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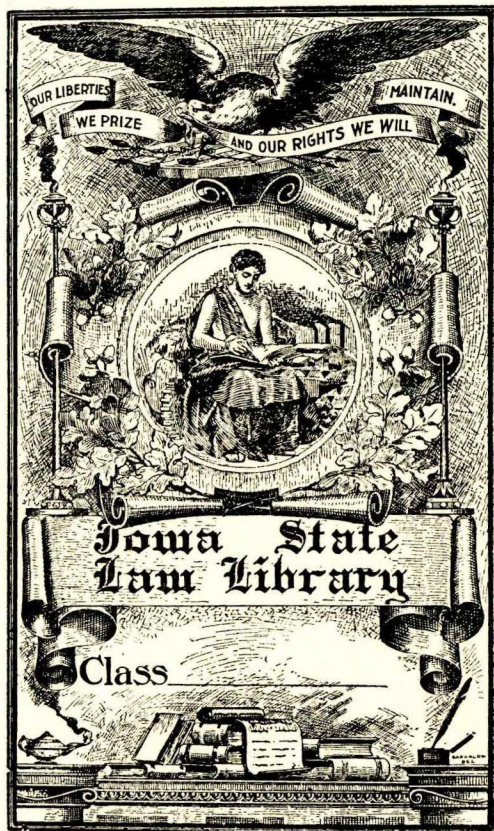
STATE OF IOWA
BUDGET AND FINANCIAL CONTROL COMMITTEE

REPORT ON
A MANAGEMENT IMPROVEMENT STUDY
OF THE
STATE CONSERVATION COMMISSION

May 1952

Prepared by
Griffenhagen & Associates
Consultants in Public Administration and Finance

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May 28, 1952

The Honorable, The Members of the
Budget and Financial Control Committee
State of Iowa
Des Moines, Iowa

Dear Sirs:

We are pleased to transmit with this letter our Report on a Management Improvement Study of the State Conservation Commission. This report is the third in a series and the second submitted in compliance with our proposal dated March 12, 1952, and your acceptance letter of March 24, 1952.

The entire staff of the Conservation Commission has given us the fullest cooperation and has made every effort to supply us with all available data. We are deeply appreciative of their assistance.

We will be meeting with the Committee after this report is delivered and will be glad to make any further explanations that may be called for.

Yours faithfully,

Griffenhagen & Associates
Griffenhagen & Associates

REPORT ON A MANAGEMENT IMPROVEMENT STUDY
OF THE STATE CONSERVATION COMMISSION

1. Introduction

a. Scope of Study: This is a report on a management improvement study of the operations of the State Conservation Commission of Iowa. The study was specifically directed toward developing opportunities for increasing the effectiveness or reducing the cost of the services rendered within the framework of existing legislation.

In consonance with this general policy of dealing with the problems at the departmental level rather than the legislative level, no attempt has been made to evaluate the necessity for, or the feasibility of, the individual projects in the capital improvement program.

b. Size of Conservation Commission Operations: At an earlier date than most states recognized the need for integration of various activities in the conservation of natural resources, the State of Iowa merged several independent agencies into the present Conservation Commission. The Commission now has major responsibilities in connection with fish and game, forestry, parks and public recreation areas, water craft safety and navigation, and maintenance and custody of state owned lakes and streams.

The Commission has some 250 regular full time employes augmented by large numbers of seasonal, temporary, and part time employes. These extra and part time employes were paid about \$300,000 in the fiscal year 1950-1951, of which some \$127,000 was from the regular operating funds, about \$133,000 from construction appropriations, and some \$40,000 from special funds. Over 600 individuals were employed as extra help in 1950-1951 but more than 200 of these were paid less than \$100 each.

The Commission expended from current operating funds about \$1,625,000 in 1949-1950 and \$2,055,000 in 1950-1951. The general fund participation in these current operations was some \$429,000 in 1949-1950 and \$435,000 in 1950-1951. The expenditures from general fund capital improvement appropriations were approximately \$1,195,000 and \$1,840,000, respectively, in the two years.

c. General Plan of Organization: Much of the basic plan of organization for the work of the Conservation Commission is laid down by statute. The statutes establish the Commission, the office of state conservation director, the division of fish and game, the division of lands and waters, and the division of administration. In general terms, the functions of the three divisions are also prescribed.

The general outlines of the present organization structure are shown on Chart 1 on the next page. Charts, in greater detail, for the several divisions are presented later in this report.

2. Financing of Conservation Commission Activities

a. Fund Structure: The administration of the activities of the Conservation Commission is greatly complicated by the numerous special funds through which the work is financed. These funds are as follows:

- (1) State fish and game protection fund, generally referred to as the "fish and game fund." This fund is derived from the proceeds of fish and game licenses and from other income derived from fish and game sources. It may be used only for the division of fish and game and for departmental overhead by transfer to the administration fund.
- (2) State conservation fund, generally referred to as the "lands and waters fund." This fund is derived from revenues of the Commission, other than fish and game revenues, and from general fund appropriations transferred to it. It is assessed for a proportionate share of the administrative costs of the department but is used primarily for expenditures of the division of lands and waters.
- (3) Administration fund. This fund is made up of moneys transferred from the fish and game fund and the conservation fund to pay administrative expenses of the department.
- (4) State forest nursery fund. This fund is derived from nursery income and from federal aid in the form of reimbursements. It is used to pay extra help and some of the other expenses of the nursery.
- (5) Iowa Great Lakes sewer fund. There are three funds which are being eliminated by the transfer of the sewer and sewage disposal plant to the local sewer district.
- (6) Paint Creek trust fund. This is a revolving fund utilized for the operation of an experimental forest project.
- (7) Union Grove trust fund. This fund is inactive.

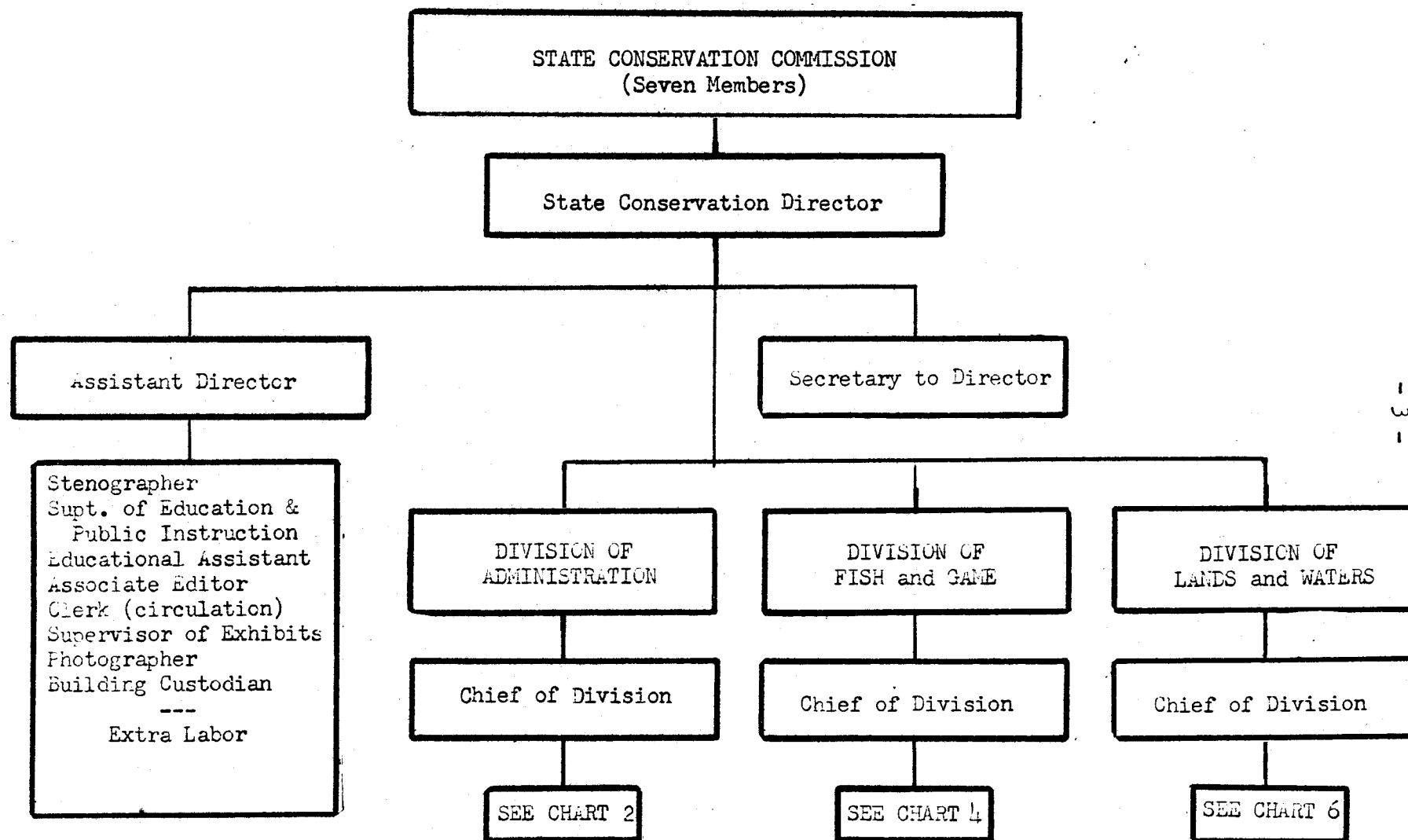


CHART 1
PRESENT ORGANIZATION OF STATE CONSERVATION COMMISSION
MAY 1952
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- (8) General fund. Various general fund appropriations for capital improvements, which are reported incorrectly by the department as special funds, under the headings:

Conservation works fund (34-49)

Special capital improvement fund (389-52)

Lands and waters development fund (14-53)

Special lakes development fund (14-54)

b. Authorization of Expenditures: The only items over which the General Assembly exercises appropriation control are the moneys derived from the general fund. This pattern prevails throughout the state government. A good many states have found it desirable to place major special funds under the same type of legislative and executive budgetary control as is applied to the general fund, but any such action with respect to the funds of this Commission should be taken in conjunction with similar action on the funds of other departments.

The Conservation Commission annually adopts a budget covering the three principal funds under its control. This budget, as adopted at the beginning of the year, is not rigidly adhered to. For example, in the fiscal year 1950-1951, the administration fund expenditures were some \$45,000 less than the amounts budgeted. This, in conjunction with some \$40,000 of unbudgeted moneys carried over from the preceding year and \$10,000 of excess of receipts over estimates, reduced the assessments against the other funds by about \$95,000. The total expenditures for the fish and game division were about \$61,000 below the amount budgeted. But the land and waters division expended \$127,000 more than was budgeted for its expenditures. The additional amounts were derived from the following sources:

Budgeted for division of administration and not spent by that division	\$ 35,000
Additional allocation (Retrenchment and Reform)	15,000
Excess of current office receipts over estimates	32,000
Balance carried forward from 1949-1950	<u>45,000</u>
Total extra funds	<u>\$127,000</u>

Inasmuch as the general fund consistently pays more than 80 percent of the cost of this division, more effective control over its expenditures should be obtained in accordance with the following recommendation:

Recommendation No. 1 - Adopt a firm budget for the division of lands and waters based upon fixed amounts for each section and control expenditures to keep them within the limits of the authorized amounts.

c. Relative Priorities of Activities: All of the fish and game work and quite a little of the other work of the Commission is financed from revenues derived from the various operations. Obviously such revenues are subject to fluctuation, often unforeseeable at the beginning of the fiscal year. Reduced revenues should ordinarily be countered promptly with reduced expenditures. In order to permit this to be done with the minimum adverse effect, the following recommendation is made:

Recommendation No. 2 - Because of the ever-present possibility of a reduction in receipts, determine in each division the relative priority of each activity as a basis for the orderly and coordinated contraction of services if revenues fall below expectations.

d. Expenditures by Funds: Based upon the reports of the Commission, after adjustments to eliminate duplications arising from transfers of funds, the expenditures of the last two completed fiscal years, have been as follows:

<u>Fund or Appropriation</u>	<u>Expenditures</u>	
	<u>1949-1950</u>	<u>1950-1951</u>
Current Funds:		
Fish and game fund	\$ 980,550.75	\$ 1,192,259.82
Lands and waters fund	333,539.30	489,243.22
Administration fund	<u>261,002.46</u>	<u>323,639.58</u>
Total major current funds	\$ 1,575,092.51	\$ 2,005,142.62
State forest nursery fund	27,736.94	30,578.60
Iowa Great Lakes sewer funds	16,176.78	17,959.36
Paint Creek trust fund	5,732.88	1,421.56
Storm and Cornelia dredge	<u>- - -</u>	<u>19.70</u>
Total current funds	<u>\$ 1,624,739.11</u>	<u>\$ 2,055,121.84</u>
General fund capital improvement appropriations:		
Conservation works (34-49)	\$ 7,199.69	\$ 1,827.65
Special capital improvements (389-52)	576,176.50	544,985.97
Lands and waters development (14-53)	596,964.76	1,292,829.78
Clear lake survey	<u>15,000.00</u>	<u>- - -</u>
Total general fund capital improvement appropriations	<u>\$ 1,195,340.95</u>	<u>\$ 1,839,643.40</u>
Total	<u>\$ 2,820,080.06</u>	<u>\$ 3,894,765.22</u>

e. Amount Available for 1951-1952: For the fiscal year the budgets for expenditures from the three major current funds, on the same basis as the expenditure statement above, are as follows:

Fish and game fund	\$ 1,294,058
Lands and waters fund	404,113
Administration fund	<u>368,000</u>
Total	<u>\$ 2,066,171</u>

All moneys estimated to be available are budgeted for expenditure in the lands and waters fund and the administration fund, but a large balance in the fish and game fund carried over from 1950-1951 is not included in the budget.

Besides these current funds, the Commission had available for expenditure, as of July 1, 1951, the balances remaining in the several general fund appropriations for capital improvements, in the following amounts:

Conservation works (34-49)	\$ 5,104.08
Special capital improvements (389-52)	911,238.67
Lands and waters development (14-53)	975,536.20
Special lakes development (14-54)	<u>252,000.00</u>
Total unexpended appropriations	<u>\$ 2,143,878.95</u>

f. Fish and Game Fund Surplus: The fish and game fund entered the fiscal year 1951-1952 with an unexpended balance of \$689,867.16. To this should be added, as discussed more fully elsewhere in this report, more than \$300,000 of accounts receivable representing the federal share of expenditures on federal aid projects for more than a year. About \$62,000 of this latter amount is included in the estimated receipts for the current year, but there is still enough of it ignored in the current budget to bring the total working capital and surplus above the \$900,000 mark.

Since the fish and game division must depend upon this fund to meet its payrolls and other expenses, the minimum balance with which it can safely begin any year is about \$200,000 at the present rate of expenditures. Good financial practice would call for a total working capital of about \$300,000. This means that there is at least \$600,000 of surplus which need not be held as working capital.

By statute and by agreement with the federal government in conjunction with federal aid, "no funds accruing to the State of Iowa from license fees paid by hunters (or fishermen) shall be diverted for any other purpose than ..." carrying on the activities of the division of fish and game and paying an equitable portion of the cost of the division of administration. There is no indication of a need for current fish and game expenditures in excess of the revenues accruing. Furthermore, it would endanger the program to develop a level of operating expenses in excess of revenues. This situation leads to the following recommendation:

Recommendation No. 3 - Develop a sound program for the expenditure of the \$600,000 of surplus fish and game funds on projects of permanent value in the improvement of fish and game habitats, limiting such projects to those that will not increase operating costs materially in future years.

Suggestions for such a program are discussed in a later section of this report.

3. Payroll and Related Budget Practices

a. Present Payroll Practices: The regular, full time employes, with a few exceptions, are paid on semi-monthly payrolls. All other employes, of whom there were more than 600 individuals employed in 1950-1951, many of them casual labor employed for very brief periods, are paid on individual vouchers. The preparation and processing of these vouchers involves an excessive amount of paper work. However, a far more serious defect in this plan is the difficulty of maintaining adequate administrative or fiscal control when the payments for any given period are predicated on so many scattered pieces of paper. A further problem is the delay in payment that results.

There are several factors that have given rise to the excessive use of voucher payments, including:

- (1) The extensive use of activity and project type budgets instead of budgets by organization unit.
- (2) The use of force account rather than contracts for substantial amounts of construction work.
- (3) The absence of any established procedures in the State Comptroller's office for distributing charges to more than one appropriation account except through a separate payroll or voucher for each account to be charged.

b. Required Action by the Comptroller: No complete solution to the problem of using individual vouchers for wage payments is feasible unless the State Comptroller can adjust his operation to distribute charges from a single payroll among different accounts. This might be done by introducing special procedures for conservation payrolls in his office, or by deputizing someone to be stationed in the offices of the Conservation Commission to keep the accounts required by the State Comptroller and by the Commission at the same time. No formal recommendation is made in this report, because the study of this problem did not extend to the problems involved in the Comptroller's office in taking either of these actions.

Without action by the Comptroller, however, an extensive reduction is feasible in the number of voucher payments, as set forth under the several headings following.

c. Proposed Revision of Budget Practices: As noted elsewhere, the Conservation Commission, rather than the General Assembly or the Governor, controls the budgeting of operating funds at the disposal of the Commission, except for construction funds. A budget is included in the Governor's budget report for the land and waters fund, but since the appropriation for the current biennium was less than half enough to finance this budget, it becomes invalid.

The Commission adopts a budget for each of the three major operating funds. In the case of the lands and waters fund this budget is on the basis of a lump sum amount for each park, forest, lake, or activity. For the fish and game fund it is partly detailed for organization units by character and object - i.e., salaries, travel, equipment operation, supplies, and the like - and partly is in lump sum program or project amounts. The budget for the administration fund is detailed by organization unit and by character and object.

Lump sum budgeting by project, area, or activity does not lend itself to effective budgetary control. Furthermore, the necessity for distributing labor charges among the several expenditure accounts has been a major cause of the use of individual vouchers for the payment of wages. This leads to the following recommendation:

Recommendation No. 4 - Discontinue the use of lump sum project, area, and activity budgets and substitute organization budgets showing the numbers and kinds of positions required, whether permanent, seasonal, or temporary.

The application of the foregoing recommendation to the lands and waters division would result in a budget form approximately as set forth in Exhibit A appended to this report. Under this plan, if cost data are required for individual parks or other areas, they should be secured by a subsequent cost analysis. This is a far more effective plan than the confusion of budget accounts for this purpose.

For the fish and game fund the principal changes proposed are the detailing of the character and object of expenditures required to carry out projects. As a minimum, this detailing should separate employed labor costs from other costs in the projects. Also, the budget for each rearing pond and similar unit should be merged with the budget for the parent hatchery.

d. Payroll Practices Under a Revised Budget Plan: If the foregoing budget recommendation is put into effect, much of the necessity for dividing the time of individual employees among various accounts would be eliminated, along with that particular reason for using individual vouchers for payment. It would then be practicable to introduce labor payrolls to pay both continuing and casual labor. The recommendation to accomplish this is as follows:

Recommendation No. 5 - Introduce two types of labor payrolls to be used in lieu of voucher payments for seasonal and casual labor, utilizing one type as semi-monthly payroll for employees on a continuing basis, regardless of whether they work full time, on a fixed rate for part time, or a seasonal basis, and the second type of payroll for weekly payment of hourly rate employees.

e. Reduction in Force Account Construction: Under the construction program, a great deal of work has been undertaken on force account involving the purchase of equipment and materials and the direct hiring of labor. As discussed elsewhere in this report, it would be desirable to contract more of the work. If this is done, it would eliminate much of the problem of separate voucher payments for labor.

4. Public Relations

An extensive program of public relations is carried on under the supervision of the assistant director of conservation. This is in addition to the general assignment to everyone on the staff to avail himself of every opportunity in that area.

The Iowa Conservationist is the departmental monthly publication for the dissemination of conservation information to the public. During the calendar year 1951 it had an average circulation of 42,000 copies, 57 percent of which were paid for on a subscription basis at the rate of one dollar for 36 consecutive issues. In any one month there are approximately 300 subscriptions renewed. The addressing of copies of the Conservationist is accomplished with plates which imprint the name of the subscriber, his address, and the year and month of subscription expiration. It is the practice of the department to destroy plates of expired subscriptions one month following the expiration date, and to make a new plate for each renewal. Since the cost of blank address plates is five cents each, a saving of \$130 a year can be effected by continuing to utilize the same address plates for subscribers when they renew, canceling lapsed subscriptions based upon the file of subscription applications.

Although the superintendent of education and public instruction nominally supervises the preparation of publications, actually he performs few duties in this connection. Instead, he devotes two-thirds of his time to the drafting of replies to letters requesting general conservation information (called "Peter Rabbit" letters within the department) and in scheduling the exhibition locations of the traveling exhibit.

The handling of this routine correspondence on general conservation matters can be performed satisfactorily, and more economically, by a clerk. Such an adjustment of work assignment should be made, thus permitting the assignment of more important duties to the superintendent of education and public instruction.

The material contained in the Iowa Conservationist overemphasizes material which makes conservation needs palatable, and gives too little attention to facts concerning the needs themselves. The conservation lessons taught by the Conservationist should be emphasized by the carrying of feature articles upon Iowa's problems of resource conservation. These articles should be written by the superintendent of education and public instruction based upon data supplied by the various departmental staff sections.

Each year approximately 300,000 school children and adults see the traveling wildlife exhibit of the department. Two publications, "A Peek at Iowa Wildlife" and "Who's Who In Iowa's Zoo" are distributed at the exhibit showings, and an exhibit supervisor and conservation officer are normally available to answer questions or to guide groups. However, many persons must view the animals without realizing their significance as to conservation. There is an indication that much of the public relations activity is directed toward the promotion of an appreciation by the public of natural resources. Definitely, the public relations work should be pointed toward a public understanding and support of the basic conservation programs designed to protect those resources. For this reason, the conservation lessons taught by the exhibit should be strengthened.

The recommendation with reference to public relations may be stated as follows:

Recommendation No. 6 - Increase the usefulness of the public relations program by relieving the superintendent of education and public instruction of answering "Peter Rabbit" letters and utilizing him to write more pointed articles for the "Conservationist"; and by strengthening the emphasis on conservation needs and programs in the traveling exhibit.

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5. Division of Administration

a. Functions of Administration: The division of administration is established by statute, as is also the administration fund from which the divisions' expenses are paid. It should be noted, however, that the division of administration does not, and cannot, include all activities paid for from the fund. The Commission itself and the director's office are clearly above division status, but their expenses are obviously intended to be paid for from the administration fund.

The statute specifies that the division of administration "shall include matters relating to accounts, records, enforcement, technical service, and public relations." The activities carried on by the division do not extend to all of these matters. They do cover:

- (1) Substantially all of the accounting and related fiscal processes.
- (2) Centralized records of fiscal affairs, licenses, and property; and general files.
- (3) Land acquisition and engineering, both of which are "technical services."
- (4) Such central purchasing as is carried on.
- (5) A limited amount of personnel work.

Public relations activities are conducted outside the division under the immediate supervision of the assistant director. Enforcement activities are largely the responsibility of the division of fish and game, but the division of lands and waters has lake patrol and some other minor enforcement activities. Much of the work of the division of fish and game is in the nature of technical service.

There is possibly room for question as to whether the legal intent of the statute is being fully complied with in the present assignment of activities among the divisions. However, the language of the statute could be interpreted as general and advisory rather than specific and mandatory. In the opinion of the authors of this report, stricter adherence to the plan of organization upon which the language of the statute is apparently based, would not be likely to enhance the effectiveness or reduce the cost of the Commission's work. Hence, no recommendation is made as to a change in organization based upon the statement of functions in the statute.

b. Organization of Division of Administration: The present organization of the division of administration is shown in Chart 2 on the next page.

Although the chart does not disclose it clearly, the chief of the division serves also as chief accountant for the Commission, handles such centralized purchasing as is done, prepares budgets, keeps certain memorandum accounting records, prepares various reports, and serves in some measure as personnel officer for the Commission.

There is need to strengthen budgetary control, purchasing, property accountability, and centralized filing. In order to establish the facilities to do these things, several changes in the internal structure of the division's organization are needed, as follows:

Recommendation No. 7 - Merge the claims section and the records section into an accounting section, without changing the positions of supervisor of claims and supervisor of records, and establish a position of superintendent of accounts at the head of the accounting section.

Recommendation No. 8 - Substitute a position of supervisor (or superintendent) of purchasing and property control for the position of supervisor of equipment; change the name of the section to "Property Section"; and centralize in this section the responsibility for purchasing, property records, stores, and control of forms.

Recommendation No. 9 - When the position of supervisor of purchases and property control is filled, return the supervisor of files to her regular duties, reduce the number of decentralized files, and establish control over central file materials withdrawn.

More effective ventilation of the file room will be required to make it a suitable place to work.

As discussed later, the consolidation of the field survey work of the land acquisition section with similar work in the engineering construction section is also recommended.

The proposed organization of the division of administration is shown in Chart 3, following Chart 2. This chart does not detail the positions in the several sections.

c. Accounting: As previously noted, the budgetary control over expenditures under the Commission's jurisdiction has not been very effective. As a result there have been many transfers of balances in one account to meet deficits in other accounts. Part of this has been occasioned by the rather unrealistic effort to make the budget serve as a means of cost accounting, upon which a recommendation is made earlier. But a more important weakness is the absence of modern budgetary control accounts

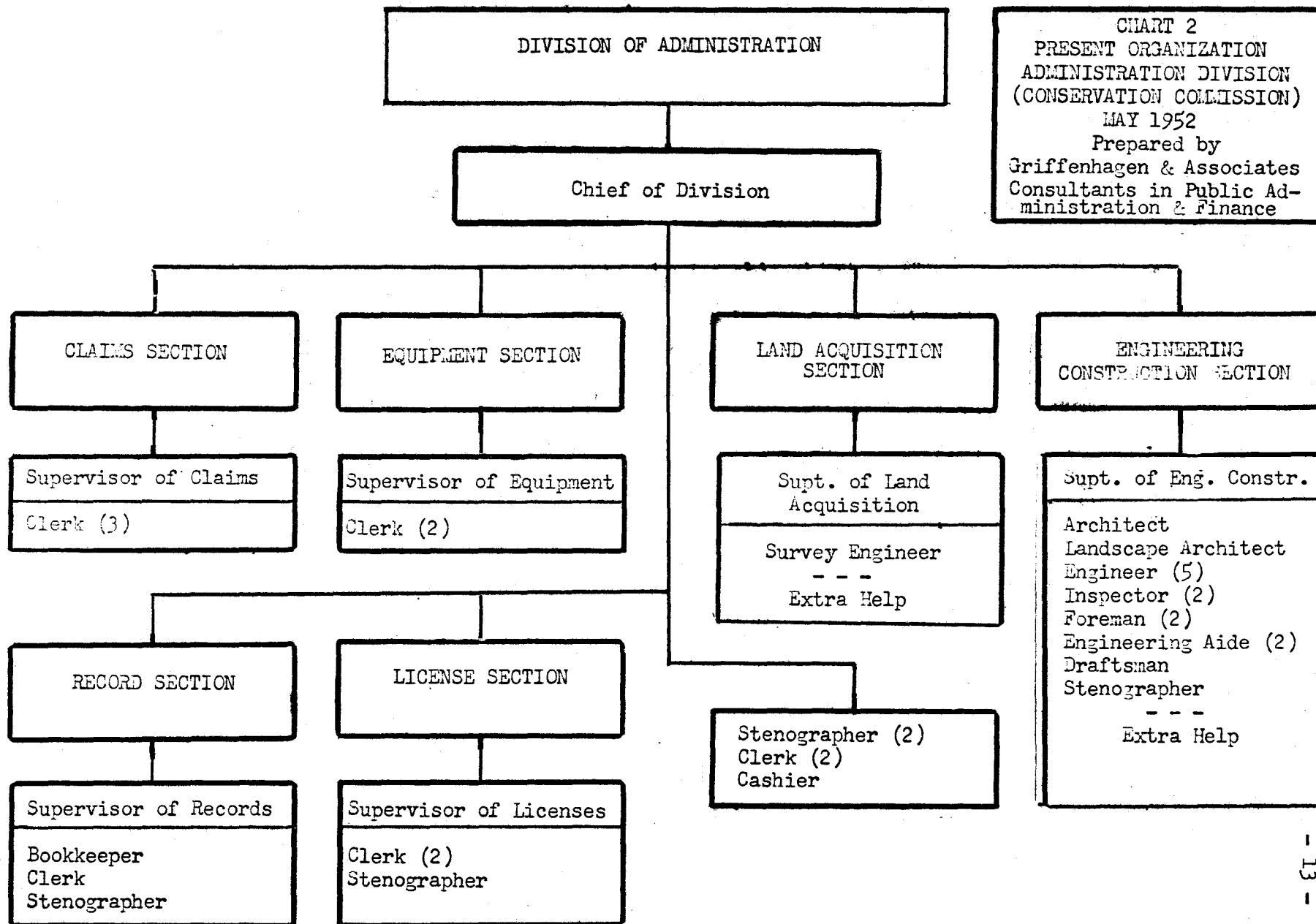
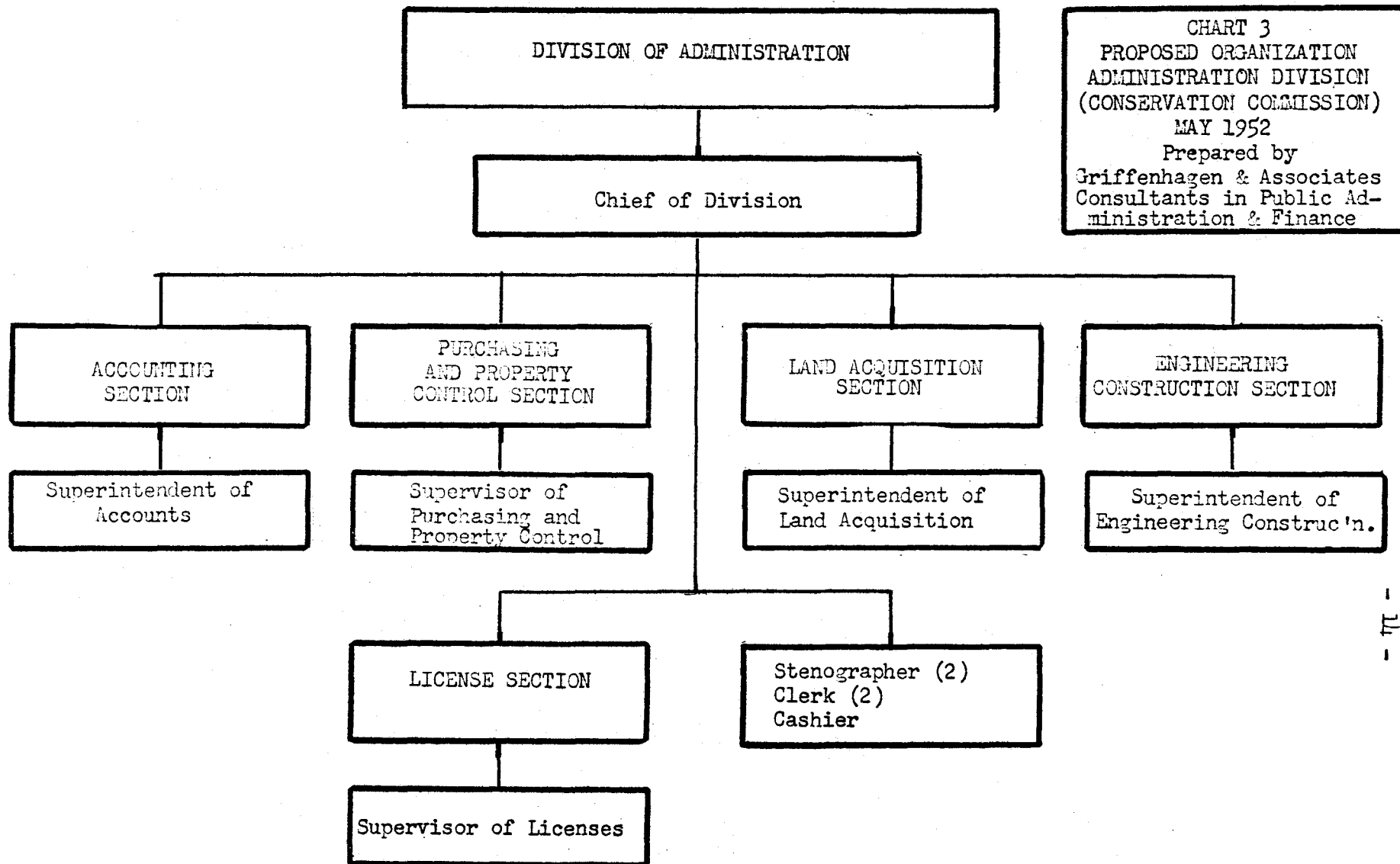


CHART 2
PRESENT ORGANIZATION
ADMINISTRATION DIVISION
(CONSERVATION COMMISSION)
MAY 1952
Prepared by
Griffenhagen & Associates
Consultants in Public Ad-
ministration & Finance



In order to control expenditures effectively and hold them within the limits of amounts budgeted, the controls must be exercised before obligations are entered into. It is futile to limit payments to the amounts budgeted, if bills have been incurred in excess of those amounts. Accounts which record obligations incurred without waiting for bills to be presented are known generally as "encumbrance" accounts. The state has prescribed no general system of encumbrance accounts for use by state agencies, although steps are being taken to install such accounts in some agencies. There is great need for them in the work of the Conservation Commission. The chief of the administration division has been trying to meet some of this need by keeping certain memorandum records. This process should be enlarged upon and formalized.

Recommendation No. 10 - Install a system of encumbrance accounting to control the incurring of obligations and to hold expenditures within the limits of budgeted funds; and assign the keeping of these accounts to the accounting section.

d. Purchasing and Property Control: In order to operate a system of encumbrance accounts effectively, it is necessary to have control over purchases. Price advantages may also be obtained from centralized purchasing and from annual contracts for many items of supply. At present, too many of the items purchased are being bought by employes in the field without clearing with the central office. A better control is needed such as that set forth in the following recommendation:

Recommendation No. 11 - Centralize the purchasing of supplies, materials, and equipment, except for true emergency purchases and field purchases of small value (say under \$10). Where purchase orders and receiving reports are on hand in the division of administration, do not route claims back to the operating divisions or to the field for approval.

There has been considerable difficulty in keeping accurate records of property and equipment, particularly as to the whereabouts of equipment. This process needs to be strengthened in accordance with the following recommendation:

Recommendation No. 12 - Post the property and equipment records originally from receiving reports to insure initially accurate records; hold the person signing the receiving report accountable for the property until he notifies the purchasing and property control section of its transfer on a form signed by the person to whom it was transferred; and extend the property records to include land and structures as well as equipment.

In common with many other departments of the state government, the Conservation Commission makes no provision for controlling the creation of new forms. Hence, large numbers of them are stocked and many new ones are created and reproduced when existing forms would serve the purpose. One of the responsibilities the purchasing and property control section should be to improve this condition gradually under the following recommendation:

Recommendation No. 13 - Establish a register of authorized forms; assign a number to each authorized form to be shown on each copy of the form; control the creation of new forms; and consolidate forms to the maximum extent practicable.

e. Fish and Game Licenses: The statutes specifically provide for the sale of the more common types of fish and game licenses by county recorders. They also permit the Commission to designate agents, designated as "depositaries," who under appropriate bond will sell such licenses. No reference is made to the sale of licenses by conservation officers. This might very logically be interpreted as prohibiting their sale by conservation officers. However, it is a practice of long standing to depend upon conservation officers as an important means of distribution.

Most of the county recorders and most of the conservation officers take the responsibility for placing books of licenses with agents who turn their receipts in to the recorder or officer from whom they received the books.

The last published report (1949-1950) shows the sale of licenses to have been distributed as follows:

<u>Agency</u>	<u>Number of Licenses</u>	<u>Amount</u>
County recorders and their agents	437,349	\$ 801,063.35
Commission office	220	1,017.40
Conservation officers and their agents	139,243	255,530.65
32 Direct depositaries	<u>13,074</u>	<u>25,122.25</u>
Totals	<u>589,886</u>	<u>\$1,082,733.65</u>

It is generally considered bad practice to combine law enforcement duties with the collection of moneys, particularly where the money is related to the laws being enforced. Even though the audit control over license sales by conservation officers is about as effective as it can be made, it would be desirable to take the distribution of licenses entirely out of the officers' hands. Since the conservation officers simply augment the basic distribution system by selling one-fourth of the licenses, they can be replaced by strengthening the plan of direct agents. The following recommendation is, therefore, offered to carry out this plan:

Recommendation No. 14 - Discontinue the sale of licenses by the conservation officers and their agents; replace these outlets by increasing the number of direct depositaries; and select the additional depositaries partly on the basis of recommendations of the conservation officers as to the most suitable locations for such depositaries.

If it becomes necessary, one clerk could be added to assist in checking reports and keeping records of the additional depositaries with which the office would be dealing directly. It is quite likely, however, that a good many of the depositaries would prefer to pay for the license books in full, subject to refund for unsold licenses, rather than post bond. If so, this would simplify the record-keeping and auditing and eliminate the need for any additional help.

f. Land Acquisition and Engineering: The acquisition of land for various Commission activities is performed by a section of land acquisition headed by one engineer who is conversant with real estate law, and staffed by one survey crew of three positions. The section superintendent must possess exceptional technical qualifications to carry out adequately the Commission's acquisition program, but the skill required for the work of the survey crew is the same as that of such crews in the engineering section. To promote a maximum utilization of personnel it is recommended below that the land acquisition survey crew and its duties be transferred to the engineering section.

Requests for field surveys are directed to the engineering section through the chief of the division of administration by the operating divisions. Difficulty is being experienced in scheduling survey parties due to a failure of the operating division chiefs to anticipate their demands. The section is utilizing three survey crews, of three men each, which is more than the average workload requires. Better anticipation by the operating section chiefs of their requirements for surveys would make possible a reduction in the number of survey crews. This leads to the following recommendation:

Recommendation No. 15 - Transfer the land acquisition survey crew and its duties to the engineering section; and eliminate one three-man crew by working on advance schedules for survey work in a manner as to reduce travel requirements and level out the workload.

Two hydraulic lake dredges with 12-inch pumps are operated by the engineering section. Dredging is financed through the special capital improvement fund, the lands and waters development fund, and the special lakes development fund. Primary responsibility for the care of state lakes is vested in the division of lands and waters, an operating division. Basically, the engineering section is established as a staff agency of the Commission to provide technical advice only to the operating sections but not to carry on operations.

Recommendation No. 16 - Transfer the responsibility for lakes dredging from the engineering section of the administration division to the waters section of the division of lands and waters.

Structures to be built by or for the department are designed by the engineering section. Since frequently the operating divisions have in mind specific needs, close teamwork between them and the designer is necessary to prevent dissatisfaction or wasteful redesign time. Currently, the operating divisions are not supplying sufficient information of their requirements to the designers, with the result that structure designs are now redrawn several times, unnecessarily. This situation can easily be corrected

Recommendation No. 17 - Reduce project design time by securing complete information as to the requirements of operating divisions on each project before beginning design work.

Many park, game, and hatchery custodians are provided housing by the Commission for a nominal rental, generally 25 dollars per month. The worth of the quarters thus provided varies, but those recently constructed have cost about \$14,000 for materials and labor. Various reasons are advanced for the necessity for providing rather costly homes at nominal rental, but none can stand in the light of a comparison with rates of pay for positions similarly classified for which quarters are not provided. If housing is to be constructed for Commission employes in the future, prudence suggests that it be based upon a relatively inexpensive standard design.

Recommendation No. 18 - Develop a standard residence design for an inexpensive house to be constructed wherever state quarters are to be furnished.

Much of the work of the engineering and land acquisition sections is upon projects for which the Commission will be reimbursed at least in part by the federal government. Projects financed under the Pittman-Robertson Act, and the Dingle-Johnson Act are reimbursable as a part of the project cost. This reimbursement has not been claimed by the Commission in the past, except for the direct purchase costs of land. By establishing a record of the time of land acquisition and engineering section personnel devoted to various projects, a significant portion of these sections' costs can be charged to the federal government.

Recommendation No. 19 - Charge the administrative costs of land acquisition, and all engineering costs directly against projects eligible for federal aid and reduce correspondingly the amounts of the general assessments against the fish and game fund and the lands and waters fund.

6. Division of Fish and Game

a. Functions and Objectives of the Fish and Game Program: The fish and game division is concerned primarily with the improvement of fishing and hunting in Iowa. This it does by propagating fish and game birds, by improving their habitats, by protecting them when and where necessary, and by biological research. While each method of sport improvement is necessary in an integrated program, too little is known by anyone of the effectiveness of each of these approaches. It is the conviction of many that habitat improvement and biological research will yield better hunting and fishing in Iowa for each dollar spent than will propagation or protection enforcement. The main emphasis of effort in the division is directed to propagation and protection enforcement.

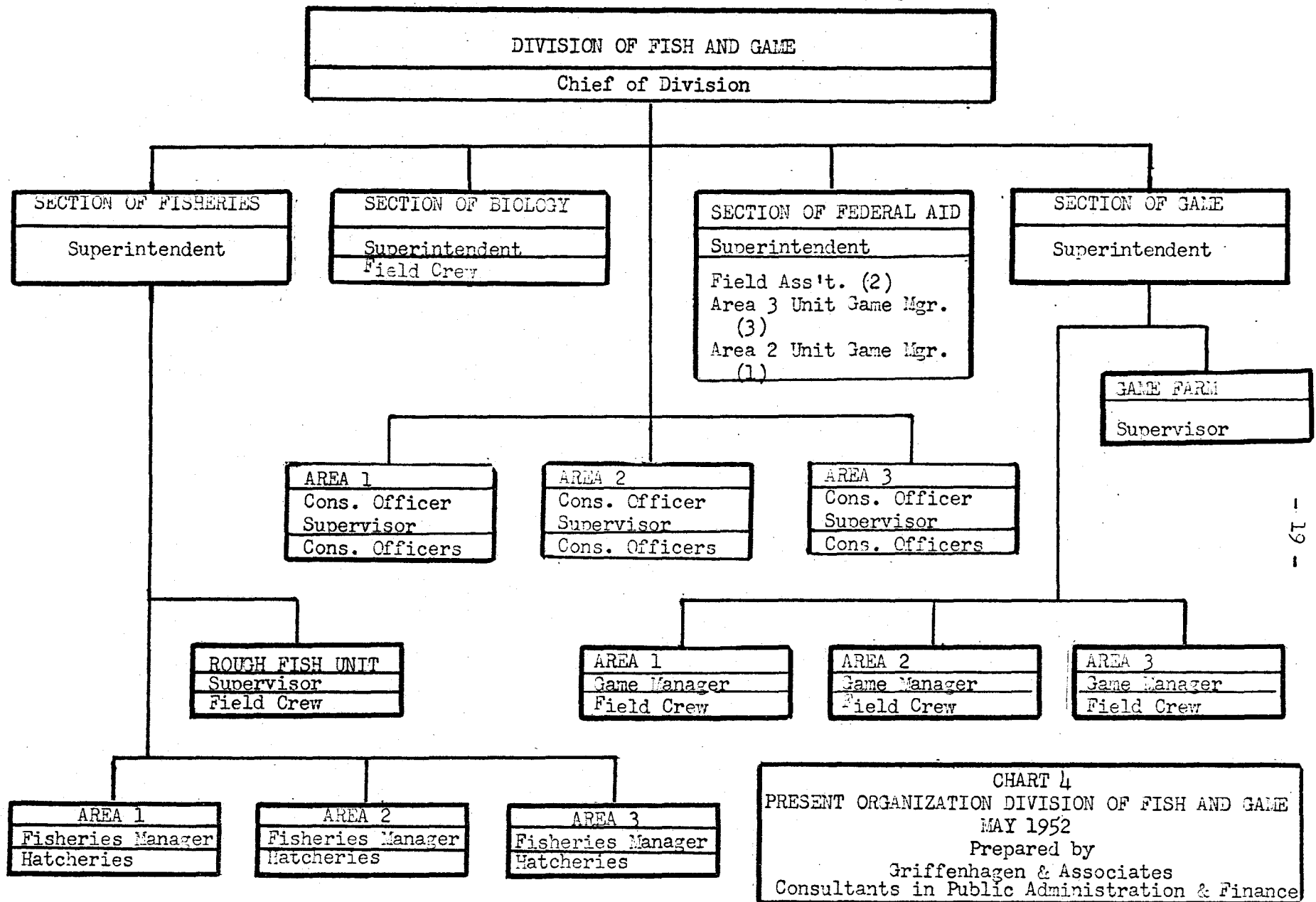
b. Internal Organization of Fish and Game Division: The present organization of the fish and game division is shown in Chart 4 on the next page. The fish and game division has four sections, as follows:

Fisheries section

Game section

Biology section

Federal aid section



In each of the three areas of the state, there are:

An area fisheries manager who reports to the superintendent of the fisheries section and who has direct responsibility for supervising the fish hatcheries in the area and looking after all other fisheries interests in the area.

An area game manager who reports to the superintendent of the game section and who supervises the work of game stocking and related activities in the area.

An area conservation officer supervisor who reports directly to the chief of the fish and game division and who supervises the conservation officers in the area.

The biology section is a research and consulting group that augments the work of the other sections.

The federal aid section develops and secures approval of federal aid projects, supervises their construction, and partly manages their operation.

The basic idea of area grouping of activities is sound, but the organization lacks some of the elements necessary to produce the most effective results from this grouping. Four new positions are needed to correct this condition. There should be an area fish and game superintendent for each of the three areas to whom the area fisheries manager, the area game manager, and the area conservation officer supervisor would report instead of reporting directly to the section superintendents and the chief of the division in Des Moines. These three area fish and game superintendents should, in turn, report to a deputy chief of the division who would have charge of all field operations.

The proposed organization is shown on Chart 5 on the next page.

This plan would reduce the operating responsibilities and increase the technical responsibilities of the section superintendents. In relieving them of the administrative supervision of their area and field people, these superintendents would be left with responsibility for planning, analysis of basic problems, formulation of programs, and technical guidance of the field organization engaged in carrying out programs.

Under such a plan the superintendent of federal aid should be left with the responsibility for supervising the completion of major improvement projects, but should be relieved of the administrative direction of subsequent operation and maintenance. For Pittman-Robertson projects the operation should be placed under the direction of the appropriate area game manager.

However, the proposed plan would not affect the place in the organization of the supervisor of the game farm, who would continue to report to the superintendent of game. Similarly, the supervisor of rough fish control would continue to report to the superintendent of fisheries.

PROPOSED ORGANIZATION
DIVISION OF FISH AND GAME

Chief of Division

CHART 5
Prepared by
Griffenhagen and
Associates
May 1952

Deputy Chief of Division

SECTION OF FISH

Superintendent
Rough Fish Sup.

SECTION OF BIOLOGY

Superintendent
Field Crew

SEC. OF FED. AID

Superintendent
Field Ass't. (2)

SECTION OF GAME

Superintendent
Game Farm Sup.

FISH AND GAME AREA 1

Area Superintendent

FISH AND GAME AREA 2

Area Superintendent

FISH AND GAME AREA 3

Area Superintendent

Game Manager

Unit Game Mgr.
Field Crew

Cons. Officer
Supervisor
Cons. Officers

Fisheries Mgr.

Hatcheries

Game Manager

Unit Game Mgr.
Field Crew

Cons. Officer
Supervisor
Cons. Officers

Fisheries Mgr.

Hatcheries

Game Manager

Field Crew

Cons. Officer
Supervisor
Cons. Officers

Fisheries Mgr.

Hatcheries

The principal advantages to be gained under the proposed plan would be:

- (1) More effective utilization of field forces through:
 - (a) More intensive guidance, supervision, and control.
 - (b) Better coordination of field activities.
 - (c) More flexibility in assignment of labor crews to various classes of work and reduction of travel expenses for such crews.
- (2) Improvement in the value of the whole fish and game program by greater emphasis on technical planning for effective results.

In summary, the recommendation for reorganization of the fish and game division is as follows:

Recommendation No. 20 - Establish the three existing areas as integrated units for fish and game field activities by placing an area fish and game superintendent in charge of each; provide for active direction of the whole field operation of the division by the appointment of a deputy chief of the division in charge of such field operations; and emphasize the technical aspects of the whole program by concentrating the efforts of the section superintendents on the planning and developing of sound, practical programs to be carried out by the field organization.

A change in stenographic assignments should be made in conjunction with this reorganization, as follows:

Recommendation No. 21 - Merge the four positions of stenographers to the section superintendents into two positions, and establish a new position of stenographer for the office of the new deputy chief.

c. Salaries of Proposed New Supervisory Positions: In the proposed reorganization of the fish and game division it is important that the proper salary relationships be maintained. Conservation officer salaries are fixed by statute with a top rate of \$3,200 a year. The area conservation officer supervisors are paid \$3,480, as are also the area game managers and area fisheries managers. This is too small a differential to compensate for the additional responsibilities and the increased requirements for travel.

The proposed area superintendents should be at the same pay level as the superintendents of the sections, with the exception of the superintendent of biology, which calls for higher scientific qualifications and might well be at a higher rate. The deputy chief in charge of operations should be at a grade above that of the section superintendents. At present rates there is not room to squeeze in a suitable grade for the deputy chief because there is too small a differential between the salaries of the section superintendents and that of the chief of the division. An upward revision of the division chief's salary is definitely called for.

Generally speaking it should be noted that all technical and administrative positions under the Commission carry salary rates below those that prevail for comparable jobs outside the state service and in many other states. It is not within the scope of the study on which this report is based to make specific salary recommendations, but the following recommendation is necessary:

Recommendation No. 22 - Establish rates of pay for the proposed new positions of area superintendent that will maintain the proper relationships within the organization; fix the rates for area superintendents at the same levels as those for section superintendents and the rate for deputy chief in charge of operations at a rate between that of the superintendents and that of the division chief; and increase the rate of the division chief to permit these relationships.

Any adjustment the rate for the chief of fish and game would have to be paralleled by a similar adjustment for the position of chief of lands and waters.

d. Biological Research Program: The biology section undertakes studies as a basis for programs and action by the fisheries section and the game section. One important need for biological data would be met if this section would determine the mortality of stocked fish, by species and by size when stocked, for various types of streams and lakes. Trout stocked by the state are of "legal" size, yet data available indicate that no more than a third of them are caught. Do the remainder die? Would either larger or smaller fish fare better?

The fish and game division has cooperative research contracts with Iowa State College which call for payments to the college of \$6,000 a year for fish research and \$6,000 a year for game research. Unfortunately the contracts between the Commission and Iowa State are vague or silent upon the extent of the work to be performed, when reports are to be submitted, and how the work will be done. Biological research is too important to Iowa conservation for the Commission to contract for the expenditure of money without a clear indication of what research is being purchased.

Recommendation No. 23 - Increase the value of the biology research program by specifying clearly in cooperative research agreements the character and extent of research projects to be carried out and by carrying out specific projects to determine the mortality of stocked fish by species and by size under various stream conditions.

e. Administration of the Fisheries Program: Fish hatcheries are operated at Spirit Lake, Clear Lake, Humbolt, Blackhawk Lake, Decorah, Backbone Park, Lansing, Sabula, and Lake Wappello. During the biennium 1948-1950 there were 132,332,551 fish stocked by the division, principally walleye pike. While individual hatchery culturists may have an "idea" of what their fish cost to produce to various sizes, no section-wide cost figures are available. They should be. Coupled with the survival data recommended above, such figures would permit effective scrutiny of the economic aspects of the stocking program.

Recommendation No. 24 - Compute periodically the cost per legal fish alive of fish released at various ages under various conditions, as a basis for a sounder propagation program.

Confusion at the hatcheries due to the use of two titles for men doing the same work for the same pay should be corrected.

Recommendation No. 25 - Replace the title "fisheries foreman" with the alternate title "fish culturist."

Apparently the hatchery at Lansing received greater emphasis in prior years than it now does. Possibly in consequence of this more equipment and secretarial help is provided at Lansing than is justified.

Recommendation No. 26 - At the Lansing hatchery, eliminate the position of clerk, dispose of the houseboat, and transfer one power boat to Spirit Lake for rough fish control work.

The field work of the fisheries section has been organized upon an area basis. The state is divided into three areas or districts, each headed by an area fisheries manager who is responsible for the coordination and general supervision of the hatcheries in his area, and also for developing favorable fish habitat on state and private land. Little has been accomplished in fish habitat development, primarily because the managers have attempted to spread their efforts over many counties. There are two or three promising locations in each area where a concentration of effort should produce results in better fishing. Without attempting to limit the Commission's right to select the areas where it will have work done, a recommendation is still in order, as follows:

Recommendation No. 27 - Focus and concentrate the efforts of the area fisheries managers toward fish habitat improvement upon a few well selected projects from which substantial results may reasonably be expected.

In the office of the fisheries section there is being kept a summary book of all cash receipts from the sale of rough fish. This book practically duplicates the receipts ledger maintained by the departmental cashier in the administration division. It is time consuming for the fisheries section secretary and is of no value.

Recommendation No. 28 - Discontinue the cash receipts summary book kept by the fisheries section.

f. Administration of the Game Program: Field work in game management is conducted on an area basis, with an area game manager directing the work of a small crew of laborers in each of three administrative areas. In addition the area game manager in Area 1 has within his area three managers of Pittman-Robertson projects, and the area game manager in Area 2 has within his area one manager of a Pittman-Robertson project. Nominally the Pittman-Robertson unit game managers are administratively responsible to the federal aid superintendent in Des Moines, but in practice those in Area 1 ordinarily report to the area game manager. This is an unhealthy arrangement in that it introduces divided control of the state's game management program. It can readily be corrected by carrying out the following recommendation:

Recommendation No. 29 - Transfer the direction and control of the activities of the four unit game managers in the federal aid section to the respective area managers in whose areas they are carried out.

The relationship between game and soil conservation practices was recognized by the "Report on the Iowa 25 Year Conservation Plan" published in 1933 by the Iowa Board of Conservation and the Fish and Game Commission. Plantings of trees, bushes, and grass on eroding slopes or in gullies provide for game winter cover, protection from some predators, and food. At the same time, plantings on eroding lands are a most satisfactory method of lessening erosion, especially gullying. This relationship should be recognized by a program based on the following recommendation:

Recommendation No. 30 - In planting cover for game, endeavor to so place it as to overcome specific soil erosion problems as a by-product.

g. Administration of Federal Aid Programs: The State of Iowa receives reimbursement from the federal government of 75 percent of costs for executing fish and game habitat improvement projects under the Dingle-Johnson Act and the Pittman-Robertson Act. Funds of the division are utilized to meet the costs of the projects originally, and a reimbursement voucher may then be submitted to the federal government on a quarterly basis for each project. As pointed out in detail later, the federal aid section, which is responsible for initiating vouchers for reimbursement was over a year behind in this reimbursement billing. While there is no risk that the federal government will fail to meet this obligation, the tardiness has served to tie up money which could otherwise be put to work.

Vouchers which are submitted to the state comptroller for the payment of bills on Pittman-Robertson and Dingle-Johnson projects are signed by the federal aid superintendent. However, there is no adequate system to insure that no reimbursable bills are overlooked.

The section has fallen far behind in the billing of amounts due from the federal government in reimbursement of expenditures on Pittman-Robertson projects. As of July 1, 1948, apparently the Commission had received substantially all amounts due it except a reasonable amount for work in process. Since then the billing has lagged badly, as indicated by the following figures:

<u>Item</u>	<u>Biennium 1948-1950</u>	<u>Biennium 1950-1952 to 3/31/52</u>
Total state expenditure on Pittman- Robertson projects	\$ 422,328	\$ 642,252
Approximate amount of above subject to federal reimbursement	316,746	481,689
Amount of federal reimbursement received, including amounts applicable to prior years' expenditures	123,647	342,609
Difference in reimbursement earned and that received	193,099	139,080
Cumulative total of minimum amounts due from federal government		\$ 333,179

The whole situation with respect to federal reimbursements should be tightened up promptly by the following measures:

Recommendation No. 31 - Catch up on the billing of amounts due from the federal government for reimbursement of expenditures on Pittman-Robertson projects and bill each project, on a staggered schedule, at three months intervals thereafter, whenever there are any substantial amounts to bill.

Recommendation No. 32 - Assign a distinctive block of voucher numbers for expenditures applicable to projects approved for federal reimbursement; stamp each voucher and the corresponding ledger entry with a suitable notation when the federal share of the voucher is billed to the federal government; enter as an asset of the fish and game fund, or other applicable fund, the amounts billed and not received; and for each periodic financial report record the amounts subject to reimbursement and not billed.

h. Operations of Conservation Officers: The enforcement of fish and game protection measures is vested in 53 conservation officers and three area supervisors. Each officer is assigned to a territory of one, two, or three counties. For purposes of direction and control of conservation officers the state has been divided into three areas each with a conservation officer supervisor. Training and supervisory problems have been aggravated by a failure of conservation administrators to recognize that the claims made upon conservation officers by their assigned duties are at times conflicting. Their assigned duties run the gamut of general police officer, game warden, biological surveyor, license salesman, and oven book salesman. A strong organization structure for the training, supervision, and control of conservation officers is definitely needed in Iowa.

A review of the violation reports of conservation officers reveals startling inactivity on the part of no fewer than 14 officers in any one month. It is difficult to understand how an experienced officer can report as few as three violations for the three months October, November, December 1951 while other officers report as high as 40 violations in the same time. The conclusion is all but inescapable that supervision has broken down. It can be re-established under the reorganization plan outlined earlier in this report.

The cost of the additional supervision can be met, if this is financially desirable, by a reduction in the number of conservation officers through combining some one and two county districts into three county districts. This is especially true in the southern tier of counties. In this connection it should be noted that the discontinuation of license sales by conservation officers, as recommended earlier in this report, will free enough of the officers' time that a reduction of five or six officers would be offset by that means alone.

It has been found to be fairly difficult for conservation officer supervisors to contact their subordinates, since the latter may be away from their homes for long and irregular hours. A method of demonstrated effectiveness for reaching subordinates in such an organization as this is to require each officer to submit to his supervisor a time and place schedule so that each may be contacted by telephone as often as three times each week if necessary.

Training of conservation officers is at a rudimentary level. Recruits are assigned to older men for instruction in the field for a month, then assigned a territory. Twice a year two day training meetings are conducted in each district which are attended not only by conservation officers but by other fish and game division personnel as well. This is the extent of the training of conservation officers.

It is unfortunate that no recognized training schools are available for conservation officers, and that such law enforcement schools as are available are concerned with many problems which do not fall within the Commission's purview. Apparently the most satisfactory solution to the formal training problem is to request the federal bureau of investigation to conduct short training schools in the laws of arrest and courtroom procedure.

While formal training of conservation officers is necessary, the heart of their training program is the relationship of each individual officer with his immediate supervisor. To be an effective instructor, the supervisor must work beside the officer, correct errors, demonstrate better techniques, and inspire the officer with a will to "get the job done well." Unfortunately this situation does not exist in Iowa today. It is reported that the area supervisors do not work with some officers at all, and that older officers indoctrinate younger men in their work because the supervisor has failed in this respect. It is essential that the conservation officer area supervisors be more effective as trainers and leaders.

Sound training and supervision of the conservation officers will be assisted if officers know what they can and cannot do, or should or should not do. Usually such information is contained in the form of two documents: a set of rules and regulations, and a manual of standard operating procedures. The distinction between the two is that while a set of rules and regulations establish penalties for non-compliance, standard operating procedures outline the most effective ways of performing missions under normal circumstances. These are two separate documents, and should not be combined. The Commission has not supplied its officers with either.

For the general improvement of results from the work of conservation officers the following recommendations are made:

Recommendation No. 33 - Establish more effective supervision over the work of the conservation officers under the reorganization plan outlined in an earlier recommendation and meet the cost of additional supervisory positions, if it seems financially advisable, by a reduction in the number of conservation officers.

Recommendation No. 34 - Provide more effective training of conservation officers and supervisory personnel by arranging for the federal bureau of investigation to conduct short courses in the laws of arrest and in courtroom procedure, by conducting seminars in leadership for conservation officer supervisory personnel, and by furnishing each officer with a set of rules and regulations and a manual of standard operating procedures.

i. Law Enforcement Records and Officer Reports: It has been truly said that "a peace officer is no better than his information." It is equally true that an enforcement organization must combine the information of its individual officers to be effective. Thus the keeping of useful records becomes a necessary "headquarters" operation in an enforcement organization. The records now maintained by the division of fish and game on conservation violations are sketchy and are little used. Normally a conservation officer submits a violation and arrest report monthly. These reports, on card forms, are bundled and put in a file cabinet, not to be used again. Known violations which do not result in arrests are not normally reported by the officers. There is no provision made for determining whether officers are following through on violations reported to them, nor for determining whether particular violators are repeaters.

No summary record is now maintained by the division of the types of offenses being reported or arrests being made. The violation cards indicate that, while relatively few applied to game law violations such as bag limits, out of season hunting or fishing, or failures to possess a license, a very high proportion during the winter months were for carrying assembled fire arms in a vehicle. It is generally conceded that this latter violation has no close relationship to wildlife conservation. Further, the high proportion of these types of violations reported are strongly indicative of the limited type of patrol the conservation officers are making. A tally record, by month, of the number and type of offenses reported and the number of arrests for each type of offense would serve as a useful basis for improving the enforcement activities.

At the present time conservation officers submit to headquarters monthly a summary of their activities during the month. While this summary may have a value for statistical purposes, it does not show what an officer did at any particular hour on a particular day. This last is important to effective supervision.

A whole new system of reports and records needs to be installed covering the work of conservation officers. This should provide for the items specified in the following recommendation.

Recommendation No. 35 - Install a new system of conservation officer reports and records including the following elements:

- (1) A weekly time and activity report from each officer, filed with his immediate supervisor, stating the work performed during the reporting period and specifying the times of day and the locations at which each reported activity was carried out.
- (2) Individual complaint and violation reports, similar to the present reports but covering each complaint or violation, regardless of whether an arrest is made, filed by the officer, through his immediate supervisor, within seven days of the date on which the occurrence first came to his attention.
- (3) Serial numbering and filing by number of violation reports in the central office, with subsequent actions posted on or attached to the original forms.
- (4) An alphabetic cross reference card file of violators names maintained in the central office.
- (5) A monthly and annual summarization and reporting of the numbers and types of offenses reported, and the arrests made for each type of offense.

j. Personnel Practices as to Conservation Officers: The selection processes used in recruiting conservation officers for the fish and game division are superior to the practices generally prevailing in other departments of the state government. However, they can still be improved.

At the present time the minimum age for appointment as a conservation officer is 25 years, while the maximum is 38 years. Actually, the average age at the time of appointment of the present fish and game conservation officers was 32 years. The average age of these officers is now 38 years. Experience has demonstrated that all kinds of peace officer work in the field require young men. Some few may remain in fair physical condition after the age of 55, but many men will not. With a possible age at appointment of 38, many officers have less than twenty "good" years left at the time of their appointment. This is not necessarily through fault of the officer, but rather the demands of enforcement work.

Before a conservation officer is appointed, a character investigation is conducted by the area supervisor in whose territory the applicant lives. This is highly desirable, as the trust placed in peace officers is extensive. However, a character investigation, unsupported by a criminal record check, is weak.

The department has established a scheme for rating the performance of work by individual officers in which seven supervisors and section chiefs set down their opinions semi-annually. In the rating scheme, the greatest weight is placed upon an officer's "Contribution to the Morale of the Organization." The supervision and discipline of conservation officers is essential, and the present rating system, which requires them to please many others besides their line supervisors, is subversive to that purpose.

The personnel practices as to conservation officers should be improved as set forth in the following recommendation.

Recommendation No. 36 - Lower the minimum age of appointment for fish and game conservation officers to 22 years and the maximum to 32 years; before appointment of a conservation officer clear his fingerprints with the FBI; and revise the performance rating system to include ratings only by line supervisors with four persons doing the rating.

k. Use of Planes: The Commission has one Piper Super Cub plane, and about a year ago purchased a Navion airplane for \$15,574 as a replacement for a Piper Pacer. Since that time the Navion has flown 300 hours, or some 57,000 miles. It has been used primarily for transportation about the state, as the ship is too fast for normal observation work. There is definitely justification for using a plane for transportation. However, this purpose alone does not justify the ownership of an airplane by the Commission. A ship, though it may be used for transportation, must also be capable of performing routine observation assignments.

Recommendation No. 37 - When the Navion plane is replaced, purchase a slower plane suitable for observation.

1. Program for the Expenditure of Surplus Fish and Game Funds: There is no inherent incentive for reduction of expenditures from fish and game funds, because revenues may not be used for other purposes in any event. As pointed out early in this report, the fish and game fund has a surplus of at least \$600,000 in excess of normal working capital requirements. Any appreciable increased expenditures for operations could not be expected to bring about commensurate improvement in hunting and fishing conditions. The limiting factors in the population of game and fish seem to be environmental in character, which means they can only be raised by improvement of these environmental conditions.

One major factor with game is the shortage of cover, while an important factor limiting desirable types of fish now probably arises from the silt in streams. This silt, of course, arises from soil erosion, principally in the richest agricultural lands. Although the solution of silt problems is paramount in the development of successful fish habitat, the significance of such a solution is of overwhelmingly greater importance to the economic well being of the whole state. The desirability of so placing game cover as to reduce erosion is discussed earlier in this report.

Even viewing the problem only from the standpoint of its comparatively minor fraction of the total interest, the Conservation Commission, through its fish and game division, should protect the interests of its hunting and fishing clientele by developing an extensive program of assistance to farmers in combating soil erosion. The \$600,000 of surplus fish and game funds, plus any amounts that can be made available from current revenues of the fish and game fund, together with any federal aid from the Dingle-Johnson moneys or Pittman-Robertson moneys that can be devoted to this purpose, should be used to finance projects directed toward the multiple purpose of improving game habitat and fish habitat and also controlling soil erosion.

With the exception of the Mississippi and Missouri rivers, almost the entire drainage system of Iowa is by streams originating within the state. Such efforts as the Conservation Commission can finance will be futile if they are distributed evenly over the state. They should be concentrated initially in a comparatively small number of projects limited to the drainage areas of a few selected small streams. As results are secured, the work should move downstream in an orderly progression.

Any such program of soil erosion control should enlist the support and cooperation of the agricultural extension service and the Soil Conservation Commission, along with that of interested federal agencies. Initially, an experimental and demonstration project should be carried through.

It has not been practicable in the study on which this report is based to explore fully the various possible plans that might be devised to deal effectively with the problem of soil erosion. Obviously, one element of any erosion control plan involves permanent plantings to stop further gullying. In this phase of the program, the fish and game division should buy both services and stock from the forestry section. The general approach might be to supply free consulting advice, free planting stock, and, possibly, other materials or equipment required, but to rely upon land owners or other non-governmental sources for the labor.

The specific recommendations are as follows:

Recommendation No. 38 - As a start on a sound capital improvement program for habitat improvement, carry through an experimental and demonstration project on the upper reaches of a well selected stream to provide game cover and to improve fish habitat by plantings and by other means of reducing soil erosion; enlist the support and cooperation of the agricultural extension service, the soil conservation committee, and the department of agriculture in making the proposed project a joint demonstration on soil erosion control; utilize Pittman-Robertson and Dingle-Johnson federal aid funds for those portions of the project that fall within the limitations of expenditures eligible for federal funds, arrange for the soil conservation committee to utilize its funds in the applicable portions of the project, and utilize fish and game funds wherever other funds can not be expended or are inadequate.

Recommendation No. 39 - In the formulation of the proposed demonstration project be sure of effective selection of the area and of the adequacy, appropriateness, and effectiveness of improvement plans by employing specialized consultants, and inviting technical assistance from interested federal agencies.

7. Division of Lands and Waters

a. Functions and Objectives of the Lands and Waters Program: The division of lands and waters concerns itself with the administration and maintenance of state parks, reserves, monuments and forests; the promotion of water safety upon state lakes; the conservation and disposition of sand and gravel on state lands and in meandered streams and lakes; the prevention of siltation of artificial lakes; the provision of advice to landowners in the management of forest lands; and the propagation of nursery stock for sale for erosion control plantings, game packets, and demonstration windbreaks. As an operating division, lands and waters provides forest fire protection for state owned lands with its own personnel, and advice and assistance to landowners for the forest fire protection of their own lands. Cabin and recreational facilities are provided at state parks, and concession contracts are negotiated. Much of the work of the division supplements that of the division of fish and game, and is in fact necessary to the development of a sound fish and game program.

The extent to which the division of lands and waters can fulfill its functions and attain its objectives is limited largely by the availability of funds. For example, the division controls some 25,000 acres of park lands, to which there are more than three and one-half million visitors a year. Yet the current annual budget for the care, maintenance, and upkeep of these areas and the improvements on them is \$258,000, or \$10 an acre. The money has to be spread too thin to have well kept parks.

b. Internal Organization of the Division of Lands and Waters: The present organization of the division of lands and waters is shown by Chart 6 on the next page.

The work of the division, under the direction of the chief of the division is divided into three sections - parks, forestry, and waters. The waters section has no superintendent and, in fact, is limited to five regular employes, plus a few others in the summer.

In total the division has some 75 regular continuing employes, a few of whom are paid on vouchers.

Aside from the clarification of the organization of the waters section, no changes in organization structure are proposed.

The lake patrol is augmented by four men during the summer months, and the park section is normally augmented by 23 laborers at that same time. The three areas for park administration may be loosely described as: Area 1, Northern Iowa; Area 2, Northeastern Iowa and the Mississippi; and Area 3 as Southern Iowa.

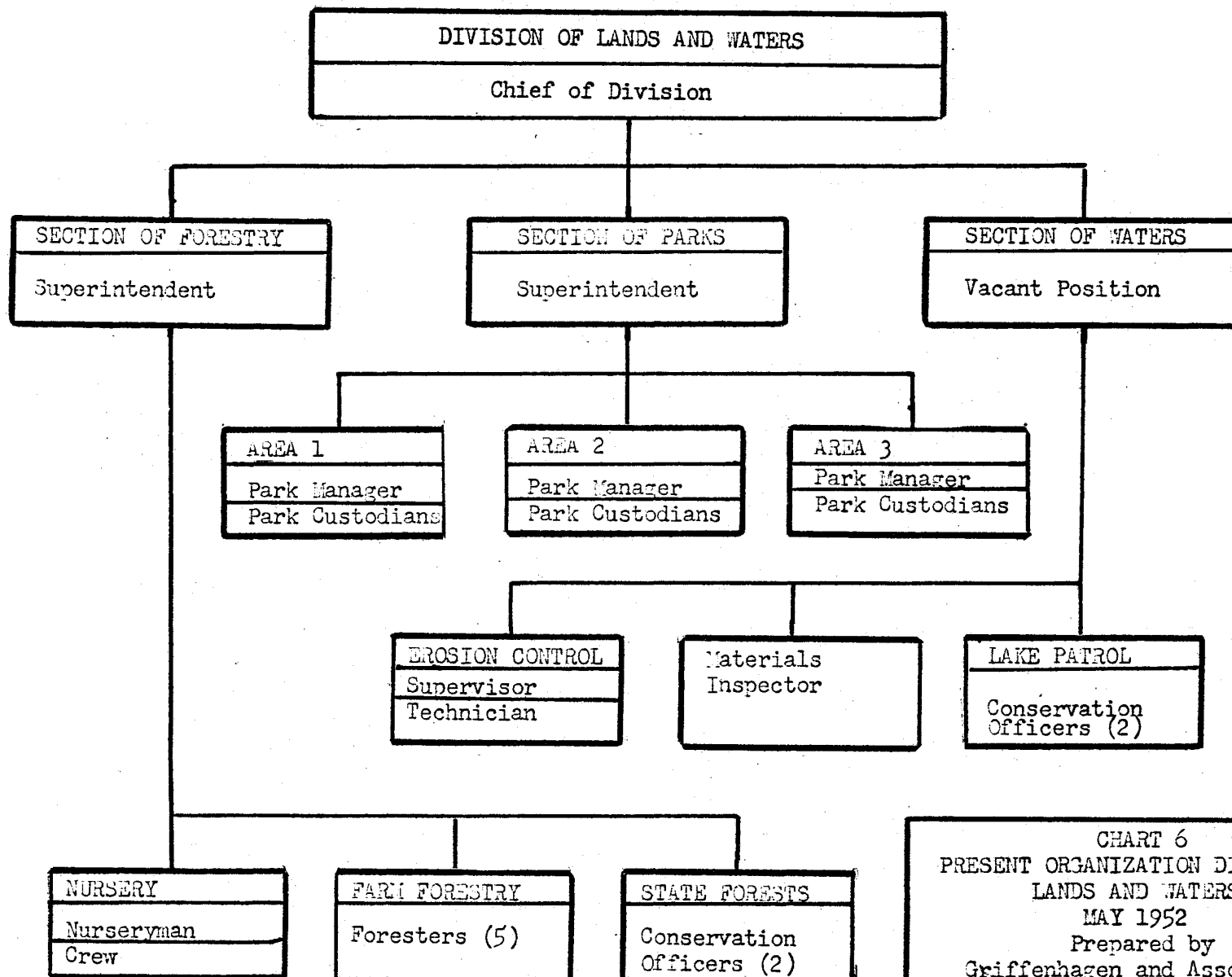


CHART 6
PRESENT ORGANIZATION DIVISION OF
LANDS AND WATERS
MAY 1952
Prepared by
Griffenhagen and Associates
Consultants in Public Administration
and Finance

c. Parks: There are 87 parks, reserves, and monuments controlled by the Park Section. In 19 of these areas there are concessions. Three concessions, those at Blackhawk Lake, Lake Manawa, and Red Haw Lake, produce no revenue for the state but do supply free lifeguard services for swimming. The other concessionaires pay to the state five percent of their gross income, based on five year leases by the Commission. The facilities provided to concessionaires by the Commission, and maintained by it, vary widely in value. In consequence, the margin of profit which a concessionaire may enjoy varies widely from one park to the next. In some areas this may tend to exclude concessionaires which park patrons would like to have serving them. In other areas the five percent may well be less than a fair return for the privilege. A more flexible policy would probably be of financial advantage to the Commission, although the amounts involved are not large. At present these concessions yield \$5,000 to \$6,000 a year.

Recommendation No. 40 - Increase the revenues from park and related areas by letting concessions only on competitive bids, properly advertised and circularized to secure the fullest possible competition.

Reference has been made earlier in this report to the weakness of the budget procedures as to parks. There is need for reduction in non-essential spending on parks, in order that service and a balanced budget can both be maintained. By its very nature, park maintenance is seasonal. Except during the warm months, a work crew can perform the essentials of maintenance in an occasional visit. At present 42 park custodians are employed in the parks on a year-round basis. Living quarters are being provided for 33 custodians at a nominal rental. During the off-season months an attempt is made by the division to keep custodians busy with maintenance and wood chopping. The custodial force is normally increased during the months of May through October by the employment of extra labor. The budget for expenditures is not sufficient to carry 42 year-round employees and still meet the requirements for summer labor. This leads inevitably to the following recommendation:

Recommendation No. 41 - Reduce the number of park section employees carried through the winter to the absolute minimum and curtail all employment in the section to bring, and keep, expenditures within the limits of the amounts budgeted; include in this general reduction the consolidation of the positions of stenographer to the superintendent of parks and the superintendent of forestry.

Of the 42 park custodians, 27 are conservation officers. While the powers and pay of conservation officers in the lands and waters division are identical to those of conservation officers in the fish and game division, there is little similarity in duties as between the two divisions. In the park section much of a conservation officer's work is as a maintenance man rather than a peace officer. This is partly recognized by the parks section, as applicants for conservation officer positions in that section must pass both the standard conservation officer examination for both divisions and a special manual dexterity-mechanical ability test. Much of the conservation officer examination is based upon scholastic ability - a characteristic of minor importance in selecting a man to do maintenance work.

Recommendation No. 42 - Emphasize the importance of mechanical ability in selecting park section conservation officers, and place less reliance upon scholastic attainments.

d. Forestry: A knowledge of the "dollar" aspects of forestry is an essential to any forestry program. Trees should be grown on a particular acre of ground, instead of corn or some other crop, only when their benefits, including timber value, are greater than those from any other crop. For this reason detailed data are desirable as to the value of a forest for game cover, wind-break, soil erosion control, fish habitat improvement, and for timber or stumpage.

Stumpage (the value of a particular tree on a particular day) is the difference between the value of a log at the mill, and the cost of getting the log there. The value of stumpage therefore depends greatly upon logging costs. A great step will be taken forward in determining the place of forestry in Iowa conservation when stumpage values for a variety of conditions are known, as they are not now.

Recommendation No. 43 - Determine and publish the logging costs for each basic type of condition ordinarily encountered in Iowa, as a foundation for better planning of forestry activities.

A conservation officer and two laborers are assigned to the Stephen's forest, and a conservation officer and three laborers to the Yellow River forest. These crews plant trees, build roads, cruise timber, log it, and deliver it to the mill, and operate the sawmill at Yellow River. Other state forests are managed by farm foresters, in addition to their other duties. The use of technically trained employes is more effective for forestry operations, and more economical because it is fitted in with other duties.

Recommendation No. 44 - When they become vacant, abolish the conservation officer positions at Stephens and Yellow River forests and replace them with positions of farm forester.

Research in forestry for the Commission is conducted by the Iowa State College at Ames under a contract which provides that the Conservation Commission will pay \$15,000 in lands and waters funds. The Commission is entitled to written assurances of useful work that the agreement fails to identify.

Recommendation No. 45 - As is proposed for biology research contracts, specify more completely and specifically the research to be carried out by the State College under the forestry research contract.

While the state owned forests of Iowa cover 13,140 acres of land, no management plan has been prepared for them. These forests are capable of producing an income, either now or in the future, but comparatively little work has been done to determine what this income might be or how it might be increased. There should be a management plan which should take account of present stocking and growth, obstacles to harvest or management, protective measures, and possible secondary values such as recreation.

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Recommendation No. 46 - Prepare a management plan for each state forest as a guide to the operations carried out in the forest.

Forest fire, prevention, detection, and suppression is handled by lands and waters division personnel in addition to their other duties. One cooperative agreement has been entered into with a forest owner group whereby the Commission provides a box of fire fighting tools and some training. There are 50 such boxes located about the state. A review of the forest fire experience of Iowa reveals that more than two-thirds of the forest fires in the state for the past five years have exceeded one quarter of an acre in size. This suggests that detection and suppression have been ineffective.

No forest fire detection towers are used in Iowa, though the department owns one unassembled tower. During the driest of the spring and fall weeks, active forest fire detection is desirable, for a forest in Iowa, though small, has both financial and secondary values. The most effective type of fire patrol, for short periods of time and over large areas, is from a small airplane equipped with a two-way radio.

The following recommendation is made as to the means of reducing forest fire losses.

Recommendation No. 47 - Utilize a departmental plane to fly a fire patrol at critical times over the forested areas and organize a small, well-trained, volunteer fire fighting force in each of the forested eastern counties.

e. Forest Nursery: The 100 acre state forest nursery produces few forest trees, but appreciable amounts of rose bushes for game cover plantings. In 1951 the nursery sold two million plants, of which 75 percent were multiflora roses for game cover, 15 percent were conifers, 7 percent were hardwood trees, and 3 percent were hardwood shrubs. In 1952 the state nursery has produced two and a half million multiflora rose bushes, but has sold only one million. A reconsideration of the demand for multiflora roses is in order. The nursery consistently receives more orders for forest stock than it can supply, despite an extremely high charge for all stock.

Under the federal Clark-McNary Act the state is entitled to reimbursement for losses in forest tree nursery operations. During the current year \$9,500 was allotted to Iowa for federal aid for the nursery, but the state will qualify for only \$2,858 due to the high price asked for stock and the manner of accounting. It would be possible, and is in fact desirable, for the forest nursery to cut the prices it charges Iowans in half, and have the federal government pay the difference. If the conservation interests of the state are to be served by the forest nursery, sufficient stock should be produced, and at a lower price.

In order for the forest nursery to receive the maximum benefit under the Clark-McNary Act, a minor change should be made in the accounting procedure of the forest nursery fund. All moneys received by the nursery are deposited to the forest nursery fund, and withdrawals are made, without regard to whether forest or non-forest stock is involved.

The management of a forest nursery is in part an art and in part a science. It requires an attention to cost analysis detail and a background of nursery experience. The methods used in recruiting conservation officers assure none of these things, but a conservation officer has been assigned to the position of nurseryman.

More effective results from the nursery can be expected if the following recommendation is carried out:

Recommendation No. 48 - Account separately for the costs of forest stock and other stock of the nursery; cut the prices in half and increase the production of forest stock until the demand is met; apply for reimbursement of all losses in operations from federal funds; and appoint a nurserman to head the nursery when the position becomes vacant.

f. Water Activities: In the waters section of the lands and waters division two important positions are vacant - superintendent of waters and inspector of boats and waters. The position of inspector of sand, gravel, and ice which, though now staffed on a full time basis, does not require a full time position. The department recognizes that none of these positions alone require a man full time and therefore contemplates the consolidation of the activity of sand, gravel, and ice inspection with the inspection of boats and waters. This consolidation should include the position of superintendent of the section. Lake patrolmen and park conservation officers can be used to inspect those boats which have been viewed in prior years.

By statute the Commission may "specify the terms and consideration" under which sand and gravel may be removed from lands or waters "under the jurisdiction of the Commission." The jurisdiction of the Commission is defined by statute as being over "all meandered streams and lakes of this state and of state lands bordering thereon, not now used by some other state body for state purposes." Pursuant to this authority, the Commission issues permits for the removal of sand and gravel from natural lakes and meandered rivers, charging a royalty of five cents per ton. The royalty revenue is deposited in the lands and waters fund, and amounted to \$10,164 in the fiscal year 1949-1950. It has been reported that a large industrial plant will soon be constructed near Clinton, and that it will dredge large quantities of sand and gravel from the Mississippi River. A royalty on this operation would assist materially in financing the lands and waters division but the jurisdiction of the Commission is not clear.

Recommendation No. 49 - Secure an opinion from the Attorney General as to the jurisdiction of the Commission over the removal of sand, gravel, and other material from the Mississippi River.

8. Administration of Construction Programs

For the past five years the state has been creating a number of artificial lakes, and the Conservation Commission has been the state's agent in this creation. Construction work on the major dams for these lakes has been on a contract basis. In addition to these lakes, the Commission contracted the construction of a marsh under the Pittman-Robertson Act. Outside of these major projects, much of the improvement and construction work of the department has been with its own labor force. The cost of improvements and construction by departmental forces is increased by two factors: a paucity of direct supervision and the necessity of reimbursement of laborers for their expenses of travel. There is no indication it has been less expensive to carry on this work than it would have been to contract for the performance of the work.

Recommendation No. 50 - Let contracts for capital improvements rather than use force account except under the following circumstances:

- a. Where the cost of improvements in a single location is less than a specified amount (say \$1,000) or;
- b. Where employes on the permanent payroll of the Commission, who cannot be utilized effectively on other work, can make the improvements.

EXHIBIT A

EXHIBIT A

PROPOSED OUTLINE FORM OF EXPENDITURE BUDGET FOR DIVISION OF LANDS & WATERS

Division of Lands & Waters
Expenditure Budget
July 1, 1952 to June 30, 1953

General Supervision & Overhead Accounts:

Salary - Chief of Division	\$	-	-	-	
Travel		-	-	-	
Employees' Retirement Insurance		-	-	-	
Contingencies		-	-	-	
Transfer to Administration Fund		-	-	-	\$ - - -

Parks, Reserves, Monuments:

State-wide Activities:

Salaries and Wages:

Superintendent of Parks	\$	-	-	-	
Shop manager		-	-	-	
Laborer II (___ mos.)		-	-	-	
Labor - Extra help		-	-	-	\$ - - -

Supplies and Materials:

Shop	\$	-	-	-	
Spraying		-	-	-	

Travel

Cooperative Research

Other Expense

Equipment

		-	-	-	
		-	-	-	
		-	-	-	
		-	-	-	\$ - - -

Area 1:

Salaries and Wages:

Area park manager	\$	-	-	-
Conservation officers		-	-	-
Park caretakers III		-	-	-
Park caretakers II		-	-	-
Park caretakers I		-	-	-
Lake patrolman		-	-	-
Laborers (full time)		-	-	-
Laborers (___ mos.)		-	-	-
Labor - Extra help		-	-	-
	\$	-	-	-

Supplies and Materials

Travel	- - -	
Other Expense	<u>- - -</u>	\$ - - -
Equipment	- - -	
Land Acquisition	- - -	
Road Construction	- - -	\$ - - -

Area 2:

(Similar in detail to Area 1) \$ - - -

Area 3:

(Similar in detail to Area 1) \$ - - -

Total Parks, Reserves, Monuments	\$ - - -
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Forests and Forestry:

General Forestry Activities:

Salaries and Wages:

Superintendent	\$	-	-	-
State forester		-	-	-
Foresters		-	-	-
Conservation officers		-	-	-
Park caretakers		-	-	-
Laborers (full time)		-	-	-
Laborers (___ mos.)		-	-	-
Labor - Extra help		-	-	-

Supplies and Materials

Travel	-	-	-	
Cooperative Research	-	-	-	
Other Expense	-	-	-	- - -
Equipment	<u>-</u>	<u>-</u>	<u>-</u>	- - -
				\$ - - -

Farm Forestry:

Salaries and Wages:			
Detail	\$ - - -	\$ - - -	
Supplies and Materials	\$ - - -		
Etc.	- - -	- - -	- - -
Total Forests and Forestry			\$ - - -

Waters:

Salaries and Wages			
Detail	\$ - - -	\$ - - -	
Supplies and Materials	\$ - - -		
Travel	- - -		
Cooperative Research	- - -		
Other Expenses	- - -	\$ - - -	
Equipment	- - -	- - -	
Total Waters			\$ - - -
Total Lands and Waters			\$ - - -

Note: Further subdivision of any of the classes of expenditures listed may be made if desired.



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