoring educational programs in natural resource conflict management and applying the approaches and procedures to their work, universities, industry, and citizens' groups are becoming more aware of the opportunities and advantages of using the new approaches instead of more traditional litigious methods.

For example, consensus approaches like mediation have been used by the Community Dispute Service of the American Arbitration Association in a variety of situations, among

them disputes between labor and management, landlords and tenants, police and citizens, prison inmates and guards, and black students and white school administrators. The Federal Mediation and Conciliation Service, which has traditionally concentrated on labor mediation, is now branching out into age discrimination issues and environmental concerns.

Academic institutions have created a variety of programs in this area over the last few years. The Institute of Government and Public Affairs of the University of Illinois created the Illinois Environmental Consensus Forum last year. In Virginia, George Mason University has a Center for Conflict Resolution, Old Dominion University has an Environmental Conflict Resolution Project, and the University of Virginia funds an Institute for Environmental Negotiation at its Charlottesville campus. At the University of Wisconsin there is an Environmental Mediation Project; the University of California at Los Angeles has a conflict management program in the Political Science Department; and the University of Michigan's School of Natural Resources has developed a graduate degree in Environmental Mediation. One of the oldest programs is the Office of Environmental Mediation at the University of Washington.

Thus many groups are showing an increasing interest in these "new tools" for resolving conflict. As these techniques receive greater exposure through use and through training programs, they will be developed, criticized, and refined. In this way, they may come to play an increasing role in the resolution of conflict.

1.2 HISTORY AND GOALS OF THE WORKSHOP PROJECT

In 1979 the Resource and Land Investigations (RALI) office of USGS proposed to the Survey's Conservation Division a series of training workshops for Agency line managers. The primary purpose of the project was to introduce workshop participants to newer management approaches to resolving conflicts over the development of natural resources. These approaches encourage competing groups to work together productively to help Agencies reach timely decisions that all parties can tolerate. The RALI office had been instrumental in several training programs for Federal Agencies with the American Arbitration Association as the primary contractor. RALI proposed a series of four workshops for the Conservation Division.

A work statement was developed that involved RALI, later reorganized as the Resource Planning and Analysis Office, the Conservation Division's onshore and offshore offices (to be referred to henceforth as the Minerals Management Service—a reorganization that took place in 1982) and a regional, quasi-Federal, partner. The Resource Planning and Analysis Office (RPAO) had used a cooperating partner in its study on California off-road vehicles and felt this was a productive collaboration. The cooperator (see glossary), an instrumentality of both Federal and State governments, was the Four Corners Regional Commission (henceforth referred to as the Council of the Four Corners Governors, Inc., which it became after Presidential and Congressional decommissioning in 1981).

Key responsibility areas were assigned: CFCG (see glossary) was project evaluator, fiscal agent, and responsible for soliciting all State government and private sector attendees and making all logistical arrangements; MMS was responsible for designating Agency participants and providing overall project management; RPAO provided experience and the initial needs assessment. The cost was estimated at \$180,000 (later revised to \$250,000) and funds were allocated (see table 4) for the 1981 series of workshops.

The first step after signing the Memorandum of Understanding was the formation of a Project Management Committee which eventually numbered nine individuals with different backgrounds, knowledge, and interests. MMS nominated Paul Buff, Bill Douglas, and Lucille Tamm; RPAO was represented initially by Phil Marcus and Tim Smith; CFCG was represented by Keith Dotson, Lou Higgs, and Stu Huntington. An Painter was later hired by CFCG and also served on the Committee.

In the first year management was vested in a four member team. This was an attempt to streamline the management process: it had frequently been too costly in time to get consensus from the far-flung PMC. In the second year the use of a management team was dropped in favor of a single manager for two reasons: (1) a single manager was more efficient and communication between fiscal agent, manager, contractor, and among MMS personnel passed through one control point, and (2) MMS wished to take a stronger management role. The Management Committee during the second series included Keith Dotson at CFCG; Stu Huntington and Tim Smith with RPAO in the Survey; An Painter; Lucille Tamm, Mary Ann Turner, and Jeff Zippin at the offshore minerals office of MMS; and Paul Buff (Chair of the Committee) with the onshore minerals office.

The entire Committee always worked together reaching consensus on the larger decisions. The project's history of consensus decision making shows clearly that this management style works when and if open and trusting communication is used. Examples of major changes made while this project was in progress include size and number of workshops, strategy for selecting a contractor, workshop curriculum, new levels of funding, and an additional workshop series. Management is also unusual in that all Committee meetings have been facilitated. In the first year this service was provided by a third party—Clark-McGlennon Associates (see glossary). John McGlennon assisted the Committee in its first meetings as it came to know each other and began to work together more productively. Later meetings were facilitated by a Committee member.

The project goals were: provide training that improves on-job handling of conflicts developing in USGS/MMS offices throughout the country; develop an awareness of the range and application of tools that aid in resolving environmental conflicts; demonstrate applicability of these skills to subsequent real conflicts; develop recommendations that will enable USGS/MMS to implement lessons learned in conflict management; enhance skill levels of individuals in Four Corners states who must manage environmental conflicts daily; demonstrate the particular successfulness of the consensus

management process; provide a durable training experience by printing a usable handbook; develop the capabilities and experience of USGS/MMS personnel designing this type of training program; demonstrate the innovative element of USGS/MMS management; and enrich and encourage the discipline of conflict management.

Project goals were refined up to the moment of the first workshop in 1981. The Committee identified 15 goals in May, 1980, and refined this list until we agreed on several equally important goals for the entire project. Goals for the second series were slightly less ambitious: we realized that we could familiarize participants with the new approaches to conflict management but we couldn't be sure to what degree they would use those techniques. We have been able to assess whether our goals were met because they have been relatively constant. We do know that it has taken more time, money, involvement, and care to train 334 individuals in conflict management skills than we ever expected.

The Management Committee focused its efforts on the identification of all of the activities necessary for a successful workshop series and the compilation of all relevant resource materials for the workshops. In the summer of 1980 the Committee undertook an extensive survey of user needs and skill levels in order to determine training requirements. In an early meeting the PMC identified 26 different objectives which this survey was to meet. The primary objectives were: define what their training needs might be, identify key areas of conflict or concern to the participants, open a dialogue with potential participants, set realistic goals for the training, and learn what skills the participants already possessed. With a new, unorthodox program the PMC had to "sell" the training. Clark-McGlennon Associates performed the needs assessment; they sent some background information, a publication on conflict management, and a questionnaire to over two hundred people in MMS and in the Four Corners states. The survey required three months' time and cost about \$15,000.

Another objective of this survey was to identify individuals who might be candidates for the training workshop. Respondents were asked to nominate people with whom they worked who would benefit from conflict management training. As it turned out, most of the nominations were not useful: either the managerial level was a mismatch, or the nominee didn't directly interact with USGS, or a MMS respondent would nominate other MMS employees (since MMS participants were to be selected by supervisors, this was a wasted effort).

One of the early decisions in the survey process was to try to "sample" potential participants three times; about 250 would receive a questionnaire, about 20 percent of these would be phoned for a more detailed phone interview, and a smaller group of those phoned would be asked specific questions in personal follow-up interviews. For financial reasons the third step was not carried out. The second step revealed many preconceptions: about training, about USGS, and about conflicts in general. The phone interview series persuaded us not to hold a workshop in Denver (a decision validated by participant responses from Colorado Springs and Florissant). The interview series also provided a great deal of profile information as well as guidance and recommendations. Phone interviews are helpful in verifying data obtained from a questionnaire-type survey and were essential to our program. Personal interviews would have gone one step further in directing the Committee toward a more attentive workshop series.

The Management Committee structured a training agenda based on the survey results. A spectrum of conflict management skills would be taught, from simpler communication skills (see glossary) to more complex skills such as conflict assessment, facilitation, negotiation, and mediation.

Several interview responses helped determine the design and structure of the workshops; for instance, respondents were asked how much time they would devote to this training: the mean response was three days. The Committee wished to provide four days' worth of training based on the users' assessment of their own training requirements. The compromise resulted in an intense agenda within a three day format. In the second series the Committee restructured the workshops so that four days' training was offered in a five day period.

2.1 THE FACULTY

The preliminary project design had anticipated using several contractors, each to provide a workshop for a geographical region. Because one project goal was to enhance the field of conflict management, the Committee instead decided on an open competition for the contract and requested bids for the entire workshop series from as many firms as possible. The Request for Proposals (RFP) went to more than 100 firms across the nation, requesting firms or individuals to consider using a team of trainers with knowledge in many areas of conflict management and with skills in training and in resolving conflicts. Clark-McGlennon Associates, working with the Management Committee, created the RFP and assisted in selecting from among the 10 final bids. The selection process included interviews and a weighted analysis of proposals.

The skills and abilities that were incorporated in the RFP can be thought of as a continuum from simple to complex. The Committee felt that a team of trainers would be needed and wrote the RFP stating that the award would be made based in part on the strength, breadth, and cohesion of a team. Most proposals showed that bidders thought that it was possible to teach this broad spectrum of skills by using a team composed of individuals from several different firms. The Committee felt that both practitioners and trainers were needed to give the Environmental Conflict Management Workshops the kind of credibility we sought. For this reason key individuals from each of the two strongest proposals were asked to work together as a single team. Such a team-building approach to hiring the contractor(s) requires a great deal of care and time. The risks that the team members won't be able to work together, that some elements will get lost in the shuffle as the curriculum is developed, that there will be duplication of effort, are all great. But the potential gain from having a diverse team provide such a wide spectrum of training is great too.

CFCG let the contract to ROMCOE, Center for Environmental Problem Solving, as prime contractor, and to L. Aggens and Associates, Synergy, and Bill Lincoln (National Center for Collaborative Planning and Community Services) as subcontractors. The final dollar amount allocated to the training team was slightly more than anticipated in the work statement's first year budget.

The scope and cost of this workshop series was so large that a trial workshop became a necessity—not a luxury—in the project design. The trial run was necessary, the committee and trainers decided, for these reasons: to be sure contractor is ready, to insure workshop sessions flow together, to test training materials, to test training techniques, to test evaluation materials and techniques. The trial run was held in March, 1981, at the USGS headquarters in Reston, which we would use later for the Reston workshop. As a result of lessons learned at the trial run a different type of facility was sought for future workshops; the curriculum was modified; PMC personnel were not given teaching responsibilities; the training faculty was changed.

The basic five person faculty were Larry Aggens, Susan Carpenter, John Kennedy, Bill Lincoln, and Chris Moore. Judy Walsh substituted for Larry Aggens in Metairie in 1981 and Bernie Mayer substituted for John Kennedy at Xerox and Asilomar in 1982.

Lorenz W. Aggens (Larry) is Director of L. Aggens and Associates, a consulting/training firm in the field of citizen participation and public involvement. Mr. Aggens' expertise in this area was gained through fifteen years of work as the Principal Planner and Director of Public Participation for the Northeastern Illinois Planning Commission, the regional planning agency for the metropolitan Chicago area. L. Aggens and Associates have conducted training programs in public participation and communications skills for most of the Federal Agencies involved in natural resource management.

Susan Carpenter, Associate Director of ROMCOE, has designed and directed conflict management programs at community, regional and national levels. She holds a doctorate in future studies from the University of Massachusetts and is the author of **A Repertoire of Peacemaking Skills** and other conflict resolution materials. She has served on numerous national and regional resource advisory groups for government agencies and other organizations.

W.J.D. (John) Kennedy has been Executive Director of ROMCOE since 1974. Prior to that he was a senior manager at the National Center for Atmospheric Research where much of his work concerned interactions between scientists and the public. Before joining the National Center for Atmospheric Research, he managed a private business for fourteen years. He has served on human and civil rights commissions at the local and State levels.

William F. Lincoln is the Co-Director of the National Center for Collaborative Planning and

It is a recommendation that in workshop projects of such a size, where innovative training and new personnel are to be employed, a full-scale trial run be incorporated into the budget and time line.

Community Services, a training organization which prepares agency personnel with a working and practical knowledge of bilateral and multilateral negotiations as well as third party mediation as a means of dispute resolution. Mr. Lincoln is a nationally known mediator and trainer who in his former capacity of Director of the Community Dispute Services (New England Office) of the American Arbitration Association was engaged in disputes involving Native Americans, community groups, and State and Federal Agencies.

Christopher W. Moore, Director of Conflict Management Training for ROMCOE, is the Project Supervisor of the USGS Environmental Conflict Management Workshops Training Program. Mr. Moore is a professional mediator with broad experience in community dispute settlement. He has conducted educational programs for government agencies, educational institutions, social service organizations and community-based groups. He is a doctoral candidate in political sociology at Rutgers University and co-author of two books on facilitation and conflict management.

Judy M. Walsh, as an Associate of SYNERGY Consultation Services, has experience conducting training courses in public involvement and mini-workshops in communication skills. Prior to her association with SYNERGY, Ms. Walsh was Executive Assistant to the General Manager of the East Bay Regional Park District, Oakland, California where she organized and managed the public involvement for all planning projects. Ms. Walsh was Public Information Officer for the Golden Gate National Recreation Area. She has been Administrative Assistant for both Supervisor Diane Feinstein and Mayor Alioto in San Francisco. She holds a Bachelor of Science degree in Political Science and Speech from Washington State University.

Bernie Mayer, a professional mediator who has been involved in resolving a variety of types of conflicts, is the Supervisor of Mediators for the Center for Dispute Resolution in Denver, Colorado. He is in charge of ongoing training and oversight of fifteen mediators who handle diverse types of disputes. He received his B.A. degree from Oberlin College and his masters degree in Social Work from Columbia University. In addition to his work with ROMCOE and with the Center for Dispute Resolution, Mr. Mayer maintains a private therapy/mediation practice in Boulder, Colorado.

The firms and individuals in this series of workshops are distinguished in the field for their unique experiences and approaches. Over the project duration they have become stronger and more experienced representatives in the field of conflict resolution. ROMCOE, distinguished as third party intervenors in environmental conflicts, has evolved into a well-rounded firm that practices and trains in environmental conflict resolution. Chris Moore is now recognized as a workbook author and training director as well as mediator. Through ROMCOE's interaction with Larry Aggens, the firm has expanded its scope in conflict management to include the more animated training in effective communication which Larry has offered.

L. Aggens and Associates has moved from specializing in public participation to encompassing the adjunct field of conflict resolution. Larry Aggens' active style is now grounded in both public participation experience with Synergy training programs and in two years' experience with MMS in conflict management training.

Bill Lincoln's distinction as a negotiator had not, prior to this workshop series, included any experience with environmental conflict. At this time the National Center for Collaborative Problem Solving and Community Services has one of the broadest experiential bases in negotiation training in the United States.

However, one of the aftereffects of this consolidation has been a reduction in the number of competing firms in the field of conflict management training. Within the field there has been a great deal of cross-fertilization among practitioners; if the original RFP were put out tomorrow, certain individuals' names would probably appear in several different proposals. While there are fewer firms, there are probably more individuals in the field than there were three years ago.

Some of these new forces in conflict management are individuals who have been associated with the project as staff or participants. Although in 1981 the Project Management Committee staff had virtually no training responsibilities, in 1982 several members assisted the trainers at each of the five workshops. A net effect of these workshops has been to develop a high level of skill and expertise among MMS employees. The individuals who have received the training as well as those who staffed the project all have knowledge in resolving conflicts that involve minerals development issues. In order to encourage them in using and refining these conflict management skills we recommend a formal recognition of these skills.

MMS position descriptions ought to be written so that skill in resolving conflicts is an area in which expertise and training experiences can be measured and evaluated.

2.2 THE CURRICULUM

The Training Program

The broad spectrum of conflict management is defined to include these areas: effective communication; effective group processes such as group-centered problem-solving and strategizing; negotiation; mediation; conflict analysis; and conciliation. The workshop curriculum evolved to teach the fundamentals in these areas and to provide skill training and practice in facilitation (a group process), congruent sending and active listening (forms of effective communication), negotiation, and, by reference, conciliation. The curriculum was designed to begin with building block skills and to conclude with buildings.

The trend in curriculum evolution over the course of the trial run and the first five and second five workshops has been to decrease presentation time (lectures) and increase demonstration and practice time. However, evaluations from the first series of workshops persuaded the Management Committee to leave the basic curriculum alone and to make only minor changes. In the next pages the workshop agenda are displayed (see tables 1 and 2, pages 11 and 12). This chapter describes the curriculum and briefly presents an analysis of why certain changes were made.

The curriculum was characteristically intense, complete, carefully paced, and rhythmically deployed. In 1981 there was, however, little opportunity available or taken to state the purpose and content of each training session. Most workshops devote a great deal of time to iteration and reiteration—both were absent from the 1981 series as were silences or reflective periods. In 1982, following recommendations made by trainers and PMC, the curriculum was expanded to permit time for these agenda clarifications. In 1982 there was a deliberate effort to integrate the main elements into a single, large conception of the methodology called conflict management. Trainers highlighted the transition from one concept or skill to a larger, more inclusive concept or skill. In these workshops it is necessary for training personnel to review frequently what has been taught and where the lesson fits in the workshop context.

Expanding the time period has had several (predictable) consequences with respect to the curriculum. We inserted eight hours of practice and break time into the program. We also, in effect, inserted another two evenings and two meals. Participants were less critical of the time crush and seemed more able to use their evening time to do reading and discuss the training lessons than last year. Although the agenda in 1981 was generous with exercises, we felt that more would be gained by truncating the 45-minute presentations and putting in some thinking, or absorption, time. Additional practice time was allotted to those segments that are skill oriented—particularly the interviewing, communicating, and facilitating exercises. On the first half day some of this additional time was allocated to further introductions of faculty, participants, staff, and the evaluation process.

The agenda in 1982 differs from 1981 in several other respects. Additional time is afforded because the workshop encompasses four days of instruction spread over a five-day period. New elements include "Prisoner's Dilemma," an exercise demonstrating unmanaged conflict escalation that replaced a great deal of presentation on conflict resolution on the first day in 1981; the "Samoan Circle," a meeting participation technique that substituted for both the oral evaluation and the guided presentation "Application of Skills"; and a completely new facilitation simulation, "Broad Meadows" (see glossary).

Time was saved by scrapping last year's icebreaker (see glossary)—"Horse Trading"—to present a new opening exercise—"Prisoner's Dilemma." This exercise became one of the high points of the entire workshop. The concept of winning without causing the opponent to lose was introduced in this segment. Lasting emotions of mistrust, antipathy, sympathy, and cooperation endured through the final session and beyond. The exercise is over an hour long. A second change was switching the material in 1981's Day II to Day II and Day III 1981. A final curriculum change, "The Samoan Circle," presented participants with yet another model for running a controversial meeting. This segment was inserted into the final day, before "Application of Skills." It lasted an hour and a half.

In the morning of Day I, 1981, a great deal of the context of conflict management was covered through lecture format. Additional context was covered on the morning of Day II; "Conflict Management," "Conflict Overview," "Approach," and "Framework of Conflict Management" were all taught by lecture and mini-exercise. These two time periods were

TABLE 1.—Workshop Agenda 1981

TUESDAY AM 8:00-11:45

- Course Overview
- Background to the Project
- Introductions
- Overview of Environmental Conflicts
- The Development of Unmanaged Conflicts
- Conflict Management Framework: Approaches to Management
- Values and Conflict

"Horse Trading" Exercise

Values Continuum Exercise

TUESDAY PM 1:00-5:30

- Conflict and Communication: Acceptance vs. Agreement
- Not Listening
- Active Listening
- Power and Values
- Congruent Sending
- Evaluation

Not Listening Exercise

Active Listening Practice I

Congruent Sending Practice I

TUESDAY PM 7:45-

- "What You Are is Where You Were When"

Film

WEDNESDAY AM 8:00-12:00

- Fact Finding
- Conflict Management Planning: Strategy Selection
- Conflict Management Approaches
- Conflict Management Planning: Procedural Development
- Introduction to Meetings and Facilitation
- What Makes a Good Meeting
- How Do People Make Decisions
- The Art of Facilitation and Consensus/Decision Making

Management Planning Exercise

Brainstorm Exercise

Consensus Exercise

WEDNESDAY PM 1:00-5:00

- Facilitator Checklist
- Facilitation Simulation
- Discuss Simulation
- Planning Meetings
- Breaking Deadlocks
- Evaluation

Demonstration—"Jackson Gorge" or "Williams Reef"
"Williams Reef" or "Jackson Gorge"

THURSDAY AM 8:00-12:00

- Definition of Negotiation
- The Negotiation Table
- Sequence of Negotiations
- Position Development
- Negotiation Strategy
- Mediation

String Exercise

In-team Bargaining Exercise
Strategy Development Exercise

THURSDAY PM 1:00-5:00

- Negotiation Simulation
- Analysis of Simulation in Small Groups
- Plenary in Negotiation
- Application of Workshop Skills
- Written Evaluation
- Oral Evaluation

"Maritime Oil" or "James Peak"

TABLE 2.—Workshop Agenda 1982

MONDAY PM — 1:00-5:05

- Course Overview
- Background to the Project
- Introductions
- Values and Conflicts
- Conflict Styles and Strategies Exercise
- Evaluation

Values Continuum Exercise
 "Prisoner's Dilemma" Exercise

MONDAY PM — 5:30

- "What You Are is Where You Were When"

Film

TUESDAY AM — 8:30-12:05

- Communications Skills and Disputes
- Active Listening
- Congruent Sending
- Nonverbal Communication

Active Listening Demonstration
 Active Listening Exercise
 Congruent Sending Exercise
 Body Language Demonstration

TUESDAY PM — 1:30-5:05

- Dynamics of Disputes—The Spiral of Conflict
- Framework of Conflict Management
- Entry into a Dispute
- Data Collection
- Conflict Analysis
- Conflict Management Planning
- Evaluation

Interview Demonstration

Management Planning Exercise

WEDNESDAY AM — 8:30-12:05

- Overview of Negotiation
- Position Development
- Preparing Opening Strategies
- Negotiation Strategies

String Exercise
 In-team Bargaining Exercise

WEDNESDAY PM — 1:30-5:05

- Lowering Resistance to Proposals and Settlement
- Negotiation Simulation
- Discussion of Simulation
- Evaluation

"Maritime Oil" or "James Peak"

THURSDAY AM — 8:30-12:05

- Introduction to Cooperative Problem Solving and Facilitation
- Facilitation Checklist
- How Do People Make Decisions
- Stages of Decision Making
- Breaking Deadlocks

Demonstration—"Jackson Gorge" or "Williams Reef"
 Consensus Exercise

Demonstration

THURSDAY PM — 1:30-5:05

- Facilitation Simulation I
- Facilitation Simulation II

"Jackson Gorge" or "Williams Reef"
 "Broad Meadows"

FRIDAY AM — 9:00-12:00

- Overview of Mediation
- Application of Conflict Management Skills
- Closure
- Written Evaluation

"Samoan Circle" Exercise
 Contract Exercise

difficult since this material is fairly stiff going and not very anecdotal. Responses to 1981's evaluation questionnaire suggested less emphasis on presentation and more emphasis on exercise or (to a lesser degree) demonstration. As a result, this material was modified so that presentations on conflict overview, conflict analysis, and data gathering or fact-gathering were either eliminated or covered by a different trainer on the second day.

On Day I the main learning block in the afternoon was communication skills. Evaluation in the first year showed that presentations and exercises by one person was simply overbearing; at Asilomar this module was broken up and presented on Day I and the morning of Day II. The "experiment" suggested that breaking up communication skills would result in increased attentiveness and concentration. In the second year, then, communication skills was presented on Day I and Day II.

Another method that the training team used to reduce lecture time and to meet the criticism of "not enough participation" was to revise the "Introduction to Negotiation" from a presentation to a demonstration. This module, the "String Exercise" (see glossary), was retained in the second year. Second, material originally presented as a lecture ("Introduction to Negotiation") was put on the walls and new charts were created for "Positional Bargaining vs. Cooperative Problem-Solving." These charts were referred to by the presenter. Third, the faculty revised the facilitation section from exercise to mini-drama in 1981. This demonstration was retained in 1982. Two other demonstrations were incorporated in 1982, again using some staff members: demonstration and discussion on "Body Language" (see glossary) and the facilitation demonstrations "The Titanic," "Archie Bunker," and other mini-dramas on individual behavior problems.

Not all of the low spots in the agenda in 1981 were corrected in 1982. Evaluations (see chapter 2.4, Evaluations) consistently singled out conflict analysis as a difficult module, whether it was a presentation, in 1981, or a group discussion without format in several 1982 workshops, or a guided-question group format in later 1982 workshops. The lesson learned here is that some elements finally worked—such as the mini-dramas—and some elements are still evolving.

The film, "What You Are Is Where You Were When," was highly praised by all who saw it. It augmented the communications session itself and reinforced the segment on "Values." The Committee viewed a sequel but decided to stay with the somewhat dated original film for the 1982 series.

The Workbook

In designing a workshop there are several opportunities for conveying the subject matter. In this project we have attempted to convey graphically to the participants the concepts inherent in conflict resolution by demonstrating the use of some basic conflict management communication skills as part of the participant experience (multiple phone calls, attention to logistic details, certificates, personalized invitation letters, copies of this report, etc.). We have also used a workbook and a resource table to reinforce the basic curriculum.

The requirement for a workbook was a priority from the first. The Committee requested the contractor to produce a handbook containing at least all the workshop material in a professional, attractive format for each participant at the workshop. It was the Committee's hope that such a workbook would become a handbook that was easily and readily referred to—a living shelf reference.

The Environmental Conflict Management Training Workbook has become a stand-alone resource. It is the best workbook in the field at this time. Unfortunately, participants are not using the workbook as much as we hoped; and even though they were assigned homework, some participants did not take the opportunity to read ahead before each day's session, as we had hoped last year when we expanded the workshop time period.

Participants frequently suggested in 1981 and in 1982 that the MMS send out workbooks in advance. The disadvantage of this strategy is one of cost: printing each workbook costs \$17.00. Also, it is **not** possible to know for certain who will be attending until the workshop actually begins. Thus there would be the risk of sending workbooks to people who would not ultimately attend, as well as the chances of not getting a workbook to an attendee or an attendee's forgetting it. The advantage in advance mailing is the possibility that some participants will read the workbooks before the workshop begins. For a series of workshops such as these—the full spectrum of conflict management

A recommendation for the future is that advance briefing material be more complete and that the cover letter suggest that the participant be familiar with the material before the workshop begins.

A recommendation is to spend more money on the resource table and to do all express shipping by insured private carrier who will guarantee timely delivery.

skills—there is probably no way to reduce workbook costs. It should be pointed out that all participants in both series had each received briefing material at least two weeks in advance of the workshop. It is not a certainty that this material was helpful, so we have no reason to believe a full workbook would have been any more useful.

Follow-up evaluation results in 1981 show that half of the people responding had consulted their workbooks in the first two months post-workshop. In many cases, individuals have loaned workbooks to colleagues. The Environmental Conflict Management Training Workbook meets the staff's goal of providing a handy reference useful for years of on-the-job conflict management.

The Resource Table

The resource table, originally a task assigned to CFCG, was reassigned to the contractor when the RFP was written. It was felt that the contractor would have a better idea what should appear on the table and would be better able to produce documents for distribution. The resource table, located in the main training room at each workshop, was designed to furnish participants with free copies of books and materials that supplemented the workshop curriculum. When the Committee asked two teams to submit a joint proposal, the money which the prime contractor had set aside for the resource table was absorbed by other project costs. The contractor had less money for this task than it needed—several hundred dollars rather than the initial several thousand dollars. The final table contained over forty books and publications of which three or four were free handouts. Many participants browsed through the table offering and took copies of the table reference list and handouts.

Although less a resource than originally expected, the table has been more time-consuming than expected. Someone must assemble the books and pamphlets, disassemble them, pack them, and then ship them—all very time-consuming and very prone to snafus. This field is so new that relevant resources and books are not easily found in any library; it is a necessary and worthwhile effort. It is also a logistical headache, however, and this should be borne in mind when designing other training programs in conflict management.

2.3 THE PARTICIPANTS

In designing the workshops, the Conflict Management Project set a goal of training 250 individuals, half of whom were MMS employees and half were other Federal government employees, State government employees, environmentalists, and representatives from industry. We set a target ratio of 5:2:1:1 for each of the 50-person workshops. The Management Committee believes that the diversity of viewpoints, personalities, and values represented at a training workshop with people from outside MMS enhances this particular kind of training.

In 1981, 156 people were trained, 102 from MMS. In 1982, 178 people were trained, 88 from MMS. Table 3 (page 16) contains information on where and when the workshops were held, how many participants were at each workshop, and total attendance. Figure 1 graphically displays the attendance by sector at each of the 10 workshops. As this figure shows, the target ratio or maximum attendance goal was more closely approached in the second series. In 1982, we retained the maximum goal of 50 attendees, knowing that the goal would probably not be met. The target participation of 25 MMS employees at each 1982 workshop was illusory because many MMS employees had already been trained and most MMS supervisors did not sign up for the training.

In both series we used a scholarship fund to attract participants otherwise unable to attend. In addition, in 1982 we charged tuition. Our hope was to set a market value on the training, thus persuading individuals that the training had "worth." We also thought we would defray the cost of no-shows—a problem that has plagued the project from the start. In 1981 most scholarships went to environmentalists and State government employees: nine persons were awarded a total of \$2,538 in stipends. In 1982 the scholarships were disbursed to Federal employees as well: \$3,670 was awarded to 19 persons. In 1982 the tuition (\$350 private sector and \$100 government) was waived for 40 individuals. The tuition charge netted \$7,000; this sum did defray the cost of the thirty no-shows in the 1982 series. None of these 68 people would have been able to attend without the stipends and waivers. The process used to select participants is discussed in chapter 3.4, Participant Selection.

It is also a recommendation that tuition based on the market value of such training be charged.

It is a recommendation that similar workshop series offer sufficient scholarship money to ensure diversity among participants—diversity that results in a better workshop.

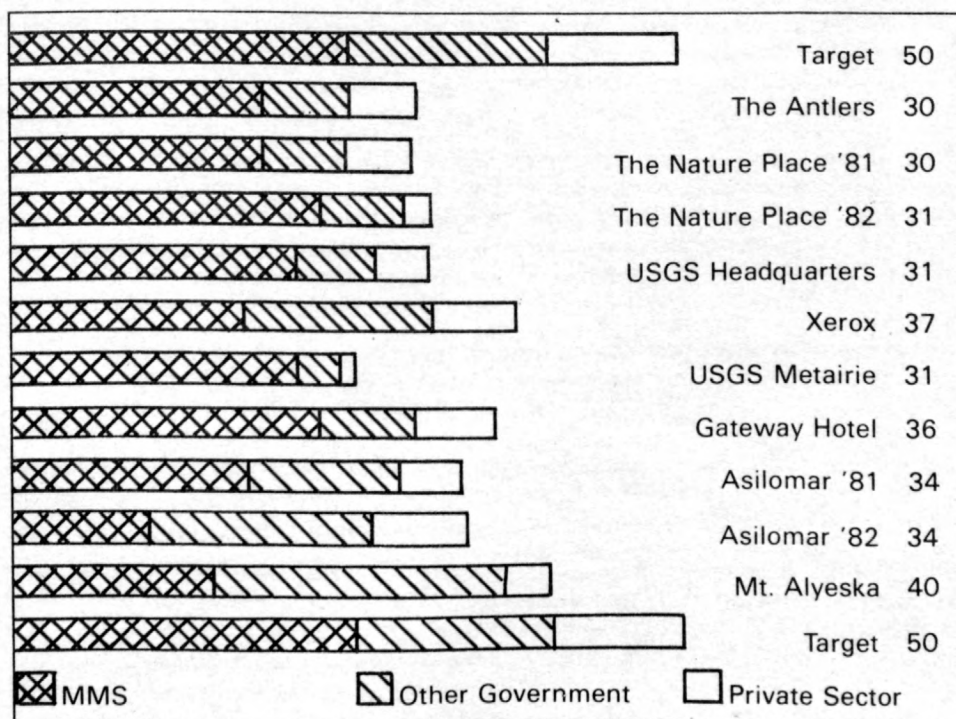


FIGURE 1. — Participants by Workshop, Compared to Target

TABLE 3.—Participants in the Environmental Conflict Management Workshops

1981

Facility	Location	Number of Attendees
The Antlers	Colorado Springs, Colo.	30
USGS Building	Metairie, La.	31
Asilomar Conference	Pacific Grove, Calif.	34
USGS Headquarters	Reston, Va.	31
The Nature Place	Florissant, Colo.	30
Total Number of Participants		156

1982

Facility	Location	Number of Attendees
The Nature Place	Florissant, Colo.	31
Xerox Training	Leesburg, Va.	37
Gateway Hotel	Metairie, La.	36
Asilomar Conference	Pacific Grove, Calif.	34
Mt. Alyeska Resort	Girdwood, Alaska	40
Total Number of Participants		178

2.4 EVALUATIONS

During the design phase of this project, it was decided to structure an evaluation form for use at the workshop that would quantitatively identify the most successful and least successful training modules and trainers as well as provide answers to qualitative questions such as whether conflict management works. It was felt that quantitative measures would guide the Committee and trainers in modifying the curriculum and logistical arrangements from workshop to workshop. Second, it was felt that the entire project evaluation effort should be summed up by answering the questions 'Do these techniques work?' and 'Did the workshops succeed in training participants in these techniques?' The second question has been easier to answer than the first; a discussion of the answers appears in chapter 4.1, Summary. In this chapter results from the evaluations and the follow-up evaluations are summarized. The results and the methodology used are analyzed in chapter 3.5, Analysis of Evaluations.

1981

In 1981 the form that was used (see appendix IV) attempted to verify the results of the User Needs Survey by determining what level of training and familiarity the participants had with the day's subject matter.

Responses for Day I show most participants are required to listen and communicate effectively in their jobs and many of them have consciously attempted this in the past. Through the training sessions they became aware that there is a structured way of communicating effectively. However, most point out that their learning experiences stopped at awareness and did not extend to skill building.

On Day II comments show that participants build on both their newly acquired awareness of communication skills and on their own work experience at meetings or in problem-solving. The consensus exercise, "Evening's Entertainment," was lowest marked and least understood (even worse than "Horsetrading," the icebreaker on Day I). Where participants do mention consensus, they say it is a skill they already have. What do participants perceive to be a consensus decision? This question reappears when we analyze 1982's results.

Some participants in the private sector are familiar with facilitation but few participants have actually done recording or facilitating—perhaps one per workshop. Skills improved by this session are identified as organizing and planning a meeting, keeping a meeting on track and controlling the flow of a meeting, dealing with interruptions or other problems, and handling conflict within a meeting. Applicability of these facilitation skills and meeting techniques seems apparent to most participants. Participants distinguished between "formal" and "informal" use of facilitation and seemed more comfortable or confident with the latter. Many identified their work situation as an obstacle to using facilitation. Again on Day II the exercises were less well received than the presentations. Statistically the entire day had a lower mean score than Day I, (see Interim Report).

On Day III those participants who did not understand or were unfamiliar with negotiations commented that they gained awareness and confidence and were practicing skills taught in earlier sessions. Those who understood the basics of negotiation and who use negotiation on the job commented that they were aware of the underlying framework and structure and were more deliberate in the simulations than they had been on the job.

Participants identified a wide variety of very specific occasions to apply skills learned on Day III—everything from getting a raise to negotiating routes for power lines to negotiating for this training at the MMS unit level. This is in contradiction, perhaps, to participants' indications earlier that they did not negotiate or that these skills and techniques were totally new to them. Day III had the highest mean score—four out of a possible five. The exercises scored higher than the presentations. Table 5, page 32, recapitulates the combined mean scores for each of the three days of training in 1981.

From the numerical data it is apparent that "Overview of Environmental Conflicts" and "Conflict Management Approaches" received the lowest rating with "Analysis of Development of Unmanaged Conflict" and "Breaking Deadlocks" very close. Highest scores in presentation were "Active Listening," "Congruent Sending," and "Negotiation Strategy" (see glossary).

Exercises receiving significantly lower scores were "Evening's Entertainment" and "Horsetrading." Highest scores by a wide margin were "Negotiation Exercise" (highest

score of any session but not significantly higher score than the staff's "Facilitation Demonstration" or "Active Listening"), "Strategy Development Exercise," "Team Position Development Exercise," and "Facilitation Simulation," in that order.

Curriculum changes made in 1982 include: "Breaking Deadlocks," which is a high-scoring demonstration now rather than a low-scoring guided presentation; "Horse Trading," which was dropped entirely in favor of a larger exercise later in the day; and the presentations on "Overview of Environmental Conflicts" and "Conflict Management Approaches," which were dropped from the first day and reinserted into the second day using a different trainer. These changes are discussed in chapter 2.2, The Curriculum.

Leaving aside for now the logistical issues raised on the questionnaires in 1981 and 1982 (see chapter 3.3, Logistics), and leaving aside till later the question asked on all four questionnaires about conflict management—the 1981 responses unequivocally praised the workshop: "the best seminar in thirty years of government service," said one participant. But the Committee had set a workshop goal of hands-on experience in using techniques of conflict management for each participant. The 1981 evaluations show that this was not completely achieved; awareness and exposure was achieved but not the kind of repetitive practice that leads to familiarity and confidence in using these skills, even though some participants in the 1981 series currently use skills which they learned at these workshops.

1982

Trainer responsibilities and the curriculum were changed in 1982 to address criticisms about the lack of practice opportunity, the need for additional time, and a greater heterogeneity of training method and trainer's presentation style. The curriculum (see Chapter 2.2, The Curriculum) focused more on skill-building. Also a major philosophic shift was made in switching negotiation from the last day to the next to last day.

A further change made in 1982 was the evaluation form—in response, again, to the questionnaires returned from 1981 workshops. The evaluation forms (appendix IV) are more generic in this series than in last series. Participants are asked to recall a half-day's presentations, exercises, subject matter, and interactions and tell us what was new, what was most successful, and what was least successful. Their verbatim responses are summarized in this chapter. Please refer to the agenda (tables 1 and 2, pages 11 and 12), as the participants did, to determine the relevant subject matter for Days 1 through 5.

On Monday, a half-day, participants learned these useful concepts (in the words of one participant)—"Recognizing telltale signs of deep conflict (values), recognizing the importance of understanding other people who have conflicting values, and impressions of our actions, recognizing need for identifying my own interests clearly." On Monday, the least successful segment was the exercise called Values Line-up, probably because they perceived an attempt to pigeonhole their values in public. The most successful element was the game "Prisoner's Dilemma."

On Tuesday, the most successful elements were the communication session on active listening and the conflict management planning. "Conflict management planning was more educational in that this is a new train of thought to apply." But the analysis part of conflict management was the least successful element. "The interview period was awkward since there was no coordination of questioning between group members. It was hard to actively listen or ask follow-up questions since other people jumped in with new questions during any pause. The session was also too short." Participants for the most part were not familiar with anything presented on Tuesday and they felt that active listening would probably be most useful. One participant wrote—"Active listening was a completely new skill to me. It will enable me to relate better to my co-workers, other agencies, and the private sector by showing them I understand their concerns at the beginning."

Wednesday was devoted to negotiation. Some participants had negotiated prior to the workshop but almost every participant said that the contextual framework of negotiation—the structure—was new to them and very useful. Also, the distinctions in negotiation style and the possibility of collaborative negotiations were new, useful, and successful. When asked which skill presented was new and useful, one participant wrote—"The methods and ways of negotiation. How to prepare for negotiation—without realizing it, I have used negotiation methods for years in obtaining agreement over which tracts to be offered in OCS lease sales, etc." Another wrote—"Cooperative problem-solving type of negotiation—will try to use this technique to settle environmental

problems between the State of Alaska and leasees on federal lands." Again, most participants found no "unsuccessful" element on Wednesday but they did lament the rapidity with which the workshop presented the concepts of negotiation.

Thursday provided most participants with a useful skill that was also new: facilitation (see glossary). One participant, characteristic of those whose interest and commitment had been difficult for the team to obtain, wrote of Thursday—"Finally I am getting something. Most likely I will use the techniques demonstrated to help in arriving at decisions in task force meetings." The most successful element was the staff's enactment of a mock conflict and its resolution through a facilitated meeting: "Most useful was the demonstration of facilitation which showed how to handle personal conflicts/insults, cross-talking, and inapplicable comments." "Almost all of it will be useful in one form or another. I am going to be holding meetings this year to get public input into various BLM programs. The facilitator information will be helpful."

The least successful element was the facilitation exercise which the participants carried out. The practice was difficult; many participants did not do well but they didn't blame the workshop for their own difficulties with the role. They did blame other participants for failing to act maturely—"Some individuals were unable or unwilling to separate reality from the role playing by injecting their prejudices and technical knowledge. They undermined the roles they played when the value of that role was in opposition to their own. They also tended to try to undermine other roles with opposing values." Also, one participant wrote a comment that many had spoken aloud at other workshops, usually in personal conversations—"There are sometimes situations that no matter what is done as far as mitigation, a project should **not** be built—consensus is not possible in all cases, and this point was never made clear!!"

Friday was a half day in which only two major concepts were presented: mediation and the public meeting method—the "Samoan Circle." Friday was also the occasion for the participant to identify the opportunities which s/he would have to apply the skills and techniques learned at the workshop. One participant summarized the workshop experience by writing that the most useful concept was "Getting power by sharing power: the **art** of compromise." The "Samoan Circle" was new for all participants but most felt they would never use it—"The Samoan circle is a **FANTASTIC** idea. There have been so many times in my career when I wished I had this tool. Now that I am aware of it, I will be a great fan." Mediation (see glossary) was least successful simply because it had not been treated fully but rather covered by a half-hour presentation. This element of the curriculum, like conflict analysis, will evolve in later workshop interactions.

Participants in 1982 were not specifically asked about the workbook or the logistical arrangements but they were asked how to improve the workshop. Some of their verbatim answers follow: "Slow up the pace of the lecture presentations." "I thought that the workshop was conducted in a highly professional manner and that the subject material was very applicable. **The training personnel were outstanding.** I am impressed with their skills and ability to communicate." "Possibly, it could be longer. Facilitation exercises were so intense in such a short period of time that there was a tendency to bog down on the substance and emotions of frustration clouded the process."

The responses to two questions asked in 1981 and 1982 on both evaluation and follow-up forms are very similar. Representative responses to the question "Will conflict management skills work?" are summarized: "USGS supervisors **must** attend course—no exceptions—our boss elected to decline, even when he was signed up." "Probably—many of them are common sense techniques. People in a position to use them will benefit a great deal. I heard one attendee say that things taught in the course were common sense and that he had learned them through experience. However, the course puts it in perspective quickly and would have been quite beneficial if he could have taken it years before." "Yes, sometimes,—but it's very difficult to break away from 'business as usual,' because not enough people are aware of what conflict management is, and because 'political and/or economic pressure' still are very real factors."

Responses to the other question "Did the workshop succeed in training you?" follow: "It exceeded my expectations. The personnel were professional and knew their homework. It was particularly helpful that the session was not 'generally oriented' but 'CD-environmentally oriented.'" "Training is an on-going process, however it certainly broadened the foundation, awareness, and skills to continue training." "No, it was not successful in training Conflict Management." "I feel that I did pick up some very useful knowledge and techniques. But, a lot of practice will be necessary to become effective at

Unconscious Incompetent	Conscious Incompetent
Unconscious Competent	Conscious Competent

FIGURE 2. — Matrix Demonstrating Learning Process

it. This is where a follow-up course may be good, so that the skills are not forgotten through lack of use." "A beautiful way to end a training session."

In 1982 we asked participants "Where do you stand now?" a reference to a graphic used by the trainers to illustrate the learning process (figure 2). Answers would be either 'unconscious incompetent' (the blissful ignorant stage of learning), 'conscious incompetent,' 'conscious competent,' or 'unconscious competent.' Most participants answered this question by showing progress from one stage of learning to the next higher one—indicating learning had taken place during the workshop period. A summary of all participant responses is graphed in figure 3 (also see appendix IV).

The follow-up evaluations seem to support a conclusion that all 10 workshops were successful in bringing participants to an awareness of the skills and techniques of conflict management, and an appreciation of the overall concept of resolving environmental conflict. Some of the 77 responses in 1981 showed that active listening and congruent sending had been useful after the workshop with staff, at home, and on the telephone. In these situations the outcome was almost always "good" or "successful." The 1981 participants were asked if they had used their facilitation or negotiation skills—two-thirds said yes, they had used one or the other since the workshop. Again the outcome was usually "positive."

In 1982 the 51 respondents identified the same skills. Questions 1 and 2 (see appendix IV) determine what techniques participants have used, if any, since the workshop; active listening and congruent sending were used most often although meeting skills such as facilitation, negotiation, meeting preparation, and graphic aids were also used. The "Samoa Circle" was used by one participant and so was mediation—both with positive outcomes.

Asked if these techniques work to resolve conflicts, 1982 participants answered: "Yes. Not 100 percent of the time, but they beat the sox off other methods I see being used." "They work equally well in writing agreements as well as verbal and written techniques I learned at Florissant. This is especially useful in matters where the interpretation and evaluation of presented data is subject to debate." "I think so although I haven't had occasion to use them beyond the level of interpersonal relations—they do work there." "Absolutely." "Yes, they can work if one is willing to invest energy and creativity needed to use the ideas."

These responses are very similar to 1981 comments which include: "Techniques are but a tool; parties' attitudes and authority to compromise or to agree to terms of settlement resolve conflicts."

We asked whether the workshop had succeeded in training the participant in conflict management skills. Two months after asking that same question on the workshop evaluation form both answers were very similar. In 1981 and 1982, also, the answers were much the same: "More managers should be aware of conflict management as a tool." "Such a course has been long overdue." "I think I knew some things, but the workshop organized it." "There was too much material thrown at us to be able to assimilate." "Yes! but practice and time will tell how well I learned." "It was successful in teaching me active listening and congruent sending but in terms of the more comprehensive techniques (negotiating, mediation, etc.) I feel more like I was exposed to them enough to learn about them but not enough to actually confidently apply them." "I

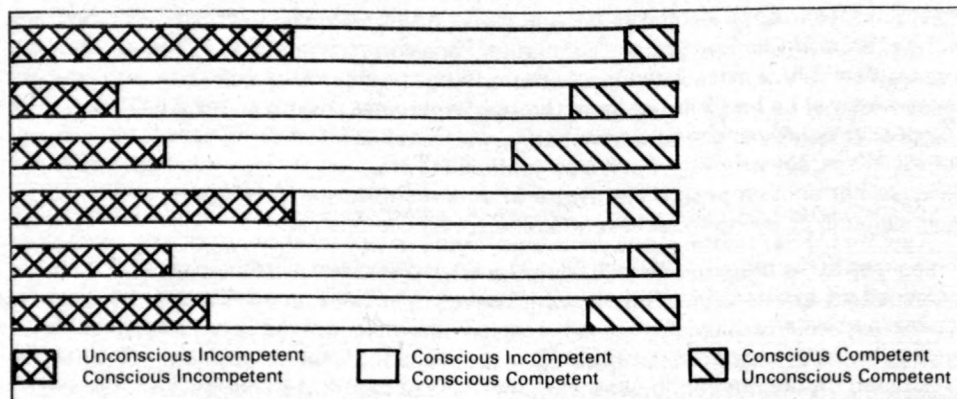
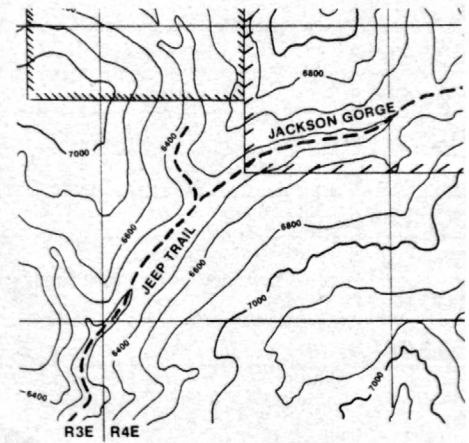


FIGURE 3. — Responses to Question 7

would like to emphasize the importance of selecting participants that are most involved in conflict situations. Some of the wrong people are being trained and those that need it are not." "I felt the workshop was totally enlightening not only in dealing with conflict on the job but also in dealing with daily conflict at home. I highly recommend that **all personnel** receive this training and would greatly welcome a follow [up] course or two to help refine and re-instate the techniques presented in their initial course."

According to the evaluations, the workshop only presented these skills. Almost every evaluation states a fear that what has been learned will be forgotten because of no opportunity for practice or a regret that real learning won't take place because there will be no chance to use the new skills. In 1981 we asked whether a follow-up workshop was desirable and if so, in what areas. "Yes, more practice review, preparation, and awareness is necessary. Good idea to frequently re-acquaint yourself and others with the skills so don't lose it all." From the evaluations, whether the 1981 or the 1982 methodology is used, it seems that this fear of not really learning but only learning **about** these skills seems very real.

For this reason we recommend short refresher courses.



3.1 BUDGET AND COSTS

The costs over the entire project life can be divided by task—e.g., "User Needs Survey," or "Participant Selection." This breakdown is shown in figure 4.

The total project costs are \$480,000. In the first year \$230,000 was allocated for developing and staging five workshops. An additional \$20,000 was allocated by RPAO to Clark-McGlennon under an umbrella contract with the American Arbitration Association. In 1982 another \$230,000 was allocated by MMS for an additional five workshops and a final project evaluation and report.

The differences in project funding allocations between 1981 and 1982 reflect the fact that the training team costs were underestimated in the original Memo of Understanding; they were therefore more realistically estimated for 1982. Also, the "cooperator" arrangement was more costly than anticipated in 1981 and 1982.

The cost per workshop is \$50,000 (the estimated figure when this project was first being proposed in 1979). However, it is reasonable to expect a higher per workshop cost should a similar innovative and comprehensive project be started tomorrow by another Federal Agency. This would be likely because transportation costs, food costs, lodging rates, and printing costs have increased 50 percent in these three years. Also, travel ceilings (which are always likely) for Federal and State employees put additional cost burdens on a workshop's fiscal resources if stipends are offered.

Finally, it should be pointed out that these are direct, contractual costs. MMS personnel costs are not figured and neither are the expenses which each participant incurs in time and travel, lodging, or tuition. Table 4 (page 23) presents the approximate cost per task for 1981 and 1982.

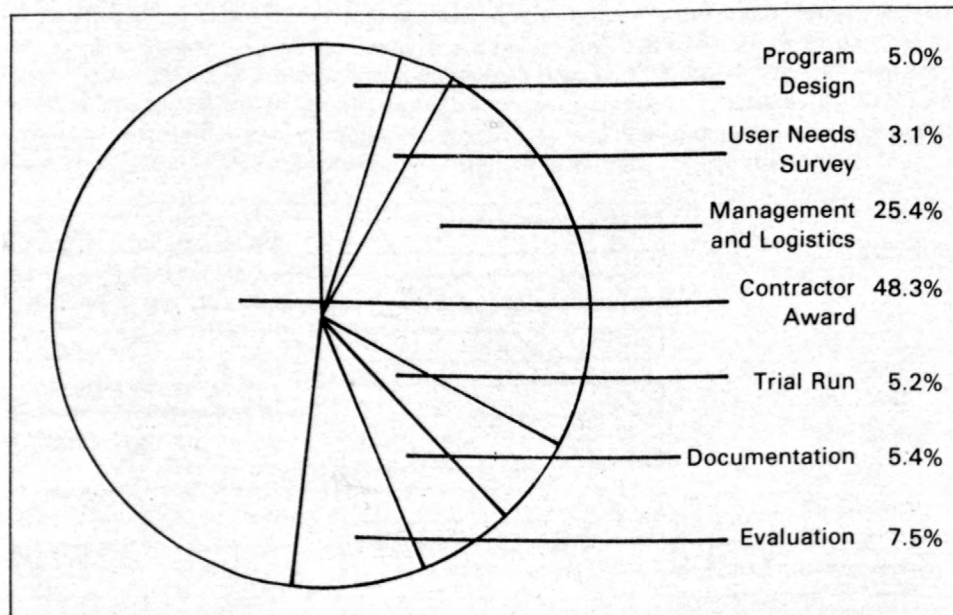


FIGURE 4. — Estimated Costs of Task Element

TABLE 4.—Summary of Estimated Expenditures for Entire Series of Workshops

	1981	1982
Program Design	\$ 20,000	\$ 4,000
User Needs Survey	\$ 15,000	\$ 0
Management and Logistics	\$ 29,000	\$ 93,000
Contractor Award	\$130,000	\$102,000
Information Base	\$ 2,000	\$ 0
Trial Run	\$ 25,000	\$ 0
Printing	\$ 5,000	\$ 3,000
Evaluation	\$ 16,000	\$ 20,000
Report	\$ 8,000	\$ 8,000
Total	\$250,000	\$230,000

3.2 MANAGEMENT TECHNIQUES

In this chapter management techniques and management styles of the Environmental Conflict Management Workshops are discussed. The management techniques have evolved to suit each of the three phases in the project's life: the design phase, the 10 workshop management phase, and the evaluation phase (see figure 5). The management style adopted by the Committee during these three years is characterized by collaborative management processes and the use of consultants.

The first year and a half in this project were months of design, logistical planning, and market testing. At least the first six months of this time period were months of adjustment to each other's styles and interests as well as team building within the Committee which managed the project. The Committee's members included individuals whose knowledge was specialized in training, contract management, workshop logistics, onshore minerals issues, offshore minerals issues, and conflict resolution. The Management Committee has continued to manage the project through the other phases as well. In its first year, because each individual's skills were needed to design the workshop series, the Committee functioned without a chairman in an egalitarian fashion with respect to ideas.

It was difficult, though, in spite of monthly tele-conferences, for a nine member committee to make operational decisions. As we moved into the second phase a management team evolved: four individuals, one in Albuquerque, and three in Reston. During the project's second, or management phase, there were more operational decisions than design or evaluative decisions. Day to day decisions on such things as sending individual invitation letters or arranging additional coffee breaks or mailing the resource table were made by the four person team rather than by the entire Committee (see chapter 1.2, History and Goals of the Workshop Project). Operational decisions on the agenda or the training team were made by the trainers, not by the Management Committee. The trainers were never a part of the Management Committee, although their representation had been suggested during the first series of workshops.

In the second series the major operational decisions had already been made. The four person team was proving cumbersome for quick decisions and four independent managers had not been a good solution to the frequent need for rapid, authoritative decisions. For the second series, then, a single manager was needed. At this time the MMS took a stronger role in the project management; MMS had contributed the funds for the second series and it wanted the experience of managing this project.

The third phase of the project's life is the evaluative phase. The time period for this phase runs from the very first days of the project to its very last days. Evaluation (see glossary) is most intense in the period after the workshops are completed: the evaluation forms are analyzed; the follow-up forms are analyzed; the entire project monitoring record is re-analyzed; and the Final Report is prepared. Project evaluation comes from many sources which coalesce in the Final Report. This Final Report describes the product—the

It is a recommendation that similar management committees include individuals with diverse backgrounds and skills.

One recommendation resulting from our experience is that the funding agency be prominent in the management of similar workshops.

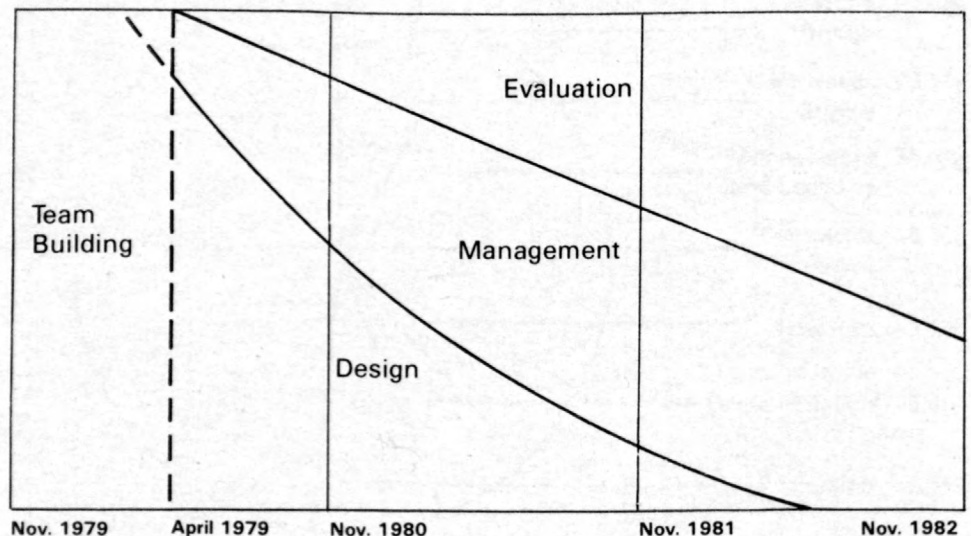


FIGURE 5. — Three Management Phases

Environmental Conflict Management Workshop—and the testing process used to guarantee the product's performance. The report is also a service manual with blueprints. Evaluation during the project and especially in this final phase has been in the hands of a single manager.

In summary, the management technique adopted by the Committee seems appropriate for the specific phase of the project: A nine member Committee with a facilitator for the design phase; a four member management team for the transition from design to management; a single manager for the management phase and the remaining evaluative phase.

The management style that has characterized the project involves collaborative management processes such as management by consensus. These processes are "democratic" in that they are less authoritarian, less concentrated. That is, all the members of the PMC consented to a policy, or a decision, or plan of action. This was one of the most successful and innovative aspects of the project. When the Committee met, decisions were made by consensus. The value of this process, when it is appropriate (which it usually was during this project's three year life), cannot be stressed strongly enough: a consensus decision provides firmness where an individual's decision may be weak; the group provides flexibility when the individual might tend to be rigid. In either case the individual's vulnerabilities are tempered by the group's strengths.

Another example of a collaborative management style is the process which the Committee adopted to let the training contract (see chapter 1.2, History and Goals of the Workshop Project). The effect of sending 144 firms a 40-page document which describes the field of conflict resolution, addresses specific training requirements of persons involved in natural resources regulation, and which demonstrates a Federal Agency's commitment to conflict resolution training, should not be underestimated; conflict resolution was, and still is, a very new field. There were very few of those 144 firms that had demonstrated any capability in training or in the practice of conflict resolution. These skills are now integral in many management consultants' capability statements. The next step in letting a contract was evaluating the proposals which were received. These evaluations were each performed by using a weighted scale—as had been stipulated in the RFP. Interviews were also evaluated through statistical methods. When the moment came for the Committee to decide which training contractor to choose, it was clear that two training teams had approximately equal support. Committee members were polarized. Voting as a means of resolving an impasse had been suggested but not accepted during earlier project design in order to compel using conflict management skills. A more collaborative method was suggested by the facilitator; John McGlennon reminded the Committee of an earlier proposal to combine contractors. The impasse was overcome and a potentially divisive voting procedure that would pit one team against another was avoided. The final integration of both teams was achieved by respecting each Committee member's wishes rather than by outvoting one another. Looking back it is easy to see that the gamble on untried methodology paid off; the project's training team has consistently been given the highest marks by the participants.

The other aspect of the Committee's characteristic management style is its reliance on consultants. Clark-McGlennon Associates, a recognized professional in conflict management, performed two management tasks during the design phase—providing advice to the Committee and serving as the facilitator for Committee meetings. These two clearly defined roles benefited the management by providing a state-of-the-art survey of MMS's needs (see chapter 1.2, History and Goals of the Workshop Project), by lifting the burden of Committee meeting organization from the Committee members' shoulders, and by providing immediate, professional direction in writing the RFP and in choosing a training team. While using a consultant for advice is fairly common practice, the benefits which the project derived are actually very special. The consultant's time was efficiently used, in a word, maximized.

The Committee has contracted with another consultant, An Painter, to provide other specialized services: evaluation and daily operational management with respect to logistics and participants. Again, the effect has been to free other Committee members from the daily burden of non-critical decisions. Also, the evaluation has been a neutral, on-going process (see chapter 3.5, Analysis of Evaluations); neither MMS nor the trainers are placed in the position of evaluating their own product.

It is a recommendation that evaluation be concurrent and simultaneous with the lifetime of any similar project.

Consensus management is recommended for organizations attempting a similar program of workshops or some analogous project.

It is a recommendation stemming from our experience that consultants be hired who can increase the efficiency and flexibility of the agency's managers.

3.3 LOGISTICS

This chapter examines physical setting, workshop timing, and workshop amenities such as meals, coffee breaks, and personnel. Figure 7 (page 29) shows the locations of the workshops and MMS regional and national headquarters.

Although logistics is only a small part of the budget and focus of the series it nevertheless looms large in participants' minds: the participants are not involved in months of planning the curriculum, or in mailing out invitations, or in restructuring elements of the training: in five days they are affected only by the logistical arrangements, the other participants, the curriculum, the trainers, and the weather. We have learned in the course of these workshops that the participant is unaware and therefore unappreciative of the months of work spent in planning the workshops or in evaluating them. Participants always notice their surroundings when things go wrong; sometimes, as in Asilomar or The Nature Place, they notice surroundings when things go well. For this reason we suggest that logistical arrangements make or break any workshop.

In 1981 an analysis of the procedure used to arrange logistics provided some of the clearest lessons and recommendations in the entire project. The analysis was based on the participant evaluations and information gleaned during the monitoring process. Participants suggested improvements in timing and pace, in the type of teaching method, and in the choice of location. Most of their suggestions were implemented as the workshops evolved: a longer time period with less information each day and more breaks; less talk, more in-depth exercises; training held away from the workplace with sufficient time for commuting or at a retreat. Some suggestions, such as more films, weren't implemented; two two-day courses instead of the three-day course is a suggestion we have adopted for refresher and advanced workshops.

Specific comments from participants in 1981 also include: "Very good no smoking was the rule," "Enjoyed those morning coffee breaks (New Orleans)," "Having the location at Asilomar was an excellent choice," "I am pleased!"

In 1982 several changes were made: choosing facilities outside of the workspace; expanding the workshop time period, assigning homework in the workbook in advance of each day's session, less detailed evaluations; more social or non-workroom gatherings, a stronger effort in getting a diverse group of participants, more briefing material, and better food.

Participants felt rushed last year with a three day curriculum but they felt equally rushed in 1982 with a slightly expanded curriculum. Some participants felt the workshop should be shortened—subject matter that was overemphasized (such as active listening) or underemphasized (such as mediation) should be left out. Others felt the workshop should be longer—so that they could do the extra reading, discuss lessons with participants, get to know participants, practice, consult with trainers, unwind, or get out of the training milieu altogether.

The importance of the physical setting for the workshop was a lesson learned in 1981. Where appropriate, a particular facility could offer a relaxation activity on the one free afternoon; this, we believed, would enhance the learning process. A mixture of work and play during the time not spent in the workroom itself allowed people to loosen up, reflect, enjoy the location, and talk with the trainers and other students. When these diversions were enjoyed without the consequence of an evening session, participants (and trainers) felt energized. We have learned that attendees are better participants and get more out of the workshop when they have the extra time around the curriculum segments; five days was an improvement over three days.

We have learned from evaluations in both years that it is risky to switch a scheduled afternoon session to an evening. In 1981 several afternoons were switched to evening without warning the participants. In 1982, although the possibility of such a switch was explicitly stated in the invitation letter so that participants could arrange their free time with confidence, participants commented on their evaluations and in person that their attention spans in the evening were extremely low.

We concluded in 1981 that it is very difficult to provide successful training of this type in a workplace atmosphere. Constant phone calls and interruptions for office meetings or consultations distract enormously from a participant's concentration—thus diluting the quality and intensity of the training. Nor is it desirable to offer this training in a hotel setting. Hotels are geared for very small meetings in small rooms or very large functions

We recommend a workshop format that permits a half hour free time for every hour and a half workroom time particularly if the workshop is to be intense, such as these were.

A recommendation for this type of workshop is that afternoon free time be created either by shortening a lunch hour or by extending the day's finish time. In this way the afternoon will be long enough for both the free time and the complete regular session.

in their grand ballrooms. We required the grand ballroom yet could never justify the charges which the hotel would levy. Hotels were usually too expensive for this type of workshop. The ideal location is a training center remote from a place of business in a pleasant geographical setting that offers these recreational diversions. At Metairie, for instance, the workshop held at the Gateway Hotel in 1982 got a better reception from participants than did the workshop held in MMS offices. But both workshops held at The Nature Place (or at Asilomar) were more successful logistically than the Gateway workshop.

We also concluded that it is critical to visit the facility well in advance of the workshop. Project money spent on site visits and in obtaining the right facility is money well spent. The number of comments on logistics overwhelmingly indicate this also. At each site logistical details are so complex and so specific that phone calls and master planning lists (used earlier in this workshop series) cannot possibly anticipate each unique difficulty.

From a manager's point of view, however, the best facility might be different from a participant's choice: Asilomar, though ideal in most respects, including an unbeatable low price, is inflexible in its rules because it is a large state-run bureaucracy. Its size and volume are so great that staff were not able to provide individual service to each group. In contrast The Nature Place dedicates itself to the group using their facilities at the moment. In our case we were always the only group at The Nature Place. Because it is so small few problems arise; when they do arise they are solved immediately, usually by the management. But the training area in The Nature Place will not hold more than 35 participants for this style of workshop. If we had ever had our full complement of 50, The Nature Place would have been unsatisfactory.

Responses and our analysis prove that a large single room is better than a small main training room (e.g. Asilomar's Merrill Hall or Fireside vs. Metairie's Gateway Hotel). But sometimes a large single room is so barracks-like (and noisy in breakout session) or so removed from smaller breakout rooms, that little has been gained by going for the big room (Reston's Auditorium, Xerox's Red Room, or Alyeska's Day Lodge). The facility itself must offer a combination of nearby breakout rooms and a relatively soundproof main room as well as complete capability for audio-visual hookups, wall space, seating rearrangement, ventilation, separate coffee break area or room, and multiple access to the main room. The facility should also offer sleeping accommodations that are near the training area. The facility should represent a blend of both trainers' and participants' needs.

It is clear from the remarks made by participants in 1982 that some logistical arrangements worked better than others. Those of us making these arrangements have, after 10 workshops and a rehearsal, drawn our own conclusions about logistics for this type of workshop. Sometimes the participants' comments and our conclusions can work together as guidance for future workshops, whether workshops are analogous to this series or not.

For instance, we have learned that a community social gathering is necessary for a successful workshop. In the 1981 series we had a banquet meal and, on an impromptu basis, a small reception at the film. Both of these occasions were continued in 1982 although the reception was more elaborate. Both the film and banquet usually occurred on the first day. However, participants responded to our questionnaire with requests for "icebreakers" or social gatherings. This usually was the case when participants did not stay together for the workshop—say at the commuter workshops in Reston, or particularly at Metairie.

The coffee breaks, particularly at The Nature Place, served as a social focus. These opportunities to get to know other participants and to discuss the previous hour's subject matter are extremely important to the participants. From a pedagogical point of view they serve two functions: one, they offer an opportunity to absorb what was taught; two, they reinforce, by serving as pauses, the pace and purposefulness which was established for the training.

Even with a well-funded logistical effort, there will be unforeseen circumstances. In 1981 an airline traffic controller's strike played havoc with one workshop; a postponed workshop date resulted in losing one facility altogether; another strike delayed mail. All of this adds up to a great deal of emphasis on logistics. Whether logistics is the task of the contractor or the managing agency, that is an inescapable conclusion.

The recommendation is that one, the workshop be held away from the office; two, that it be in an in-residence setting rather than at commuting distance; and three, that the ideal facility is a non-urban conference center which is specifically designed to host these intense seminars—such as Asilomar Conference Center.

We recommend that the logistics arranger visit each potential site several months in advance of the workshops, to assure that the facility can accommodate the needs of the particular training program.

We recommend that a long workshop be punctuated with two informal social activities—one at the beginning and another toward the end of the five days.

We recommend that sufficient break time be scheduled for these intense workshops.

3.4 PARTICIPANT SELECTION

One of the major tasks facing an organization which is about to conduct a workshop is choosing the participants. In the design phase of this project, participant selection was a task assigned to CFCG; all participants except those from MMS were to be identified and invited by the cooperator on behalf of MMS. It should be noted that the Committee was conscious of the opportunity afforded by this process to make personal contact with prospective attendees. Accordingly, all communication, whether by telephone, by the workshop brochure, or by the invitation letter, was always as personalized and detailed as time permitted.

In 1981 some participants were nominated by individuals completing the User Needs Survey questionnaire. The CFCG identified prospective State government personnel and some private sector individuals from among the Four Corners states. Other names were supplied by personnel associated with the project. In 1982 many prospective attendees were identified via a letter requesting nominations from last year's attendees. Other nominations were generated from the lists sent (particularly in Alaska) from individuals who were contacted in person. The 1982 process resulted in lists of possible attendees for each of the five workshops. What is worth mentioning here is that each list of about 60-90 non-MMS nominees yielded about 20 attendees; our attendance to invitation ratio was consistently very good.

We recommend that time, money, and personnel be allocated to allow as many personal contacts as possible in developing the invitation list and in encouraging (and sometimes funding) participation.

It is a recommendation that similar workshops strive to train individuals with perspectives and viewpoints that are different from those of the lead agency.

We recommend that sufficient lead time be allowed in such a project to guarantee greater success in meeting the attendance goal.

Figure 6 (a breakdown of participants by sector) presents one reason why the workshops went over so well: although we didn't train 50 people at each workshop we did achieve (to varying degrees) the kind of diversity that ensures a successful workshop.

Considering the total participation in figure 6 as 100 percent (which it definitely was not, in comparison with the 500 individuals we had hoped to train), MMS attendees form a greater proportion than half of the total. Also, Federal Government falls short of its ratio. The proportions are very close to the target ratio for all 10 workshops together but the numbers are not close at all (refer to figure 1). It should be noted that in 1982 the Federal Agencies underwent serious budget cuts. Most Agencies had to reduce both training and travel funds in order to accommodate these cuts. Although private sector budgets were also strained, there was better attendance in 1982 than 1981; more effort was spent in recruiting participants in 1982 than in 1981.

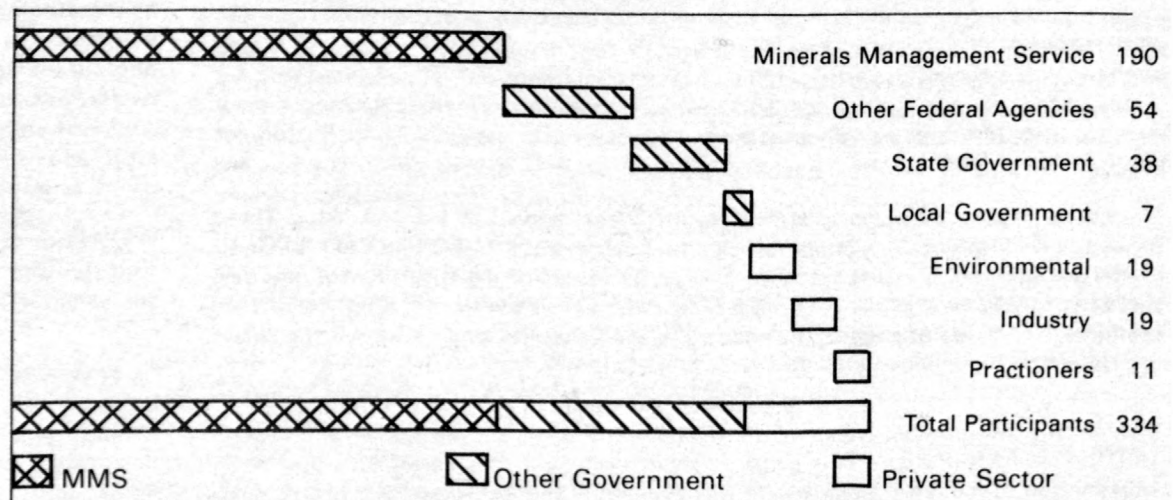


FIGURE 6. — Breakdown of Participants by Sector

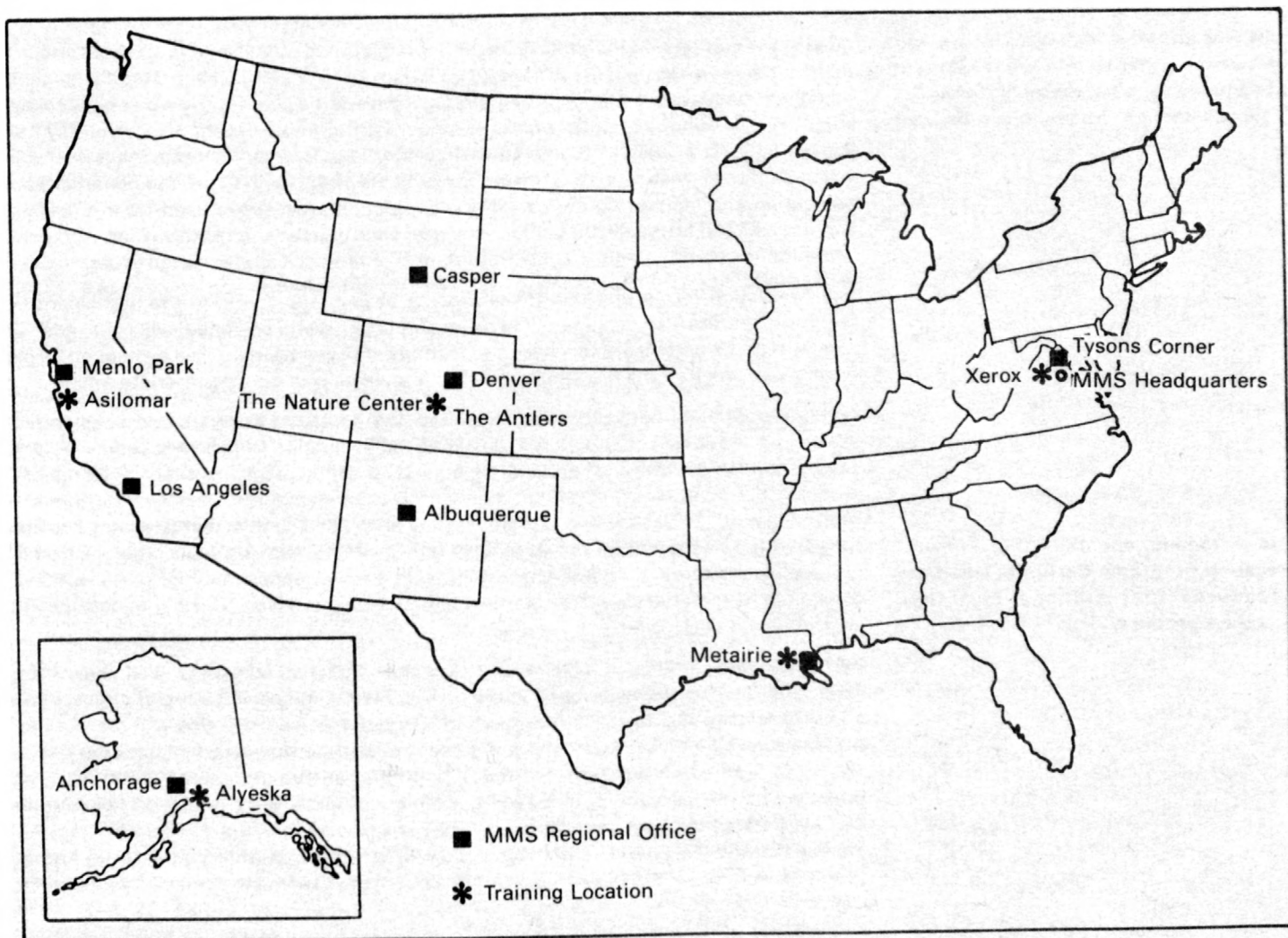


FIGURE 7. — Location of Workshops

3.5 ANALYSIS OF EVALUATIONS

Ideally, evaluation and monitoring begin in the planning stages of a project. Strategy is designed to provide answers to specific questions—"Were project expectations or goals met?" An evaluation and monitoring strategy can chart a path for the workshop project, keep it on the path at critical points, change path direction intentionally (rather than accidentally), and provide results rather than surprises. Evaluation traditionally has been a sort of postmortem conducted on similar projects after they had run their course. Both evaluation and monitoring are part of the evaluation process we used for this project. Evaluation itself is usually thought of as a workshop questionnaire but written workshop evaluations comprise only a small portion of this project's evaluation process.

The evaluation forms and the entire process of communicating to the participant by brochure, letters, forms, phone, or questionnaire, were designed with the goal of committing the participant to a dialogue with the staff and trainers. The evaluation forms used questions for which a simple yes or no answer was an inappropriate answer.

In 1981 a balance between easily analyzed and tabulated answers and substantive, essay type answers was sought. We designed the evaluation form (see appendix IV) with several objectives in mind: provide trainers with a score card of their performance, provide CFCG with answers to whether conflict management worked and whether the workshop method was the appropriate method to "teach" conflict management, provide RPAO with documentation of the project, provide MMS with statistical justification of project expenditures (time and money), provide another opportunity for participants to reflect on the material they have learned, and provide them with a further opportunity to communicate back to us.

It is a recommendation that similar workshop programs design evaluation procedures that actually test the workshop product.

Participant evaluations in 1981 show that the workshop was very well received—comments and scores were favorable. Participants made specific, helpful suggestions about improving the workshop format and curriculum: "I believe this will serve as an excellent introduction to conflict management and those interested in pursuing it will. Those not interested will have learned much more in this training course than most intended." Asked if conflict management techniques will work, many participants in 1981 answered in words to this effect: "They won't work until there is respect from the managers for their use," "They won't work when there is a very structured line of command," and "I think the government can use expanded conflict management training."

As it turned out, the number of attendees in 1981 made statistically irrelevant the grade differences (3.4 vs. 3.5 out of a possible 5.0) on particular exercises; conclusions drawn from the tenth of a point are not reliable (see table 5, page 32). The numbers did show us gross differences in some of the 50 graded exercises and presentations—differences, say, between 2.8 and 5.0. But most of the curriculum material was graded at 3.3, with small significant deviation. We recommended that statistical methods not be used on the 1982 series evaluation forms.

The analysis in 1982 (see appendix IV) was more qualitative and subjective; the evaluation form no longer provided the 1-5 scale for each exercise and presentation. Criticism from participants and poor responses had persuaded us that participants were unable and unwilling to identify and evaluate each exercise. From the perspective of project evaluation, the decision to drop statistical evaluation in favor of analyzing substantive comments has been a positive one. However, one participant summed up most of the 178 participants' attitudes toward the evaluation when she wrote: "There is not always a least successful or a bad. I am quite appreciative and satisfied with the closure (see glossary) in the week's workshop. All the people who organized this workshop are caring people—your message has been received and will continue on."

We have also, over the objections of some staff and trainers, omitted the category of trainer evaluation. The reasoning was as follows: most participants did not fill in those blanks and those who did frequently matched the wrong trainer to the exercise. Since the evaluations we were getting were not very useful and since a personality pageant is not relevant to this workshop series, we decided to drop that section. Participants have always expressed their strong views about good trainers (and sometimes bad trainers) on their evaluation forms in the section set aside for substantive comments.

Other adjustments made in the method of evaluation included when—whether at the close of each day or twice a day; who—whether introduced by the project evaluator or by the trainer-on-the-spot; and how—by final oral evaluation as in 1981 or by exercise.

The change made to accommodate "when" was from once a day to twice a day, five minutes each time. Comments from 1981 repeatedly stated that there was insufficient time for evaluation and participants remarked that they no longer remembered the morning's curriculum at 5:00 in the afternoon. This year the comments show that two periods of evaluation were sufficient. The trainers, however, were opposed to the twice daily evaluation because they felt it was anticlimatic and interruptive. These procedures should meet the evaluative needs of the cooperating partners and the participants to as detailed a degree as possible.

The evaluation sessions were sometimes introduced by the project evaluator, in the hope that the neutrality of the evaluation forms, indeed the entire evaluation process, would be more evident. (The evaluator is not an employee of MMS.) In retrospect this neutrality was less critical to receiving thoughtful, lengthy comments than was the trainers' emphasis on our need for good comments. By changing to trainer-on-the-spot introductions of the evaluation period we omitted the last minute person shuffle at the front of the training room. Trainers were sincere and earnest in their requests that participants conscientiously fill in the appropriate evaluation form. The evaluator introduced the evaluation process at the start of the workshop, explaining that comments were used to recommend changes in each of the second series workshops, and thanked participants at the end of the process. This personal emphasis probably persuaded attendees to devote time to evaluation as much as any of the other steps mentioned above.

Finally, a change was made in order to achieve a closing that was physically, actually, and psychologically an ending point. The "Samoa Circle" was introduced by the training team as a way to close the workshop on the fifth day. This exercise replaced oral evaluation. We used this simulation to encourage candid and uncriticized comments on the nature of conflict management, the workshop, the staff, the facility, the participants and so on. Because of the set topic and the timing of the "Samoa Circle" exercise, we were not only training the participants in a method of controlling conflict, we were also providing participants with a non-threatening, public forum in which they could, without interruption, air their views. The staff, which had wanted the oral evaluation, was pleased with this other method of eliciting comments. The trainers and staff felt that the psychological closure achieved by this method was far more satisfying than in the 1981 series of workshops. Some of the comments, word for word as recorded at each workshop, are found in appendix V. Participants were asked to say what they thought might be the obstacles they might encounter in using these skills, what the opportunities might be for applying them, what they thought about the workshop itself—staff, trainers, logistics, content, and location.

The follow-up evaluation form used in 1982 was less complex than the 1981 form (see appendix IV). Much of the information we gleaned in 1981 was irrelevant to our conclusions about the training program. In 1982 the questions asked related to learning process and to the lasting lessons which the workshop taught. Some of the verbatim comments are found in chapter 2.4, Evaluations. There were fewer responses in 1982 than in 1981. Our rate of return is about 30 percent in 1982 as compared to 50 percent in 1981. (figure 8, page 32). Stamped return envelopes were mailed, as in 1981, with the form. There seems to be no reason for the decrease in the return rate. Perhaps a cover letter should have been sent as well.

The follow-up evaluation is a useful method of determining whether learning has taken place, whether the workshop was the appropriate way of bringing about a change in attitude, and whether there are still unmet needs in the user community. A strategy that seriously evaluated the extent of learning would do so over time; follow-up evaluations would be held two months and six months after the workshop and there would be an in-depth phone interview of a sample of participants—both those who returned evaluation forms and those who didn't.

Maintaining the Environmental Conflict Management project record and documentation is part of the task of evaluation and monitoring. This record includes the Information Base, the User Needs Survey, and the Interim Report from 1981, and the Final Report from 1982. Also part of the record are minutes of Committee meetings, the Survey questionnaires and telephone interview forms, all the evaluation forms from participants, the contracts, the RFP, the material produced for the workshops—the Workbook, hand-outs, brochures, and briefing material. This documentation is the data base for an analysis of the project's success.

For future workshops in this Environmental Conflict Management series we recommend a detailed questionnaire be handed out once, on the last day.

The value of monitoring the project cannot be stressed enough. A structured method of monitoring a complex project's progress is a method of managing that project. Although monitoring got off to a delayed start in the Environmental Conflict Management Workshop project, it has been of significant managerial usefulness in the last two years. An analysis of the project's path and an assessment of divergence were made periodically, thereby highlighting areas where the Committee would fall short of its goals if no changes were made.

Worth and value of the evaluative and monitoring efforts is measured by the relevance and utility of the Final Report and the recommendations presented in its final chapter. The Committee has described the methods and procedures that worked well for this project. We suggest that some of these will work for similar complex efforts involving communication between a Federal Agency and the people and interests which it serves.

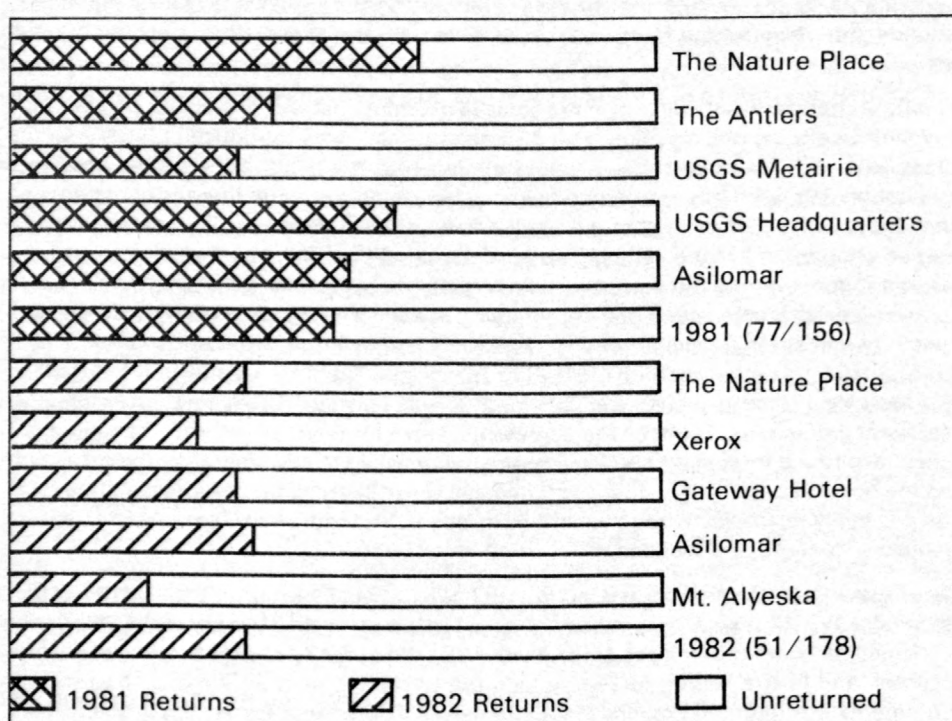


FIGURE 8. — Rate of Return for Follow-up Evaluations

TABLE 5.—Composite Statistical Summary for 1981

Combined Mean Scores	Day I	Day II	Day III
The Antlers	3.8	3.8	4.3
USGS Building, Metairie	3.7	3.4	3.8
Asilomar Conference Center	3.5	3.5	3.9
USGS Headquarters	3.7	3.7	4.2
The Nature Place	3.8	3.7	4.2

Scores represent means drawn from evaluations of all exercises and presentations using a scale of 1-5.

4.1 SUMMARY

The Environmental Conflict Management workshop creates a mental attitude, or climate, in which personal learning (always more substantial and durable than workshop performance) can take place. Participants in the workshop learn that there is a systematic approach to the resolution of conflict. Those who are willing may become proficient within that approach by practicing techniques and skills they were exposed to during a MMS-sponsored workshop on environmental conflict management.

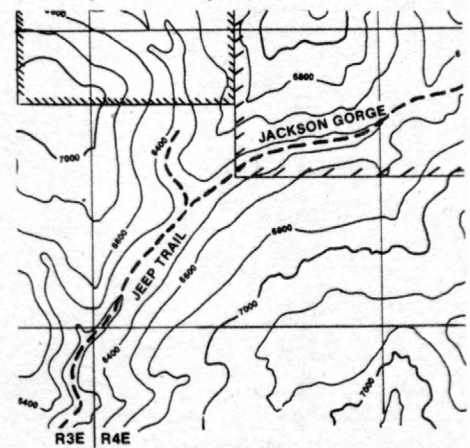
Participants consistently learned five things about conflict from these workshops. First, they learned why someone behaves as s/he does in a conflict. They learned also to recognize this behavior in themselves. Second, they learned that there are two ways to win, through competition and through cooperation. Third, they became familiar with the vocabulary and techniques of conflict resolution. Fourth, they learned a methodology or structure in which to place these skills and into which they could integrate their own personal conflict style and experiences. This formal structure may enable them to use their skills consciously, thereby avoiding missteps and omissions that have dogged their past efforts. Fifth, they have learned about opportunities to practice these skills and through seeing them in use, have been "given permission" to employ them.

We measured learning by means of the evaluation process; most participants acknowledged their learning by responding that their competence level was increasing and their ignorance decreasing at the close of the workshops. In their evaluations, participants uniformly stated that these skills will work for them if they practice and if they are permitted to use these skills.

In conclusion, if the 334 participants are not afforded a structured opportunity to practice these techniques, and if these lessons are not reinforced a year after the first exposure, then the participants, with a few exceptions, believe they will slip backwards. We agree: the learning process is not complete unless the skills are continually used or unless the student can participate in a review after being on one's own. If participants complete the learning process, we are confident many spurious conflicts may be detected before escalating to real conflicts; real conflicts will be resolved at lower management levels; possibly litigious conflicts will be negotiated and mediated at middle levels; communication and efficiency will greatly improve through better meetings within the agencies, organizations, and firms that have participated in this process. If no final and reinforcing exposure is afforded these participants, there may be fewer of these types of outcome but the long process of change has already begun.

In conclusion, based on the evaluation results we've received, it is our recommendation that intense workshops focusing on a single skill, such as negotiation or facilitation, be offered to the participants.

It is also our recommendation that all supervisory personnel take the current, five day workshop.



4.2 RECOMMENDATIONS

Recommendations to Minerals Management Service upper management:

Supervisors and policy level managers need to take a course in conflict management so that they are aware of the benefits of using these skills in daily operations and should encourage their employees to use what they have learned in Environmental Conflict Management Workshops.

There should be a follow-up course available to participants which affords an opportunity for those already trained to refresh their skills.

This introductory course should be offered periodically to additional personnel, using a different title that reflects a broader appeal.

A series of advanced, in-depth workshops on single subjects such as negotiation, facilitation, and communication skills is necessary for those who have already received introductory training.

Project management activity should be coordinated with the MMS Training Office and other technical personnel who will be providing support services.

We recommend that MMS, in future workshops which it funds, be prominent in the management of these workshops.

Within MMS, those personnel whose work involves handling minerals development conflicts need to have this involvement written into their position descriptions and performance standards. This formalization will permit MMS staff to take advantage of training opportunities.

MMS staff who would be willing to help others to apply conflict management skills must be identified. This group could serve as the focal point of a conflict management network whose function would be to document the use of conflict management techniques, to promote their use and to foster communication among those managing conflicts.

Recommendations, suggestions, and insights on project management:

A scholarship fund should be utilized in order to support a sufficient number and a wide diversity of attendees at similar workshops.

The budget should include funds for sending someone into the field for site visits; obtaining the proper facility is an essential element in a successful workshop.

For an innovative project, there should be sufficient lead time planned such that the first workshop in the series takes place no earlier than six months after the project commences. These elements require three months: setting up logistical needs at each facility, printing the workshop flyer, sending briefing material to participants nominated for a specific workshop, inviting participants and processing tuition and charges at a specific workshop, and locating and securing the proper facility; these take six months preparation: securing the proper facility, preparing and printing the workbook, preparing the curriculum.

For this type of workshop project/series the tasks of selecting participants and mailing all logistical arrangements for this type of workshop require one individual's full time for the project's duration.

There need to be at least four weeks between workshops.

Member diversity within a project's managing committee is productive and is recommended for future projects.

A managing committee should operate by consensus and its meetings should be facilitated.

Monitoring progress and results in a similar project must begin in the earliest phases of that project.

Designing an evaluation process for a different workshop series should incorporate the need to close the workshop, the need to evaluate the success of the workshop, and the need to determine what learning occurred.

In an intense, long, workshop format, participants must have some sort of free time for physical or social or intellectual activity in order to refresh their mental and physical energies outside of the workshop arena.

At similar workshops participants need to be charged the current marketplace rate for tuition; government employees might be offered a discounted rate.

It is imperative that timely project material be shipped from one place to another be hand-carried, or air expressed and guaranteed by the private carrier.

It is a recommendation for new workshop projects in which innovative training and new personnel are to be employed that a full-scale trial run be incorporated into the budget and time line.

Advance briefing material is necessary for innovative workshops. It should be succinct and concise. Also a cover letter should suggest that the participant be familiar with the material before the workshop begins.

Consultants should be hired to fill in gaps in expertise and increase the efficiency and flexibility of the workshop management personnel.

Such workshops must be held away from the office; they should be held in an in-residence setting rather than at commuting distance from the office; the ideal facility is a non-urban conference center which is specifically designed to host these intense seminars—such as Asilomar Conference Center.

It is desirable that four and five day workshops be punctuated in after-hours time with two informal social activities—one at the beginning and another toward the end.

More break time might be helpful and productive at these intense workshops.

Time, money, and personnel should be allocated to allow as many personal contacts as possible in developing the invitation list to this kind of externally directed workshop.

Similar workshops must endeavor to include individuals whose perspectives and viewpoints that are different from those of the lead agency, as well as agency personnel.

APPENDIX I: GLOSSARY

Accommodation—A behavior common in conflicts. The party chooses to “bow to the inevitable” or accept a loss now in the hope of a future win.

Active Listening—A way to listen to someone, on a one-to-one basis, in which the listener hears and accepts what the speaker is saying rather than evaluating it or judging it. Example: “You sound really upset with the way things are run in this office.”

Arbitration—Legally instituted judgment imposed on conflicting parties by a neutral, expert, third party.

Body Language—Emotions and feelings conveyed unconsciously by posture and physical action.

“Broad Meadows”—An exercise designed to teach facilitation skills and provide practice with those skills, using a simulated dispute over coal exploration and development on private and public land.

Capitulation—In conflict, this behavior signifies total resignation; the loss is inevitable and there is no hope of a win in the future.

CD (Conservation Division of the U.S. Geological Survey)—Reorganized in 1982 as the Minerals Management Service: the sponsors of the project.

CFCG (Council of Four Corners Governors, Inc.)—Formerly Four Corners Regional Commission, the fiscal agent for the project.

Clark-McGlennon Associates—Professionals in environmental dispute resolution and in conflict management training, retained through a pre-existing arrangement at USGS to conduct the project’s User Needs Survey and to serve as facilitator to Project Management Committee meetings in 1980 and 1981.

Closure—The formal ending or resolution of a process such as a workshop, training session, or negotiations.

Communication Skills—Verbal and nonverbal techniques of effective, direct, and intentional communication. In this training project body language techniques, active listening, and congruent sending were elements of the communication skills training module. These skills are at the building block end of the conflict management spectrum.

Competitive Negotiation—The traditional style of negotiation that uses position statements in an adversarial manner. Most people refer to this style in their definition of negotiation.

Compromise—A common behavior in conflict: some of each party’s needs are met but not all; this results in a partial win for both parties.

Conciliation—A method of resolving conflict in which one party unilaterally offers an olive branch to the other side. Also refers to an attempt by a third party to bring two conflicting parties together—not necessarily by resolving substantive issues in the conflict but rather through appeals based on factors other than those at issue.

Conflict—Incompatible behavior based on differential perceptions of values or relative power. A situation arising from perceived or real differences between individuals or groups which result in behavior characterized by position taking, appeals to higher authority, threats, name calling, etc.

Conflict Management—A spectrum of procedures that systematizes the process of reaching a settlement to a conflict. The conflict may not ultimately be resolved, or disappear, but it becomes manageable.

Conflict Resolution—A methodology involving procedures and techniques that can be invoked to bring about a settlement to a conflict.

Congruent Sending—Expressing one’s self directly by conveying exactly how one feels rather than suggesting how one is reacting to another’s behavior or actions. Example: “I am upset when people call the whole Offshore Branch ‘do-nothings.’ We work very hard on projects that have a very high importance to the Agency.”

Contractors—The Project contracted with ROMCOE (prime) and subcontracted to L. Aggens and Associates and to The National Center for Collaborative Problem Solving and Community Services for the training. The project contracted with An Painter for evaluation and with Stu Huntington and An Painter for logistical support. Clark-McGlennon Associates, through a contract with RPAO at USGS, was engaged for the User Needs Survey and meeting support.

Consensus—An agreement and decision that is unanimous among members of a group. It is not based on a vote.

Cooperative Problem-solving—A creative process in which all parties involved meet together to deal with an issue, usually over a period of time. This meeting procedure is useful in resolving incipient conflicts that are not yet highly polarized.

Cooperator—A quasi-government entity, such as the New England River Basin Commission or the University of Illinois, that can serve as the lead operational manager for USGS' externally focused programs. In this project CFCG is the cooperator.

Curriculum—The elements of conflict management that were appropriate for this workshop's audience.

Environmental Conflict—Disputes, both nascent and in litigation, that have evolved over differing attitudes towards developing natural resources. Examples would be energy exploration in designated wilderness areas, or offshore exploration of oil at Georges Bank.

Evaluation—The questionnaires completed by participants, the oral evaluations in 1981, and the "Samoan Circle" transcriptions constitute the data base used to measure the success of this workshop project in meeting its goals.

Evaluation and Monitoring—A management process that sets goals and assures that these goals are met through corrective adjustments during a project's lifetime.

Exercise—A training technique that is complementary to the presentation: it requires the active participation of the audience rather than a passive "getting talked at." Example: "Horse Trading," involving groups of 15; "Prisoner's Dilemma" involving two teams of five; "Values Continuum," all participants as individuals.

Facilitation—A method used to conduct meetings that focuses on solving a problem through the group's dynamics and collective wisdom. A facilitator, usually not part of the group, directs the meeting in such a way as to concentrate the group's energy on the problem.

Facility—The physical location of the workshop training, such as The Nature Place or Merrill Hall and the residences at Asilomar Conference Center in Pacific Grove, California.

FCRC (Four Corners Regional Commission)—Later reorganized as the Council of Four Corners Governors, Inc., a State-Federal Agency encompassing the States of Colorado, New Mexico, Utah, Nevada, and Arizona, charged with regional development.

Icebreaker—The opening exercise in a workshop designed to put participants at ease and engage their attention.

In-team Bargaining—The internal process which one negotiating party uses to arrive at an agreement or consensus on its best offer, intermediate offers, and its minimum acceptable offer.

Interim Report—A publication of the CFCG prepared in 1981 by An Painter as a summary of the Environmental Conflict Management Workshops Project in its first two years. Available from CFCG, Inc., 8009 Mountain Road Place, NW, Albuquerque, New Mexico 87110.

Intervention—A third party enters a conflict, interposing itself between or among opposing parties.

"Jackson Gorge"—A conflict simulation involving oil and gas exploration on environmentally sensitive, federally held lands—used to train participants in facilitation techniques.

Logistics—Selection of and contracting with a training facility; selection and invitation of participants; administration of all non-training related elements at the workshop.

Lose/lose—The outcome of a transaction or conflict in which both parties achieve less than they needed. A compromise is often a lose/lose proposition.

"Maritime Oil"—A simulation of an offshore oil conflict used to train participants in negotiation techniques.

Mediation—A formal technique for resolving conflict. The settlement is reached by the disputing parties through the intervention of a neutral third party. This technique may also be a legal remedy imposed by courts to resolve a conflict.

MMS (Minerals Management Service)—A new service created in the Department of the Interior in January of 1982 (see CD)—the sponsoring agency of this project.

Negotiation—A method of resolving conflict through bargaining that may be back and forth (positional) or that uses a joint process in which both parties meet to guarantee everyone's needs are met (cooperative).

No-win—The possible outcome of a conflict in which neither party will gain all its needs.

PMC (Project Management Committee)—The committee that managed this workshop series, made up of staff and consultants for MMS, USGS, and The Council of Four Corners Governors, Inc.

Positional Bargaining—Negotiation from one's ideal solution, through an acceptable solution, to a settlement that both sides can live with.

Presentation—A teaching method similar to a lecture involving adjunct visuals or comments from other trainers.

“Prisoner’s Dilemma”—An exercise that teaches typical conflict behavior and permits participants to identify their own style in conflict. The exercise encourages participants to be aware of winning solutions for all game players.

Private Sector—Energy firms, environmental organizations, universities, and firms engaged in conflict management. Individuals from this sector were invited to the workshops.

RALI (Resource Analysis and Lands Investigation Office)—Reorganized in 1980 to become the Resource Planning and Analysis Office (RPAO) in the Office of Earth Sciences Applications at USGS.

Recorder—An individual who writes down, on paper at a large scale for clear viewing to all involved, the exact language of individuals meeting together in a problem-solving setting.

Resource Table—A table located in the main training room at each workshop displaying over 40 books and manuals relevant to the field of conflict resolution.

RFP—Request for proposals.

Role-playing—Participants were asked to drop their identities and assume the fictional identities of individuals involved in a simulated environmental conflict. This technique permits an individual to arrive at an understanding of the values, motivation, and behavior of people who are different from him.

RPAO (Resource Planning and Analysis Office)—In the US Geological Survey.

“Samoa Circle”—An exercise used to provide the trainers and staff with participants’ evaluative remarks about the (1982) workshops and to teach the participants a new method of organizing a controversial meeting.

Scenario—A fictional dispute or conflict containing altered elements of a real conflict over natural resources.

Simulation—A training exercise that imitates reality.

“String Exercise”—A workshop demonstration that physically illustrates a fundamental element of negotiation—all parties at the negotiation table are “tied” together.

Target Ratio—A maximum goal of fifty individuals was set for each workshop, with proportional representation of five MMS to two other Federal Government employees to one State employee to one employee from industry to one environmentalist.

Third Party—The non-involved neutral party to a conflict. S/he may have responsibility for procedure, or for helping the conflicting parties reach an agreement, or with imposing a settlement.

User Needs Survey—An assessment of the training skills required by likely participants at the workshops and an assessment of their awareness of these conflict management skills.

USGS (United States Geological Survey)—see RALI, RPAO, MMS, AND CD.

Workbook—Two editions of a primer in environmental conflict management prepared for the MMS by the contractors.

Win/win—Both parties in a conflict or interaction achieve what they need and require: both win; neither loses.

Zero-sum Game—An interaction between individuals or, for example, conflicting parties in which one is the winner and the other is the loser. The result, or sum of the interaction, is zero.

APPENDIX IIA: ROMCOE REPORT FOR 1981

In December of 1980, the Four Corners Regional Commission awarded a contract to ROMCOE, Center for Environmental Problem Solving of Boulder, Colorado, to conduct a series of five environmental conflict management workshops for the staff of the United States Geological Survey (USGS). Oversight of this project was the responsibility of a P.D.C. composed of representatives of the Commission, USGS—Conservation Division, and the Resource Planning Analysis Office.

The performance objectives for participants in the series of seminars were as follows:

Performance Objectives

By conclusion of the training course, trainees will be able to:

1. Develop a strategy to anticipate and resolve an actual conflict situation, as applied to natural resource issues;
2. Perform a conflict assessment and prepare a document which can be shared by the parties to a dispute. This assessment and document will provide for a strategy to resolve the particular problem;
3. Determine the circumstances under which the approaches of mediation, negotiation, or meeting facilitation are appropriate;
4. Determine the need for a neutral third party mediator or meeting facilitator to help resolve a dispute and know how to obtain this assistance;
5. Have the basic competence in active listening, negotiation, and meeting facilitation skills through actual "hands-on" experience;
6. Assess their individual competence in each of the three approaches and identify skills which need improvement; and
7. Develop a plan demonstrating how these approaches can be used in actual environmental or natural resource conflicts within their own fields.

To meet these objectives, the following contractor tasks were established by the P.D.C.:

Contractor Tasks

1. Design training curriculum to include agenda, course content, and instructional methods. The proposed management plan should indicate a breakdown of amounts of time to be utilized in introducing materials, presentations of instructors' examples, simulation by trainees of facilitation, mediation, and conciliation approaches, workgroups, and evaluation.
2. Develop training modules and material, which will assist trainees in learning and applying course skills. If case studies are proposed as part of your curriculum, please show how they relate to the unique situations encountered by each regional audience. These modules and materials will include at least a workbook designed to be used during training as a reference handbook and as a handbook of job performance aids to be used once trainees return to their place of employment.
3. Develop training material which will reflect the fact that the San Francisco area and Reston area workshops will involve a mix of onshore and offshore mineral interests; the New Orleans area workshop will be restricted to offshore mineral interests; the Denver area workshops will be restricted to onshore mineral interests.
4. Perform one test run or rehearsal in Denver, Colorado area.
5. Perform five training sessions for approximately 50 trainees each in Denver, Colorado area (two workshops); New Orleans, Louisiana area; San Francisco, California; and Reston, Virginia area.
6. Develop and apply basic written and oral evaluation methods throughout the session to measure competency and knowledge gains of each trainee for this skill development and knowledge.

This report is an analysis and evaluation of the contractor's performance in meeting the objectives and completing the tasks listed above. The report will be divided into sections based upon the developmental stages of the project. The tasks that were completed in each stage, changes in objectives or procedures, and suggestions for improvement will be included.

I. WORKSHOP DESIGN AND MATERIALS DEVELOPMENT STAGE

During the first two to three months of the project, the major task of the contractor was to assemble a training team that could work well together, prepare a useful handbook and training materials, write realistic energy-mineral scenarios for

simulations, and design the three day training program.

A. Assembling the Training Team

The P.D.C. wanted to present the highest quality training program possible. To achieve this goal the Committee linked the skills and staff of two organizations which submitted proposals.

ROMCOE, Center for Environmental Problem Solving was designated the prime contractor. Their staff who coordinated and conducted the project were Christopher Moore, Project Director, W.J.D. Kennedy, Executive Director, and Susan Carpenter, Associate Director of ROMCOE. ROMCOE contracted with William Lincoln of the National Center for Collaborative Planning and Community Services to work on the project in the area of negotiation.

ROMCOE contracted with Larry Aggens and Associates to conduct the communications component of the program based upon materials developed by Synergy.

The combination of organizations and trainers' skills clearly enhanced the training program. A greater range of expertise existed, in both field experience and training workshops, than if a single contracting agency had been selected. ROMCOE's staff provided the experience in actually managing environmental disputes. Larry Aggens provided insights in public involvement training. Bill Lincoln's background in community disputes and negotiation deepened the skill level of the team. Differences in training styles made the entire program more lively and interesting.

Developing such a team, while having many advantages, also presented some problems. As most of the trainers neither knew each other, nor had they worked together prior to this contract, the first several meetings of the team were spent getting acquainted and sharing training and field experiences. Because of diverse backgrounds in conflict management and because all of the trainers were wed to "tried and true" approaches that had worked in the past for each of them, bargaining was necessary at this stage over the content, process, and direction of the program. The time spent on program design might have been shorter if the trainers had known each other before the program began.

B. Workshop Design

Between January and February of 1981, the P.D.C. and the contractors met three times to develop the format for the training program. The first meeting in Reston established the overall goals for the project, the modules to be covered, the content for each module, the time allocated for each section, and suggestions for teaching the modules.

The P.D.C. and contractors agreed that the major skills on which the workshops would focus were: active listening, congruent sending, fact finding, conflict analysis, and group facilitation. Less emphasis would be placed on negotiation and only a brief time would be scheduled for mediation.

The Reston meeting was followed by a three-day planning meeting of the contractors and two P.D.C. representatives in Boulder, Colorado. This meeting resulted in a refined description of objectives for each module and a precise outline of both the content and process for each section of the workshop. The meeting participants also identified the content of the workbook, clarified writing assignments, reviewed logistical arrangements, discussed the evaluation procedure, and determined the process to be used in recruiting prospective participants.

C. Materials Development

January and February were intense work periods for the development of materials. Because the contract was signed almost a month after the date the project was originally scheduled to begin, the training team had less time to produce the workbook draft, the handouts, and simulation scenarios.

As the writing progressed, it was evident that the workbook would be larger and more expensive than was indicated in earlier projections. In addition to the previously produced ROMCOE materials, additional sections were written on conflict analysis, management planning, meeting facilitation and negotiation. Numerous additional handouts were prepared including the Not Listening Exercise, Open Ended Questions, Designing a Conflict Management Plan, Position Development Forms and In-Team Bargaining Instructions.

In addition to the workbook and handout preparations, the project director was engaged in writing scenarios for the facilitation and negotiation simulations. Based upon information gathered in the User Needs Survey, potential scenarios were targeted, participants in the disputes were contacted, and descriptions of real disputes were used to develop fictional conflict scenarios. These scenarios were then passed on to at least three P.D.C. members for editing and clarification of factual information. "Jackson Gorge," "James Peak," and "Williams Reef" were three scenarios produced prior to the Colorado Springs I Workshop. Effective scenarios were difficult to produce because of: 1) the need for technical accuracy; 2) the requirement that enough relevant information be provided that participants would

understand the problem, the conflict limits, and the dynamics of the dispute; 3) the intricate procedural elements which had to be balanced in a simulation of this type; and 4) the danger of drawing comparisons that were too close to actual disputes. Through constant editing of materials and trial runs of the simulations, these training tools were refined into quality products which would be used to teach facilitation and negotiation.

The written materials were reviewed by the training staff, the P.D.C. members and by an independent editor in the field of conflict resolution, Ronnie Brooks.

D. February 26; P.D.C. Contractor Meeting

At the end of February a meeting was held in Albuquerque to review all written materials and the final schedule for the workshop. P.D.C. members had been supplied with drafts of all materials prior to the session. The lively and focused discussions resulted in important additions to the workbook and some creative techniques for teaching the material. The P.D.C. and the contractors worked together with extraordinary smoothness to create a quality final product. Two major decisions were made at this meeting. First, the workbook would be typeset, if the expense could be covered in the project budget, and second, the major evaluation of the program would be handled by An Painter rather than the contractors.

Regarding the evaluation, An was to develop a new format based on that used by John McGlennon in his workshops. The evaluation was to be both written and oral and was to be conducted in two phases. One evaluation was to be held at the end of the workshop to measure the effectiveness of the training. The second evaluation would occur several months later to measure the application of the skills by participants to on-the-job problems. This meeting also clarified the tasks which remained to be completed prior to the rehearsal: preparation of the annotated bibliography, collection of additional books for the resource table, and completion of the offshore scenarios.

In addition to the preparation of materials, ROMCOE staff was to make final arrangements for typesetting and duplication of the workbook and printing the covers.

II. WORKSHOP REHEARSAL

The workshop rehearsal, which was held March 24-27 in Reston, Virginia, provided an opportunity for the materials and program design to be tested in the field. An Painter and Stu Huntington recruited between twenty-five and thirty-five participants from numerous federal and state agencies and several environmental organizations. The workshop was enthusiastically received by both the P.D.C. and the participants, but it was evident that major revisions would have to be made prior to the first scheduled seminar.

Several significant problems were present in the rehearsal design. First, there were too many lectures. Not enough time was spent practicing skills and too much time was spent talking about them. Second, the transparency graphics needed to be re-done and the trainers needed to make greater use of flip charts. Third, some of the exercises had to be simplified so that they could be conducted and completed within the limited time available. Fourth, revisions were required in the simulation scenarios to provide participants with adequate information to play their roles. Fifth, more dynamism and enthusiasm had to be injected into the program by the training staff.

The training team scheduled time between the end of the rehearsal and Colorado Springs I to make all necessary revisions of materials and re-design sections of the program outline. It was agreed that Larry Aggens would come to Colorado prior to the Colorado Springs session to work on the seminar design.

A final significant change in the program was the replacement of Bill Wiedman, a Synergy trainer, by Judy Walsh. Judy was to cover the communications section in the Metairie workshop because Larry Aggens could not be present on the workshop dates.

III. REHEARSAL TO WORKSHOP

The month between the rehearsal and first workshop was devoted to writing the remaining offshore scenario, modifying the workshop design, and producing the conflict management handbook.

Covers were printed in Denver, the type was set in Albuquerque, and the printing was done in Boulder. Completing the logistics associated with these written materials occupied much of ROMCOE's staff time during this period.

IV. COLORADO SPRINGS, COLORADO—WORKSHOP I

Overview

May 4-6, the Environmental Conflict Management Workshop training team conducted the first seminar at the Antlers Hotel in Colorado Springs. This workshop was attended by 29 participants (19 Conservation Division, 3 industrial, 2 citizen interest group, 3 state, and 2 Bureau of Land Management). In addition, 6 P.D.C. members were present.

The response of the participants to the workshop was positive. The statistical analysis of participant evaluations indicated that the top ranking activities were the presentations on active listening, congruent sending, facilitation, and the negotiation lecture and simulation. All of these presentations or exercises rated above 4.0 on a 5.0 scale. No component in this seminar rated below 3.25. The workbook was also well received with a rating of 4.20 on a 5 point scale. It was the general opinion of the participants that the training was high quality. Participants wrote in their confidential written evaluations:

"Excellent, best conference I've ever attended on meeting its goals"

"I feel more confident in my ability to deal with conflict and meetings"

"Very successful for me. Although I unconsciously practiced some principles, I now understand them and can apply them better in future conflicts"

"I learned more in three day course than in college courses"

"Very good. The best class I've ever taken with the government"

"I think the workshop was very successful for what I had for expectations. Primarily an awareness of what I am doing in conflict management and what/where the other person is coming from. . . ."

"Absolute success. The final exercise brought everything together (negotiation simulation). Until the final day I had some doubts about its overall value to me, although I was pretty sure others were getting something out of it"

When asked about the applicability of the procedures learned in the workshop to the participants' real life situations, the response was cautiously optimistic.

The general response to the applicability questions was that the techniques are already being used and that they do work. There was overall agreement that their application should be expanded whenever possible. A barrier identified by the participants to the application of environmental conflict management skills was the unfamiliarity with or opposition to the procedures by some industry, governmental, and citizen groups. Participants felt that both upper level staff in regions and on the national level of the USGS need education in the value of conflict management procedures, and that endorsement is required for the techniques to be used most effectively.

Revisions

Although the workshop received high ratings, the trainers, P.D.C. and participants noted several areas where the project could be improved. Problems and improvements follow:

1. The overview of environmental conflict management needed to be more participatory. Participants knew the information and did not need it presented to them in a speech format. A new brainstorming format for presentation was designed so that participants could educate each other.
2. All the trainers needed to have greater integration into each other's presentations. It was agreed that the ROMCOE team would be involved in coaching active listening groups and Lincoln and Aggens would be integrated more fully in days two and three.
3. The facilitation section was modified to include a demonstration of the process by the trainers and P.D.C. using a stop-action roleplay technique. Subsequently, all trainers would be involved in coaching participant facilitations in the simulation.
4. In the negotiation section, it was agreed that all trainers would observe and coach in the in-team bargaining and negotiations sections and would be involved in the small group de-briefing sessions.
5. Changes in logistics included pre-seminar checks for adequate lighting, the development of a new furniture arrangement, and the establishment of coffee breaks.

A suggestion from the P.D.C., trainers and participants was the need for greater representation from citizen groups.

V. METAIRIE, LOUISIANA—WORKSHOP II

Overview

May 19-21, the Environmental Conflict Management Workshop training team conducted the second seminar in Metairie, Louisiana. The participants were substantially different from the first seminar. Participants were drawn primarily from the USGS high-level management (G.S. 14-16) in the Gulf Coast states region. Their principal focus was on offshore oil and gas exploration and production.

Non-USGS representatives were both fewer in number than at the previous workshop and their institutional affiliations were with state coastal zone management agencies or oil companies. There were no citizen group representatives. The participant breakdown included: 24 USGS Conservation Division staff, 2 industry representatives, 2 federal agency staff, and 3 state agency representatives.

By reviewing the responses in the User Needs Survey of the potential participants in the Metairie workshop, the contractors were aware that this region was more skeptical and reserved about the use of conflict management approaches than other regions. The training team attempted to modify their presentations to lower the level of resistance toward new approaches to conflict management and to encourage the participants to apply what they could to their work situations.

Considering their initial coolness to the conflict management approach, the participants' responses at the seminars were phenomenally positive. The participants' confidential written evaluations rated all presentations and simulations above 3.10 on a 5 point scale. The active listening presentation of Judy Walsh, the facilitation demonstration by the staff, and the presentations on negotiations received the highest ratings of 4.29, 3.96 and 3.88, respectively. When asked about the success of the workshop's efforts to teach conflict management, participants put forward a variety of responses. Many people felt that the information was highly complex and difficult to absorb or master in the few days of the seminar. They felt that this was an introductory seminar and that they might profit from follow-up, in-depth programs on facilitation and negotiation.

Several people did mention that the course was well organized and that the instructors were well qualified and prepared.

Other participants felt that the workshop's effectiveness could not be measured until they had a chance to try out the skills in real disputes.

Of central concern to participants in this seminar was the need for more citizen group representatives in the seminars. It was felt that homogeneity hindered the amount of learning which could happen in a workshop of this type.

When asked about the applicability of the skills presented in the seminar to their day-to-day disputes, the response was mixed. Some participants felt that they should be applied and would work, others didn't know, and a third group did not believe that they were applicable to environmental disputes although they might work in other social situations. The follow-up evaluation conducted later this summer will be a better indicator than the training session evaluation, regarding the applicability and/or implementation of the skills presented in the workshop. These participants will be a good group to follow, since they were, at least initially, very skeptical of the approaches that were presented.

Revisions

During the workshop, the trainers encountered several problems. The most significant change was the time schedule for the seminar. Many of the participants started work at 7 or 7:30 and needed to catch rides in their carpools by 4:30. In addition, union regulations precluded extending their working day. Because the trainers did not know about these limitations prior to the workshop, one hour of the active listening/congruent sending session was cut from the program on the first day. The schedule problem was finally resolved by starting the workshop at 7:30 a.m. and ending by 4:30 p.m.

The second problem was in the negotiations section. It was felt by the trainees and P.D.C. that clearer graphics needed to be used to illustrate negotiations and that more concise information on negotiation strategy needed to be presented. Lincoln agreed to work on a more creative bargaining presentation and Moore volunteered to prepare a new handout on in-team bargaining strategy.

In conclusion, one of the most significant aspects of the Metairie workshop was that the content and format of the presentations was as acceptable to high-level managers of federal and state agencies as it was to the people in the field who attended Colorado Springs I.

VI. MONTEREY, CALIFORNIA—WORKSHOP III

Overview

The third seminar was held at the Asilomar Conference Center in Monterey, California between June 7th and 10th. Thirty-five people attended the workshop. The participant breakdown follows: 21 Conservation Division, 3 other federal agencies, 6 state government staff, 1 industry representative, and 4 citizens' group and conflict management professional representatives. Industry and citizens' groups were poorly represented, but state and federal agencies were present in a large enough number that alternative policy views were presented.

The participants at the Asilomar workshop were sophisticated in their familiarity with and practice of environmental conflict management techniques. Many of them were aware of or were proficient in active listening and congruent sending and several had exposure to negotiation techniques. The high level of awareness of this group prompted more detailed and interesting discussions of conflict management work.

As in previous workshops, some participants came to this seminar with reservations about the procedures of conflict management. One P.D.C. member reported that several participants initially planned to cut some of the sessions and rent a boat to go fishing. They stated that they didn't think the workshop would be helpful. This plan of action, however, never occurred. All the participants attended the scheduled sessions, and in fact the majority were glad to take additional time one evening to prepare for the negotiation simulation. The whole group, eventually, had a very high commitment to the workshop and to learning more about conflict management.

One new addition to this workshop was Lincoln's graphic illustration of how parties are joined together in bargaining sessions and the types of negotiations present at the table. He illustrated his talk by having participants role play different agency positions and then physically tied them together with string.

The extended strategy lecture by Moore was also added.

A high point of this workshop was the insight sharing session after the negotiation simulation. The comments made by each individual indicated that all of them had gained new information from the workshop in the process of conflict management.

Revisions

There were relatively few problems in this session that were likely to be repeated in other sessions. Logistical problems such as late delivery of refreshments, rigid meal schedules, and a training room with an echo were all difficult but could not be avoided at the Asilomar conference center.

Three problems were the duplication of previous training, the dropping of the mediation lecture, and the difficulty of designing an effective final evaluation format.

Regarding the duplication of skills, some participants noted on the User Needs Survey and at the workshop itself that they had already taken training in active listening. Others, however, had no previous exposure to the skill. The trainers were faced with presenting a set of skills to two audiences with different needs. Although the experienced participants said they appreciated the review, they stated that they would have liked a more detailed agenda prior to the seminar so that they could have prepared themselves for some repetition. This was, perhaps, the only option for the trainers if the whole group was to stay together. Had this problem been noted prior to the workshop, an alternative advanced communications section might have been prepared for the more experienced participants.

The second problem was the elimination of the mediation lecture. This presentation had been dropped once before because of time constraints. Participants did receive information on mediation techniques in the facilitation section so the mediation lecture seemed redundant. Although the mediation information was valuable, the location of the lecture in the program seemed to be out of place. The trainers never found a location where the mediation lecture did not seem to be an unnecessary appendage to the negotiation lecture or a block to the participants' negotiation simulation.

The final problem was the evaluation and closure for the workshop. The format used—insight sharing on the negotiation simulation, discussion in small groups about the application of conflict management approaches and skills to their work, the written evaluation, and then an oral one—seemed to be too long a period to be spent on reflection. This was compounded by premature statements by the trainees which promoted psychological closure of the seminar. In the post-seminar evaluation it was agreed that Moore would develop a new format for the participant evaluation of the program and would present it at the Reston Workshop.

VII. RESTON, VIRGINIA—WORKSHOP IV

Overview

The fourth workshop was held from June 16-18th at the national headquarters of the US Geological Survey in Reston, Virginia. The seminar was attended by 32 participants. The attendee breakdown included: 23 USGS staff, 4 other federal agencies, 1 industry representative, 2 conflict management professionals, 1 state agency staff person, and 1 citizens' advocacy group representative.

The participants in this workshop differed from those of previous sessions in that they were high level managers who were handling national issues. Many of their conflicts were between federal agencies in Washington as opposed to on-site disputes. They were concerned with policy level conflict management.

The format of the workshop, with its emphasis on allowing the participants to select the problems that they wanted to analyze and design a management plan for, was appropriate for policy-level disputes as well as site-specific ones.

The workshop ran smoothly with the majority of participants being interested in the procedures for conflict management. The team did encounter, however, a few Conservation Division staff who opposed conflict management

approaches. They felt that conflict management made the workshop a more difficult and sluggish than those held in other regions.

Revisions

The major problem area identified by the trainers and the P.D.C. in this seminar was the evaluation process. Once again psychological closure of the workshop occurred prior to the end of the workshop so that the evaluation, both written and oral, appeared to be tacked on and not a part of the seminar. The evaluation also appeared to be a repetition of previous exercises. In the post-workshop evaluation conducted by the trainers and P.D.C., the team tried to identify what the purposes of the evaluation should be. Points mentioned included:

- Oral evaluations help the P.D.C. observers know what workshop participants thought about the program immediately after its completion.
- Oral evaluations give immediate feedback on what needs to be changed and what was good in the program.

Problems with the format which were raised included:

- People will not be totally honest in a public oral evaluation and will mention only cosmetic changes.
- The same questions are often repeated in an oral and written format.

The team decided to submit a list of evaluative questions to Moore and let him design an oral evaluation format for the Colorado Springs II session.

A second problem at this seminar was the presence of videotape equipment. The first morning a decision had been made by some of the P.D.C. to tape the session. The contractors had no problems with this decision. Participants in the session, however, looked very uncomfortable in the presence of the camera. They kept looking at the equipment and acted more subdued than participants in previous seminars. The P.D.C. members present noticed their behavior and had the equipment removed.

It appears that the videotape equipment inhibited the Reston participants. It is not clear why. If we tape in the future, the training team should explain that it will be used only to capture the instructors' lectures or they should contract with the participants to film the groups' activities. Such a discussion should allay the personal tensions about being on film or the political implications of being recorded.

The third problem in this session was the lack of time spent on congruent sending. Participants seemed confused at the end of Day I because they heard only a lecture on the skill and did not have an opportunity to practice it. They suggested that some little vignettes should be used to illustrate how the skill could be applied.

VIII. COLORADO SPRINGS, COLORADO—WORKSHOP V

Overview

The final workshop was held at the Nature Place, a conference center in Florissant, Colorado on June 23-25. There were 30 participants at this session. The breakdown of conference participants included: 19 Conservation Division staff, 1 other federal agency representative, 5 state and county officials, 2 industry representatives, 1 environmental planning trainer, and 3 citizen group representatives.

This was probably the most polished of the five workshops in that all lectures, demonstrations, exercises and simulations were conducted without any problems.

The response of the participants was extremely positive. Several individuals who were initially extremely skeptical of the process changed their opinion by the end of the workshop and agreed that the procedures should be tried and probably would work.

Suggestions for Improvement

Each workshop in the series presented problem areas that needed to be corrected or modified. By this last and final workshop, all of the major difficulties had been worked through and the training staff was busy making minor modifications.

The tasks of making all aspects of the program more participatory, refining graphics for greater visual image impact, and developing innovative ways of explaining concepts were the major focus of the training team.

A central problem which plagued all of the trainers were the time constraints. The three-day workshop seemed to be particularly short for the participants at the Florissant seminar. The trainers and participants both felt that a four-day

workshop would have been more productive in skill transfer because people would have had a greater opportunity to practice the skills. The participants and the trainers also wished that a more leisurely pace of information presentation which allowed for questions and discussions could be adopted. This would be possible if the workshop was four days long.

A second problem, noted by participants, was that the focus was on USGS disputes. This was, of course, as it should be. Some of the outside participants, although involved in environmental disputes, were not familiar with USGS issues and would have liked to examine some other types of issues and dynamics. Conflict between citizen groups and regulatory agencies was the topic area mentioned most frequently.

A third suggestion, which was noted by both the participants at Florissant and at the other seminars, was breathing space. Participants noted that they would learn the material more effectively if they had some free time to think about what they had learned. The trainers concurred with their conclusion. If the seminars were longer, some of the sessions could be shorter and more reflection time could be provided.

IX. GENERAL COMMENTS ON THE WORKSHOP SERIES

From the contractor's view, this workshop series was an unqualified success. ROMCOE reached this conclusion because of several important outcomes of the project.

First, a total of 157 people in the U.S. Geological Survey, other federal agencies, state government, industry, and citizens' groups have been exposed to the theories, approaches and skills of conflict management. Participants generally found the workshops helpful and were enthusiastic about applying the skills presented to their conflicts in the field.

Second, the participant recruitment format provided an opportunity for people from different agencies and interest groups to meet each other and to develop productive relationships which may facilitate handling future disputes.

Third, the foresight of the P.D.C. in recognizing the desirability of a training team composed of people from different organizations resulted in some important cross-pollination of ideas and skills. Not only did the P.D.C. assemble a high-powered training team for their program, they promoted the development of professionally trained people and the field of conflict management in general.

Fourth, the contractors produced a workbook which describes the state of the art. The opportunity for the contractors to consolidate and write this manual was not only important for the Survey and its trainees but also for the conflict management organizations involved. We now have a product which will help advance the field.

Fifth, a training format has been developed which can introduce federal agencies to conflict management. It would be relatively simple to conduct this program again at a later time.

X. SUGGESTIONS FOR THE FUTURE

The general response of participants to this program was very positive. One of the major suggestions of attendees was that the program should be continued as is to introduce more people to the field. A second suggestion was that USGS should also offer several advanced courses in conflict anticipation, conflict management planning, facilitation and negotiation.

If USGS decides to hold future training programs in environmental conflict management, ROMCOE would make the following suggestions:

1. Future workshops will be both more interesting and productive if the participants come from a wider variety of agencies and organizations. More people representing citizen advocacy groups and business are needed as well as other government regulators to present a more balanced view of the ecological issues which the USGS staff face.

In order to recruit participants from these groups, ROMCOE would suggest a combination of mailings and personal contacts. Since the field is new, people frequently need to be sold on the idea that a training program might be helpful to them. This can only be done by personal contact.

Explicit scholarship aid might also be an added inducement for citizen-based environmental groups.

2. If another workshop series was held, it might be helpful to do an additional user needs survey for the prospective participants so that the trainers do not duplicate skill training which attendees already have. This could be a much simpler survey than the one used last year. The original User Needs Survey was helpful in identifying common types of disputes which USGS staff work on, and in identifying individuals who could be helpful in developing scenarios. The skills "desired" section was much less helpful because the terminology was not clearly defined and the categories overlapped each other. Active listening, for example, is a major component of both Leadership Effectiveness Training and P.E.T. Also, conflict management is a generic category and not a particular skill.

In order not to duplicate training, the options to be provided by the training program and the skill level of prospective participants must be more clearly identified.

3. There was higher satisfaction by both participants and trainers when the seminars were held away from the attendees' workplace. Although the government training facilities at Metairie and Reston were excellent, having the workshops at the participants' office meant that people arrived to sessions late, went back to their offices at breaks, and dropped out of sessions to attend to "urgent" business. The sessions held at conference centers like Asilomar or the Nature Place were much more focused. People felt and acted like they were there to learn something special and more easily focused their attention on the content of the workshop.

We also found that the sessions where people could go outside for breaks, take a walk in the woods, or down to the beach increased the attention that participants had in the sessions. Programs held in hotels or office buildings, where the participants spent all of their time in a closed environment, tended to produce more sluggish involvement in the sessions.

4. Coffee breaks and meals were an important time for participants to meet and get to know each other. An Painter's idea of an opening banquet for the seminars where all meals were not served together was a good idea and furthered the development of a sense of community and cooperation. Clearly the best arrangement was that of Florissant where we were the only group at a small conference center. All meals became a time to discuss and expand ideas. Also, the trainers ate with the group.
5. Programs of the intensity of this last one are hard on participants. In order to share information, long and packed lectures sometimes occurred. Long lectures are tiring. There was also less time for the practice of skills.

ROMCOE would strongly suggest that future seminars be four days in length to allow for more practice of skills, more discussion of lecture material, and longer breaks for reflection.

The more participatory and active the workshop is, the more skills participants take home with them. This round of workshops left people aware of the skills that they needed but not as highly proficient as they could have been because of the short practice times available. An additional day would correct this deficiency in the program.

6. The training team learned that an afternoon of free time on the second day in exchange for an evening training session, paid off with increased attention from the group. People needed the break to integrate the materials that were presented in the sessions.
7. It would be helpful for the training team to have one or two persons who were the central liaisons with the P.D.C. As it was, we had two people who worked on logistics and four or five others who had major regular input into the program. At times it was difficult for the team to know which instruction to follow since the P.D.C. itself had not reached a consensus decision.
8. It was clear from the evaluation of the participants that they would like to attend some advanced workshops in negotiation, meeting facilitation, and conflict management planning. Opportunities for this advanced training should be made available to USGS staff.

XI. CONCLUSION

At the final contractor evaluation of the project in Florissant, Colorado, ROMCOE staff, Bill Lincoln and Larry Aggens all commented about how pleased they were about the opportunity to participate in the USGS/FCRC conflict management training project. The chance to work with USGS/FCRC staff was both a productive and enjoyable opportunity for us. The program which was developed was creative, successful, and is an important model for other agencies interested in conflict management. The organizational structure, with a highly committed P.D.C., was also crucial to the training program's success. Without the P.D.C./contractor cooperation we all could not have been as successful as we were.

OVERVIEW

Since the mid-1960s there has been a tremendous increase in public awareness of environmental and natural resource issues which prior to that time had concerned only a small number of individuals. As government, industry and citizen groups began to change their views on the availability of natural resources, from a vision of abundance to one of scarcity, efforts increased to make management and care of the environment more productive and efficient. Increased awareness and concern by the public for environmental quality and a rise in the number of federal, state, and local laws and regulations, however, resulted in an increase of natural resource related conflicts. These disputes developed in three areas: competition over the allocation of natural resources, disagreement over public policy issues, and enforcement of environmental regulations.

After the initial impact of landmark environmental legislation and the rush to the courts by environmental, industry and government representatives to clarify and define the scope of legislative authority, many natural resource management agencies, company representatives, and citizen interest groups became convinced that alternative means to the adversary process were needed to resolve their differences. Litigation was costly in money, time and energy and often resulted in lose-lose decisions for all involved parties.

In the early 1970s, numerous groups began experimenting with alternative means of resolving natural resource disputes. By drawing from experiences in labor management relations, international mediation, organizational development, and community conflict resolution skills, several organizations and government agencies gradually developed a repertoire of conflict management approaches and procedures that were applicable to natural resource disputes. These approaches included new procedures for fact finding, conflict analysis, information exchange, conflict assessment, conciliation, meeting facilitation, policy dialogues, negotiation, and mediation. These procedures were field tested and refined on issues such as air quality, siting of airport facilities, construction of dams, fuel conversions for power plants, the siting of mines, construction of roads, stipulations for oil and gas drilling, conversion of agricultural lands, and rapid community growth due to industrial development. By the late 1970s, enough alternative natural resource conflict management procedures had been tested and found to be effective that several organizations and federal agencies initiated training programs to train government officials industry managers, and citizen group representatives in these new methods of resolving disputes. Leading federal agencies in the field of natural resource conflict management were the U.S. Geological Survey, U.S. Park Service, Bureau of Land Management, U.S. Forest Service, and the Office of Surface Mining. To date the U.S. Geological Survey's Conservation Division, which in 1981 became the Minerals Management Service, has been the leader in initiating programs in natural resource conflict management. In 1981 the Conservation Division contracted with ROMCOE, Center for Environmental Problem Solving in Boulder, Colorado to conduct a series of five seminars on natural resource conflict management for their agency staff, industry managers, and citizen interest group representatives. The success resulted in a second series of five seminars conducted in 1982.

ENVIRONMENTAL CONFLICT MANAGEMENT SEMINARS—SERIES II

In the fall of 1981, the Council of Four Corners Governors (CFCG), formerly the Four Corners Regional Commission, amended a contract with the Center for Environmental Problem Solving, ROMCOE to add an additional series of five environmental conflict management workshops for staff of the Minerals Management Service (MMS), individuals from minerals extraction industries and public interest groups concerned with natural resource disputes. Oversight of this project was to be transferred from the Program Design Committee (PDC) to a Program Management Committee (PMC) composed of representatives of the Council and MMS.

The additional series of five seminars was to be conducted in the winter and spring of 1982 and was a direct result of the successful series of five three-day workshops conducted for MMS in 1981.

The performance objectives for the new series was the same as the first series:

Performance Objectives

By conclusion of the training course, trainees will be able to:

1. Develop a strategy to anticipate and resolve an actual conflict situation, as applies to natural resource issues;
2. Perform a conflict assessment and prepare a document which can be shared by the parties to a dispute. This assessment and document will provide for a strategy to resolve the particular problem;
3. Determine the circumstances under which the approaches of mediation, negotiation, or meeting facilitation are appropriate;

4. Determine the need for a neutral third party mediator or meeting facilitator to help resolve a dispute and know how to obtain this assistance;
5. Have the basic competence in active listening, negotiation, and meeting facilitation skills through actual "hands-on" experience;
6. Assess their individual competence in each of the three approaches and identify skills which need improvement; and
7. Develop a plan demonstrating how these approaches can be used in actual environmental or natural resource conflicts within their own fields.

To meet these objectives, the following contractor tasks were established by the PMC and the contractor.

Contractor Tasks—Series II

1. Revise the agenda of the seminar to expand the program from 3 days to 4 days.
2. Add additional lecture and simulation time to the negotiation module, facilitation module, and simulated dispute resolution exercises.
3. Revise the agenda to provide a more balanced approach to lectures, simulations and breaks.
4. Revise the Data Collection and Analysis chapter and the Negotiations chapter to expand the skill areas covered in the workbook.
5. Prepare an additional case study for a facilitation simulation.
6. Develop active listening statements that are directly applicable to MMS-related conflicts.
7. Assist the evaluator in developing a more effective evaluation tool.
8. Perform five training sessions for approximately 50 trainees each in Florissant, Colorado; Leesburg, Virginia; Metairie, Louisiana; Monterey, California; and Anchorage, Alaska.

This report is an analysis and evaluation of the contractor's performance in meeting the objectives and completing the tasks listed above. The report will be divided into sections based upon the developmental stages of the project. Tasks completed in each stage will be described as will modifications in the program.

I. WORKSHOP DESIGN AND MATERIALS DEVELOPMENT

November 3, 4 & 5, 1981, members of the PMC, ROMCOE, and subcontractors met in Albuquerque, New Mexico to define how the second series of seminars should be revised. The focus of these meetings was on agenda design, specific module changes, and workbook expansion and revision. General results of this meeting have already been listed under Contractor Tasks.

Specific suggestions by the PMC included:

- An extension of Bill Lincoln's time for negotiation lectures;
- an extension of time for negotiation and facilitation simulations;
- more active involvement of trainers in coaching simulations;
- an improved balance of presentations, activities and breaks so that participants could more easily integrate information and skills;
- an increase in socratic dialogue between trainers and trainees;
- an increase in creative exercises such as Lincoln's negotiation/string exercise or the facilitation demonstration by the trainers;
- optional evening sessions for the Massey film or communications exercises; and
- more efficient evaluation format.

During the Albuquerque meeting, Chris Moore, Larry Aggens and Bill Lincoln reallocated the time blocks for each module and developed a tentative agenda. (The allocation of time can be seen in Appendix A.) Moore and Aggens later refined the agenda, defining time allocation and module content (See Appendix B.) [Appendices not included in the Final Report—ed.]

Between the November meeting and the end of December, the training director revised the seminar agenda, designed new training tools, prepared a new scenario—"Broad Meadows"—on conflicts resulting from a mine opening, and wrote and revised significant portions of Environmental Conflict Management, the seminar workbook. New training exercises included the addition of the prisoner's dilemma, an exercise to explore conflict strategies; a non-verbal communications component; a new interview/data collection segment; a conflict analysis exercise; and the Samoan Circle, a discussion format used to analyze how skills and insights could be applied to participants' work. Revisions in the workbook included: expansion of the introductory chapter on conflict overview, total revision of the Data Collection and Analysis chapter, revision of the Conflict Management Planning chapter, and enlargement of the Negotiation chapter.

THE WORKSHOPS

The amended contract called for an additional five workshops, one each at Florissant, Colorado; Leesburg, Virginia; Metairie, Louisiana; Asilomar, California; and Anchorage, Alaska. All seminars were conducted on schedule and trainees' evaluations indicate a very high satisfaction with the program. Rather than discussing each of the seminars separately, as was done in the first series report, this commentary will focus on issues and dynamics that were present throughout the five programs in Series II. The areas that will be examined include: agenda and scheduling, training exercises and modules, evaluation, physical logistics, attendee recruitment and composition of the workshops, and program management committee-contractor relations.

Agenda and Scheduling

The workshop format was a four-day seminar held over a period of five weekdays. Monday morning and Friday afternoon were allocated for participant travel time. While the trainers initially had strong concerns about the advisability of starting a program in the afternoon when trainees were tired from traveling, the trainer's fears were not born out in practice. The combination of a relaxing lunch and a lively afternoon program consisting of values clarification exercises and the prisoner's dilemma kept participants alert and learning new information.

One evening of each seminar was set aside to show the first Morris Massey film. (The PMC and trainers reviewed the second Massey film at Metairie and decided that it was both inappropriate and of a lower quality than the first.) The film was a great success as always.

It was apparent to the trainers that trainees needed several hours each day for free time, integration of workshop information, and to do reading assignments in the workbook. Trainees were not asked to attend more than one evening session unless there was a trade-off of free time in the afternoon.

The Data Collection, Analysis, and Conflict Management components of the program continued to be the most difficult to teach. This was in part due to the amount, complexity, and detail of the information and skills that needed to be transferred in a short period of time. The time in which this module was scheduled did seem to make a difference in how it was received. At both the Florissant and Asilomar seminars, the module was divided, with part of the information presented in the afternoon and the remainder in the evening. This format facilitated learning of the information better than when the information was presented at one afternoon sitting as it was in Leesburg, Metairie, and Anchorage. A break with time for participants to digest the information and participate in physical exercise greatly expanded trainees' attention span for this complicated subject.

The Negotiation component and Facilitation component remained much the same as the first seminar with the exception of two additional lectures on negotiation-strategy and lowering resistance, extension of the time for simulations, and the addition of quick-decision roleplays on facilitation problems. Both the Facilitation and Negotiation modules were highly successful in transferring skills and were well received by trainees.

The final morning focused on mediation, the application of conflict management skills to participants' work, and evaluation of the entire program. The mediation component continued to be both somewhat anti-climactic to the high intensity participatory exercises of the previous days and also not as relevant for participants who would probably never serve as mediators. While the mediation presentation was generally well received, participants by this time were usually psychologically preparing to leave the program and were not as focused on the content as they might have been. Trainers need to reconsider how this important component can be more tightly integrated into future programs.

The trainers selected a public participation tool, the Samoan Circle, to assist trainees in reflecting upon how conflict management concepts and procedures could be integrated in their daily work. In some of the seminars this tool produced very lively debates while in others low key discussion resulted. Some variables that seemed to produce high level dialogues with extensive group involvement were situations in which: trainees were from diverse offices of MMS or where there were a high number of participants from other agencies or public interest groups, trainees' immediate supervisors were not attendees of the program and participants felt free to speak their minds, managers from other federal agencies challenged each other to use the approaches or procedures, or where one or more participants raised controversial questions about the application of conflict management procedures and were willing to talk about it.

In some of the seminars, the Samoan Circle was used as a problem solving session, a venting period, or a cathartic psychological closure for the seminar. At the beginning of the exercise, however, it was hard to predict what would result from using the technique.

Overall, the training team was highly satisfied with the general agenda, module design, and time allocation in the Series II seminars.

Training exercises and Modules

In this section of the report, we will comment on specific training exercises or components of modules and their effectiveness in transferring conflict management concepts and skills. The original seminar format designed in Albuquerque attempted to introduce workshop participants to each other through a series of interactive values clarification exercises. While people did meet some of the participants in the exercises, they often did not have an overall understanding of who the other trainees were. In later seminars, trainers took time to allow people to introduce themselves individually and to identify what agency or organization they represented. This seemed to enhance the cohesiveness of the workshops.

The values line-ups worked well as a means of getting participants involved in thinking and talking about their individual and agency positions on environmental questions. In some cases, however, participants felt that one of the values line-ups was redundant. An additional dynamic of the values line-up was the discomfort felt by participants when they had to publicly differentiate their values or positions regarding a policy from their supervisors. In these situations, there tended to be strong values clusters around either the top manager/participant in the seminar or the publicly stated position of the agency. One could not tell whether this dynamic was due to common values or peer pressure. We know that people were uncomfortable stating differing values from a supervisor or agency because of comments in private conversations. It appeared in the Series II sessions that there was a much greater pressure for individual conformity to agency policy than there was in last year's workshops.

A new addition to the second series of seminars was a half-hour component on non-verbal communication. Through lecture, roleplay-demonstration, discussion, participants learned how their "body language" and use of space affects the escalation and de-escalation of conflicts. This area was very well received by the trainees.

The series of exercises that proved to be the most problematic in the seminars were the Data Collection, Analysis, and Conflict Management components. These skills are very difficult to teach, are not as exciting and dynamic as other workshop skills, and are also the most cognitive components in the program. The training team tried several formats and finally arrived at a combination that, while not satisfactory, did move the participants toward competence in these skills. The final format included: a lecture on data collection, a demonstration of an interview by the trainers, an interview simulation conducted by trainees in teams of four, a conflict analysis discussion in small groups facilitated by five trainers and three PMC members, a lecture on conflict management planning, a planning discussion in small groups led by trainers and PMC members, and a final sharing of management plans. Mary Ann Turner, Jeff Zippin, and Tim Smith made significant contributions to this module by facilitating some of the small groups. If a future workshop is held, this module is the one that will need further revision.

The Negotiation component needed few revisions during the series. Trainers did become more involved in facilitating team strategy design, an addition that was greatly appreciated by participants.

The Facilitation component was modified from the first series of seminars by the addition of several quick-decision roleplays on problems that facilitators often face in group meetings and by a new facilitation scenario—Broad Meadows. The quick decision roleplays were well received by the participants. They seemed to enjoy the strong participatory and problem-solving elements of the exercise. The new scenario, while carefully written, was very detailed. In the limited time period, participants often found it hard to grasp the quantity of substantive information necessary to facilitate the dispute. The training team suggests either a simplification of this scenario or a new, less complex problem should be used if another seminar of this type is held.

Evaluation

Prior to and during the second series of seminars there was considerable discussion by the PMC and trainers about what was the appropriate format for written and oral evaluations. There appeared to be conflicting interests with one need being detailed information on how the participants viewed the program; another for direct feedback to the trainers; a third for brevity in the number of times participants were asked for written comments; and a fourth, the need not to duplicate oral evaluation procedures. There was never a consensus on the format or process for the written evaluation. The final decision was for participants to fill out written comments twice a day.

Another discussion was whether an oral evaluation should be held at the end of the workshop. Interests varied from the psychological necessity for closure at the end of the seminar, to a desire not to duplicate previously held discussions. A

final oral evaluation was not conducted for any of the workshops. Some of the trainers felt that not having a whole group experience at the end of the program resulted in a weaker conclusion to the seminar than had an evaluation been conducted in a plenary session.

Physical Logistics

Physical logistics refers to seminar and hotel accommodations, meals, and logistical support. Physical accommodations for the seminars were far superior for the second series of seminars than for the first. The suggestion after Series I that all training be conducted away from trainees' offices was implemented and had a very positive influence on the dynamics of the workshops.

The Nature Place and Asilomar once again provided the best training facilities. The size of the main training room, easy access to break-out rooms, lack of sound problems, and adequate lighting contributed to the appropriateness of the facilities for this type of training.

Problems, however, were encountered at Leesburg, Metairie, and Anchorage. Difficulties at Leesburg included isolation of the conference facility and distance of break-out rooms from the main training room. The central logistical problem in Anchorage was the lack of easily accessible break-out rooms and noise problems with small groups in the large training room.

The training facilities in the hotel in Metairie were by far the worst of all the seminars. Poor ventilation, not enough space in the main room, lack of break-out rooms, and walls that would not accommodate wall charts made the facility a very difficult one to train in.

Regarding meals, all facilities provided adequate, if not excellent, meals. An Painter's concern that the seminars should build a sense of community among the participants around mealtimes was correct, and her care in providing special meals went a long way to meet that goal. Common meals, as well as residential training programs, proved superior to situations where a large percentage of attendees were commuters.

ATTENDEE RECRUITMENT AND SEMINAR COMPOSITION

One hundred seventy-seven people were trained in the Series II seminars. Eighty-eight were from MMS, and ninety were from other Federal agencies, state and local government, industry, public interest groups, or conflict management professions. While more people were trained in the Series II seminars versus the first program (178/156), fewer of the trainees were from MMS in Series II than in Series I (78/106).

The breakdown of attendees at Series II follows: Florissant, Colorado (30)—MMS 23, other Federal agencies 4, state government 2, public interest groups 1; Leesburg, Virginia (37)—MMS 17, other Federal agencies 12, state and county government 2, industry 2, public interest groups 2, academic 2; Metairie, Louisiana (36)—MMS 23, other Federal agencies 4, state government 3, industry 2, public interest groups 3, conflict management professionals 1; Asilomar, California (34)—MMS 10, other Federal agencies 7, state and county government 9, industry 2, public interest 4, conflict management professionals 2; Anchorage, Alaska (40)—MMS 15, other Federal agencies 13, state and county government 9, industry 2, public interest 1.

As can be seen from the above list, the last three workshops had more diverse constituents than the first two. Recruiting effectiveness in providing diversity of attendees increased between Series I and II and between the first two seminars and the last three seminars of the second program.

The Metairie, Asilomar, and Anchorage seminars came closest to the mix of trainees from various constituent groups, initially projected by the PMC. An important question raised by seminars with diverse constituencies is how does the mixture of people and interests affect the training. From the trainers' observation, the mixture of non-MMS participants at the Metairie and Anchorage seminars served to enrich the training experience for everyone. There were enough MMS staff and other trainees who were knowledgeable in oil and gas issues that the seminars had a central environmental focus and few people were left behind by lack of substantive information. In addition, the critical mass of MMS participants in both these workshops created a sense of community, professional solidarity, and esprit de corps that greatly contributed to the success of the seminars.

The Asilomar workshop, while receiving very high reviews from most participants, did have some problems because of its diverse constituency. MMS provided the largest contingent of trainees, but did not provide a high enough critical mass to give the seminar focus and direction. Non-MMS participants, while involved in environmental and natural resource issues, were not always directly engaged in the same problems handled by MMS. This dynamic tended to produce a multi-focus seminar, which may have diluted some of the emphasis on MMS' concerns. It should be noted that the age, technical expertise, and political viewpoints of MMS staff at the Asilomar workshop differed significantly from many of the other participants at this seminar. The diversity of participant backgrounds produced a seminar with a broad topical focus and more participant input, but with less social cohesion than the Anchorage and Metairie workshops.

An observation should be shared about the Florissant and Leesburg seminars. In these workshops, MMS staff were the most numerous group. The Florissant session was dynamic with high trust levels, open dialogue, and much trainee participation. The Leesburg seminar was much more constrained with limited dialogue and questions. We attribute the difference to: 1) the Florissant seminar had participants who were from diverse MMS offices, Leesburg participants were primarily from a single office in Reston; 2) Florissant participants seemed to be of similar grade levels so that the supervisor/supervisee dynamic was not as pronounced as in Leesburg; 3) political sensitivity to shifts in administration policies seemed to be stronger at Leesburg, thus people appeared to be very careful about what they would and would not say.

Our recommendations for the composition of future workshops include: 1) at least one-half of all trainees should be from MMS; 2) the majority of non-MMS participants should be familiar with natural resource issues handled by MMS; 3) where MMS makes up the majority of trainees at a seminar, they should be recruited from diverse offices; and 4) steps should be taken by the person recruiting trainees and by trainers to mitigate the judgmental and constraining effects of supervisor/supervisee dynamics that often occur when participants are from the same office.

PMC/Contractor Relations

The Environmental Conflict Management Seminars had an unusual administrative structure for federally managed training projects. Overall supervision for the program was the responsibility of an eight person Project Management Committee (PMC) composed of representatives from MMS and the Four Corners Council of Governors. This Committee was chaired by Paul Buff, an MMS staff person and administered by Keith Dotson, from the Four Corners Council of Governors. The designation of only two people to whom the contractor should report for the content and administration of the program was identified after Series I, as a means to prevent conflicting directives. The training team consisted of 6 trainers from three separate organizations. The agreed-upon method of decision-making was consensus.

The diversity of individuals, organizations, and interests represented by the PMC and trainers required a great deal of coordination and careful work to assure that accurate communication occurred and true consensus was reached before an individual or committee took action regarding any aspect of the seminar. In one respect, the governing structure of the project attempted to model the procedures for conflict management being taught in the course. It would be safe to say that much active listening, congruent sending, negotiation, and cooperative problem solving occurred between and within the PMC and training team.

In general, the collaborative relationship was a cooperative one with PMC providing a tremendous amount of logistical, research, and psychological support for the training team, and trainers providing a quality program. Principal areas of disagreement occurred over methods of PMC feedback on trainers' performance, what types of evaluations to hold, timing and initiation of pre- and post-seminar PMC/trainer meetings, and agreements over which trainers should attend particular sessions. Some of these problem areas fall into the category of unavoidable disagreements due to the diverse interests and personalities involved. While amicable solutions to all of these issues were worked out in the course of the seminars, some forethought might have prevented unnecessary disagreements. The contractor suggests that should a workshop such as this one be conducted in the future and the same decision-making structure is to be used, the PMC and contractor should discuss areas where there may be potential disagreements at the initial planning meeting and write out an informal memorandum of understanding which outlines their mutual expectation of each other's performance. This procedure will help to eliminate unnecessary disagreements later on.

II. GENERAL COMMENTS ON THE WORKSHOP SERIES

From the contractor's point of view, Series II of the Environmental Conflict Management Seminars was highly successful. We base our conclusion on the following factors:

One hundred seventy-eight people in MMS and related agencies and interest groups were trained in conflict management procedures and skills.

The training procedure was refined and new advances were made in techniques of teaching conflict management skills.

The skills were enthusiastically received by the trainees and the individual contracting at the end of each seminar indicated that people intend to apply the insights and approaches to their work.

Participants made contact with individuals and interest groups with whom they did not normally have day-to-day interactions. These contacts seemed to be beneficial in facilitating information exchange, limiting unnecessary conflicts, promoting productive dialogue, and initiating cooperative problem solving.

III. CONCLUSION

Series II of the Environmental Conflict Management Seminars was a superior product to that presented in 1981. This can be attributed to advances in the field, greater sophistication of training methods and trainers, the extension of the training time available, and closer collaboration and cooperation between the PMC and the training team. The program has provided an important model for other agencies and organizations interested in natural resource conflict management.

APPENDIX IIIA: PARTICIPANT DIRECTORY FOR 1981

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APPENDIX IV: EVALUATION FORMS

1981 Evaluation

We believe that participants in this training will gain from a few minutes of reflection at the close of each of the three workshop days. Please take this opportunity to assess what you have learned, and to evaluate the training, the workshop, and the concept of conflict management. Please use the agenda at the beginning of the workbook to refresh your memory on the content of each workshop module.

Day I

1. In which areas did you build upon knowledge or skills which you already possess?
2. What new abilities do you think you have?
3. How will you use these abilities on the job?

Day II

1. In which areas did you build upon knowledge or skills which you already possess?
2. What new abilities do you think you have?
3. How will you use these abilities on the job?

Day III

1. In which areas did you build upon knowledge or skills which you already possess?
2. What new abilities do you think you have?
3. How will you use these abilities on the job?

1. Please indicate the effectiveness of each presentation for you. Please comment if you wish.

<u>Not</u>	<u>Very</u>					<u>Presentation/Trainer</u>	<u>Comment</u>
<u>Useful</u>	<u>Useful</u>						
<u>DAY I</u>							
1	2	3	4	5		Overview of Environmental Conflicts/Moore	
1	2	3	4	5		Analysis of Development of Unmanaged Conflicts/Carpenter	
1	2	3	4	5		Conflicts Management Framework/Kennedy	
1	2	3	4	5		Values/Aggens	
1	2	3	4	5		Active Listening/Aggens	
1	2	3	4	5		Congruent Sending/Aggens	

DAY II

- | | | | | | |
|---|---|---|---|---|--|
| 1 | 2 | 3 | 4 | 5 | Fact Finding and Conflict Analysis/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Conflict Management Planning/Lincoln |
| 1 | 2 | 3 | 4 | 5 | Conflict Management Planning
Procedural Development/Moore |
| 1 | 2 | 3 | 4 | 5 | Introduction to Meetings and
Facilitations/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Art of Facilitation and Consensus
Decision Making/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Demonstration of Facilitation/Staff |
| 1 | 2 | 3 | 4 | 5 | Facilitator Checklist/Moore |
| 1 | 2 | 3 | 4 | 5 | Planning Meetings/Moore |
| 1 | 2 | 3 | 4 | 5 | Breaking Deadlocks/Carpenter |

DAY III

- | | | | | | |
|---|---|---|---|---|-------------------------------------|
| 1 | 2 | 3 | 4 | 5 | Introduction to Negotiation/Lincoln |
| 1 | 2 | 3 | 4 | 5 | Negotiation Strategy/Moore |
| 1 | 2 | 3 | 4 | 5 | Mediation/Moore |
| 1 | 2 | 3 | 4 | 5 | Application of Skills/Carpenter |

2. Please indicate the effectiveness of the exercises:

<u>Not</u>	<u>Very</u>		
<u>Useful</u>	<u>Useful</u>	<u>Exercise/Trainer</u>	<u>Comment</u>

DAY I

- | | | | | | |
|---|---|---|---|---|-------------------------------------|
| 1 | 2 | 3 | 4 | 5 | Horsetrading Exercise/Lincoln |
| 1 | 2 | 3 | 4 | 5 | Conflict Spiral/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Values Continuum/Aggens |
| 1 | 2 | 3 | 4 | 5 | Not Listening/Aggens |
| 1 | 2 | 3 | 4 | 5 | Active Listening Practice I/Aggens |
| 1 | 2 | 3 | 4 | 5 | Active Listening Practice II/Aggens |
| 1 | 2 | 3 | 4 | 5 | Congruent Sending/Aggens |

DAY I.

- | | | | | | |
|---|---|---|---|---|--|
| 1 | 2 | 3 | 4 | 5 | Fact Finding |
| 1 | 2 | 3 | 4 | 5 | Management Planning Exercise/
Moore/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Brainstorm on Good Meetings/Carpenter |
| 1 | 2 | 3 | 4 | 5 | Evening's Entertainment/Moore |
| 1 | 2 | 3 | 4 | 5 | Jackson Gorge/Moore |

DAY III

- | | | | | | |
|---|---|---|---|---|--|
| 1 | 2 | 3 | 4 | 5 | Team Position Development Exercise/Lincoln |
| 1 | 2 | 3 | 4 | 5 | Strategy Development Exercise/Moore |
| 1 | 2 | 3 | 4 | 5 | James Peak/Lincoln |

3. What did you think of the scheduling, organization and allocation of time during the workshop?

Poor Excellent

1 2 3 4 5

How could it have been made better?

4. Please rank the workbook.

Poor Excellent

1 2 3 4 5

How could it be improved?

5. How do you think you will use it later as a reference?

6. Would you comment on the successfulness of the workshop's effort to teach conflict management.

7. How well do you think conflict management techniques work to solve or resolve the conflicts that you encounter?
When won't these techniques work?

8. General comments. (Use other side if necessary.)

NOTE:

Thank you for the time and thought which you have put into evaluating this training. We will be in touch with you once again to conduct a short follow-up evaluation in two months, and will be very grateful for your help.

1981 Follow-Up Evaluation

1. In which situations have you used active listening or congruent sending these past weeks?

Staff meetings

Personnel actions

At home

Telephone conferences

Not at all—the skills don't work

I need more confidence before I'll try

2. Have you had an opportunity to apply what you learned about conflict management in any situations recently? If so, please indicate what situations, what skills, and what the outcome was.

Skills	Situations	Outcome
Conflict analysis		
Planning a strategy	At home	
Fact-finding	In the field	
Dealing with Conflict Aftermath	Interagency meetings	
Identifying steps in Conflict Management	In house	
Other	Other	

3. Have you used facilitation or negotiation skills since the workshop? In what situation? What was the outcome?

4. Have you used the workbook in the past two months? Any comments?

5. Two months after the training, what is your opinion of the conflict management workshop? Did it succeed in training you in conflict management?
6. Based on your experience since the workshop, do techniques of conflict management resolve conflicts? If not, why not? Please comment.
7. The written evaluations overwhelmingly showed us that a four day course would be better than a three day workshop and that intense two-day sessions on single topics were desirable. If these two formats were adopted for two future workshop series, would you support them?

Entire Workshop

Yes ____ No ____

Intense Session

Yes ____ No ____

Would you attend if they were offered in FY '82? Yes No

What session would be most helpful to you?

Negotiation

Mediation

Facilitation/problem solving

Communication skills

Conflict overview

None

1982 Evaluation

In order to help us improve each workshop, and to evaluate all the workshops, we would be very grateful for your thoughts on this training. Please take a few minutes each day to answer these questions. Thank you for your time and your care.

The Project Management Committee

I am affiliated with the Minerals Management Service ☐

I am affiliated with other Government Service ☐

I work with the Private Sector ☐

Evaluation for MONDAY

1. What concepts or skills have we presented that are new to you? How will you be able to use these in your work?
2. Which segment in Monday's agenda was most successful for you? Why?
3. Which segment was least successful? Why?

Evaluation for TUESDAY

1. What concepts or skills have we presented that are new to you? How will you be able to use these in your work?
2. Which segment in Tuesday's agenda was most successful for you? Why?
3. Which segment was least successful? Why?

Evaluation for WEDNESDAY

1. What concepts or skills have we presented that are new to you? How will you be able to use these in your work?
2. Which segment in Wednesday's agenda was most successful for you? Why?

3. Which segment was least successful? Why?

Evaluation for THURSDAY

1. What concepts or skills have we presented that are new to you? How will you be able to use these in your work?
2. Which segment in Thursday's agenda was most successful for you? Why?
3. Which segment was least successful? Why?

Evaluation for FRIDAY

1. What concepts or skills have we presented that are new to you? How will you be able to use these in your work?
2. Which segment in Friday's agenda was most successful for you? Why?
3. Which segment was least successful? Why?
4. How would you improve this workshop?
5. Will conflict management skills work?
6. Will these skills work for you?
7. Did the workshop succeed in training you? Where do you think you stand now?

UI	CI
UC	CC

1982 Follow-up Evaluation

The Project Management Committee is grateful for the time and care that you are willing to spend completing these few questions. We hope the training has provided you with new skills and techniques that have helped you manage conflicts in these last few weeks. Please return this Evaluation in the enclosed envelope along with any additional thoughts of yours.

Thank you on behalf of the Project Management Committee.

An Painter

1. Have you completed the "contract" that you made with two other participants at the workshop? If so, what was your agreement and how has it worked out?
2. What other skills have you used? What was the outcome?
3. How would you gauge your competence now that you have had several weeks of practice and review?
Unconscious incompetent
Conscious incompetent
Conscious competent
Unconscious competent
4. In your opinion, do conflict management techniques work?
5. Was the workshop successful in teaching you these skills?

APPENDIX V: SAMOAN CIRCLE

The Nature Place, Florissant, Colorado, January 11-January 15, 1982

Have problems with meetings where no one knows what is happening—facilitation skill will be much more effective.

Big change for scientists to deal with social science techniques.

The more we use this, the more we will use this—my superiors like it.

These processes are taken out of my hands by people who will want to do things in the “old way.”

We need to have lots of people in our office trained in these skills.

We can practice these skills in our personal life—with family. . . .

We don't need to wait for a major issues to start practicing. We should be instrumental in its use—including managing the conflict over whether to use this stuff.

How can we get the people who really need this course to take it?

Several of the people in our office have taken the course—we plan to practice it among ourselves.

As a supervisor, I will assess with my supervisors where the points are at which gains in using and selling these skills and this program are—that's what I will do!

How can we who are lower down in the system get our bosses to attend this course?

In my shop, the people wanted to come when it was called “Conflict Management,” but when it was called Environmental Conflict Management they changed their minds.

Supervisors should come to this course, should be required to come, before the grunts come.

This course should be a part of the agency's supervisory training.

Some of the things we learn in supervisor training do not last in the environment of the agency. It must be practical.

Xerox Training Center, Leesburg, Virginia, February 8-February 12, 1982

Our meetings do use some of these skills—especially in our inter-agency work.

When people I work with disagree with what we are doing—they put the issue on hold and don't do anything about it.

Getting to know adversaries helps to change the atmosphere in which conflict is managed.

Agencies have administrative problems with one another, but the citizens with vital, immediate interests experience extreme frustration in trying to get the bureaucrats to perform.

State regulators don't seem to be interested in dealing with conflict management. Burns me up! Pisses me off. Angry about not getting help or attention when dealing with the state. Pleased to see that Feds ARE interested.

At the lower levels we are interested and open to trying things like this (conflict management)—but we would find resistance at high levels to begin trying these things out in the public service.

An environmental group that wants to apply these principles (especially in the current administration) is a group that will look as though they are “selling out,” and they will get in trouble with other environmental groups.

Industry and agencies have had adversarial relationships in the past. Now, we are asking them to come in, informally, to talk with us (EPA). The dialogues have been very much more effective than court suits, to affect our regulations and administration.

(Supervisor, Forest Service) These techniques are great—we use them extensively. I let my staff use these techniques and I don't feel I am giving up anything. What I get from letting them use these skills is better decisions.

(Supervisor) Some of us (supervisors) are bound by administrative procedures and it is hard to change them.

Gateway Hotel, Metairie, Louisiana, March 15-March 19, 1982

Difficult to do this when you have to enforce regulations. (Many participants feel that an agency which enforces regulations should not negotiate.)

How to pass this on to field people—they'll say, “This isn't the way we do things.”

Will have lots of trouble getting people to do this without training them.

Sounds great when you hear about it—but when you try it (exercises in the workshop) it is very hard.

Knowing that these skills and ideas are around will make it easier for me to accept, if not do these things.

I can use this with the union employees in my shop.

I'm worried about dealing with people who believe, "If I can't win, nobody can."

My problem is dealing with other Federal Agencies where there are agreements between us that were written by lawyers in Washington.

We have to follow communication guidelines that were written by people who don't understand Conflict Management processes.

Some people get their fun out of being confrontative.

But when these people see that other styles—Conflict Management styles—get better results, they begin to change.

Asilomar Conference Center, Pacific Grove, California, April 19-April 23, 1982

Problem will be in trying to use this in formal settings—hearings/large public meetings.

Course has been fantastic—instructors great—but I am in quadrant of "conscious incompetence." I will need to work hard to use this—and hope for more training.

We must be careful to use these techniques as parts of our personality—rather than trying to mimic instructors.

Supervisors have said that these techniques are good—but they are constrained in the way that organizational decisions can be made.

California Coastal Commission uses participative techniques and conflict management (problem solving) in most of our decisions. It feels good.

One problem is that people want a decision (change) FAST. It takes time to make decisions in this collaborative, problem-solving way.

One problem will be that many meetings have to be conducted in the public eye—and some of these things, marvelous as they are, may not work.

The process that we have learned this week gave us lots of techniques, but I think the goal is in increasing the level of caring for others. Without the caring, the techniques are "scary" and may be manipulative.

Letting people have a share in the decision-making process is a form of caring.

Mt. Alyeska Resort, Girdwood, Alaska, May 17-May 21, 1982

Often we are so busy with the conflict, that we don't have time to deal with it in a deliberate way.

I am willing, as a manager, to let my people use this stuff—may have to get involved myself.

Some supervisors feel that they will be losing some of their power if they let staff use this.

Supervisors here need to convince those supervisors not here that these skills and principles can and should be used.

Lot of good tools in course—useful in opening communications—we have beginnings of language, skill, ideas. Now we have to practice.

We may have to face one another as adversaries in the future—it will be an interesting test of these skills how we deal with that.

People need to step out of their roles and egos to do this, and this will be hard to do.

I was able to use skills from this course last night—in a meeting with miners. Helped to facilitate meeting get variety of views out in the open. Also used tools to help defend myself.

I'm excited. As a Minerals Management Service Middle Manager I'm between a rock and a hard place. Tomorrow a change in policy could change us overnight. It is really destructive. For instance, we did run several meetings using similar: there was a good turnout but what happened after that? Nothing. Where do we go now?

APPENDIX VI: READING LIST

- American Arbitration Association, 1979, National Park Service Workshop On Mediation: Clark-McGlennon Associates, Inc., 142 State Street, Boston, Massachusetts
- Berger, Peter, and Neuhaus, Richard, 1977, To Empower People: The Role of Mediating Disputes in Public Policy: Washington, American Enterprise Institute for Public Policy Research.
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- , Shepard, H.A., Mouton, Jane S., 1964, Managing Intergroup Conflict in Industry: Houston, Gulf Publishing Co.
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- , 1966, Conflict Management as a Learning Process, in A.V. deReuck and Julie Knight, ed., Conflict in Society: Boston, Little Brown, p. 236-248.
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