

REPORT TO THE
IOWA CONSERVATION COMMISSION
by the
Wildlife Management Institute
1954

At the request of the Iowa Conservation Commission, the Wildlife Management Institute has made a check on the program similar to the survey made in 1947, also at the request of the Commission. The present study covers the period since 1947. Therefore, this report can best be presented as a comparison with the recommendations made in the previous survey together with such changes as have since taken place.

At the time of the previous report, there was considerable friction in the staff and much uncertainty about assignments of some staff members. An obvious air of tension existed, and the Commission itself was performing a mixture of administrative and policy-making functions. The minutes of the meetings for several previous years indicated that this mixing of the individual commissioners, and on occasion the Commission itself, into administrative matters had been practiced rather commonly.

A review of the minutes since 1947 indicates that the Commission has followed out the previous recommendation by outlining clearly its own role and by giving the director the responsibility and authority necessary to handle administrative matters. The Commission, acting on the previous recommendations, has put them into effect to the extent that it has had the authority and funds to do so.

The previous report stated: "The greatest single weakness in the present organization is that of totally inadequate pay scales. Compensation

for all employees from the director down is far below that of successful competitive conservation organizations in other states." Despite the fact that there have been some increases, this statement is still true. Compensation rates for most employees have not advanced as rapidly as in many other states, and Iowa is relatively at a greater disadvantage in securing and keeping trained employees than it was in 1947. Many men lost by the Department since that year had gained their experience with the Iowa Conservation Commission. Further, it is a safe assumption that the good men still on the staff have been offered better salaries by some other agency.

This condition is caused primarily by the fact that legislation still fixes the salary of the director and some other employees. It should be emphasized that this condition is not the fault of the Commission. Higher salaries have been recommended frequently to the executive council which must approve most salary increases. This council has consistently denied many of these requests, a condition which existed prior to the previous study in 1947 and which has apparently become more difficult in recent years. In fact, the passage of amended Section 8.5, Code of 1950, which established a personnel division headed by a personnel director in the Office of Comptroller and giving him, through the Executive Council, considerable authority over the classification and compensation for state employees, has made it more difficult to pay adequate salaries.

This law provides that, with the approval of the Executive Council, the personnel director shall make such regulations and adopt such methods of qualifying employees for positions as will make the plan effective and shall prescribe rules to provide for personnel administration, which shall include rules governing appointment, promotion, demotion, transfer, separation,

vacation, and sick leave, as provided by law, and hours of employment. The plan adopted for personnel administration shall be based on merit system principles and standards.

Despite this latter provision, the law obviously has been used in an effort to break down any selection of employees by the Commission on a merit system basis. Prospective employees interviewed by the Wildlife Management Institute informed us that some of the questions asked when they made application for employment were: "What party do you belong to?" "What precinct are you registered in?" "Did you vote in the last election?" Such questions violate the very essence of any recognized merit system. It is obvious from this and other information received that there is an effort being made to place political appointees in the conservation department.

This law has also been used rather consistently to prevent reclassification of positions and to thwart in large measure efforts to raise pay scales of the Conservation Commission employees to a level more nearly equal to that of other states. This is especially damaging in dealing with the professional and semi-professional type of employee upon which the Commission must depend for carrying on its work. Unless it is able to compete with other agencies, the Commission can expect to continue to act as a training school for other organizations.

It should be emphasized that when a man attains experience enough in his field to attract attention of outside agencies, the Commission, and through it the people of Iowa, has a substantial investment in his training and experience. The experience he can take with him, but the knowledge of the territory and acquaintance with the people in his assigned field is lost to the Commission and is of little use to him in his new field.

Legislative Recommendations

In the 1947 report, numerous legislative recommendations were made, but few if any of them have been adopted. These recommendations are as necessary today as they were at that time and they are repeated.

The strengthening of the soil conservation district law, Chapter 160, Iowa code, was recommended, and while the handling of this law is not a part of the duties of the Commission, the effectiveness of the soil conservation district work has a tremendous impact on the work of the Commission. Strengthening it along the lines recommended would be of value in the management of wildlife populations.

Better pollution laws were recommended, and the necessity for strengthening those laws still exists, particularly in regard to chemical pollution.

It was also recommended that the Commission be relieved of the responsibility of boat inspection and water navigation regulations. This properly belongs with some other regulatory agency of the state government, since much of the work has little to do with the purpose for which the Conservation Commission was established.

It was recommended that the Commission be given authority to use its funds for training personnel both before and after initial employment. Some training work is now given conservation officers before employment, but the Commission is unable to pay their expenses during the training period, a practice which is common in other states.

It was recommended that Section 107.21 of the code which creates three divisions within the department be repealed. Comments made at that time are still valid; this law is entirely unnecessary.

It was recommended that the Commission be given authority to make habitat improvements on private land. This is an authority which many conservation

commissions now have when the work is a part of a definite wildlife habitat improvement program worked out in cooperation with private landowners. It has been found to be exceedingly effective where used. Under a broader interpretation of this section, some work is now carried on, but the Commission should have clear-cut authority to engage in such activities.

It was recommended that the numerous special and local laws regulating the take of furbearing mammals and fish be repealed. The legislature should repeal these as laws but leave them as regulations of the Commission until altered by that body under the authority already granted to them by Section 109.38 and subsequent paragraphs. Many of them could be modified to advantage as better information regarding these species becomes available. The Commission should have authority to change them as it becomes desirable.

It was recommended that 107.12 and 107.13 of the code be amended by striking out the salary fixing provisions for the director and conservation officers. While in both cases the salaries paid under these provisions have been increased since 1947, they still represent a definite limitation on the ability of the Commission to pay sufficient salaries to get suitable professional and semi-professional help. Since this Commission is in direct competition with other organizations, they must be able to pay salaries comparable to other states if they are to secure and retain the services of good men. While conservation officers' salaries are much better than they were in 1947, they should not be fixed by law but by the Commission in order that they may keep them in some reasonable relation to salaries paid in other positions.

It was recommended that the legislation be amended to place supervisory control of Commission expenditures in one agency. At that time the law was hampering to some extent the operation of the Commission. The Executive Council

moved so slowly in matters of approving salary classification and expenditures for land acquisition that they greatly handicapped the work even though the request was finally approved. Records of the Commission show conclusively that this condition has become worse since 1947 and that such interference with the work is more harmful.

The 54th General Assembly amended Section 8.5 of Code of 1950 by adding a personnel director who is given control over the classification, appointments, and so forth. This law, since its inception, has been a handicap to good wildlife management.

It is recommended that every effort be made to remove personnel of the Commission from jurisdiction of this officer and to eliminate the dual control of expenditures that still exists. It is proper that the controller pass on the legality of the expenditures made by the Commission, but there does not appear to be any real justification for the present confusion and delays. The law establishing the Commission was clearly intended to provide non-partisan and non-political administration of the resources covered by the Act. That objective would be more nearly achieved if that law could operate as intended.

Organization

It was recommended that "there be a clear-cut understanding of the relationship between the governor and the Commission. The governor should be informed of the operation and programs of the Commission but should not interfere in personnel and operation affairs." The 1947 report indicated that the Executive Council as operated did hamper the work of the Commission. The records indicate that since 1947 there has been more rather than less interference by the Executive Council and the personnel director. Recommendations have already been made for legislation to correct this condition.

It was recommended that the functions of the Conservation Commission and the director be clearly outlined and the responsibilities fixed with the Commission retaining only the policy-making and budgetary responsibilities. This has been done, and the records indicate that the Commission has confined itself to its proper functions. It has given the director both the authority and the responsibility for carrying out its policies and programs. Conditions have greatly improved in this respect, and the difference in the morale in the Department as a result of this and other Commission actions is very noticeable.

It was also recommended that the director outline the duties and responsibilities of each type of position on the staff. Such an outline of the duties and responsibilities has been prepared. It provides clear-cut definitions of the duties and responsibilities of each employee. Many of the staff volunteered information that since it was prepared, they had a much clearer understanding of their responsibilities and that it made it much easier to carry on their work without duplicating the work of others.

It was also recommended that qualifications for applicants for each

type of position be established and used in the selection of personnel either for promotion or for initial employment. This also has been done and has assisted in clarifying the understanding of the staff as to their own work. This combination of proper qualification standards and a clear outline of the responsibilities of each position has helped the staff to work together in a more cooperative way.

In applying these standards, the Commission has followed consistently the policy of promotion from within the staff. It has by this action succeeded in holding a number of excellent men who, it is quite certain, would otherwise have left the Department. Their efforts, however, to increase the salary scales have not been too successful because of the refusal of the Executive Council and the personnel director to accept their recommendations.

The Commission has established some new positions; it has more foresters, biologists, and other technically trained men on the staff than in 1947. There are now eight biologists, four in fisheries and four in game, under a Division of Biology.

The research program with the Cooperative Wildlife Research Unit at Ames has been continued and expanded as recommended. This Unit is now doing basic research both in fish and game, a very desirable arrangement.

The public relations personnel has increased and the work has been expanded. A training program for new employees and a refresher training for older employees was previously recommended. A training program for conservation officer candidates has been established and utilized in selecting these men. The conservation officers and other employees are given some refresher work at some meetings, and engineers, biologists, and foresters are sometimes authorized to attend short courses at Ames and other places.

It was also recommended that the director establish a system of warning employees doing unsatisfactory work and giving them a chance to improve their work. Such a system has been developed for conservation officers and park custodians, but it has not been applied to other personnel.

Comments and Recommendations on Organization

The staff is now well organized with clear-cut lines of authority and definite instructions as to work and responsibility. The program is also clearly defined for each unit, and as presently organized is capable of rather indefinite expansion to meet increasing work loads. There are, however, a few comments and recommendations which may help strengthen the work in the future.

The Conservation Department is large enough to justify a full-time director and assistant director, and such positions have been established. However, the assistant director is still carrying a part of the staff assignment in public relations, that being his assignment before being promoted to assistant director. He carries on the duties of an assistant director to some extent but spends much time on public relations work. As it is possible to employ and develop new men, he should be relieved of the details of the public relations work.

Public relations and education is now a section of the Division of Administration. It is, however, important enough to justify full division status and as funds become available to expand the work, it should be made a division. If this recommendation is followed, there then would be two service divisions, a Division of Administration and a Division of Public Relations and Education.

The Division of Fish and Game is divided into five clearly defined sections. The present director of the division also serves as superintendent of one of the five sections, that of law enforcement. This puts him in the position of serving as coordinator of all the work of the five sections while at the same time acting as head of one of them. Such dual responsibility almost inevitably results in more attention to the details of the staff assignment and less to the job of correlation. It sometimes creates resentment in the supervisors of other sections.

It is therefore recommended that a superintendent of law enforcement be selected and appointed. This will relieve the division chief of the responsibility for the details of this work so that he may devote full time to correlating the largest division of the Department.

The Division of Lands and Waters is organized into three sections-- parks, forests, and waters. In the 1947 report, considerable attention was paid to the forestry program and some of the waters program, but comparatively little to the parks, which at that time seemed to be in relatively better shape. This is not true today and comment will be made on it in the program section.

At present there is no superintendent for the waters section, and the working organization of the section is not equal to its assigned responsibility. It has neither the money nor the manpower to do a minimum job. It is recommended that a superintendent of waters be appointed and a strong effort be made to secure enough funds to carry out some of the very important programs that are needed.

Salaries

Comment has already been made on the low salary scales imposed on the Commission, and recommendations have been made for legislation giving the

Commission authority to fix salaries at a point where they can attract and hold more trained and experienced men.

The Commission must be able to pay at least average salaries to be able to do this and the following suggested scale presents a rough average of salaries paid in states studied recently by the Institute.

Director	\$7,000-8,000
Ass't Director	6,000-7,000
Division Chiefs	5,400-6,000
Section Chiefs	4,800-5,400
Area Managers	4,200-4,800
Senior Conservation Officers	3,600-4,200
Biologists, Senior	
Junior Conservation Officers	3,000-3,600
Biologists, Junior	

In all grades, promotions should be provided for meritorious work.

A junior grade for both conservation officers and biologists is suggested. In both categories, qualified men with little or no experience should be given a chance to prove themselves before being promoted to the same salaries as more experienced men. The present \$3,600 for conservation officers is about average, if provision were made for promotions for exceptional work. With the possibility of promotion to higher grades for good work, the Commission should be able to recruit well qualified men for these junior positions.

Program

The programs for all divisions are well outlined and can be pushed forward as rapidly as funds and manpower permit. Comment will first be made on the program recommendations in the 1947 report.

Recommendation 1. The program for working with soil conservation districts and sportsmen's groups should be pushed. This recommendation is one of the vigorous programs on which the Department has been working, and definite results have been secured.

Recommendation 2. The areas owned by the Commission should be treated with such soil conservation methods as are necessary to obtain maximum value from the land. Action on this recommendation has been limited in some areas because of lack of funds. The Lands and Waters Division which must depend upon annual appropriations has not received enough maintenance money to keep many of its units in as good condition as they were in 1947. At the time of the 1947 survey, the Lands and Waters Division had an appropriation of about \$400,000; the appropriation for the past year was \$475,000, the increase not being great enough to meet the increased cost of wages and materials. Practically speaking, the maintenance work is not as adequately cared for as it was seven years ago.

Recommendations 3 and 4 dealt with making careful studies of the lake improvement and stream improvement possibilities. There was some criticism of the dredging work both in and out of the Department in 1947, on the basis that some of it was unduly expensive for the results obtained. Some studies of these subjects have been made, and the Department is in a position to go ahead on such projects with a better factual background.

Recommendation 5. It was recommended that consideration should be given of the purchasing of overflow lands along the streams by combining the needs of stream improvement and acquisition of access areas, forestry, wildlife habitat, and partial flood control programs. Some of this has been done, but it is one section that could perhaps be pushed more vigorously. Many other states are finding it advantageous to purchase carefully selected lands of this type for one of the purposes mentioned.

Recommendation 6, which dealt with the forestry program, urged that technical assistance be given to private forest owners and to provide proper management on state-owned forest lands and to provide for acquisition of additional lands to block in established areas and to consider the establishment of additional purchase areas. It was also recommended that the nursery program be expanded.

The work of providing technical assistance to private forest owners has been expanded by employing additional extension foresters. This has to some extent been at the expense of the management and maintenance of the state-owned forest lands. There has been little or no acquisition of lands for additions to state forests.

The nursery has been expanded to some extent, but the location of the nursery causes some difficulty since it is not possible to dig and ship plants from this area at the proper season for planting in the southern part of the state where there is the most interest among private individuals in such plantings.

Recommendation 7 was for increased efforts to closer working relationships with people living on the land. This is another aspect of Recommendation 1 and one which has been followed up with considerable emphasis. Some real progress has been made in this field.

Recommendation 8. It was recommended that fishery management programs be tied closely with the development of farm ponds and new artificial lakes, the restoration of natural lakes, the abatement of pollution, stream improvement, and soil erosion control. All of these elements enter into any successful fishery program. Definite progress has been made in developing artificial lakes and in the restoration of some natural lakes, both by drainage and dredging. Not too much stream improvement work has been carried on up to the present time, and this part of the fisheries and water program is in need of acceleration. Control of soil erosion and soil siltation of streams and lakes has gone ahead to some extent because of the very vigorous soil conservation program being pushed. There is much evidence that the field staff of the Commission has worked rather closely with those involved in this program and has stimulated better control of siltation by its help in soil erosion control plantings and other activities.

Comments and Recommendations

Division of Administration

The Division of Administration has four sections, each of which will be discussed briefly.

Accounts and Records.--The Accounts and Records Section is the business unit for the Conservation Department. It maintains all physical accounts and records involving between four and five million dollars per year. This includes the collection of different types of license fees, payment of all claims, keeping a property inventory system, and carrying on other miscellaneous activities having to do with the business of the Department. Its work is reasonably current, and the information available to the director and division chiefs seems to be adequate for them to do a good administrative job.

While most of the funds coming into the Department go directly to this division for handling, there are still some that go to the chiefs of other divisions before coming to the business office.

It is recommended that all funds go directly to the business office for checking and handling and then be routed through the divisions that have interest in the matter.

With the growing volume of work, it probably will be necessary from time to time to add some clerical help. The Department is much larger than it was in 1947, and this division is better staffed.

Public Relations.--Recommendation has already been made looking toward the eventual establishment of public relations and education as a separate division. It is at present a section of the Division of Administration, and is carrying on a fine program of public education. It is using effectively public talks; news releases; the publication of a departmental magazine, the IOWA CONSERVATIONIST, with a circulation of 47,000; and a traveling wildlife exhibit, viewed by about 300,000 people annually; and distribution of movies--the Commission library of films now consisting of 106 prints of 39 different titles; and radio and television presentations. All printed material and news releases go to all radio stations, and the Department's short television shows are used by some 14 stations. These television shows are of good quality, and considerable favorable public comment was heard during the survey.

A very active school program has been carried on in recent years, and perhaps one of the best projects is the Iowa Teachers' Conservation Camp at which teachers are given practical guidance for teaching conservation.

As a part of their educational program, the Department has also carried on campaigns to teach people how to handle guns and boats safely.

The book, IOWA FISH AND FISHING, has been prepared and distributed since the last survey. This is one of the finest books of this kind in existence. It should provide real help in informing the public on the types and kinds of fishing available in Iowa as well as the limitations under which the Department works.

Altogether the public relations effort is excellent, and the Commission and its staff deserve commendation for a very fine program.

Acquisition and Survey.--This section of the Administrative Division buys all the land acquired by the state for parks or fish and game purposes. It would presumably buy forest lands if any were purchased. In addition to carrying out the usual functions of a land acquisition group, it makes surveys, secures options, prepares plats, maps, conveyances, and the other necessary legal work. The section also surveys and marks the boundary lines of state-owned lands under the jurisdiction of the Commission and carries out numerous housekeeping functions. It has a definite program of work outlined for each year on various areas.

This unit is well organized to do its job. The chief handicap to its program has been caused by the slowness in getting approval of land acquisition proposals.

Design and Construction Engineering.--This unit carries on the usual functions of an engineering unit. It reports on all new construction projects and prepares and designs roads, dams, bridges, and other structures, and writes construction specifications for the structures that are built. At the time the survey was made, it was engaged in many construction and surveying activities widely scattered over the state, and did not have sufficient staff to carry out both the new work and the necessary inspection for maintenance purposes.

It is obvious that in the near future one or more inspecting engineers will be needed. Many of the park buildings and other structures are reaching the point where more maintenance will be necessary.

Fish and Game Division

The Fish and Game Division, by far the largest division of the Department, has its work divided into five sections--game, fisheries, biology, federal aid, and law enforcement. The programs in effect in this division are good and will be commented on specifically by units.

Game.--The present game program includes habitat development on privately owned lands, game stocking, maintenance and development of state-owned land, nuisance animal control, and a few miscellaneous activities.

The habitat development on privately owned land is carried on through two media, one in cooperation with sportsmen's clubs which encourages sportsmen's clubs to initiate projects to plant trees and shrubs for wildlife cover and food, and the distribution of seed directly to landowners.

The project areas are usually recommended by the clubs and inspected by the conservation officers. They are not usually checked by the game managers, and are not inspected to determine the results secured. Plans have been made to examine some 500 of these farmer-sportsmen cooperative projects to evaluate the results obtained by this effort.

The second activity includes the preparation of packets of multiflora rose seed which are given to farmers with instructions as to methods of planting, transplanting, and care.

In addition, the three area game managers supervise a wide variety of other management activities.

This habitat improvement program follows a common pattern. It aims to provide a volume of habitat improvement with the aid of interested citizens. It is a good program but also has the common weakness of similar programs of failing to provide any follow-up to discover causes of failure of the plantings.

The Commission and staff are to be commended for their plans to check some of these projects, and such checks should be provided regularly in order to obtain more results for the volume of work accomplished. In the long view, it is better to make fewer plantings and obtain a greater percentage survival of the plants used.

The game bird stocking program is built around one game farm located at Boone. It produced about 11,000 pheasant and 8,000 quail last year. At two weeks of age, the birds are turned over to cooperating sportsmen's clubs. The number of birds for each county is determined by the local conservation officers.

While this part of the program may have some public relations value, its value in terms of providing more hunting is open to question and a factor that should be carefully checked. A growing number of states are cutting down on artificial propagation and release of game birds, and some have eliminated it entirely from their programs. The small number of birds released in Iowa indicates that this part of the program could be eliminated gradually without an adverse effect on the hunting provided.

Maintenance and development of state-owned lands, one of the major activities of this section, is closely intermingled with the Federal Aid Section in the development of areas purchased under that program. While this division does some acquisition work, the majority of the land acquisition program is handled under the Federal Aid Section. The area game managers supervise

the maintenance of fences, roads, buildings, and habitat, and also provide new plantings of food and cover plants. As much of the work as can be anticipated is rather carefully planned, but there are always unexpected contingencies arising in land management work.

This program is good, but there seems to be considerable overlapping between the work of this unit and that of the Federal Aid Section. The work of the two units must be closely integrated. At present the two programs seem to be progressing without much friction and the work compares favorably with other states.

Fisheries.--The Fisheries Section, like the Game Section, has three area managers who handle and supervise the work in their districts. The fisheries program emphasizes management work on both streams and lakes, hatcheries, and stocking, mostly in lakes and ponds and rough fish control.

Stream work involves a number of miscellaneous activities; the collection of various species of fish for distribution to hatcheries, new artificial lakes, and some inland streams; collecting northern and wall-eyed pike eggs to produce fry for a state-wide system of rearing pools; and some stocking of streams by fish rescue crews, although this is more or less sporadic.

The major stream activity is the continuous stocking of trout in suitable waters from April to November. There is no closed season on trout, and the Fisheries Section believes that this distributes the fishing pressure and reduced the congestion and trouble that formerly occurred on opening day.

Comparatively little stream stocking work other than for trout is carried on, although catfish, smallmouth bass, walleye and pike fingerlings are stocked in small numbers as they appear to be needed.

Stream improvement work has been limited. State-owned or leased access areas are maintained. A small amount of acquisition has been projected, but this is one part of the program that has not made much progress.

Fish rescue work is confined largely to the waters adjacent to the Mississippi and Missouri Rivers, although some is done in overflow waters adjacent to inland streams. Fish taken in this rescue work are used for stocking purposes in other areas of the state where they are presumed to be needed.

A considerable portion of the activity on natural lakes consists of stocking. Some of the lakes are stocked on an experimental basis and some effort is made to classify the lakes as to the type of fish that can best be used in them. Fish that are used for stocking purposes are a combination of hatchery-produced fish and those that are obtained by the fish rescue crews. Special effort is made to secure bullheads for the "Kids' Fish Days" where small lakes and ponds are stocked especially for these events. Lake improvement work is based on surveys and investigations made in cooperation with the Biology Section. Lake access areas are secured and maintained, and some jetty, rip rap, and fish screen work is done. Some lake drainage and poisoning operations for the removal of rough fish have been carried on, with more emphasis on drainage than on poisoning. Farm ponds are stocked with largemouth bass and bluegills at the rate of 100 bass to 300 bluegills per surface acre, the majority of these ponds being in the southern part of the state. In addition to stocking, advice on construction and management of ponds are given to landowners. Publicly owned artificial lakes are stocked following investigations and recommendations by the Biology Section. Fingerling largemouth bass, bluegills, black crappies, catfish, and forage minnows are the fish commonly used. Attempts are being made to control the excessive numbers of panfish by heavy stocking

with predatory fish, and special panfish control and removal programs are carried out where stunted fish and slow-growing populations develop.

Natural lakes are managed by trapping and seining rough fish under a continuous program in many of the larger lakes. Some of this seining is by state crews; other seining and trapping is by commercial fishermen where it is possible to obtain them.

Considerable emphasis is placed on fish hatcheries, and effort is made to produce as many northern pike and walleye fry as possible. Trout production is the major activity in this section, legal-sized fish being reared and planted on a continuous planting schedule in the streams in the northeastern part of the state. In addition to these smallmouth bass, catfish, bullheads, largemouth bass, and some minnows are produced at the nine hatcheries. In addition, 15 nursery ponds and lakes are used principally for growing walleye, smallmouth and largemouth bass, and bluegills.

The fishery program is generally good but appears to be somewhat out of balance. Too large a part of the available funds go to producing legal-sized trout for stocking a limited number of streams in the northeastern section of the state. This highly specialized put-and-take trout fishing should be paid for by those who enjoy it, and the system of using a special trout license, successfully used in some states, might be considered as a means of financing this program.

In the absence of this or some other means of financing this limited group, more funds and more emphasis should be placed on the lakes and streams that provide the great volume of fishing in the state. More emphasis should be given to management of the lakes and streams and less to hatchery operations and fish planting.

Biology Section.--This section with four game and four fishery biologists is responsible for the field inventory and investigations work of the Department. It receives assistance from the Game and Fishery Sections and from the conservation officers.

The major fishery activity is a continuing study of the fish populations in a number of the major lakes and streams in the state, and special investigations on various species in different sections. The Biology Section also makes investigations of fish populations in the areas to be affected by flood control impoundments and carries on some stream pollution studies.

Creeel censuses are conducted on specific lakes and special studies are carried on in artificial and natural lakes. Some experimental work is being done on farm pond stocking problems.

The game men in this section are responsible for the game inventory work with the assistance of conservation officers and other personnel. A combination of techniques has been developed and modified to suit Iowa conditions and carried on annually on pheasants and quail.

Migratory waterfowl work covers duck nesting populations on certain marshes and waterfowl migrations. In addition, special studies of aquatic vegetation, banding work, hunter success are initiated and continued as needed.

Similar needed work on such game and furbearing animals as deer, beaver, cottontail rabbits, squirrels, muskrats, raccoons, mink, and others are also the responsibility of this section.

The Biology Section works closely with and contributes funds to the Cooperative Wildlife Research Unit at Ames, which does the basic research work for fisheries and game work for the Department.

The work of this section is well organized. It gets much help from the personnel of other sections or it could not produce the volume of work it accomplishes. This is an indication of good cooperation and good team work within the Division. The section is understaffed to do the work assigned to it, and additional men should be provided when funds are available.

Federal Aid Section.--The Federal Aid Section, as its name implies, is responsible for the two major programs that are financed by Federal Aid funds. The Pittman-Robertson Act provides funds for wildlife restoration and the Dingell-Johnson Act for fisheries restoration. These funds are used for five major kinds of work: surveys and investigations, land acquisition, fish and wildlife habitat programs, fish and wildlife management coordination, and maintenance projects.

Surveys and investigations: Projects have been under way to determine the methods and techniques for providing wildlife habitat development on various types of land that cannot be used profitably for agriculture, to study areas for acquisition and development for fish and game habitat. Most of the land acquisition program has been carried on by this section and with these funds.

Land acquisition: A long list of projects on which acquisition is or has recently been active show that this has been pushed rather vigorously. A number of investigations of possible new areas have also been pushed, and surveys have been made looking toward shoreline acquisition on some game areas now owned by the state. A few areas have been purchased for fishery purposes and several joint fish and game purchase projects have been initiated since Dingell-Johnson funds became available.

This section carries on the land acquisition once the projects are found feasible and have been approved, and does the developmental work once the land is acquired.

Habitat improvement: The habitat improvement work of this section on private lands is carried on by crews that plant, fence, and cultivate the land for two years. These are on 10-year easement projects on which the farmer prepares the site. An annual inspection is made of these projects and some survival counts are carried out.

Maintenance: Under both laws it is possible for a certain percentage of the funds available each year to be used for maintaining areas previously acquired and developed. Four management projects, in most cases each project covering a number of areas that are reasonably close to each other, handle this work. These projects maintain the property, keep up fences and buildings and other necessary maintenance work.

Coordination: This is really the administrative unit of the Division and includes the Superintendent of the Federal Aid Section and his two assistants.

Comments.--This is a good program which has emphasized the acquisition and development of wildlife lands, particularly marsh lands. A continuation of this program, especially the acquisition and development of joint fish and game areas, is recommended.

Care should be exercised in coordination of the work of this section with those of fishery and game in order to prevent any duplication of effort.

The comments made in the game section regarding the desirability of checking on the results secured by habitat improvement work also apply to this program.

Law Enforcement Division

The program of the Law Enforcement Division is one in which law enforcement is only one of many activities. The conservation officers cooperate

with other divisions in many types of investigations and studies, assist in taking censuses on both fish and game projects, and work closely with various projects within their territory. The officers help in obtaining information on populations, investigate claims of crop damage and nuisance complaints, and do much public relations work with youth and local groups.

Conservation officers are also expected to promote farmer-sportsmen cooperative programs for providing wildlife food and cover plantings.

There has been a marked improvement in the work of this division since the last study. The work is well outlined, and a study of reports indicates that the officers take an interest in and are active in many phases of the work of the Department.

Efforts to raise the standards to qualify for future employment as conservation officers should be more successful in attracting more highly qualified men since salaries have been increased to the present level. A number of states are successfully attracting college men with wildlife training to these jobs, and it is believed that the broad assignments and present pay scales in Iowa can do the same in this Department.

Division of Lands and Waters

The Division of Lands and Waters is a relatively small division supported entirely by legislative appropriations and the miscellaneous receipts from cabins, group camps, and concessions on areas operated by it. Its appropriation for the past year was \$475,000, plus such miscellaneous receipts. There has been available in the past, however, for development for new construction, land acquisition, dredging, and so forth, a substantial sum of money. Whether or not any will be available in the future is not known.

The Division consists of three sections, one responsible for state parks, one for forestry, and one for waters.

Park Section.--The Park Section is responsible for the maintenance and operation of 69 state parks which are heavily used by the public. It is responsible for the maintenance and repair of all structures and facilities for maintenance and roads within the parks, for maintaining and protecting all of the facilities on these areas.

Iowa has a fine park system, well distributed over the state. A considerable number of them were visited during this survey and were found to be very heavily used by the public. Many of the buildings are in urgent need of repair and much of the equipment for maintaining roads and facilities is so old that an excessive amount of time is needed to keep it operating. Much of it should be replaced.

Money for repairs, needed improvements, and operating costs in the last legislative appropriation was only \$75,000, more than the 1947 appropriation while costs of material and labor have greatly increased. Greatly increased appropriations are needed to repair buildings and structures, and it would be good business to do the additional developments needed to permit full public use of present parks and artificial lakes before adding more units to the system.

The artificial lake development program has been successful and highly popular and should be continued after provision has been made for full development of the present park system.

Waters Section.--The Waters Section is, up to the present, a paper organization which does not have a superintendent. The division chief handles such work as is done with the help of two men. One state boat and materials

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inspector checks emergency equipment, holds training schools for personnel in water safety and first aid, and inspects boats offered for hire. Another man checks on lake concessions, on sand and gravel operations on state properties, and on construction permits that are issued for structures in state waters.

Under a cooperative agreement with the Iowa State College, this section is carrying on some water studies and has some underground water surveys under way in cooperation with the University of Iowa. It also carries on erosion control on the watersheds of some of the principal park lakes, particularly the artificial lakes, and does some other work to protect shorelines. Dredging operations to remove silt from some of the more important lakes also is carried on.

While this section has had appropriations for work under the popular lake dredging program, it has not had sufficient funds to do even a minimum amount of the needed work in maintaining state-owned spillways, riprapping and other bank protection work on state-owned waters.

A larger staff is needed for the routine work which is the responsibility of this section. The section knows the job that needs to be carried on and additional funds for its work is urgently needed.

The nation is rapidly awakening to the complexity of its water problem, and Iowa should not fail to develop a sound water management program. The work of this section is a logical place to start.

Forestry Section.—The Forestry Section manages the state forest lands, operates the state forest nursery, carries on the fire protection program, carries on a research program with Iowa State College. It also operates a farm-forestry program, and at the time of this survey had five extension foresters working in this field.

The 1947 report indicated that the forestry program was lagging and it still is. There is not sufficient money to do an adequate job in maintaining present state-owned forest lands and little progress has been made in blocking in these holdings.

The farm forestry program has expanded, but at the expense of other work, since there has been little increase in available funds. The farm foresters are doing good work, and the work could be expanded if more men could be employed.

The state-owned forest lands should be managed partly at least as demonstrations of good forestry practices, but in recent years funds have not been sufficient to do the necessary routine management practices.

One nursery located at Ames now produces 1,500,000 trees and shrubs annually, and there is need for one further south to produce trees for earlier planting.

It is recommended that the staff of extension foresters be increased whenever funds can be secured.

It is recommended that energetic efforts be made to get funds both for extension and for adequate maintenance and management of existing state-owned forest lands. Such funds are also needed for a limited land acquisition program to block out state forest lands for management purposes.

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