

STATEMENT AND CORROBORATING
MATERIALS AS PRESENTED TO THE
GOVERNMENTAL REORGANIZATION
SUBCOMMITTEE OF THE BUDGET AND
FINANCIAL CONTROL COMMITTEE ON
NOVEMBER 13, 1967, BY COMMISSIONER
JAMES R. HAMILTON, VICE CHAIRMAN,
STATE CONSERVATION COMMISSION OF
IOWA

HAROLD E. HUGHES
Governor of Iowa

E. B. SPEAKER
Director

COMMISSIONERS

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Greenfield

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE

DES MOINES, IOWA 50308

November 6, 1967

Mr. Gerry Rankin
Legislative Fiscal Director
State House
L O C A L

Dear Mr. Rankin:

The following is a statement to be given by the State Conservation Commission in regard to An Act Relating to the Reorganization of the Iowa State Conservation Commission, the Iowa Natural Resources Council, Iowa State Soil Conservation Commission, Iowa State Geologist and Geological Board, and the Iowa State Advisory Board for Preserves to Establish a State Department of Natural Resources and to Amend the Code of Iowa To Conform Thereto.

Gentlemen, thank you for this opportunity to appear before you this morning. Copies of this proposed Reorganization Act have been studied by our entire Commission. As a result of a Special Commission Meeting called by our Chairman, the State Conservation Commission wishes to state its opposition to this proposed Act and to be recorded as favoring the continuance of our present plan of operation.

At this time, we wish to bring to your attention a few of the points which we feel your Committee, and the Legislature, should strongly consider in evaluating our reasons for opposition.

With our recorded successful operation of the largest of these proposed merging state agencies in a nonbiased, nonpolitical manner, we must respectfully question the advisability of disrupting and diffusing our coordinated services to the citizens of Iowa. One question of concern involves that of the Commissioner serving coexistent with the term of the Governor. It is possible that Iowa could

Mr. Gerry Rankin

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November 6, 1967

then have numerous Commissioners in a relatively few years' time. This fact alone would present a realistic, severe threat to the continuity of our Conservation and Recreation Program. Indeed, a Commissioner would find it impossible to acquaint himself with all of the facets encountered in the complex business encompassing Iowa Conservation and Recreation, and other natural resource management.

We feel it would be impossible to duplicate the present Commission system involving a citizen board serving the policy-making capacity. These knowledgeable, dedicated individuals, serving without salary, chosen on a geographical basis, and serving staggered six-year terms, have proven concretely the value of our present system.

The suggested system of budgeting and funding is not clear. In particular, we refer to the lines of responsibility and duties as assigned to the Director of the Division of Administration. We would be delinquent, if we did not point out our obligation and responsibilities in accounting for the proper use of Fish and Game License Funds, along with qualification for Federal Funds allotted for the sole purpose of the enhancement and conservation of our Fish and Wildlife Resource.

Although personnel transition procedures, excepting certain administrative personnel, are not clear, we assume major changes in the personnel structure will be effected. It is acknowledged in other states that the State Conservation Commission of Iowa has in its employ some of the best administrators, supervisory and general conservation personnel available. The loss of these people would constitute a severe loss to the Iowa Conservation and Recreation Program.

In deference to your tight schedule, we would respectfully suggest your further study into the ramifications involved in funding, delineation of duties and Table of Organization channels, and the remarks and experiences of other State Conservation agencies involved in or facing reorganization legislation such as is proposed here. As a part of the attached materials, you will find a brief statement concerning a recent meeting of the Midwest Fish and Game Conservation Commissioners in Des Moines, Iowa. Some sixty pages of transcript will soon be available concerning comments from states in the Midwest on the national trend toward departmental reorganization.

Mr. Gerry Rankin

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November 6, 1967

We sincerely hope that you will review the attached corroborating materials, including letters from Commission Members, along with two previous formal statements given in opposition to similar proposed legislation. Further, we sincerely hope that, if the contents of an additional eighty pages of this proposed Act should effect a change in the tenor in which we offer this statement of question and opposition, our Commission will then be given fair opportunity to re-evaluate this statement.

In closing, I would like to re-state our Commission's unwritten policy of maintaining an open mind and our willingness to discuss this matter in any detail with your Committee.

Respectfully submitted,

vt
Enc.

M. F. ZACK, Chairman
State Conservation Commission

HAROLD E. HUGHES
Governor of Iowa

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE

DES MOINES, IOWA 50308

E. B. SPEAKER
Director

October 25, 1967

COMMISSIONERS

MIKE F. ZACK
Chairman
Mason City

Mr. J.D. Rankin
Legislative Fiscal Director
State House
Des Moines, Iowa 50319

Re: October 11 letter from Mr. Rankin to
Mr. Speaker; subject: "An Act".

Dear Sir:

The following is respectively submitted in regards to "An Act" - Relating to the reorganization of the Iowa State Conservation Commission, our Natural Resources Council, Iowa State Soil Conservation Commission, Iowa State Geologists, and Geological Board, and the Iowa State Advisory Board for Preserves; to establish a State Department of Natural Resources; and to amend the code of Iowa to conform thereto" and the cover letter from Mr. Rankin, Legislative Fiscal Director to Mr. Speaker, Director of Iowa State Conservation Commission of October 11, 1967, which in part states, "Any criticism that you have or suggestions for improvement, should be on file in this office by November 6, 1967."

Constructive Criticisms

I believe the presentation as received of Sections 1 through 17 of the Act referred to above is grossly inadequate to establish a purpose for reorganization, and further does not spell out protection methods for Federal participation programs as required under Federal Law.

Secondly, a review of attempted reorganizations of this nature should be made of such States as Ohio and California which I am told resulted in organizational confusion and increased costs, followed by a current attempt to decentralize in the case of California.

A 5 member Council "from different congressional districts" (as is stated in An Act) does not give statewide coverage and/or representation which is deemed absolutely essential if the purpose of the Division of Outdoor Recreation and Conservation is to preserve the natural resources of Iowa. If the Act is to become a reality each Congressional District should be represented to insure that all areas of Iowa have representation. Tying Council appointments to Congressional Districts rings loudly of political overtones and if there is another method of accomplishing State coverage it should be pursued.

SUGGESTIONS FOR IMPROVEMENT

Let us review briefly the PAST, PRESENT AND FUTURE of the Iowa State Conservation Commission as a foundation for our suggestions.

The first formal action of the State of Iowa to conserve its natural resources came in 1874 (7 years short of a century ago) when the General Assembly of Iowa at that time created the Iowa Fish Commission. In the early nineteen hundreds, the Fish & Game Commission was created and in 1931 by action of the 46 General Assembly of Iowa, the current Iowa State Conservation Commission was brought into being.

In 1933 a book was published, "Report on The Iowa 25 Year Conservation Plan", prepared by Jacob L. Crane, Jr., Consultant, and George Wheeler Olcott, Associate. With the expiration of 25 years in 1958, the Iowa Conservation Commission retained Ira N. Gabrielson, President of the Wildlife Management Institute, "to bring up to date its program of resource management and to project the management resources into the next decade." (From page 2 - A 10 YEAR PROGRAM for the IOWA STATE CONSERVATION COMMISSION, prepared by the Wildlife Management Institute, 1958).

The Conservation Commission will be pleased to make copies of the 1958 Gabrielson Report available to any or all interested elected officials of the State of Iowa.

The first two sentences of the introduction state "In retrospect the Iowa 25 year Conservation Plan was a masterpiece of insight into sound conservation policies and practices; a documentation of professional knowledge almost antedating the profession. It was then -- and still is -- a most sound guide for the management of Iowa's outdoor resources."

The fourth paragraph of the introduction states, "Throughout all of the surveys and plans for the management of Iowa's renewable resources, and in the review of their programs, there have been 3 outstanding basic problems easily evident. Without the immediate correction of these problems, no program will enjoy the success the people of Iowa deserve. First, there is a need for adequate, realistic financial support. All of the Commissions work suffers from lack of money.

Also there is not adequate qualified personnel to accomplish this work. Salaries are so low as to be unattractive to most technicians with field experience; younger, well-trained people work only so long as they need to gain required experience to find better paying jobs elsewhere. Iowa, in fact, has been a training school for many of the more progressive states." In the "COMPENSATION in the FIELDS OF FISH AND WILDLIFE MANAGEMENT" (Salary, Schedule, Survey), as revised November, 1966, prepared and distributed by the National Wildlife Federation, 1412 - 16th Street, N.W., Washington, D.C. 20036, (copies available at the Commission office), Iowa ranks 49th of the 50 states in payment to "Senior Biologists".

The PRESENT Iowa State Conservation Commission has suffered from lack of public education and information.

As an example of this, Iowa rates 6th in the Nation of the 50 states in "Out of State Travel To Its State Parks and Recreation Areas" as is attested to by its Federal Bureau of Outdoor Recreation (BOR) participation funds which are distributed to the States based on actual reported census of "Out of State Participation".

In 1967 Iowa had over 10,500,000 (estimated) visitors to its state park as compared to 6,465,451 in 1957 and 2,512,709 in 1947 (see Exhibit A). The increased activities in tourism alone cannot be overlooked as tremendous economic values to the State of Iowa as opposed to the maintenance costs of these areas. Iowa has 76 State Parks in which our budgets permit only 40 Park Officers. (See Exhibit B, "Iowa State-Owned Recreation Areas").

Iowa has 224 public fishing areas (See Exhibit C, "Iowa's Public Fishing and Fishing Access Areas") and 199 Public Hunting Areas (See Exhibit D, "Iowa's Public Hunting and Hunting Access Areas").

Exhibit E, is a resume of "Hunting and Fishing License Sales". This is indicative of the pressures our fish and game are under.

The FUTURE depends upon the State Conservation Commission not losing its identity through reorganization and upon realistic financial support not only to maintain its current accomplishments but to expand its horizons to further enhance its benefits to the Public of Iowa and the American Public.

Our total State Park acreage is only about 30,000 acres and our budgets permit us only 40 Park Officers in our 76 parks. It is questionable when we reach a saturation point and start a declining pattern unless we get the financial support to take care of 20 to 30 million people in our parks. The State of Iowa should be first in BOR funds instead of 6th in the Nation.

In 1967 we spent \$195,000 in park maintenance and the recent General Assembly reduced this figure for 1968 by \$30,000.00 plus giving a one step raise to permanent employees which cuts even further into the maintenance budget. We sincerely hope that the reduced maintenance will not cost our state tourists dollars far in excess to the budget cuts.

Again, from Gabrielson, 1958, page 9, "A precise survey or inventory of all lands should be made, both public and private, to determine the usefulness of each parcel, the interrelationship of each to the other, the specific use of each and how it might best serve the overall program. A long range planning program for each unit and for the State as a whole is needed to insure proper utilization of present lands and as a guide for the acquisition of new areas. Such planning necessarily must be related to all phases of commission activity, but should not at this critical stage, delay acquisition of any and all lands reasonably suited to public recreation use or for the management of the resource." Real Estate values are skyrocketing annually and unless we can put into practice this recommendation, future generations of Iowans will be forced to spend their tourist dollars in other states as our facilities will be totally inadequate.

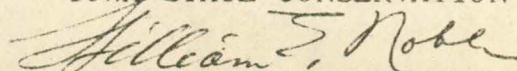
The Gabrielson Report of 1958 refers to the added pressures on our State Parks and Recreation areas because of the movement of the rural population into urban centers and in 1958 it was estimated that 50% of the population was in urban center areas. Last year, the Industrial output of Iowa was four times greater than the agricultural output and certainly the movement of rural to urban population is proportionate. This trend indicates the direct pressures on our outdoor recreational programs.

Refer again to Exhibit E and the year to year fluctuations of the total number of licenses sold in the State of Iowa. It is our desire to see a steady incline in hunting and fishing license sales as opposed to the fluctuations that are obvious. The cure for this problem may not entirely be in realistic financial support of our state Biologists, but it would be a great step in the right direction.

In summary, SUGGESTIONS FOR IMPROVEMENT, are to maintain the Iowa State Conservation Commission as it currently is, but to arrange realistic financial support so that it can accomplish its goals in the preservation of Iowa's natural resources and the further development of recreational facilities. If it is deemed necessary to cut the number of commissions through reorganization, there would probably be no objection to having the State Conservation Commission absorb as separate divisions the Soil Conservation Committee, the National Resources Council, the Geological Survey and the State Advisory Board on preserves and/or any other state organization that have the areas of compatibility that the above mentioned have to the Iowa State Conservation Commission.

Sincerely,

IOWA STATE CONSERVATION COMMISSION



W.E. Noble
Commissioner

EXHIBIT A

ATTENDANCE AT IOWA'S STATE PARKS
& RECREATION AREAS

1946	2,292,311
1947	2,512,709
1948	2,756,690
1949	3,678,287
1950	3,625,350
1951	3,433,478
1952	4,144,227
1953	4,885,981
1954	4,898,627
1955	5,699,742
1956	5,954,700
1957	6,465,451
1958	6,653,318
1959	7,242,209
1960	6,653,495
1961	7,304,929
1962	7,113,532
1963	8,234,938
1964	8,993,916
1965	9,039,199
1966	9,918,095
1967	10,500,000 *

(* estimated)

EXHIBIT E

HUNTING & FISHING

LICENSE SALES

<u>YEAR</u>	<u>RES. FISH.</u>	<u>RES. HUNT.</u>	<u>N.R.S. FISHING</u>	<u>N.R. 6 DAY</u>	<u>N.R. HUNT.</u>
1935	70,444	79,454	421	1,977	77
1936	80,701	62,596	409	2,384	25
1937	84,437	65,333	463	2,809	48
1938	95,794	94,331	600	3,486	99
1939	116,855	102,033	760	3,104	113
1940	109,240	103,006	763	2,573	77
1941	120,894	126,117	896	2,810	201
1942	130,775	118,252	1,006	2,897	447
1943	107,494	84,671	1,224	1,999	612
1944	93,471	94,361	1,344	2,160	1,163
1945	97,609	105,651	1,874	2,980	998
1946	120,614	133,284	2,894	4,446	1,646
1947	162,964	121,200	3,284	5,129	632
1948	212,812	173,297	5,645	7,040	1,727
1949	212,797	193,280	6,155	7,167	2,256
1950	212,762	187,079	3,335	7,846	2,393
1951	203,827	187,838	3,002	8,985	2,371
1952	216,308	190,669	3,134	10,844	2,391
1953	214,702	192,026	3,529	11,711	3,115
1954	223,953	196,327	3,710	11,977	3,203
1955	236,709	214,210	3,789	12,241	3,936
1956	207,971	217,095	3,652	11,350	4,544
1957	220,476	175,256	4,450	8,919	4,422
1958	224,136	211,742	5,525	6,870	5,521
1959	232,773	179,564	5,750	6,260	4,535
1960	256,148	174,924	7,480	6,140	5,532
1961	266,237	167,519	7,394	6,294	5,448
1962	263,508	174,319	7,601	6,478	5,470
1963	286,011	194,962	9,058	7,283	7,531
1964	289,535	189,060	9,539	7,378	8,370
1965	276,954	165,063	9,198	7,225	6,505
1966	278,287	174,904	10,509	8,284	9,638

HAROLD E. HUGHES
Governor of Iowa

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE
October 26, 1967
DES MOINES, IOWA 50308

E. B. SPEAKER
Director

Mr. E. B. Speaker, Director
State Conservation Commission
East 7th and Court Avenue
Des Moines, Iowa 50308

COMMISSIONERS

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WILLIAM E. NOBLE
Oelwein

EDWARD WEINHEIMER
Greenfield

Dear Mr. Speaker:

I have reviewed the Act Relating to the Reorganization of the Iowa State Conservation Commission, the Iowa Natural Resources Council, the Iowa State Soil Conservation Service, the Iowa State Geological Board and the Iowa State Advisory Board for Preserves, an act which would establish the State Department of Natural Resources according to certain rules and regulations set out within the act.

After reviewing this proposed bill I would like to make the following comments:

1. It does seem reasonable that many activities of the Iowa State Conservation Commission, the Iowa Natural Resources Council and the Iowa State Advisory Board for Preserves do overlap and therefore, could no doubt be merged into one unit, with its primary goal being to conserve the natural resources of the State of Iowa, including wildlife, fish and game, forests, preserves, parks and water oriented activities.
2. I feel that the Iowa State Soil Conservation Commission, the Iowa State Geologist and Geological Board do have interests not entirely compatible with the other groups named above, and therefore, would not blend well into a single organization. I do not mean by this that there are conflicts between these groups, but only that their activities are widely diversified and do not blend in well with the others.
3. I do not feel that a single administrator serving for a short period of time, can acquaint himself with all of the facets encountered in the complex business of conservation in the State of Iowa. I feel that the professional conservationists must be retained if we are to progress in the protection of our natural resources in our great state.

October 26, 1967

The citizen advisory boards, serving only in a policy making capacity is still the most efficient, and the most dedicated method that has been conceived in the protection of our natural resources.

4. The Department of Fish and Game operating within the State Conservation Commission is now financed and operates entirely from fees collected from our fishermen and our hunters using the fields and streams of this state to pursue their favorite pasttime. These fees being placed in a Fish and Game Trust Fund which can only be expended to enhance and conserve our wildlife. I find nowhere in this proposed legislation the protection of this Fish and Game Trust Fund from being squandered for activities which might suit individual fancies at some later date. I feel that it is imperative, if this bill is adopted, that protection be written in to protect the fees paid by our people interested in wildlife and that these fees be expended only for those purposes for which they were intended.

I would also support the statement made on January 4, 1967 to a similar committee by Dr. Keith McNurlen of Ames, a present commissioner and also a statement by Robert Beebe, a former commissioner, to this same committee.

I would hope that this committee would explore our neighboring states which have both the present commission form of administration and the single appointive director such as recommended in this bill, and determine for themselves which states are progressing in the field of conservation.

Very truly yours,

EARL E. JARVIS

Earl E. Jarvis

EEJ:wmb

HAROLD E. HUGHES
Governor of Iowa

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE

DES MOINES, IOWA 50308

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Bellevue

WILLIAM E. NOBLE
Oelwein

EDWARD WEINHEIMER
Greenfield

Greenfield, Iowa
October 30, 1967

Mr. E. B. Speaker Director
State Conservation Commission
East 7th and Court Ave.
Des Moines, Iowa

Dear Mr. Speaker:

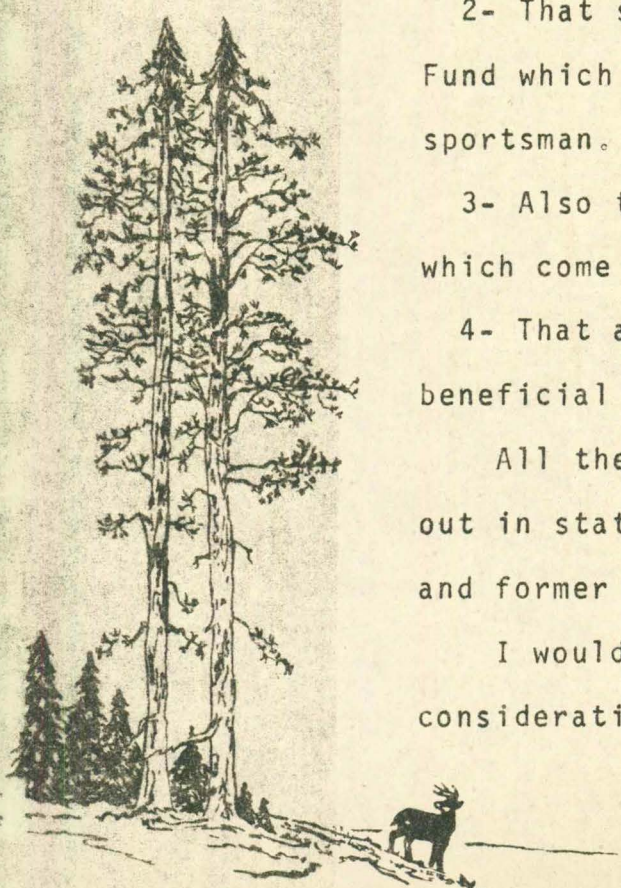
In regard to the Act relating to reorganization of some State Agencies, which includes the Conservation Commission, I'm sure that some type of regrouping is imminent. However I do feel there are some things that we on the Commission should point out to the Committee.

- 1- That a conservationist head up our Commission.
- 2- That some protection be given to the Fish and Game Fund which is entirely from fees collected from our sportsman.
- 3- Also the possibilities of losing some Federal Funds which come from this area.
- 4- That area representation on the Commission is beneficial to the program.

All these factors and many more have been brought out in statements made by Commissioner Dr. Keith McNurlen and former Commissioner Robert Beebe.

I would hope the Committee will give them serious consideration.

Sincerely
ED
Ed. Weinheimer



STATEMENT ON BEHALF OF THE IOWA CONSERVATION COMMISSION
IN CONNECTION WITH GOVERNMENTAL REORGANIZATION
HEARINGS

This statement is made on behalf of the Iowa Conservation Commission in connection with the hearings being conducted by the Iowa State Senate in connection with the proposed governmental reorganization problems.

Conservation is a complex subject. Its success or failure cannot be measured by accounting practices or determined by a slide rule. It involves complex interlocking interests between the so-called conservationists, the general public, the law makers and visitors from foreign states. Conservation is at once both an art and a science. The scientific approaches are furnished by biologists and scientists making constantly changing studies in a changing, complex world of new chemicals, new decisions, new public demands, the conflict between industry and the natural state of nature, and embraces also the conflict between dedicated conservationists who approach problems from different viewpoints. To a fisherman, the restoration or improvement of fishing habitat is of importance. To a hunter, the development or preservation of additional habitat and an increase in the game bag is of importance. To a camper, the expansion of state parks and camping facilities is the measure of success. The population increase and the shortened work week are factors which demand an increase of recreational facilities. As pointed out above, there is competition for use of the conservation dollar.

The present Conservation Commission in Iowa and its predecessors is an old department of state government, having been first established in 1874 as the State Fish Commission. It has sometimes operated under a single commissioner and since the mid-thirties, it has been administered by a seven member commission appointed to staggered six-years terms with no more than four members belonging to any one political party. The members of the Commission function as a policy-making body, paid on a per diem basis and limited as to the number of days per year that they can receive per diem. During the past number of years these members of the Commission have been of various professional or business backgrounds; have come from various parts of the state; and have been members of both major political parties. The work and functions of the Commission are carried out by a professional staff of full-time employees, working under the direction of a director appointed by the Commission. Many of the employees are professionally educated and trained to carry out the duties and responsibilities of their assignments. During the time that this system has operated, the members have been appointed from various parts of the state, and the individual members have familiarized themselves with the problems of the particular segment of the state from which they come.

A few states have operated on a different basis. They have had a single commissioner appointed by the Governor and serving at

his pleasure. Some of these appointees have had a professional background and some owe their jobs to their political allegiance to their respective governor. There has been substantial criticism in some states that conservation has become or would become a political football, serving not the purposes of conservation, but the political dictation of those responsible for its administration. In those instances, conservation has suffered.

The Survey Report recommends that all natural resources be put under the heading of one director appointed by and responsible to the Governor. This Bureau of Natural Resources would include the Iowa Natural Resources Council, the Conservation Commission, the Geological Survey, the State Soil Commission, the Water Pollution Control Commission, the Office of State Archaeologist, and the State Advisory Board for Reserves. We suggest that the area to be covered by one single administrator is so vast and complex that it would be difficult or even impossible to secure an administrator with the background, experience and competency to cover such a wide-ranging multiplicity of responsibility. Since this individual would be appointed by the Governor and subject to the Governor's political tenure, it could result in a constant change of administration within such limited periods of time that the administrator could not familiarize himself with the duties and responsibilities of the various fields he would be obligated to cover. Under a governor dedicated to conservation, the program would probably move along at a normal pace, but under a governor with no interest in conservation, all of the many years of progress in Iowa would be wiped out in a two-year period.

The functions of the Iowa Conservation Commission so far as fisheries, wildlife and parks are concerned, are dependent in great part upon the dedicated work of trained and experienced conservation people. Many of these people are working for salaries much less than what they could receive in the Federal Government or in private industry. If, as suggested, they are going to be dependent upon their jobs to a single administrator, Iowa is going to lose many of those trained foresters, biologists and park experts. Under the present system, as stated, the members of the commission come from varied backgrounds and from various parts of the state. They are spokesmen for various segments of conservation effort. They have the opportunity of consulting with and advising with members of the Legislature from the parts of the state from which they come. They give a balancing of interest between the various parts of the state, the various parts of conservation, and the various conservation interests.

I have no personal axe to grind for the preservation of the present system, because my term of office expires June 30th. During the six years I have been a member of the Conservation Commission, I have been impressed with the outstanding ability and the selfless work done by the other members of the Commission. Their varied backgrounds and professional interests have resulted in a well-rounded administration. The operation of the Commission from a policy-making

standpoint has been completely devoid of any political decisions from a party standpoint.

From the very few pages devoted to the proposals or recommendations for the various natural resources agencies of Iowa, I doubt if there has been sufficient study made of the many complications that could develop from the proposed plan. I will concede that where it concerns the collection of taxes, the interpretation of laws or the application of rules to administration, governmental reorganization is probably indicated. However, in a field as varied and complex as conservation, it is felt that the continuation of the present system is more desirable than a radical change which may result in political administration and a retreat from the advances which conservation is making in Iowa.

Respectfully submitted,

IOWA CONSERVATION COMMISSION

BY ROBERT BEEBE
A Commissioner

STATEMENT OF THE I.C.C.

I am Keith McNurlen, of Ames, a dentist in private practice.
I am a member of the S.C.C.

My conservation background includes service on the city, county, state and national level in various conservation groups. It has been my opportunity to observe the Commission form of conservation administration on all levels.

There are five areas considered appropos to your study group, on which we would like to comment.

1. Service on Commissions.
2. Commission costs.
3. Commission benefit and drawbacks.
4. States without conservation commissions.
5. States with conservation commissions.

1. People who choose to devote their time to commissions are usually very busy, not seeking publicity, have no intention of being a do-gooder but rather take time from their schedule because they have something to contribute to the betterment of their state.

2. The costs of a Commission are negligible when per diem is limited by statute to \$25.00 per day and \$1,000.00 per year, plus out-of-pocket expenses. Compare this with the cost of one qualified school administrator.

3. Commission benefits can be ascribed to:

- a. Geographical distribution of interests and residence.
- b. Varried backgrounds of membership. One should not fail to appreciate that there is no substitute for experience. If a person can be considered inexperienced until 21, then we can take average ages, subtract 21 and multiply by 7 to see years of experience available.
- c. There are no decisions that a Commission makes that can't be made by one person, but by that singularity he becomes more susceptible to influence, and as yet we have to find a mortal who is infallible - and seven heads are better than one - on all counts.

4. There are several states without Commissions, but very few of them have top-rated conservation departments. There are four capital P's in conservation. Personnel, planning, perseverance and progress. A fifth P might be added in the form of Politics - and if it enters the scene, we see a transposition of the word, "Conservation" - and it becomes a lip service known as "Conversation". There can be no politics with our natural resources - a commission form of administration assures this end.

5. Some of the outstanding states in the U. S. in Conservation are Michigan, Wisconsin, California, New York and Missouri - all have the commission form of administration.

Conservation is peculiar in that its learned and trained people can only work for the state or federal government, as there are no sources of private employment - and only in the states that are free from politics and pressures do we find the progress needed to keep pace with our growing demand for outdoor recreation.

In Summary The commission type of administration has been tried under fire, proven itself time and again, and by its example has shown itself to be the hallmark of those states who desire the best for their citizens in the management of its natural resources and conservation activities.

The Midwest Fish and Game Commissioners met in Des Moines in July 1967. One of the important topics of discussion was "The Impact of Governmental Reorganization on Fish and Game Agencies".

This panel, including the Directors or their representative from 14 states, was chaired by Laurence P. John, of the Wildlife Management Institute.

As might be expected there were pros and cons on the nationally proposed and highly controversial subject of re-organization and consolidation.

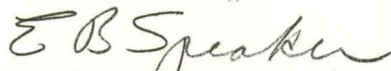
This report, containing some 60 pages of rough manuscript, is in the process of being typed at this time for distribution, in limited quantity to the participating States of the Association.

A review of the transcript indicated that 4 of the States in the Midwest have already gone through the processes of consolidation and re-organization in one form or another. Legislation has been proposed to 4, including Iowa, other midwest states but as yet no action has been completed. A number of States, including Iowa, have consolidated their Fish and Game and Lands and Waters Departments into one unit operating under a Commission form of Government or a single administrator.

Questions were raised dealing with the continuity of long-range planning and programming; ability to deal with massive environmental problems beyond the scope of a single agency; whether or not new governmental organizational patterns would aid qualified personnel in doing a better job with action programs; is reorganization something "new" or something "right" or both; the possibilities of political influence of personnel and funds; influence on federal participation funds in state programs and many others. These fundamental questions lack precise answers simply because the new departments, in most cases, have not been established long enough to give the answers.

In most cases where new consolidated departments in Natural Resources have been established in the Midwest, a Commission form of government of some kind has continued. These vary from the dual 12-man (24 members) Commissions in Indiana to the 7-man Commission in Wisconsin with 4 of the present members of the Conservation Department and 3 of the present members of the other major Department continuing to serve. In the case of Wisconsin the Commission appoints the Executive Secretary or department head.

Submitted by:



E. B. Speaker, Director
State Conservation Commission

IOWA LEGISLATIVE FISCAL DIRECTOR

GERRY D. RANKIN, DIRECTOR

STATE HOUSE, DES MOINES, IOWA 50319

281-5279

MEMBERS OF BUDGET & FINANCIAL CONTROL COMMITTEE

SENATORS

GEORGE E. O'MALLEY, CHAIRMAN
DES MOINES
JOSEPH W. CASSIDY
WALCOTT
JOSEPH B. FLATT
WINTERSET
LEE GAUDINEER
DES MOINES
SEELEY G. LODWICK
WEVER

November 17, 1967

REPRESENTATIVES

ELMER DEN HERDER, VICE-CHAIRMAN
SIOUX CENTER
KEITH DUNTON, SECRETARY
THORNBURG
RAY C. CUNNINGHAM
AMES
WILLIAM J. GANNON
MINGO
CONRAD OSSIAN
RED OAK

Mr. Everett Speaker, Director
State Conservation Commission
LOCAL

Dear Mr. Speaker:

Enclosed please find a copy of the minutes of the
Public Hearing held Monday, November 13, 1967 in
regard to the proposed bill to reorganize the
Department of Natural Resources.

Yours very truly,



GERRY D. RANKIN
Legislative Fiscal Director

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Enc.

SUB-COMMITTEE ON REORGANIZATION
BUDGET AND FINANCIAL CONTROL COMMITTEE
SIXTY-SECOND GENERAL ASSEMBLY

November 13, 1967

The sub-committee on reorganization held a public hearing on a proposed bill to reorganize the State Conservation Commission, Soil Conservation Committee, Natural Resources Council, Geological Survey and State Advisory Board on Preserves into one department known as the Department of Natural Resources, at 9:00 A.M., November 13, 1967 in Room 22 of the State Capitol.

The meeting was called to order by Sub-committee Chairman Lee Gaudineer. Those members of the sub-committee present were Senator Flatt, Representative Gannon and Representative Ossian. Other members of the Budget and Financial Control Committee present were Representative Cunningham, Representative Den Herder, Representative Dunton, Senator Lodwick and Senator O'Malley. Gerry D. Rankin, Legislative Fiscal Director and Anthony Critelli, Legal Counsel for the sub-committee were also present.

Prior to the hearing, each affected department was furnished with drafts of the proposed bill and each affected department furnished the sub-committee with prepared comments on the bill.

The chair recognized Everett Speaker, Director of the Conservation Commission, who spoke on behalf of the Conservation Commission.

Mr. Speaker questioned how the proposed bill would affect the staff of the Conservation Commission. Senator Gaudineer explained the corrective section of the bill. The bill would separate the policy-making branch from the administrative branch of the commission. Five members would still act as the legislative body to set up the program. It would be the duty of the director or the chief administrative officer to carry out and enforce the rules and regulations. Senator Gaudineer stressed that the administrative officer would have nothing to do with policy making. This would remain the responsibility of the commissioners.

Mr. Speaker questioned the continuity of the conservation programs, and the administration and funding of the bill. The commission receives money from appropriations and license fees. Mr. Speaker stated that he feels funds should be separated in order to qualify for federal funds. Senator Gaudineer stated that this would be properly handled so there would be no loss of federal funds and said that consideration was being given to budgeting all fees as well as federal funds. All matters dealing with budgeting will be handled by the Division of Administration.

Mr. Speaker questioned the hiring of personnel. Senator Gaudineer stated that the Director of the Merit System will handle the hiring of personnel. The merit system bill passed by the Sixty-second General Assembly gives the Governor and the Executive Council the power to delete from or add to the personnel in any department, as needed.

Mr. Speaker said that in July of this year, officials from fourteen states met in Des Moines for a Midwest Conference to discuss proposed mergers of state departments, and a transcript of this conference will be available for review. Senator Gaudineer requested a copy of the transcript.

The chair recognized Mr. Zack, Chairman of the Conservation Commission, who asked how reorganization would aid conservation in the State of Iowa. Senator Gaudineer answered by saying that it would allow the commissioners to focus their attention on the programs they enacted for the state and relieve them of budgetary and fiscal control.

The chair recognized Senator Flatt who asked the following question: How do you think this will enhance your conservation commission or your activities? We are putting an administrative head over the various departments. You still have your commission that will provide policy. How do you think this will enhance your functioning as far as the State of Iowa is concerned?

Mr. Speaker said, "As I understand it, it will remain the same as it is now only moving us under the commissioner." He also stated they feared losing their identity. Their programs are planned over a twenty to thirty year period. A change of administrators would mean a loss of continuity of the programs. If the commissioner was selected by commission members serving over a longer period of time for continuity, it would be beneficial.

Senator Gaudineer explained that the Commissioner would come under the merit system. The commissioner has nothing to do with long range programs. He would be merely a liason officer.

Mr. Speaker stated that he could see improvements that can be made in fiscal matters.

In response to a question from Senator Gaudineer, Mr. Zack stated that he did understand the bill a little better now. He stated that the primary interest of the commissioners is the improvement of parks and the biological study of fish and game.

The chair now recognized Donald Johnson, Chairman of the State Soil Conservation Committee. Mr. Johnson read comments from the prepared statement of the Soil Conservation Committee. (See attached)

The first question of the Soil Conservation Committee was whether they would be absorbed into this division with the Iowa Natural Resources Council or transferred to this division as a separate agency to administer the soil conservation laws, and the Natural Resources Council placed in another division.

Senator Gaudineer asked how they felt about that. Mr. Johnson stated that they would like to be left the way they are presently working, but nothing is impossible.

The next question by the Soil Conservation Committee had to do with "water". He mentioned the many departments concerned with water and the confusion that resulted in getting a permit to use water. The Soil Conservation Committee is interested in control of water on land. Watershed Control is the reason water is mentioned under Soil Conservation.

Senator Gaudineer stated that this point needed clarification.

Representative Gannon asked if watershed projects were approved by the Natural Resources Council. The answer is: No, they are approved by the Soil Conservation Committee and only require the approval of the Natural Resources Council if 18 acres are involved.

William Greiner, Director of the Soil Conservation Committee stated that Soil Conservation is basically an agricultural program. A discussion followed as to the membership of the committee--should it be all rural or a split between rural and urban members. It was decided that legislation which would require that three members of the committee be farmers and two members left to the discretion of the Governor, either urban or rural, would be agreeable.

Senator Flatt expressed the fear of county committees that they might be eliminated. Representative Dunton commented on the need of local representation.

The question was raised as to whether or not the Secretary of Agriculture of the United States or a person appointed by him would serve on the advisory committee. Senator Gaudineer said this would be taken care of by allowing the committee to choose their own advisory members.

In answer to a question about employment of personnel for the department, it was stated that this would come under the merit system.

Budget recommendations and capital improvement recommendations pertaining to the Division's functions were discussed. It was stated that under the proposed bill, the Soil Conservation Committee's budget requirements would be presented to the Governor through the Commissioner. The Commissioner would have the power to adjust the Soil Conservation Committee's budget but the committee could then appear before the appropriations sub-committee to review their budget request.

It was generally agreed by the Budget and Financial Control Committee that the appropriations sub-committee on state departments has too big a job for one committee. Reorganization will make the splitting of the workload of this committee more feasible.

Representative Den Herder questioned how much responsibility the Commissioner would have in regard to budgets.

Senator Gaudineer stated that since the commissioner would serve at the pleasure of the governor, his thinking would no doubt reflect the thinking of the Governor.

Mr. Johnson asked what relationship the proposed Division of Soil Conservation and Water Control would have with Soil Conservation Districts. Senator Gaudineer stated there would be no change. These districts would be taken care of in the same manner they are now. Mr. Rankin was asked to check on the disbursement of allocations to each soil conservation district.

It was stated that employment of state clerks and state planner aids as well as pay increases in the soil conservation district offices would come under the merit system.

In answer to the question as to whether it would be possible under this proposed reorganization bill to transfer the present State Soil Conservation Committee, as it is presently constituted to this new Department of Natural Resources and still retain its present authorities and responsibilities in the soil conservation program, Senator Gaudineer replied, "Yes, it would be possible."

The chair recognized Dr. H. Garland Hershey, who appeared for the Natural Resources Council. Other members of the Iowa Natural Resources Council present were, Stanly L. Haynes, Louis P. Culver, J. Robert Downing, Clifford M. Naser, L. Guy Young and Othie R. McMurry.

Dr. Hershey's first question was as follows:

Under the proposed plan, might we know whether the quasi-judicial appeal, and policy making functions with regard to water resources that are now provided by the Natural Resources Council will be preserved and if so, where those functions will be centered?

Senator Gaudineer stated that the individual would appeal to the commissioner and from there it would go by certiorari to the district court.

Dr. Hershey then stated that he would submit a supplemental written statement containing questions they would like answered if the Natural Resources Council were abolished. A copy of this statement is attached.

The subject of Water Pollution was then discussed. Dr. Hershey stated that Natural Resources deals primarily with water quantity whereas the Pollution Control deals with quality. He said that this should be closely associated and the decision that each makes should be done with the knowledge of both parties. In regard to the other commissions dealing with water, the Natural Resources Council feels that they are single purpose groups and the Natural Resources Council has an overall duty in regard to water that includes not only soil and recreation but any number of things such as flood control, supply for municipalities, industry and other aspects. The council is set up along this line and for this purpose--to look at all aspects.

Senator Gaudineer asked if they thought the Water Pollution Control Committee could perform the function the Resources Council performs as well as their own without any problem.

Dr. Hershey replied that the Pollution Control Committee has enough duties and responsibilities to be identified as a separate state department.

Senator Gaudineer inquired as to the number of persons on the staff of the Natural Resources Council. Mr. McMurry, Director, replied, "19". These nineteen work in four categories.

Representative Gannon asked if the Natural Resources Council had authority over drainage districts. Mr. McMurry replied that they had no authority over drainage districts except those that have outlets that run across flood plains.

Senator Flatt inquired as to the relationship between the Natural Resources Council and the Soil Conservation Committee.

Mr. McMurry stated that he has in the past served on the advisory board for the Soil Conservation Committee as well as working at this present job. He stated that construction plans come to the Natural Resources office for permits but they have no final word on applications as such. They serve as an official referral agency for other groups.

Mr. McMurry was asked if there was a need for common communications amongst these groups.

Mr. McMurry said he personally feels that in the future, water will be so important that it has to be looked at in its entirety.

Dr. Hershey stated that he thought the committees did have a friendly relationship.

Senator Lodwick asked how many conflicts the Natural Resources Council had reviewed and resolved in the last twelve months. Mr. McMurry said it was a remarkable number--hundreds of them in the past ten years. There are forty or fifty disputes between farmers on levies each year.

Senator Lodwick inquired as to how these disputes would be handled under the reorganization bill.

Senator Gaudineer replied they would be handled by the Division Director with right to appeal to the commissioner.

Senator Lodwick asked how many of the conflicts had gone to court. The council replied that 4400 had been filed and one tried in district court.

Stanley Haynes, Vice Chairman of the Natural Resources Council discussed water rights.

Representative Gannon asked, in view of the watershed projects, how many of these projects had the council reviewed and how many denied.

Mr. McMurry stated that they work with groups to design and correct rather than deny requests.

Representative Gannon asked how many Corps of Engineer requests had been denied. The reply was 2 or 3.

Dr. Hershey stated that the Corps of Engineers and the Natural Resources Council now work together from inception on these programs. If the Natural Resources Council rejects a corps of Engineers project they have the responsibility of recommending an alternate method that can be followed.

Dr. Hershey also stated that he hoped the committee recognized that they are placing a great deal of additional responsibility and power into the Department of Geology and the Commission itself.

Dr. H. Garland Hershey now spoke briefly on behalf of the Iowa Geological Survey. He asked the following two questions:

Would the present function in regard to gathering basic data on water resources be retained?

Would the functions now carried on by the Natural Resources Council now be carried on by the Director of the Division of Geology?

Senator Gaudineer replied that the answer to these two questions were subject to whether or not the Natural Resources Council was retained.

The chair recognized Dr. Edward T. Cawley, Chairman of the Iowa State Preserves Advisory Board. Also present from the Board were Robert C. Russell, Vice Chairman and Everett B. Speaker.

Dr. Cawley stated that no system would work that placed the State Preserves back under the State Conservation Commission as it previously was. The function of the Preserves Board is primarily the location, dedication, management, and protection of preserve areas. Dr. Cawley read from a prepared statement stating objections to reorganization. (See attached)

Senator Gaudineer asked if the Board is now dominated by people with interest in Conservation. Dr. Cawley replied that there is a 4 to 3 split for conservation.

Senator Gaudineer asked how many areas were set aside as preserves areas. Dr. Cawley said there are six areas pending--none dedicated.

Dr. Cawley commented on the desire of the board to preserve historic and scenic areas. Representative Gannon asked if the Board had talked with the Iowa Development Commission on tourism to see if their programs were coordinated. Dr. Cawley replied that they had.

Dr. Cawley said they had also talked with the Highway Commission with regard to signs for the Preserve areas.

Senator Gaudineer thanked the committees for appearing and presenting their comments on the proposed reorganization bill.

The hearing adjourned at 11:45 A.M.

STATE SOIL CONSERVATION COMMITTEE
STATEMENT ON THE DRAFT OF THE REORGANIZATION BILL
FOR THE DEPARTMENT OF NATURAL RESOURCES*

The State Soil Conservation Committee is the state agency organized under Chapter 467A, Code of Iowa 1966. The Committee was created by the Iowa General Assembly in 1939. The law creating soil conservation districts in the state was also enacted by this session of the General Assembly. The State Soil Conservation Committee is governed by five farmer members, appointed by the Governor and confirmed by the State Senate for six year terms. The State Secretary of Agriculture, and the Director of Extension Services, Iowa State University are also Committee members by virtue of their positions. The law provides that the Committee may invite the Secretary of Agriculture of the United States to appoint one person to serve with the Committee members in an advisory capacity. In Iowa this person has always been the State Conservationist for the Soil Conservation Service. The farmer members are bona fide farmers, active and experienced in all phases of the conservation program and the operations of soil conservation districts. All of the present farmer members of the Committee have served or are presently serving as a commissioner in their local soil conservation district. (See attached organizational chart of the State Soil Conservation Committee.)

The State Soil Conservation Committee has been delegated many responsibilities through state statutes for the administration of programs of soil conservation districts. These include administration of state appropriations to soil conservation districts, making rules and regulations governing districts, conducting hearings and otherwise directing the organization of districts.

* Presented to members of Budget and Financial Control Committee at Public Hearing on reorganization bill for the Department of Natural Resources, November 13, 1967, State House, Des Moines.

(Iowa is completely organized into soil conservation districts; the first district was organized in April, 1940 and the last district in February, 1952 for a total of 100 districts.) The Committee also assists districts in developing and establishing policies which affect district programs and operations. Soil conservation districts are legal subdivisions of state government and are governed by three commissioners who are elected for terms of six years by the landowners and operators of the district. Commissioners are generally farm operators with conservation programs on their farm lands. These commissioners have the authority and responsibility, through state statutes, of planning, developing and determining the needed conservation measures that are to be carried out on the lands within the district.

The State Soil Conservation Committee, during its 28 years of operation, has brought together the cooperative efforts of many local, state and federal agencies in the conservation program. In addition to these agencies, many private industries have contributed to the program. The contribution these agencies and industries have made to the soil conservation program has been largely due to the efforts of the State Soil Conservation Committee. There are a number of written agreements and policy commitments between many of these agencies, the State Soil Conservation Committee, and soil conservation districts to help accelerate the conservation program.

The State Soil Conservation Committee has been designated as the state agency responsible for watershed projects under what is known as Public Law 566, Watershed Act of the U. S. Congress, by the respective governors of the state of Iowa since the program was initiated in 1954. The responsibilities

include a review of the watershed application, establishing criteria for approval or disapproval of the application, recommending priority of watersheds for planning assistance, and a review of watershed work plans as they are developed. This phase of the conservation program involves innumerable contacts and relationships with many local, state, and federal agencies and groups.

Progress to date in the conservation program in Iowa has been good. However, it is a voluntary program on the part of landowners and operators and much remains to be accomplished. Iowa has a great potential for gain from good conservation and land use programs and even more potential for loss if erosion control is neglected or delayed. A productive and well-managed soil is essential in Iowa to efficient crop production, livestock production, wildlife, forestry, recreation, road construction, and other developments.

Soil is basic in Iowa--and to further emphasize this point, the soil of Iowa supports the creation of nearly two billion dollars in new wealth each year. Total investment of land, buildings, and equipment is a staggering \$15,891,510,000 and the value of crops produced on Iowa farms in 1966 amounted to \$1,808,260,000. Iowa is presently experiencing an industrial growth that a few years ago would not have seemed possible. However, if Iowa is to continue this rapid expansion and growth, the state's basic resource, its soil, must be protected. Therefore, the production of new wealth as it relates to agriculture will depend on how well erosion, flood control, and other phases of soil conservation are carried out and this will have a tremendous effect on the future economy of Iowa.

Successful leadership is recognized as an essential ingredient to any endeavor and successful leadership in soil and water conservation, flood control,

watershed protection, and related programs in Iowa has been and is presently being provided through the State Soil Conservation Committee and soil conservation districts. The soil conservation program in Iowa has been recognized as one of the leading programs of its type in the nation. This can be attributed to the fact that the State Soil Conservation Committee has been governed by men who have been appointed for their interest in the conservation program and who have had dedication and foresight in establishing the policies, rules, and procedures which have guided the program since its inception more than 28 years ago.

The members of the State Soil Conservation Committee have reviewed briefly, as time would permit, the draft of the reorganization bill for the Department of Natural Resources. The members of the State Soil Conservation Committee and members of soil conservation districts throughout the state have not altered their opinion that the very important soil and water resources of the state would be much better protected if the State Soil Conservation Committee would remain in the organization of state government as it is presently constituted, a separate state agency governed by seven well-qualified and knowledgeable men in the field of soil conservation. This opinion has also been expressed to the Committee by many other individuals, agencies and organizations concerned with soil and water conservation.

In reviewing the proposed bill, it is noted there will be four divisions established within the Department of Natural Resources. These divisions are: Outdoor Recreation and Conservation; the Division of Soil Conservation and Water Control; the Division of Geology, Oil and Gas; and the Division of Administration.

The Department of Natural Resources will be under the administrative supervision of a commissioner appointed by the Governor and confirmed by the State Senate. Directors will be selected to administer responsibilities of the various divisions within the Department. The State Soil Conservation Committee would like to raise the following questions on the proposed bill as it would affect the soil conservation program in the state.

The first question would involve Section 9 of the bill regarding the Division of Soil Conservation and Water Control. The question is, does the language of the proposed bill mean that the State Soil Conservation Committee and the Iowa Natural Resources Council will be absorbed into this Division, or does it mean that the State Soil Conservation Committee will be transferred to this Division as a separate agency to administer the soil conservation laws, and the Natural Resources Council placed in another division?

The word "water" is used in several sections of this bill. The question could be raised as to what is actually meant by the word "water" regarding the various divisions and their responsibilities with it. What responsibilities or authorities would the Division of Soil Conservation and Water Control have with "water" ?

There are many federal laws dealing with soil conservation in which the State Soil Conservation Committee is involved at the present time. The Committee has many responsibilities in the watershed program because it is the state agency that approves the initial applications under Public Law 566. The Committee also establishes planning priorities for these watersheds and assists in many other ways. The Committee is also involved quite deeply with soil

surveys within the state as well as many other activities. How would these relationships and responsibilities be affected under this proposed reorganization plan?

The proposed bill provides that a Council of five members who shall function as the policy, rules and regulations authority for the control, protection, conservation, and enhancement of soil resources, drainage and watershed control be appointed. Is there any provision in the bill which would insure farmer participation and membership on this Council? Also, there appears to be no provision in the bill for the Division of Soil Conservation and Water Control to cooperate with other state and federal agencies that have responsibilities in the soil conservation program. Would this be provided in the proposed reorganization bill?

The present law governing the State Soil Conservation Committee provides that the Committee may invite the Secretary of Agriculture of the United States to appoint a person to serve with the Committee members in an advisory capacity. Would the proposed bill provide for the appointment by the United States Secretary of Agriculture of an advisor to serve with the Council in a nonvoting capacity?

Another question concerns the authority of the Council regarding the employment of personnel in the Division of Soil Conservation and Water Control, such as the Division Director and other employees. Would this authority be vested with the Commissioner of the Department of Natural Resources and the State Merit System Council, or would the Soil Conservation Council have an opportunity to recommend personnel for employment, promotion and job assignments within the Division?

It is assumed that all employees of the Division would be under the State Merit System Council and would have protection through state civil service and changes of administration would not affect their employment status.

The proposed bill provides that the Division Director of Soil Conservation and Water Control shall submit to the Council for its approval or rejection the budget recommendations and capital improvement recommendations that pertain to the Division's functions. Does this mean the Council will either approve or reject the budget which will then be submitted to the Commissioner of the Department who in turn will submit it to the Governor and legislature, or will the Division Director and Council have an opportunity to discuss this budget with the Governor and legislature? Also, will the budget be a definite budget for the Division of Soil Conservation and Water Control with funds that cannot be transferred to another division within the Department.

No mention is made in the proposed bill of soil conservation districts and the relationship that the proposed Division of Soil Conservation and Water Control would have with these districts. What responsibility would this Division have with districts, and what authority would it exercise in the administration of district programs?

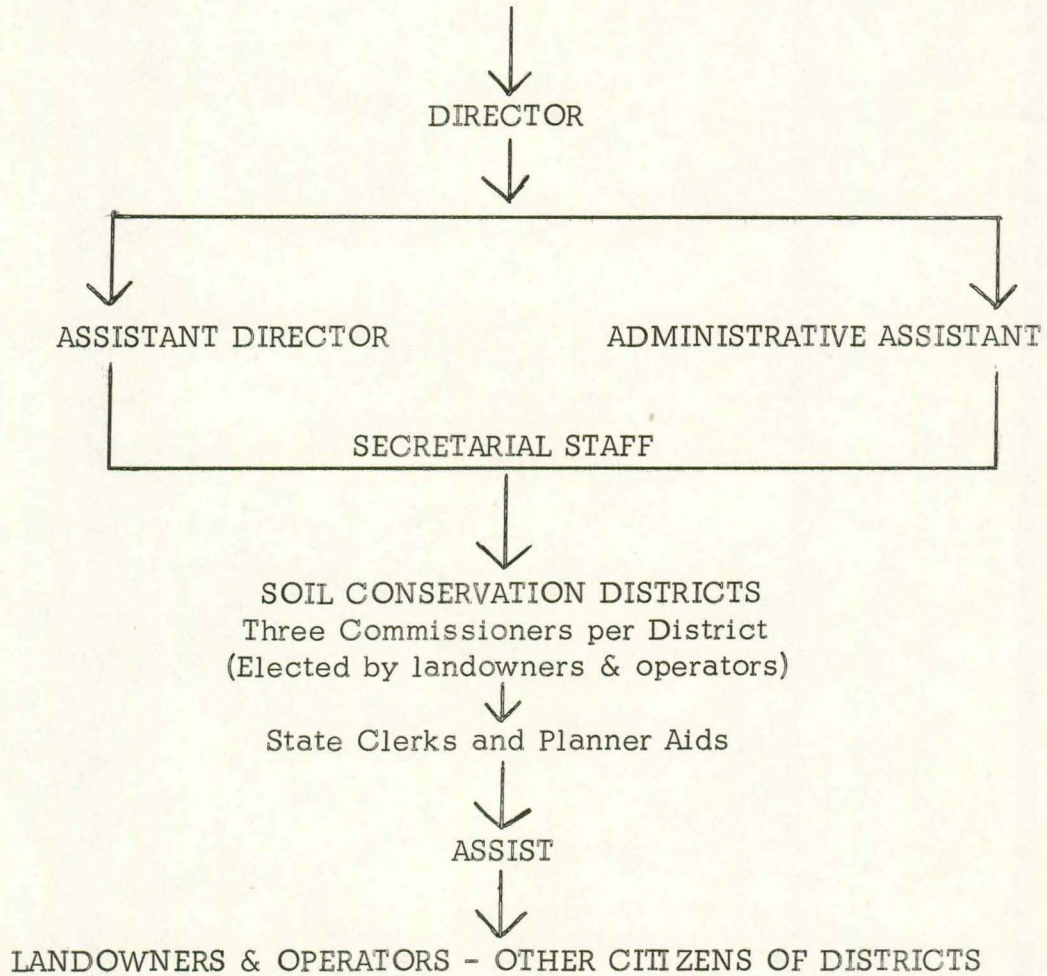
The State Soil Conservation Committee presently receives appropriated funds from the state legislature for allocation to soil conservation districts to carry out the programs and responsibilities conferred upon them through state statutes. The question that might be raised is who would allocate these funds under the proposed bill? Would this responsibility be vested with the Division of Soil Conservation and Water Control, and if not, who would make these allocations? Also the State Soil Conservation Committee presently supervises and approves pay increases and employment of state clerks and state planner aids in soil conservation district offices throughout the state. Would this authority

STATE SOIL CONSERVATION COMMITTEE
ORGANIZATION CHART

STATE SOIL CONSERVATION COMMITTEE
Five Farmer Members
(Appointed to six year terms by Governor - Confirmed by Senate)

State Secretary of Agriculture
Director of Extension Services, ISU
(Serve by virtue of their positions)

State Conservationist - SCS, USDA
(Advisor to State Soil Conservation Committee)



be given to the Division of Soil Conservation and Water Control?

The question has been raised regarding this reorganization bill and whether or not it would be possible to transfer the present State Soil Conservation Committee, as it is presently constituted, to this new Department of Natural Resources and still retain its present authorities and responsibilities in the soil conservation program. Would a transfer of this nature be possible?

In reviewing the proposed bill, it is obvious that many questions remain unanswered. And a question that is most often raised with regard to the reorganization of state government, whether it deals with natural resources or other functions of state government, is what would be the savings to the taxpayer? Would this reorganization of the natural resources agencies within the state effect any significant savings to the taxpayers of Iowa?

The members of the State Soil Conservation Committee hope that the questions raised in this statement will be of benefit to the legislative study committee considering this reorganization bill. In closing, the Committee members would like to reiterate that they are of the opinion that the interests of the people of Iowa could best be served if the State Soil Conservation Committee were to remain as it is presently constituted in the organization of state government, a separate state agency.

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STATE CONSERVATION COMMISSION

Comments and Recommendations

June 30, 1970

Status of Recommendations Offered in Prior Audits and Reports

A. Audit-Department of Interior-Federal Bureau of Outdoor Recreation
period: July 1, 1968 - March 31, 1970

COMMENTS

ACTION TAKEN

1. Establish adequate accounting records by B.O.R. Projects.

Project accounts have been established, however, a test analysis indicates they are incomplete and inadequate. They will not satisfy federal auditors and the department may have such federal aid suspended.

B. Report-Governor's Economy Committee

1. Adopt a 10-year plan to provide facilities for projected camping and outdoor recreation needs.
2. Assign legal counsel as a full-time staff service.
3. Unite functions of the federal aid section, county conservation board activities, federal funding activity of the planning group, and federal programs in the forestry section under the Chief of Administrative Services.
4. Combine the agency's educational activities through the new teachers' training facility at Springbrook Park and annual state fair exhibit in Des Moines, and discontinue the traveling wildlife exhibit truck and other trailers.

It was stated the Commission has such a plan and that it is presently being upgraded.

This is the Attorney General's responsibility.

Uniting the forestry federal programs within the Grant-in-Aid section was not considered feasible.

It was stated the wildlife trailer would be disposed of after this seasons bookings.

STATE CONSERVATION COMMISSION

Comments and Recommendations

June 30, 1970

Status of Recommendations Offered in Prior Audits and Reports

COMMENTS

ACTION TAKEN

B. Report-Governor's Economy Committee (continued):

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| 5. Make more extensive use of public relations and photographic capabilities of the publicity section. | It was stated these facilities have been made available to other state departments. |
| 6. Provide more detailed cost accounting information to maintain close control for all expenditures in relation to the budget and the group from which the expense arises. | Cost area accounts have been established in the current year records. |
| 7. Provide a field auditor reporting to the director to systematize and audit all collections by the commission for licenses, boat registration fees, park fees, and concession rentals. | An internal auditor space has been authorized and is now occupied. |
| 8. Establish a central filing system with an effective control procedure. | There is no plan at present to implement a central filing system. |
| 9. Analyze the existing inventory of parks and specify those to be returned to natural areas with limited maintenance programs. | Signs have been placed designating certain areas with limited maintenance. Current budgeting requests transfer of four Park Officers to be replaced by four Park Custodians. |
| 10. Study and revise rents charged for living quarters. | A study has been initiated but there are no final results. |
| 11. Establish a typing pool under the Chief of Administrative Services. | Considered but not completed. Some secretaries have been eliminated. |

STATE CONSERVATION COMMISSION

Comments and Recommendations

June 30, 1970

Status of Recommendations Offered in Prior Audits and Reports

COMMENTS

ACTION TAKEN

B. Report-Governor's Economy Committee (continued):

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| 12. Reduce the number of state conservation officers to 50. | If forced to reduce it will be done through normal attrition. |
| 13. Close the fish hatcheries that do not conform to modern technology. | Two management stations have been closed and it is planned to close the Humbolt hatchery in 1972. |
| 14. Clarify the purpose of fishing access areas to eliminate excessive use by campers. | It is planned to redesign the areas to separate the access and campground areas. |
| 15. Increase fees for hunting and fishing licenses, trout stamps, and boat registration; require license for an owner hunting on his property; and set issuing fee at \$0.25. | This is a legislative responsibility. |
| 16. Raise fees for tent and trailer camping in state parks and include charge for electric service. | Fees were increased effective September 1, 1970. |
| 17. Reassign or sell the commission's airplane. | There is no plan to sell the airplane. |
| 18. Reduce the maintenance and construction staff and use outside engineering service as needed. | A reduction of one has been requested. Outside services are being utilized. |
| 19. Increase price of the Iowa Conservationist to recover costs. | The price has been increased to \$2.00 for two years and \$3.50 for four years. |

STATE CONSERVATION COMMISSION

Comments and Recommendations

June 30, 1970

Status of Recommendations Offered in Prior Audits and Reports

COMMENTS

ACTION TAKEN

B. Report-Governor's Economy Committee (continued):

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| 20. Charge for professional services furnished by district foresters to private owners. | This is prevented by federal forestry regulations. |
| 21. Provide adequate signs leading to state parks and other recreational facilities. | Requests are at the Highway Commission which have final authority for placement of road signs. |
| 22. Establish a procedures analyst function within the Division of Administrative Services. | This function is being performed internally. |
| 23. Improve planning for reassignment of field personnel between facilities. | It was stated that normal procedure is to give six to eight weeks advance notice. |
| 24. Develop a list of requirements and priorities for maintenance of fieldstone construction. | This has been considered but is dependent upon availability of funds. |

. Prior Audit Recommendations

A review of the recommendations offered in the prior audit indicate that for the most part there have been improvements.

. Current Audit

Cashier's Office

A decided improvement has been shown in the internal control of this office in balancing and reconciling the accounts.

COMMENTS BY H. G. HERSHEY, CHAIRMAN
OF THE IOWA NATURAL RESOURCES COUNCIL
AT THE SUB-COMMITTEE HEARING OF THE BUDGET
AND FINANCE CONTROL COMMITTEE REGARDING THE
PROPOSED DEPARTMENT OF NATURAL RESOURCES, AT
STATE HOUSE, DES MOINES, IOWA, NOVEMBER 13, 1967.

In this age of burgeoning water and water related problems, the requirement for all-inclusive, comprehensive, water resources planning, development, and management has been recognized and adopted on National and Regional levels.

There is definite need for similar comprehensive planning, management, and coordination responsibility at the State level.

This responsibility should reside in a body that serves all water interests and is independent of any single-purpose or basic data State Division, within the Department of Natural Resources.

The Resources Council has amplified this concept in its written statement already presented to you and now stands ready to assist you in further thinking on this concept if you should so desire, or to answer any questions that you may have.

It is not clear to the Resources Council from the draft provided where the responsibility will be assigned for administration of all-inclusive comprehensive state plans and programs for water resources, as opposed to plans and programs for a specific purpose, within the Department of Natural Resources.

1. Under the proposed plan, might we know whether the quasi-judicial, appeal, and policy making functions with regard to water resources that are now provided by the Natural Resources Council

will be preserved and if so, where those functions will be centered?

2. Does it then follow that the functions of the professional staff of the Resources Council will also be under the jurisdiction of the same body?

3. Are we right in assuming then that the essential functions of water resources planning, development, and management such as those now carried on by the Resources Council for water in all its aspects will be performed by a section or some otherwise designated unit below the status of a division of the Department of Natural Resources?

IOWA
STATE PRESERVES ADVISORY BOARD

EAST 7 TH AND COURT AVENUE

DES MOINES 8, IOWA

HAROLD E. HUGHES

Governor of Iowa

Dr. Edward T. Cawley

CHAIRMAN
DUBUQUE

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VICE - CHAIRMAN
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Prof. Margaret J. Black

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Dr. George E. Knudson

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r. Marshall B. Mc Kusick

IOWA CITY

Dr. William J. Petersen

IOWA CITY

Everett B. Speaker

SECRETARY
DES MOINES

Mr. Gerry D. Rankin
Iowa Legislative Fiscal Director
State House
Des Moines, Iowa 50319

Dear Sir:

The following is a statement to be presented to the committee in relation to a reorganization bill for the Department of Natural Resources.

It matters little to the board how it is included in the reorganization as long as the original intent and idea for which the Preserves System was organized can be retained. Nothing in the proposed bill, as we read it, provides for the security and continuance of the State Preserve System. To carry out the idea of a preserve system as originally intended by the legislature the purpose, function, and power of the Preserve Board, as created by the 61 st. General Assembly, must be retained by the present board, or a similar autonomous board functioning within the framework of the proposed Department of Natural Resources. A board of interested citizens who are specialists in the various preserve areas, serving without compensation, is an inexpensive, efficient, and effective method to carry out the aims of the Preserve System.

The State Preserves as dedicated under Section 111B of the Code of Iowa, 1966, are a separate and different system from the parks, past so-

called preserves, and other areas managed by the Conservation Commission. Their use is permanently fixed and cannot be altered without the unanimous agreement of the Preserves Board, the Conservation Commission, and the Governor. Only an autonomous board, separated from concern with fishing, hunting, camping, and other interests, can be free from lobby pressures, and retain as a primary concern the objectives and needs for which the areas are preserved.

From reading the bill it appears that the functions of location, dedication, and management of Preserves would revert to the division of Outdoor Recreation and Conservation. In the light of past experience, when preserve areas were directly under the Conservation Commission, the specialized needs of preserves became lost in the primary areas of hunting, fishing, and recreation, and relatively little or no concern was paid to the preserves. This could result in, as it had before the formation of the Preserves Board, a lack of an active program of location and dedication, and minimum management or lack of management of preserves. While these are important limitations, it is in the area of protection of preserves that there is the greatest danger in the new bill.


While some of these inadequacies may be remedied in the 80 pages of enabling legislation, we feel that the reorganization bill as presented does not assure the continuation of the Preserves System, and for this reason we would object to the bill in its' present form.

I have included in my report a more extensive discussion of some of the apparent limitations of the bill and a copy of our statement at the first reorganization hearings.

I would like to thank the committee for the opportunity to appear and offer the assistance of the board in any way, if it is desired, to effectively incorporate the Preserves System into the reorganization bill.

Thank you.

Sincerely yours

A handwritten signature in cursive script that reads "Edward T. Cawley". The signature is written in dark ink and is positioned above the printed name.

EDWARD T. CAWLEY Ph.D.

Chairman.

SUB-COMMITTEE ON REORGANIZATION
BUDGET AND FINANCIAL CONTROL COMMITTEE
SIXTY-SECOND GENERAL ASSEMBLY

November 13, 1967

The sub-committee on reorganization held a public hearing on a proposed bill to reorganize the State Conservation Commission, Soil Conservation Committee, Natural Resources Council, Geological Survey and State Advisory Board on Preserves into one department known as the Department of Natural Resources, at 9:00 A.M., November 13, 1967 in Room 22 of the State Capitol.

The meeting was called to order by Sub-committee Chairman Lee Gaudineer. Those members of the sub-committee present were Senator Flatt, Representative Gannon and Representative Ossian. Other members of the Budget and Financial Control Committee present were Representative Cunningham, Representative Den Herder, Representative Dunton, Senator Lodwick and Senator O'Malley. Gerry D. Rankin, Legislative Fiscal Director and Anthony Critelli, Legal Counsel for the sub-committee were also present.

Prior to the hearing, each affected department was furnished with drafts of the proposed bill and each affected department furnished the sub-committee with prepared comments on the bill.

The chair recognized Everett Speaker, Director of the Conservation Commission, who spoke on behalf of the Conservation Commission.

Mr. Speaker questioned how the proposed bill would affect the staff of the Conservation Commission. Senator Gaudineer explained the corrective section of the bill. The bill would separate the policy-making branch from the administrative branch of the commission. Five members would still act as the legislative body to set up the program. It would be the duty of the director or the chief administrative officer to carry out and enforce the rules and regulations. Senator Gaudineer stressed that the administrative officer would have nothing to do with policy making. This would remain the responsibility of the commissioners.

Mr. Speaker questioned the continuity of the conservation programs, and the administration and funding of the bill. The commission receives money from appropriations and license fees. Mr. Speaker stated that he feels funds should be separated in order to qualify for federal funds. Senator Gaudineer stated that this would be properly handled so there would be no loss of federal funds and said that consideration was being given to budgeting all fees as well as federal funds. All matters dealing with budgeting will be handled by the Division of Administration.

Mr. Speaker questioned the hiring of personnel. Senator Gaudineer stated that the Director of the Merit System will handle the hiring of personnel. The merit system bill passed by the Sixty-second General Assembly gives the Governor and the Executive Council the power to delete from or add to the personnel in any department, as needed.

Mr. Speaker said that in July of this year, officials from fourteen states met in Des Moines for a Midwest Conference to discuss proposed mergers of state departments, and a transcript of this conference will be available for review. Senator Gaudineer requested a copy of the transcript.

The chair recognized Mr. Zack, Chairman of the Conservation Commission, who asked how reorganization would aid conservation in the State of Iowa. Senator Gaudineer answered by saying that it would allow the commissioners to focus their attention on the programs they enacted for the state and relieve them of budgetary and fiscal control.

The chair recognized Senator Flatt who asked the following question: How do you think this will enhance your conservation commission or your activities? We are putting an administrative head over the various departments. You still have your commission that will provide policy. How do you think this will enhance your functioning as far as the State of Iowa is concerned?

Mr. Speaker said, "As I understand it, it will remain the same as it is now only moving us under the commissioner." He also stated they feared losing their identity. Their programs are planned over a twenty to thirty year period. A change of administrators would mean a loss of continuity of the programs. If the commissioner was selected by commission members serving over a longer period of time for continuity, it would be beneficial.

Senator Gaudineer explained that the Commissioner would come under the merit system. The commissioner has nothing to do with long range programs. He would be merely a liason officer.

Mr. Speaker stated that he could see improvements that can be made in fiscal matters.

In response to a question from Senator Gaudineer, Mr. Zack stated that he did understand the bill a little better now. He stated that the primary interest of the commissioners is the improvement of parks and the biological study of fish and game.

The chair now recognized Donald Johnson, Chairman of the State Soil Conservation Committee. Mr. Johnson read comments from the prepared statement of the Soil Conservation Committee. (See attached)

The first question of the Soil Conservation Committee was whether they would be absorbed into this division with the Iowa Natural Resources Council or transferred to this division as a separate agency to administer the soil conservation laws, and the Natural Resources Council placed in another division.

Senator Gaudineer asked how they felt about that. Mr. Johnson stated that they would like to be left the way they are presently working, but nothing is impossible.

The next question by the Soil Conservation Committee had to do with "water". He mentioned the many departments concerned with water and the confusion that resulted in getting a permit to use water. The Soil Conservation Committee is interested in control of water on land. Watershed Control is the reason water is mentioned under Soil Conservation.

Senator Gaudineer stated that this point needed clarification.

Representative Gannon asked if watershed projects were approved by the Natural Resources Council. The answer is: No, they are approved by the Soil Conservation Committee and only require the approval of the Natural Resources Council if 18 acres are involved.

William Greiner, Director of the Soil Conservation Committee stated that Soil Conservation is basically an agricultural program. A discussion followed as to the membership of the committee--should it be all rural or a split between rural and urban members. It was decided that legislation which would require that three members of the committee be farmers and two members left to the discretion of the Governor, either urban or rural, would be agreeable.

Senator Flatt expressed the fear of county committees that they might be eliminated. Representative Dunton commented on the need of local representation.

The question was raised as to whether or not the Secretary of Agriculture of the United States or a person appointed by him would serve on the advisory committee. Senator Gaudineer said this would be taken care of by allowing the committee to choose their own advisory members.

In answer to a question about employment of personnel for the department, it was stated that this would come under the merit system.

Budget recommendations and capital improvement recommendations pertaining to the Division's functions were discussed. It was stated that under the proposed bill, the Soil Conservation Committee's budget requirements would be presented to the Governor through the Commissioner. The Commissioner would have the power to adjust the Soil Conservation Committee's budget but the committee could then appear before the appropriations sub-committee to review their budget request.

It was generally agreed by the Budget and Financial Control Committee that the appropriations sub-committee on state departments has too big a job for one committee. Reorganization will make the splitting of the workload of this committee more feasible.

Representative Den Herder questioned how much responsibility the Commissioner would have in regard to budgets.

Senator Gaudineer stated that since the commissioner would serve at the pleasure of the governor, his thinking would no doubt reflect the thinking of the Governor.

Mr. Johnson asked what relationship the proposed Division of Soil Conservation and Water Control would have with Soil Conservation Districts. Senator Gaudineer stated there would be no change. These districts would be taken care of in the same manner they are now. Mr. Rankin was asked to check on the disbursement of allocations to each soil conservation district.

It was stated that employment of state clerks and state planner aids as well as pay increases in the soil conservation district offices would come under the merit system.

In answer to the question as to whether it would be possible under this proposed reorganization bill to transfer the present State Soil Conservation Committee, as it is presently constituted to this new Department of Natural Resources and still retain its present authorities and responsibilities in the soil conservation program, Senator Gaudineer replied, "Yes, it would be possible."

The chair recognized Dr. H. Garland Hershey, who appeared for the Natural Resources Council. Other members of the Iowa Natural Resources Council present were, Stanly L. Haynes, Louis P. Culver, J. Robert Downing, Clifford M. Naser, L. Guy Young and Othie R. McMurry.

Dr. Hershey's first question was as follows:

Under the proposed plan, might we know whether the quasi-judicial appeal, and policy making functions with regard to water resources that are now provided by the Natural Resources Council will be preserved and if so, where those functions will be centered?

Senator Gaudineer stated that the individual would appeal to the commissioner and from there it would go by certiorari to the district court.

Dr. Hershey then stated that he would submit a supplemental written statement containing questions they would like answered if the Natural Resources Council were abolished. A copy of this statement is attached.

The subject of Water Pollution was then discussed. Dr. Hershey stated that Natural Resources deals primarily with water quantity whereas the Pollution Control deals with quality. He said that this should be closely associated and the decision that each makes should be done with the knowledge of both parties. In regard to the other commissions dealing with water, the Natural Resources Council feels that they are single purpose groups and the Natural Resources Council has an overall duty in regard to water that includes not only soil and recreation but any number of things such as flood control, supply for municipalities, industry and other aspects. The council is set up along this line and for this purpose--to look at all aspects.

Senator Gaudineer asked if they thought the Water Pollution Control Committee could perform the function the Resources Council performs as well as their own without any problem.

Dr. Hershey replied that the Pollution Control Committee has enough duties and responsibilities to be identified as a separate state department.

Senator Gaudineer inquired as to the number of persons on the staff of the Natural Resources Council. Mr. McMurry, Director, replied, "19". These nineteen work in four categories.

Representative Gannon asked if the Natural Resources Council had authority over drainage districts. Mr. McMurry replied that they had no authority over drainage districts except those that have outlets that run across flood plains.

Senator Flatt inquired as to the relationship between the Natural Resources Council and the Soil Conservation Committee.

Mr. McMurry stated that he has in the past served on the advisory board for the Soil Conservation Committee as well as working at this present job. He stated that construction plans come to the Natural Resources office for permits but they have no final word on applications as such. They serve as an official referral agency for other groups.

Mr. McMurry was asked there was a need for common communications amongst these groups.

Mr. McMurry said he personally feels that in the future, water will be so important that it has to be looked at in its entirety.

Dr. Hershey stated that he thought the committees did have a friendly relationship.

Senator Lodwick asked how many conflicts the Natural Resources Council had reviewed and resolved in the last twelve months. Mr. McMurry said it was a remarkable number--hundreds of them in the past ten years. There are forty or fifty disputes between farmers on levies each year.

Senator Lodwick inquired as to how these disputes would be handled under the reorganization bill.

Senator Gaudineer replied they would be handled by the Division Director with right to appeal to the commissioner.

Senator Lodwick asked how many of the conflicts had gone to court. The council replied that 4400 had been filed and one tried in district court.

Stanley Haynes, Vice Chairman of the Natural Resources Council discussed water rights.

Representative Gannon asked, in view of the watershed projects, how many of these projects had the council reviewed and how many denied.

Mr. McMurry stated that they work with groups to design and correct rather than deny requests.

Representative Gannon asked how many Corps of Engineer requests had been denied. The reply was 2 or 3.

Dr. Hershey stated that the Corps of Engineers and the Natural Resources Council now work together from inception on these programs. If the Natural Resources Council rejects a Corps of Engineers project they have the responsibility of recommending an alternate method that can be followed.

Dr. Hershey also stated that he hoped the committee recognized that they are placing a great deal of additional responsibility and power into the Department of Geology and the Commission itself.

Dr. H. Garland Hershey now spoke briefly on behalf of the Iowa Geological Survey. He asked the following two questions:

Would the present function in regard to gathering basic data on water resources be retained?

Would the functions now carried on by the Natural Resources Council now be carried on by the Director of the Division of Geology?

Senator Gaudineer replied that the answer to these two questions were subject to whether or not the Natural Resources Council was retained.

The chair recognized Dr. Edward T. Cawley, Chairman of the Iowa State Preserves Advisory Board. Also present from the Board were Robert C. Russell, Vice Chairman and Everett B. Speaker.

Dr. Cawley stated that no system would work that placed the State Preserves back under the State Conservation Commission as it previously was. The function of the Preserves Board is primarily the location, dedication, management, and protection of preserve areas. Dr. Cawley read from a prepared statement stating objections to reorganization. (See attached)

Senator Gaudineer asked if the Board is now dominated by people with interest in Conservation. Dr. Cawley replied that there is a 4 to 3 split for conservation.

Senator Gaudineer asked how many areas were set aside as preserves areas. Dr. Cawley said there are six areas pending--none dedicated.

Dr. Cawley commented on the desire of the board to preserve historic and scenic areas. Representative Gannon asked if the Board had talked with the Iowa Development Commission on tourism to see if their programs were coordinated. Dr. Cawley replied that they had.

Dr. Cawley said they had also talked with the Highway Commission with regard to signs for the Preserve areas.

Senator Gaudineer thanked the committees for appearing and presenting their comments on the proposed reorganization bill.

The hearing adjourned at 11:45 A.M.

HAROLD E. HUGHES
Governor of Iowa

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE

DES MOINES, IOWA 50308

E. B. SPEAKER
Director

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WILLIAM E. NOBLE
Oelwein

EDWARD WEINHEIMER
Greenfield

November 6, 1967

Mr. Gerry Rankin
Legislative Fiscal Director
State House
L O C A L

Dear Mr. Rankin:

The following is a statement to be given by the State Conservation Commission in regard to An Act Relating to the Reorganization of the Iowa State Conservation Commission, the Iowa Natural Resources Council, Iowa State Soil Conservation Commission, Iowa State Geologist and Geological Board, and the Iowa State Advisory Board for Preserves to Establish a State Department of Natural Resources and to Amend the Code of Iowa To Conform Thereto.

Gentlemen, thank you for this opportunity to appear before you this morning. Copies of this proposed Reorganization Act have been studied by our entire Commission. As a result of a Special Commission Meeting called by our Chairman, the State Conservation Commission wishes to state its opposition to this proposed Act and to be recorded as favoring the continuance of our present plan of operation.

At this time, we wish to bring to your attention a few of the points which we feel your Committee, and the Legislature, should strongly consider in evaluating our reasons for opposition.

With our recorded successful operation of the largest of these proposed merging state agencies in a nonbiased, nonpolitical manner, we must respectfully question the advisability of disrupting and diffusing our coordinated services to the citizens of Iowa. One question of concern involves that of the Commissioner serving coexistent with the term of the Governor. It is possible that Iowa could

Mr. Gerry Rankin

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November 6, 1967

then have numerous Commissioners in a relatively few years' time. This fact alone would present a realistic, severe threat to the continuity of our Conservation and Recreation Program. Indeed, a Commissioner would find it impossible to acquaint himself with all of the facets encountered in the complex business encompassing Iowa Conservation and Recreation, and other natural resource management.

We feel it would be impossible to duplicate the present Commission system involving a citizen board serving the policy-making capacity. These knowledgeable, dedicated individuals, serving without salary, chosen on a geographical basis, and serving staggered six-year terms, have proven concretely the value of our present system.

The suggested system of budgeting and funding is not clear. In particular, we refer to the lines of responsibility and duties as assigned to the Director of the Division of Administration. We would be delinquent, if we did not point out our obligation and responsibilities in accounting for the proper use of Fish and Game License Funds, along with qualification for Federal Funds allotted for the sole purpose of the enhancement and conservation of our Fish and Wildlife Resource.

Although personnel transition procedures, excepting certain administrative personnel, are not clear, we assume major changes in the personnel structure will be effected. It is acknowledged in other states that the State Conservation Commission of Iowa has in its employ some of the best administrators, supervisory and general conservation personnel available. The loss of these people would constitute a severe loss to the Iowa Conservation and Recreation Program.

In deference to your tight schedule, we would respectfully suggest your further study into the ramifications involved in funding, delineation of duties and Table of Organization channels, and the remarks and experiences of other State Conservation agencies involved in or facing reorganization legislation such as is proposed here. As a part of the attached materials, you will find a brief statement concerning a recent meeting of the Midwest Fish and Game Conservation Commissioners in Des Moines, Iowa. Some sixty pages of transcript will soon be available concerning comments from states in the Midwest on the national trend toward departmental reorganization.

Mr. Gerry Rankin

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November 6, 1967

We sincerely hope that you will review the attached corroborating materials, including letters from Commission Members, along with two previous formal statements given in opposition to similar proposed legislation. Further, we sincerely hope that, if the contents of an additional eighty pages of this proposed Act should effect a change in the tenor in which we offer this statement of question and opposition, our Commission will then be given fair opportunity to re-evaluate this statement.

In closing, I would like to re-state our Commission's unwritten policy of maintaining an open mind and our willingness to discuss this matter in any detail with your Committee.

Respectfully submitted,

vt
Enc.

M. F. ZACK, Chairman
State Conservation Commission

HAROLD E. HUGHES
Governor of Iowa

E. B. SPEAKER
Director

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Greenfield

STATE CONSERVATION COMMISSION

EAST 7TH AND COURT AVENUE

DES MOINES, IOWA 50308

October 25, 1967

Mr. J.D. Rankin
Legislative Fiscal Director
State House
Des Moines, Iowa 50319

Re: October 11 letter from Mr. Rankin to
Mr. Speaker; subject: "An Act".

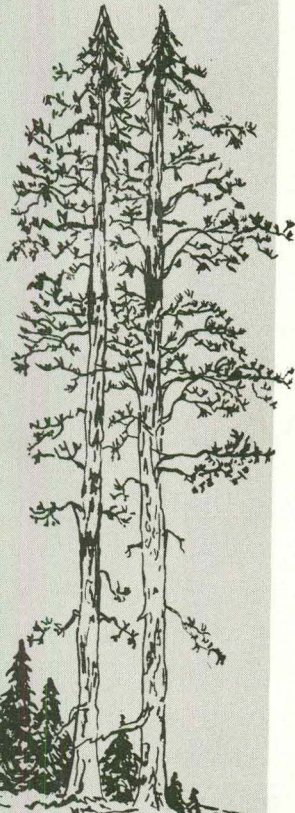
Dear Sir:

The following is respectively submitted in regards to "An Act" - Relating to the reorganization of the Iowa State Conservation Commission, our Natural Resources Council, Iowa State Soil Conservation Commission, Iowa State Geologists, and Geological Board, and the Iowa State Advisory Board for Preserves; to establish a State Department of Natural Resources; and to amend the code of Iowa to conform thereto" and the cover letter from Mr. Rankin, Legislative Fiscal Director to Mr. Speaker, Director of Iowa State Conservation Commission of October 11, 1967, which in part states, "Any criticism that you have or suggestions for improvement, should be on file in this office by November 6, 1967."

Constructive Criticisms

I believe the presentation as received of Sections 1 through 17 of the Act referred to above is grossly inadequate to establish a purpose for reorganization, and further does not spell out protection methods for Federal participation programs as required under Federal Law.

Secondly, a review of attempted reorganizations of this nature should be made of such States as Ohio and California which I am told resulted in organizational confusion and increased costs, followed by a current attempt to decentralize in the case of California.



A 5 member Council "from different congressional districts" (as is stated in An Act) does not give statewide coverage and/or representation which is deemed absolutely essential if the purpose of the Division of Outdoor Recreation and Conservation is to preserve the natural resources of Iowa. If the Act is to become a reality each Congressional District should be represented to insure that all areas of Iowa have representation. Tying Council appointments to Congressional Districts rings loudly of political overtones and if there is another method of accomplishing State coverage it should be pursued.

SUGGESTIONS FOR IMPROVEMENT

Let us review briefly the PAST, PRESENT AND FUTURE of the Iowa State Conservation Commission as a foundation for our suggestions.

The first formal action of the State of Iowa to conserve its natural resources came in 1874 (7 years short of a century ago) when the General Assembly of Iowa at that time created the Iowa Fish Commission. In the early nineteen hundreds, the Fish & Game Commission was created and in 1931 by action of the 46 General Assembly of Iowa, the current Iowa State Conservation Commission was brought into being.

In 1933 a book was published, "Report on The Iowa 25 Year Conservation Plan", prepared by Jacob L. Crane, Jr., Consultant, and George Wheeler Olcott, Associate. With the expiration of 25 years in 1958, the Iowa Conservation Commission retained Ira N. Gabrielson, President of the Wildlife Management Institute, "to bring up to date its program of resource management and to project the management resources into the next decade." (From page 2 - A 10 YEAR PROGRAM for the IOWA STATE CONSERVATION COMMISSION, prepared by the Wildlife Management Institute, 1958).

The Conservation Commission will be pleased to make copies of the 1958 Gabrielson Report available to any or all interested elected officials of the State of Iowa.

The first two sentences of the introduction state "In retrospect the Iowa 25 year Conservation Plan was a masterpiece of insight into sound conservation policies and practices; a documentation of professional knowledge almost antedating the profession. It was then -- and still is -- a most sound guide for the management of Iowa's outdoor resources."

The fourth paragraph of the introduction states, "Throughout all of the surveys and plans for the management of Iowa's renewable resources, and in the review of their programs, there have been 3 outstanding basic problems easily evident. Without the immediate correction of these problems, no program will enjoy the success the people of Iowa deserve. First, there is a need for adequate, realistic financial support. All of the Commissions work suffers from lack of money.

Also there is not adequate qualified personnel to accomplish this work. Salaries are so low as to be unattractive to most technicians with field experience; younger, well-trained people work only so long as they need to gain required experience to find better paying jobs elsewhere. Iowa, in fact, has been a training school for many of the more progressive states." In the "COMPENSATION in the FIELDS OF FISH AND WILDLIFE MANAGEMENT" (Salary, Schedule, Survey), as revised November, 1966, prepared and distributed by the National Wildlife Federation, 1412 - 16th Street, N.W., Washington, D.C. 20036, (copies available at the Commission office), Iowa ranks 49th of the 50 states in payment to "Senior Biologists".

The PRESENT Iowa State Conservation Commission has suffered from lack of public education and information.

As an example of this, Iowa rates 6th in the Nation of the 50 states in "Out of State Travel To Its State Parks and Recreation Areas" as is attested to by its Federal Bureau of Outdoor Recreation (BOR) participation funds which are distributed to the States based on actual reported census of "Out of State Participation".

In 1967 Iowa had over 10,500,000 (estimated) visitors to its state park as compared to 6,465,451 in 1957 and 2,512,709 in 1947 (see Exhibit A). The increased activities in tourism alone cannot be overlooked as tremendous economic values to the State of Iowa as opposed to the maintenance costs of these areas. Iowa has 76 State Parks in which our budgets permit only 40 Park Officers. (See Exhibit B, "Iowa State-Owned Recreation Areas").

Iowa has 224 public fishing areas (See Exhibit C, "Iowa's Public Fishing and Fishing Access Areas") and 199 Public Hunting Areas (See Exhibit D, "Iowa's Public Hunting and Hunting Access Areas").

Exhibit E, is a resume of "Hunting and Fishing License Sales". This is indicative of the pressures our fish and game are under.

The FUTURE depends upon the State Conservation Commission not losing its identity through reorganization and upon realistic financial support not only to maintain its current accomplishments but to expand its horizons to further enhance its benefits to the Public of Iowa and the American Public.

Our total State Park acreage is only about 30,000 acres and our budgets permit us only 40 Park Officers in our 76 parks. It is questionable when we reach a saturation point and start a declining pattern unless we get the financial support to take care of 20 to 30 million people in our parks. The State of Iowa should be first in BOR funds instead of 6th in the Nation.

In 1967 we spent \$195,000 in park maintenance and the recent General Assembly reduced this figure for 1968 by \$30,000.00 plus giving a one step raise to permanent employees which cuts even further into the maintenance budget. We sincerely hope that the reduced maintenance will not cost our state tourists dollars far in excess to the budget cuts.

Again, from Gabrielson, 1958, page 9, "A precise survey or inventory of all lands should be made, both public and private, to determine the usefulness of each parcel, the interrelationship of each to the other, the specific use of each and how it might best serve the overall program. A long range planning program for each unit and for the State as a whole is needed to insure proper utilization of present lands and as a guide for the acquisition of new areas. Such planning necessarily must be related to all phases of commission activity, but should not at this critical stage, delay acquisition of any and all lands reasonably suited to public recreation use or for the management of the resource." Real Estate values are skyrocketing annually and unless we can put into practice this recommendation, future generations of Iowans will be forced to spend their tourist dollars in other states as our facilities will be totally inadequate.

The Gabrielson Report of 1958 refers to the added pressures on our State Parks and Recreation areas because of the movement of the rural population into urban centers and in 1958 it was estimated that 50% of the population was in urban center areas. Last year, the Industrial output of Iowa was four times greater than the agricultural output and certainly the movement of rural to urban population is proportionate. This trend indicates the direct pressures on our outdoor recreational programs.

Refer again to Exhibit E and the year to year fluctuations of the total number of licenses sold in the State of Iowa. It is our desire to see a steady incline in hunting and fishing license sales as opposed to the fluctuations that are obvious. The cure for this problem may not entirely be in realistic financial support of our state Biologists, but it would be a great step in the right direction.

In summary, SUGGESTIONS FOR IMPROVEMENT, are to maintain the Iowa State Conservation Commission as it currently is, but to arrange realistic financial support so that it can accomplish its goals in the preservation of Iowa's natural resources and the further development of recreational facilities. If it is deemed necessary to cut the number of commissions through reorganization, there would probably be no objection to having the State Conservation Commission absorb as separate divisions the Soil Conservation Committee, the National Resources Council, the Geological Survey and the State Advisory Board on preserves and/or any other state organization that have the areas of compatibility that the above mentioned have to the Iowa State Conservation Commission.

Sincerely,

IOWA STATE CONSERVATION COMMISSION



W.E. Noble
Commissioner

