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**DEPARTMENT
OF
CONSERVATION
REPORT ON...**

**ORGANIZATIONAL
CHANGES**

and

**INTERNAL
IMPROVEMENTS**

**DURING THE
1966-67 BIENNium**

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MINNESOTA

DEPARTMENT OF CONSERVATION

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Report on

ORGANIZATIONAL CHANGES AND INTERNAL IMPROVEMENTS

During the 1966-67 Biennium

Submitted by: Robert L. Herbst, Acting Commissioner of Conservation

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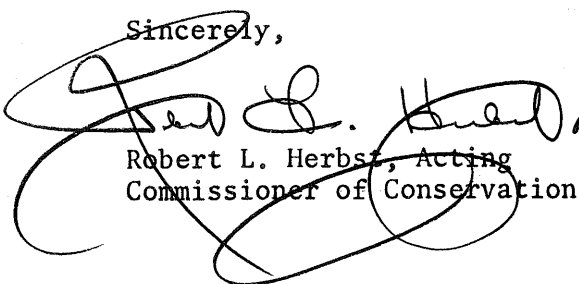
Members of the 1967 Legislature

During the 1965 session of the Minnesota Legislature considerable interest was shown in the reorganization of the Minnesota Conservation Department.

During the current biennium, major reorganizational changes and internal improvements have been effected. In addition, we are proposing further changes to improve our service to the State of Minnesota.

To give you a picture of the recent changes made and contemplated, the following report has been prepared.

Sincerely,



Robert L. Herbst, Acting
Commissioner of Conservation

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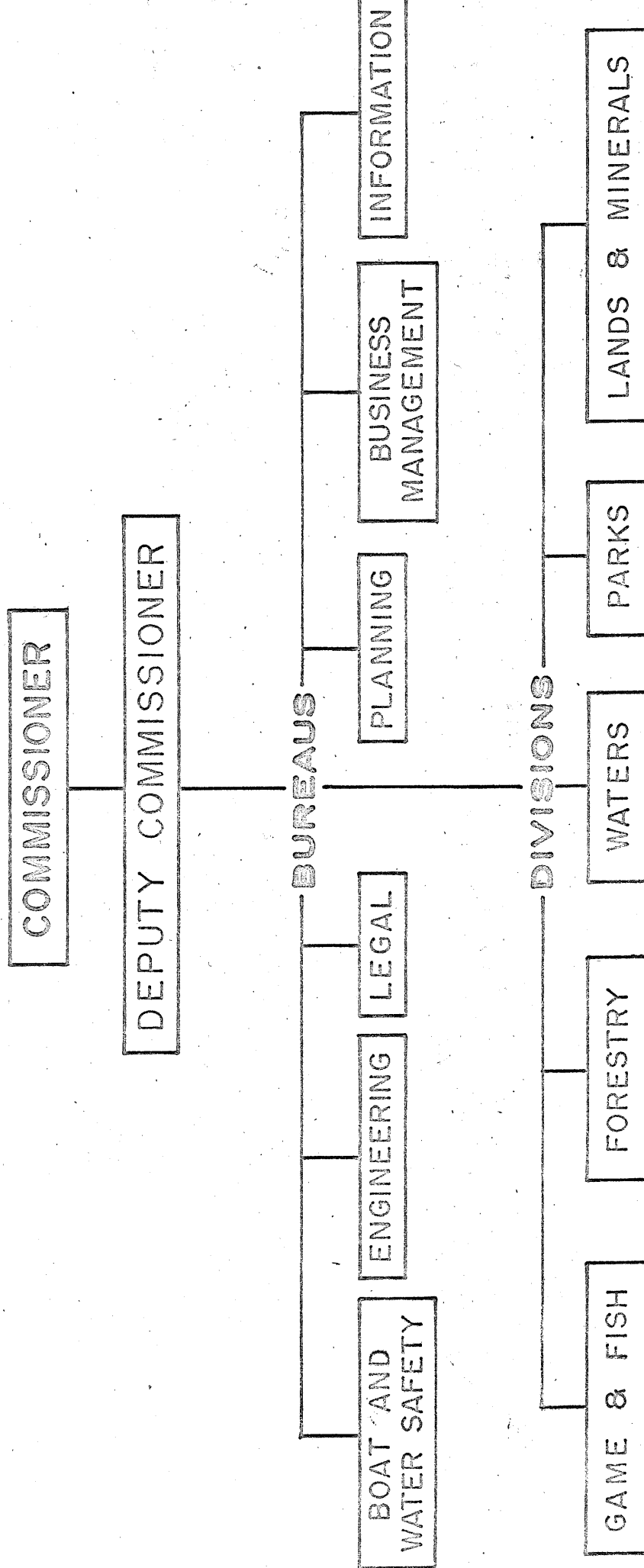
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PREFACE

The Minnesota Department of Conservation is charged with the critical and urgent responsibility of natural resource management: Critical, because wisdom (or lack of it) in meeting this obligation can have repercussions which directly affect the well-being of all of our citizens and the living standard of this and future generations of Minnesotans, urgent, because unprecedented pressures occasioned by increases in population, mobility, income and leisure time demand the highest quality of conservation stewardship.

This report to the Minnesota State Legislature summarizes what we believe to be encouraging and inspiring progress in the Department of Conservation reorganization program. Action, progress and projected plans are presented in the interest of the Department's paramount objective: A model agency for the management of Minnesota's priceless natural resource heritage.

DEPARTMENT OF CONSERVATION



OBJECTIVES

Minnesota's land area encompasses 84,064 square miles. The Department of Conservation has direct management responsibilities on approximately 7,800 square miles of land, water and related resources. In addition, the Department has an obvious broader concern with statewide resource management obligations. The complexities and challenges inherent in developing a model resource management plan to meet these responsibilities are obvious.

Resource problems are complex and interrelated; hence, the Department of Conservation has evolved as an agency designed to bring together, in a harmonious whole, the various primary areas of resource management---forestry, game and fish, lands and minerals, state parks and waters.

Although each departmental division has its own unique and distinct responsibility, there are many illustrations of overlapping cooperative functions which merely substantiate the necessity of bringing together, via the most proximate and practical administrative ties possible, the various working units. The field of outdoor recreation is a current, dynamic example of functional overlap. Forestry multiple use programs, public access, wetlands acquisition, the historic, archeologic, scenic and natural features encompassed in park land development, and the accelerating public demand for "open space" demonstrate the need for the closest structural relationships. Separation of resource management responsibilities is akin to dividing a house against itself. Through the expanded and remodeled Conservation Building at the 1966 Minnesota State Fair, departmental personnel endeavored to dramatize to thousands of visitors the intimate resource relationships of land, minerals, water, forests, wildlife and recreational space.

We would be remiss if we did not emphasize a basic requirement in the conservation field -- or any other undertaking. Fundamental to leadership and excellence in the resource management is the professional staff.

Intelligent, capable and dedicated employees are an absolute must. While organizational charts and administrative "lines of authority" are essential to efficient, economic operation, these factors are secondary to the basic prerequisite of top quality personnel. The proposed Civil Service salary schedule should restore our ability to hire and retain quality personnel.

Our objective is to develop internal organization and operational procedures tailored to Minnesota's special problems. In some areas, diverse geographic characteristics preclude easy solutions to establishing common organizational lines of authority.

With these practical limitations in mind, our plans for organizational structure are three-fold:

- (1) To facilitate more effective management of Minnesota's natural resources.
- (2) To promote greater efficiency in operations.
- (3) To develop the most economical management concept without jeopardizing management quality.

Key Department changes designed to implement the aforementioned basic objectives include:

- * Development of the regional management and common headquarters concept as the guiding principle of operation complimented by the establishment of logical regional boundaries.

- * Development of long-range programs designed to complement, wherever possible, the organizational structure including planning a construction program with cost estimates for the physical facilities required for common headquarters sites.

DEPARTMENT-WIDE

ORGANIZATIONAL CHANGES AND INTERNAL IMPROVEMENTS

The functions of the Department of Conservation are largely reflected in those of the divisions and staff bureaus to whom most of the responsibilities are delegated. Accordingly, many of the major organizational changes and internal improvements will be seen in the following reports covering each division.

Perhaps there are two major objectives that have been foremost in the needs of the department in terms of structuring itself to fit the changing times and increased responsibilities placed upon it. In the earlier departmental plan titled "Project 70", two of the important future objectives were:

- (1) Centralization of regional personnel.
- (2) Improvement of personnel structure to fit current work responsibilities.

These two major goals have been given prime consideration in the past biennium and no effort will be spared until the necessary improvements can be made.

CONSOLIDATION OF DEPARTMENT HEADQUARTERS

Centralization of Regional Personnel

A major improvement of the operations of the Minnesota Conservation Department will be the consolidation of regional operations for each division at a common headquarters location and building. To achieve this, departmental regional headquarters are recommended at Brainerd and Bemidji. In addition, sites at New Ulm and Mankato are being considered.

Such new departmental headquarters facilities would house all departmental personnel stationed at these three locations as well as provide common warehousing and repair facilities.

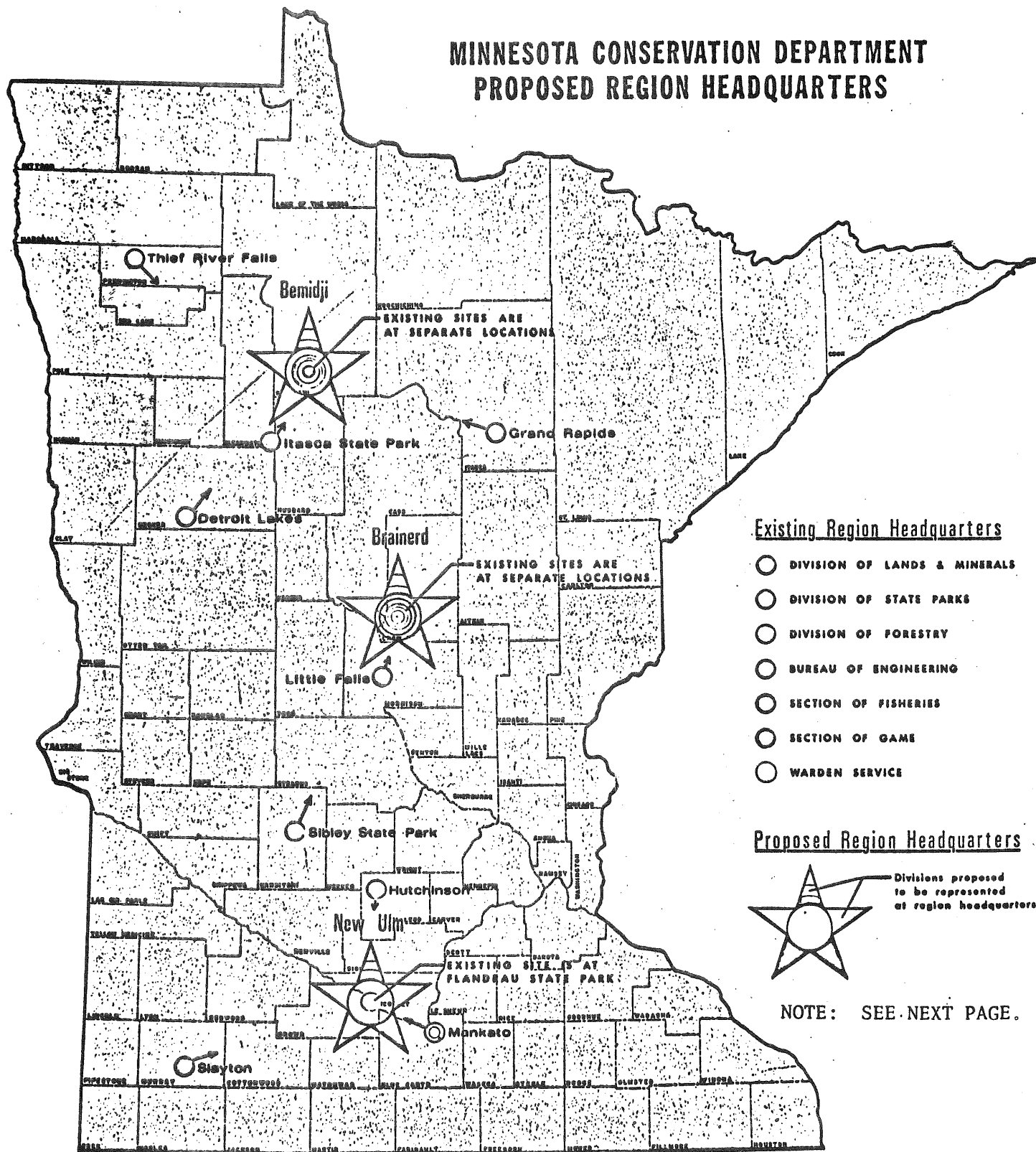
Over the years, each division of the Department has built facilities to take care of their own needs and in several instances it has resulted in several branches of the Department having buildings at different locations in the same town. In the interest of economy in the long run, closer cooperation between divisions and better service to the public, these employees will now be officed together in one common location.

Initial capital investment necessary to construct headquarters sites for consolidated regional field operations requires an outlay which, on first analysis, appears to involve a considerable expenditure. When projected on an amortized basis, however, the Department is confident this investment will return extensive savings in maintenance, utilities, transportation and operational costs. Further, substantial income to defray construction expenses will be realized through the sale of existing Department properties which will no longer be required under reorganization plans.

In the development of plans for regional headquarters, we are including demonstration areas at these sites to expand our conservation education program. This might be an arboretum, a demonstration of forest management, a demonstration game management area, and where water areas are on the site, water management projects will be included. School children, as well as the general public, would have the opportunity to tour these demonstration areas and become familiar with natural resource management. The buildings will be grouped in a complex setting, with a separate building for the office, which will include reception area, meeting room and/or rooms, laboratory and offices for regional supervisors. Warehouses will be separate facilities designed for department-wide needs. The planning for these buildings will provide for future expansion.

Attached is a map showing regional boundaries of each division, present headquarter location of personnel in each region to be headquartered at proposed regional headquarters and proposed new regional headquarters.

MINNESOTA CONSERVATION DEPARTMENT PROPOSED REGION HEADQUARTERS



NOTE: Sites are being studied at both New Ulm and Mankato for the Southwest Region Headquarters.

PROPOSED REGIONAL HEADQUARTERS

	(Existing Regions) Proposed to be at Bemidji *	(Existing Regions) Proposed to be at Brainerd *	(Existing Regions) Proposed to be at New Ulm or Mankato *
Division of Lands & Minerals	Thief River Falls & Bemidji		
Division of State Parks	Itasca State Park	**Sibley State Park	Flandrau State Park at New Ulm
Division of Forestry	Bemidji	Brainerd	
Bureau of Engineering	Grand Rapids	Little Falls	Mankato
Section of Fisheries	Detroit Lakes	Brainerd	Hutchinson
Section of Game	Bemidji	Brainerd	Slayton
Warden Service	Bemidji	Brainerd	Mankato

* Department has 3 offices located in Bemidji
2 offices located in Brainerd
2 offices located in Mankato

** Now at Crow Wing State Park

IMPROVEMENT OF PERSONNEL STRUCTURE

Salary Plan

Progress cannot be made solely through departmental organizational structure. It takes well-trained, diligent and dedicated people to accomplish the desired end result.

The Department of Conservation Salary Plan was one of the most significant steps toward this goal. This plan adopted for the most part in the new state salary plan includes many advanced ideas all essential to the new organizational structure.

Establishment of the Conservation Manager series brings all positions unique to the Department into a uniform framework within which organizational needs can be fit with appropriate working titles. It reduces the number of job classifications as necessary for this department from 75 to 8.

Increases in pay of 20-25 per cent as recommended in the new Salary Plan will bring many departmental positions in line with similar jobs in other mid-west states. Flexibility in assignment of salary steps will allow for proper scheduling of salaries for certain assistant positions where insufficient incentive in the past made such positions difficult to fill.

This Department's salary proposal was approved by the Civil Service Department and the Department of Administration and is included in the salary plan to be submitted to the 1967 Legislature. We strongly urge the adoption of this salary plan.

ORGANIZATIONAL ACCOMPLISHMENTS

Division of Game and Fish

Complete New Organizational Structure - Major organizational changes have been made in the Division of Game and Fish since the 1965 Legislative Session.

DIVISION OF GAME AND FISH

DIRECTOR

FISCAL UNIT
LAND RECORDS UNIT
FED. AID COORDINATOR

**ASSISTANT
DIRECTOR**

GAME & FISH
TECH. ASS'T.

GAME

FISHERIES

**LAW
ENFORCEMENT**

**TECHNICAL
SERVICES** ***

5 REGIONS*

IDENTICAL
REGIONS

5 REGIONS

IDENTICAL
REGIONS

5 REGIONS**

IDENTICAL
REGIONS

5 REGIONS***

PUBLIC
HUNTING GROUNDS
WETLANDS ACQUISITION
WILDLIFE HABITAT
IMPROVEMENT
CO-OP GAME
MANAGEMENT
PROGRAMS
HUNTING SEASON
RECOMMENDATIONS
GAME RESEARCH ***

HATCHING & REARING
FISH MANAGEMENT
LAKE & STREAM
HABITAT IMPROVEMENT
ROUGH FISH CONTROL
SPAWNING AREA
ACQUISITION ***
FISHERIES RESEARCH

GAME & FISH
LAW ENFORCEMENT
YOUTH FIREARM
SAFETY TRAINING
DEPARTMENT
FIELD SERVICES
WILDLIFE
DEPREDACTIONS
PUBLIC
INFORMATION
PUBLIC ACCESS

FISH & WILDLIFE ***
INVENTORIES
WATERSHED STUDIES ***
LAKE & STREAM ***
MANAGEMENT
SURVEYS
CHEMICAL ***
LABORATORY
ANALYSIS
FISH & WILDLIFE ***
PATHOLOGY
PLANNING ***
COORDINATION

* PREVIOUSLY 4 REGIONS

** PREVIOUSLY 10 AREAS

*** NEW OR PREVIOUSLY IN ANOTHER SECTION

Within present limitations of manpower, equipment and operating funds, the changes are designed to: 1) improve internal communications; 2) establish well-defined job duties and lines of authority; 3) provide more adequate promotional opportunities; 4) provide a stronger basis on which to develop in-service training programs, and 5) assure cooperation and an exchange of knowledge between management and research, as well as among the Sections of the Division. The new organizational structure also is designed to provide a solid basis for orderly expansion as additional manpower and operational funds are made available.

Throughout the months of study preceeding these changes, all participants have recognized and emphasized one salient point -- progress is made by people, not organizational charts. However, progress by people can be facilitated by sound organizational structure. This new organizational structure is designed to make the division's objectives a little easier to attain, and to assure proper coordination and balance of the over-all program.

Changes Already Accomplished - A summary of the organizational changes is outlined below.

I. Major Organizational Adjustments:

- A. Establishment of five identical geographical regions for all of the Sections, with a supervisor responsible for the activities of each section in each region. (See Pages 18 and 19).
- B. Integration of the Fisheries Research Unit and the Game Research Unit into the Sections of Fisheries and Game, respectively.
These Research Units formerly were separated from management by incorporation in the Section of Research and Planning. The former Section of Research and Planning no longer exists.

- C. Establishment of the Section of Technical Services, including a Fish and Wildlife Surveys Unit and a Biological Services Unit. These units, under a somewhat different organizational structure, were formerly included in the Section of Research and Planning. The new Technical Services Section has broadened responsibilities, especially in the area of coordinating program planning for the division.
- D. Subdividing each Fisheries Region into two geographical areas, each under the direction of an Area Manager. Each Area Manager will have an assistant, and work responsibilities at or below this level will be more firmly defined.
- E. Establishment of the positions of Private Land Development Coordinator in the Section of Game, Public Access Coordinator in the Section of Law Enforcement, and Technical Assistant to the Director to coordinate all research activities.

II. Effect on the Sections:

A. Administration.

The administrative staff has been increased by the addition of the Game and Fish Technical Assistant. The Technical Assistant provides division-wide direction, coordination and control of the research and technical activities of the several sections. He is responsible for the proper assemblage and distribution of technical information within the division and among other agencies.

B. Law Enforcement.

The Warden Service complement has been increased by the addition of a Public Access Coordinator carried under the Public

Access Fund. Responsibilities of this position include the development of standards, guidelines and basic objectives of the public access program. The establishment of five Regional Supervisors facilitates intersectional coordination at the regional level and provides increased assistance to the Section Supervisor in the development of policies, programs, budgets, etc. The eleven Area Supervisors are relieved of the responsibilities assumed by the Regional Supervisors, thus increasing their ability to coordinate, supervise and assist in field activities.

C. Game.

The personnel complement of the Section of Game has been increased by 19, from the former 82 to 101. The position of Private Land Development Coordinator has been approved by the Legislative Advisory Committee as an addition to the appropriated complement. The other 18 positions (including 2 clericals) were transferred from the Section of Research and Planning (i.e., the Game Research Unit). The Supervisor of the Section has two Assistant Supervisors, one for management and one for research. These are "staff" rather than "in line" positions. The Assistant Supervisor for management directs the planning, development and coordination of the management programs and has direct supervisory responsibility for the Project Development Coordinator and the Private Land Development Coordinator. The Assistant Supervisor for research will direct the planning, development and coordination of the research programs and will have direct supervisory responsibility for three Technical Assistants (i.e., for Waterfowl, Upland Game and Big Game).

The five Regional Game Managers are responsible directly to the Section Supervisor. In addition to their former staffs of game management personnel, each Regional Manager has a Regional Biologist and one or two Research Biologists. The administrative chain of command flows from the Regional Manager to the Regional Biologist(s) to the Research Biologist(s). All plans, reports, conclusions and recommendations regarding research projects and technical investigations carried out by the Research Biologists and Regional Biologists are reviewed and approved by the appropriate Technical Assistant.

D. Fisheries.

The personnel complement of the Section of Fisheries has been increased by 16 personnel, or from 202 to 218. The increase was provided through transfer of the Fisheries Research Unit from the Section of Research and Planning. The organizational structure of the Section is the same as described above for the Section of Game. The Supervisor of the Section has two Assistant Supervisors, one for management and one for research, both of which are "staff" rather than "in line" positions. The Assistant Supervisor for management directs the planning, development and coordination of the management programs and has direct supervisory responsibility for the Project Development Coordinator and the Rough Fish Control Coordinator. The Assistant Supervisor for research directs the planning, development and coordination of the research programs and has direct supervisory responsibility for three Technical Assistants (i.e., for Warm-water, Cold-water and Limnological).

The five Regional Fisheries Managers are responsible directly to the Section Supervisor. Each Regional Manager has a Regional Biologist and a Research Biologist. The administrative chain of command flows from the Regional Manager to the Regional Biologist to the Research Biologist. All plans, reports, conclusions and recommendations regarding research projects and technical investigations carried out by the Research Biologists and Regional Biologists are subject to review and approval by the appropriate Technical Assistant.

Each Regional Manager has two Area Fisheries Managers who are responsible for all management activities in their respective geographical areas. Each Area Manager has an assistant to help him plan and develop programs, and in some cases supervise in the area. Where responsibilities and work loads are sufficient, certain activities are assigned to a Fisheries Manager. Further duties and responsibilities are assigned, as appropriate, to Fisheries Aides and Laborers.

E. Technical Services.

The Section of Technical Services has a complement of 24 including 2 clerical personnel. Its function is that of surveying and compiling information regarding fish and wildlife habitat in a form usable by the Fisheries and Game Sections as well as by planning agencies within and outside the Department. It also supplies biological services (statistical, chemical and bacteriological) for the other sections and is responsible for aquatic nuisance control and pollution investigations.

The Section Supervisor has one assistant. Staff assistants in the Surveys Unit include a Fisheries Survey Coordinator, a Game Survey Coordinator and a Watershed Projects Coordinator. A Survey Biologist, responsible directly to the Assistant Supervisor is in charge of all survey work in each region.

The Biological Services Unit has a staff consisting of a Chemist, a Statistician, a Bacteriologist, and a Research Biologist to work on pollution and aquatic nuisance control.

III. Formulation of the Research Program:

The research programs in the respective Sections (Game and Fisheries) is outlined by the respective technical staffs. Ideas, suggestions and proposals are solicited from the regions through the Regional and Research Biologists. The primary needs for answers to problems being encountered by management are reflected through the Regional Biologists and Regional Managers.

The technical staff designs specific projects and determines when and where such projects could best be carried out, the anticipated duration of the projects and the amount of time, personnel and equipment required to accomplish the work during each season and year. At this stage of program formulation no attempt is made to fit the overall program to performance capabilities.

IV. In-Service Training:

Supervisor's meetings including the central office staff and the Regional Supervisors will be held every three or four months to review programs and policies.

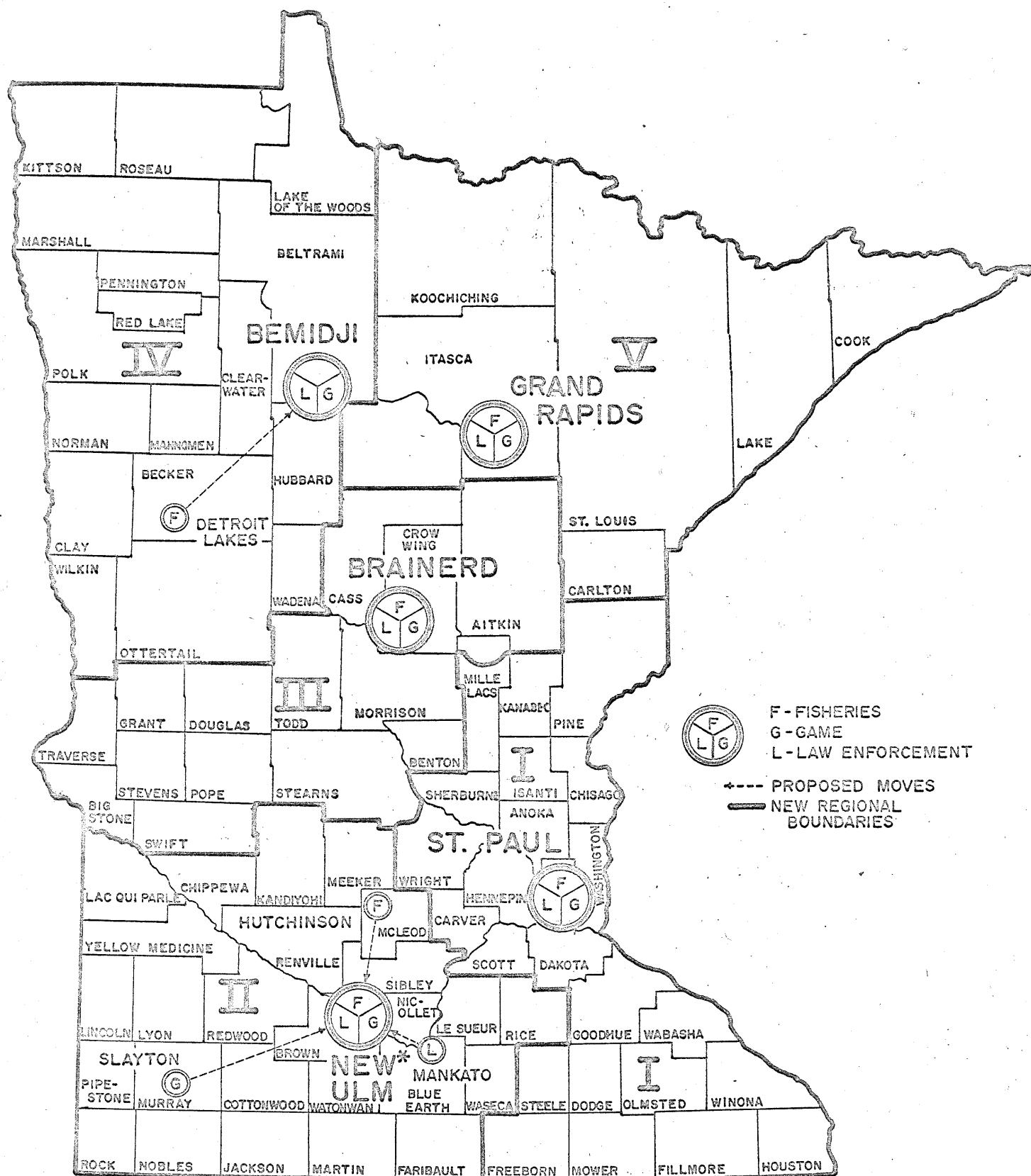
Regular in-service training sessions will be held at the regional level approximately semi-annually. Annual training sessions within

the respective Sections will be continued as in the past. However, greater emphasis will be placed on sectional training needs since the inter-sectional exchange of knowledge will be the primary function of the semi-annual regional training sessions.

In the Section of Fisheries, a formal training program will be developed to provide broader background and knowledge to field employees interested in positions involving program planning and supervision.

V. Overall Effects of the Organizational Changes:

Organizational changes are necessary in any agency to meet changing needs. The new organizational structure will meet present needs for communication, coordination and training within the division and the Department, and will facilitate necessary expansion in the foreseeable future. It will assure proper program direction and balance and should provide incentive and opportunity for employees throughout the division.

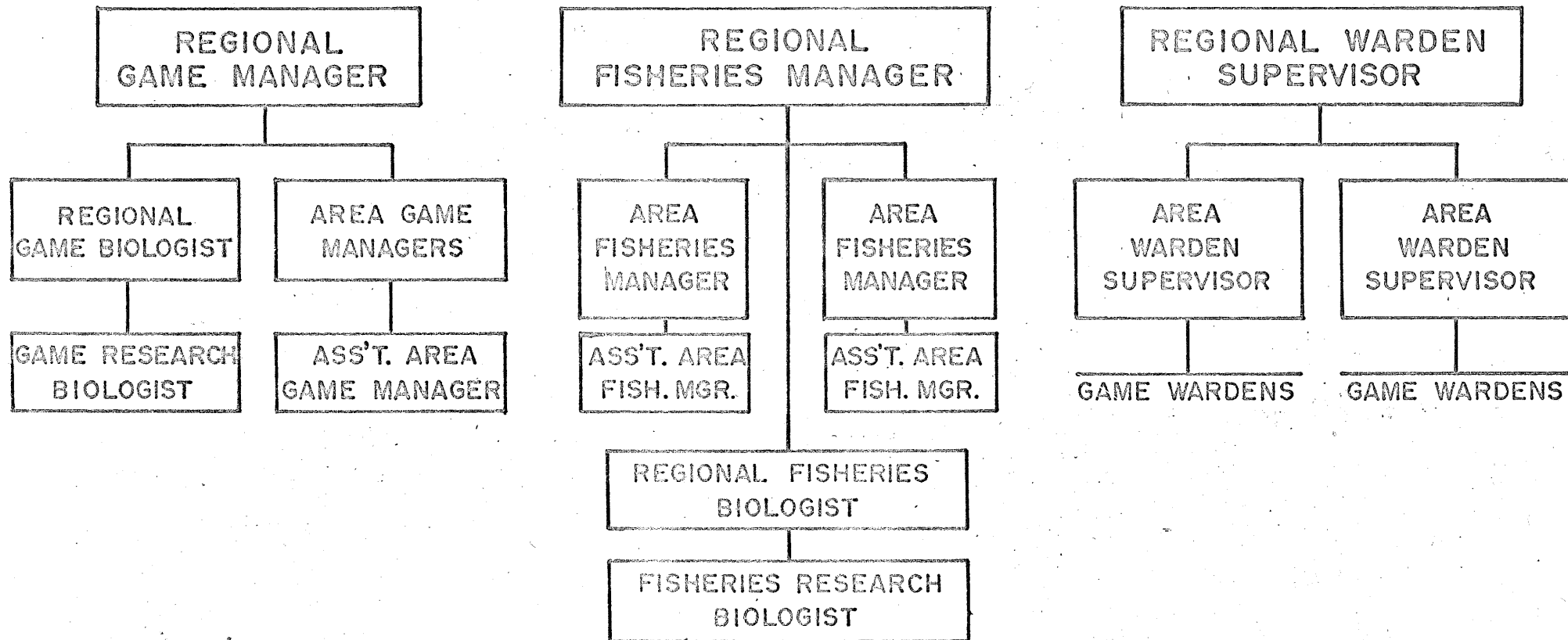


*SITES BEING STUDIED AT BOTH NEW ULM AND MANKATO

DIVISION OF GAME AND FISH REGIONS AND HEADQUARTERS

DIVISION OF GAME & FISH (CONTINUED)

TYPICAL REGIONAL ORGANIZATION



ORGANIZATIONAL ACCOMPLISHMENTS

Division of Forestry

Major Changes Made in 1962 - During the past three years only minor organizational changes have been made within the Division of Forestry. The last major reorganization was made on July 1, 1962.

In that reorganization the present three Regions were created by abolishing the fourth Region. At the same time two Areas were eliminated making the present complement of sixteen Areas and the number of Districts were increased from 75 to 84.

Since that time there have been no changes in the organization structure. Instead, the changes have been limited to the addition of new positions and changes in the location of some headquarters.

On Recreation and Marketing Emphasis - The new positions were added because of an evident increase in work load and to supply some needed service. In recent years the recreational demand has been increasing very rapidly. As a result, an increase in the State Forests and Recreation staff was necessary to provide the planning needed for an expanded program by the division. For a number of years there has been a critical need for expanding markets for forest products, and for providing market information to the producers. The addition of the Marketing and Utilization Specialist was for this purpose.

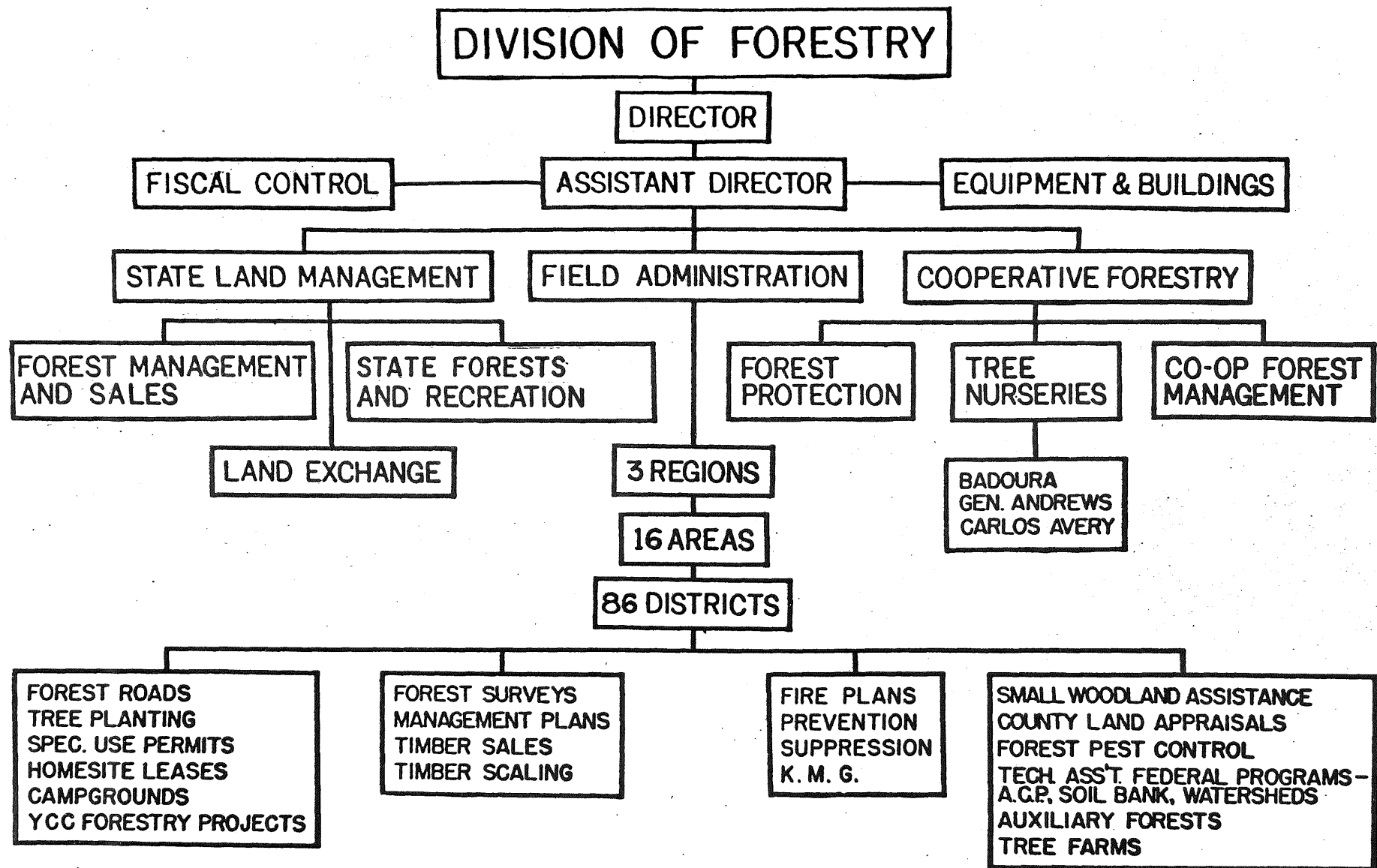
The impact of new economic development programs such as the West Central Minnesota Resources Conservation and Development and the newly created Memorial Hardwood Forest have brought about changes in local needs, work programs and work loads and have made some boundary and headquarter changes necessary. By doing this, the headquarters have been located closer to the main work load.

The effect of the recent changes has been to strengthen some of the programs and to increase the efficiency of our operations. However, some

of this improvement has been offset by a number of vacancies that have occurred in field positions.

The present organization structure of the division is well suited for conservation management. It is basically the structure that the other divisions have followed in the Departmental reorganization. However, the division's programs and responsibilities are not static. They are continually changing and as a result the work load changes.

This necessitates periodical adjustments within the organization structure. Presently the work load has increased so that it seems advisable to add a fourth region in southern Minnesota and possibly a fifth region in northern Minnesota.



ORGANIZATIONAL ACCOMPLISHMENTS

Division of Lands and Minerals

Land Administration in Need of Changes - Land administration in the Division of Lands and Minerals is conducted under the supervision of a State Land Administrator who is in charge of an office staff in St. Paul and a field organization under which the State has been divided into three appraisal or supervisory districts with field offices at Thief River Falls, Bemidji, and Hibbing.

Emphasis on Land Use of State Lands - The Land Section of the division has not kept pace with the increased need and multiple use of State-owned lands. Presently, two classifications are merged into the title of "Land Appraiser". This makes it impossible to recognize the responsibilities of the land appraiser who is required to supervise the land work in the assigned district.

Attached is a chart which shows the present Land Section organization and the proposed reorganization of this Section.

Future Needs - The need for the reorganization and reclassification of the positions of the Land Section has been apparent for a number of years and has been considered and promoted by the Department for the last 5 years. Under the proposed Conservation Pay Plan and the general reorganization of the Department the way is now open to include the Land Section of this Division.

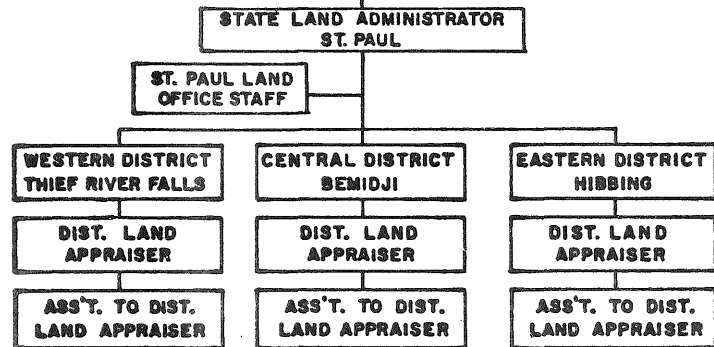
Consolidated Departmental Headquarters - As indicated on the lower half of the attached chart, it is proposed that the present three land districts be merged into two land management regions as shown on the attached map. Headquarters for the western half of the State would be located at Bemidji where a new Conservation Department Regional Office has been proposed. Headquarters for the eastern half of the State would be located at the present Lands and Minerals state-owned building at Hibbing.

This regional plan would require establishment of two of the present six appraiser positions into the classification of CM III - Range 10A, with a working title of Regional Land Manager. This would then result in a similar field supervisory classification that the other divisions of the Department now have. Each Regional Land Manager would be assisted by two of the present land appraisers who, under the new salary plan, have been classified as CM II - Range 9A, under the working title of Area Land Manager.

All Land Section activities would be under the supervision of the State Land Administrator who, under the new pay plan, has been classified as CM V - Range 12A, with a working title of State Land Administration Supervisor.

The heavy increase in the land management work in the division necessitates an assistant to the State Land Administrator.

**DIVISION OF LANDS AND MINERALS
(EXISTING LAND SECTION)**



**DIVISION OF
LANDS & MINERALS
(LAND SECTION)**

**STATE LAND ADMINISTRATION SUPERVISOR
(STATE LAND ADMINISTRATOR)
CM IV - RANGE 12 A**

**ASS'T. STATE LAND ADMINISTRATION SUPERVISOR
CM IV - RANGE 11 A**

**ST. PAUL LAND
OFFICE STAFF**

**WESTERN REGION
BEMIDJI**

**REGIONAL LAND MANAGER*
CM III - RANGE 10 A**

**AREA LAND MANAGER
CM II - RANGE 9 A**




**AREA LAND MANAGER
CM II - RANGE 9 A**

**EASTERN REGION
HIBBING**

**REGIONAL LAND MANAGER*
CM III - RANGE 10 A**

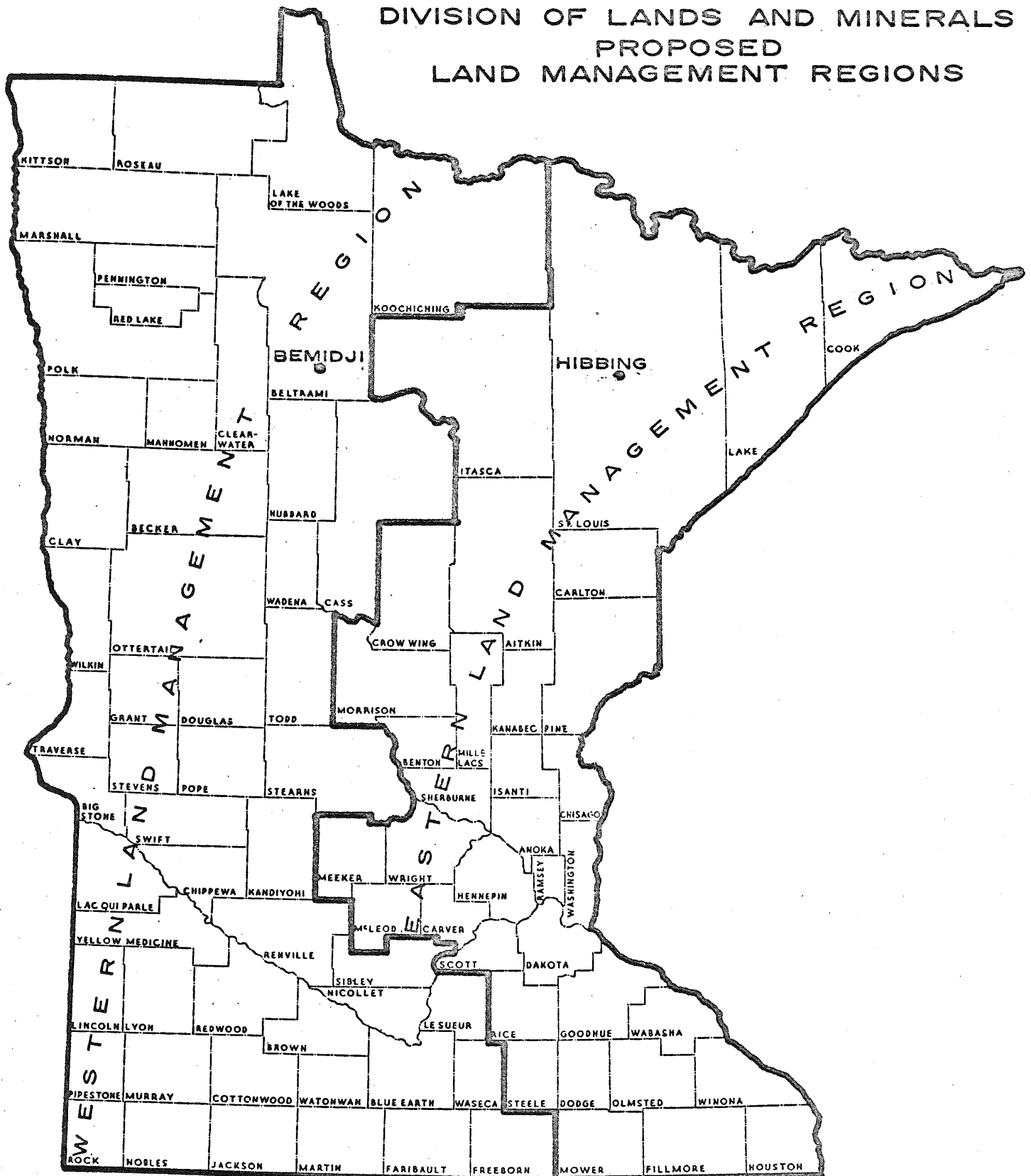
**AREA LAND MANAGER
CM II - RANGE 9 A**

**AREA LAND MANAGER
CM II - RANGE 9 A**

 PRESENT POSITION
 NEW POSITION
 * POSITION PENDING
 RECLASSIFICATION

STATE OF MINNESOTA
DEPARTMENT OF CONSERVATION

DIVISION OF LANDS AND MINERALS
PROPOSED
LAND MANAGEMENT REGIONS



ORGANIZATIONAL ACCOMPLISHMENTS

Division of State Parks

The Objective of Organizational Changes - The National Parks Service in 1964 was asked to review and recommend a long-range organization for the Minnesota Division of State Parks. The study was participated in by all of the section and bureau chiefs of the Midwest Regional Office of the National Parks Service. Each of the section and bureau chiefs is a specialist in a particular field of park management and operation. Accordingly, their report had considerable substance even though it was limited to a staff structure for the division.

Status of Organization Changes - The staff positions of Chief of Revenue Operations and Chief of Administrative Services carried over from the previous organization and two new positions were established by the last Legislature, namely, the position of Chief of Maintenance and Operations, and the position of Park Planner. Two staff positions recommended but not authorized through necessary appropriations were those of a Project Supervisor responsible for all development work in state parks; and that of the Chief of Visitor Services responsible for naturalist and other interpretive programs, including historical reconstructions and park museums in which the biological, botanical, archaeological and historical values of a particular park are interpreted. A private foundation has made possible the position of Chief of Visitor Services through a donation of a year's salary.

The field organization for the Division of State Parks was also reorganized from 3 geographical regions to 5, and regional supervisors were transferred into field offices.

Effect on Park Operations - Within a year's experience in the setup of the five regions within the field the regional supervisors have been in closer contact

with the large development program and the expanding maintenance and operations. It has provided closer supervision and a better field operation. It has resulted in improved coordination between the various divisions of the Department of Conservation. The position of Chief of Maintenance and Operations has been able to devote more time through a uniform program of park maintenance and operation. The position of Park Planner accelerated overall park planning and the coordination with the Bureau of Engineering as well as with other departments and related local and county park engineers. It has also made possible the investigation of additional areas for potential parks.

Future Needs - The recommendations of the National Park Service should be implemented by staffing the newly established Chief of Visitor Services position and establishing the Project Programmer position. In addition, the Minnesota Outdoor Recreation Resources Commission recommended that a position of Ecologist be added to the staff in order to properly provide for the perpetuation of park forests and varied types of flora and fauna.

The position of Administrative Services should be upgraded and compensated commensurate with the increased responsibilities in plant and program. The revenue operations will continue to expand with the additional facilities and the general increase of at least 7 per cent in park visitations. (See proposed organizational chart.)

The regional offices will require minor expansion in the next ten years to keep up with the increased use and the possible expansion of the system. (See regional organizational chart). After the regional offices have reached their peak load, it may be advisable perhaps after ten years to provide area offices under the regional offices similar to the Division of Forestry. This may be necessary to keep down the size of warehousing and repair garages, etc.

The increasing demands and pressure upon the organization to which the management of the Minnesota State Parks is entrusted, can be summarized briefly in the following categories. The organization must be capable of coping with all of these requirements and pressures.

1. The need for providing the highest quality of enjoyment and use of the State Park System by the millions of visitors. Increasing emphasis must be placed on helping all visitors take advantage of all opportunities for enjoyment of park resources.

2. The need to reduce the impact of visitors on park resources by expansion of facilities and services where desirable in parks now in the system and by expansion of the Park System. Presently authorized new areas and other areas having proper qualifications should be acquired to expand the State Park System extensively by 1970.

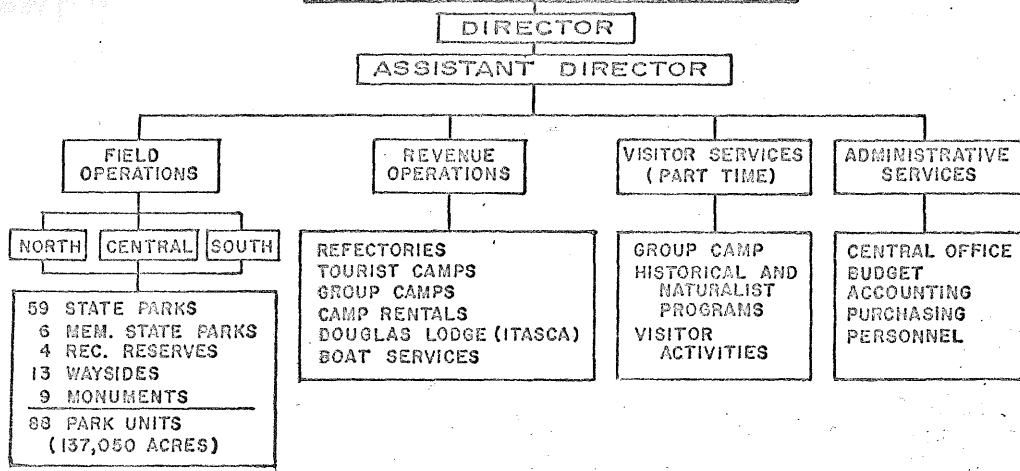
3. The pressure throughout the Nation for increasing opportunities for recreation. Shorter hours, better highways, greater fringe benefits to workers, and other improved conditions expand the opportunities for our citizens to enjoy longer vacations. Leisure is fast becoming a most important feature of our livelihood with the result that the interest in outdoor recreation is increasing far beyond expectations. Population is growing rapidly. All of these factors increase the need for more recreation areas and improved conditions to satisfy the greater demands for public facilities.

4. The necessity to develop a park organization which will meet new concepts of public administration. The economical use of State resources and the development of adequate public facilities require effective short- and long-range planning and programming which must be integrated with the overall management function. Planning for park development is a continuing process which must

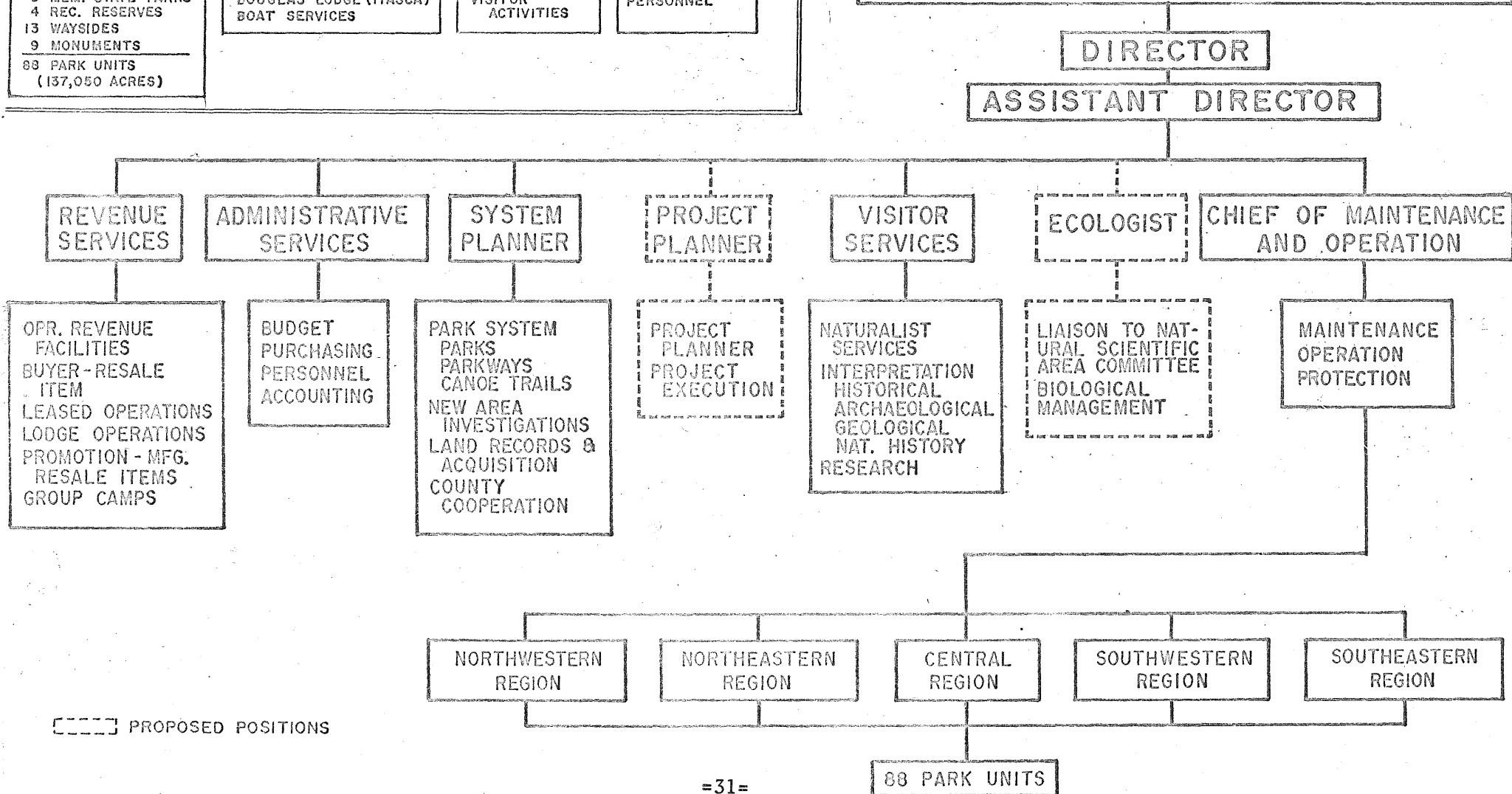
be given strong central control and direction. The continuing expansion of field operations also requires increased attention to the utilization of modern methods of management.

5. The need to provide for increased recruitment and training. In personnel there is a void of qualified people to fill the widening gap created by imminent retirement of many key staff members and the positions created by expansion of the State Park System.

DIVISION OF STATE PARKS BEFORE 1965

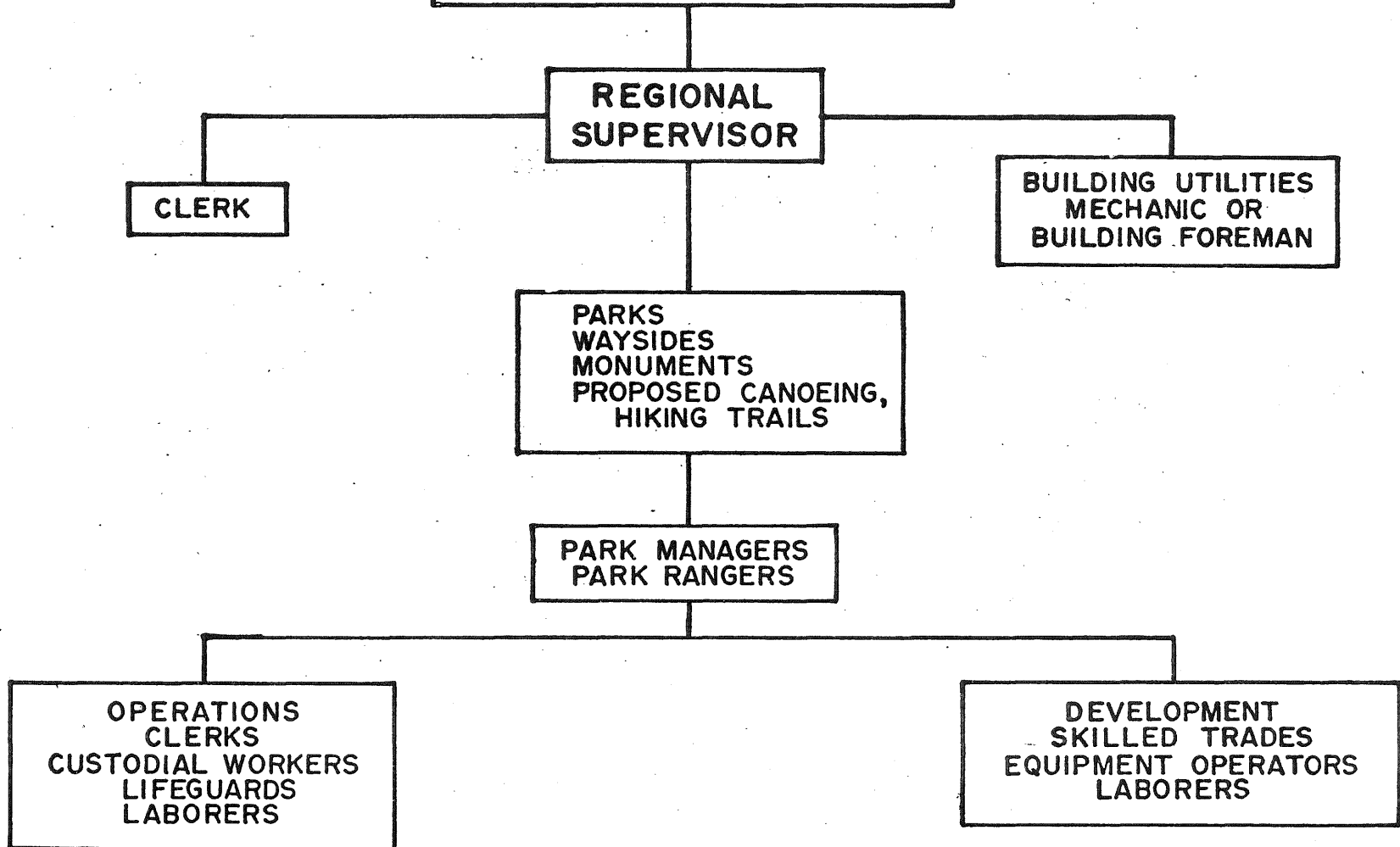


DIVISION OF STATE PARKS



DIVISION OF STATE PARKS

REGIONAL OFFICE REVISED ORGANIZATION 1965



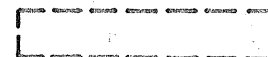
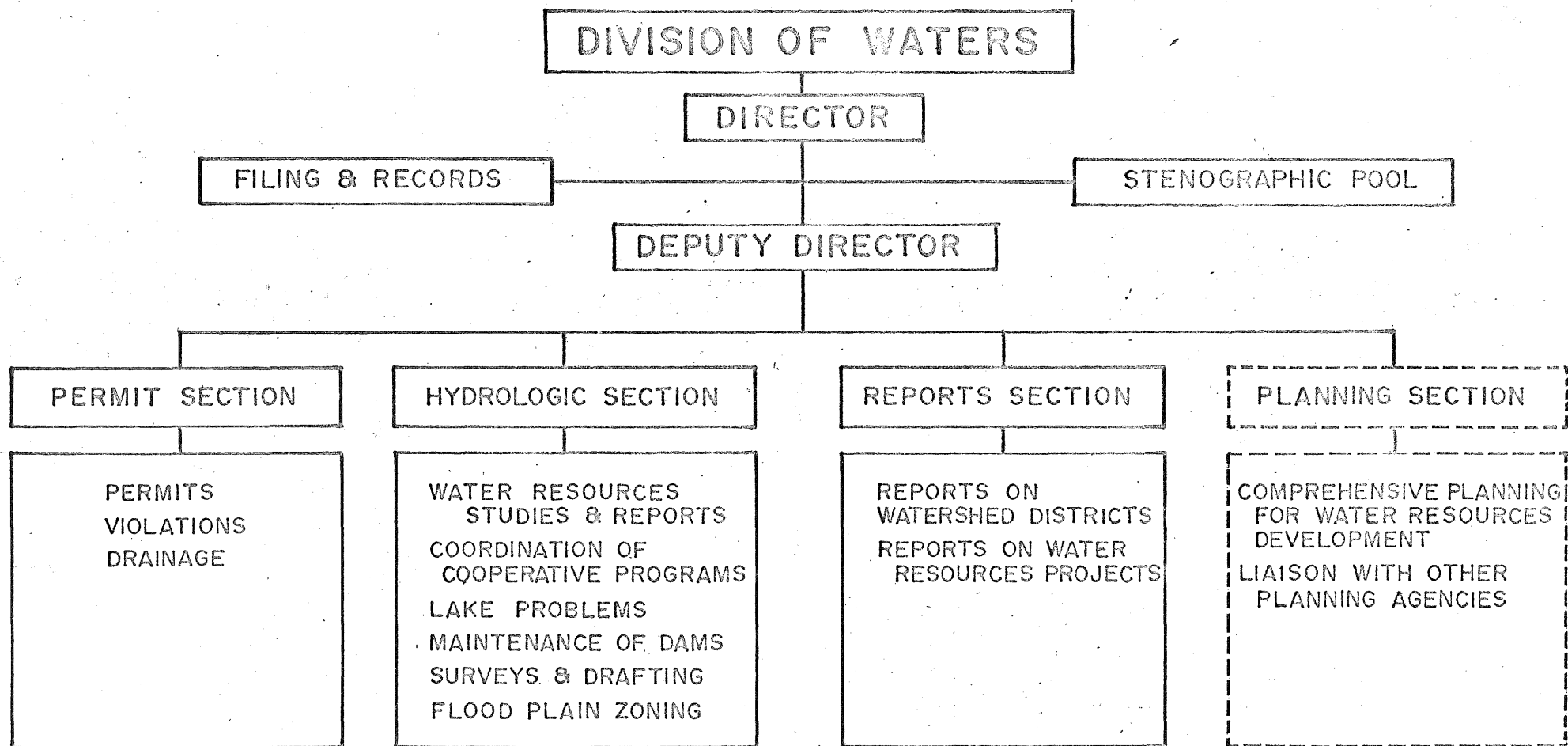
ORGANIZATIONAL ACCOMPLISHMENTS

Division of Waters

Division Functions - The functions of the Division of Waters are such that organization on a regional basis would not be feasible. No major organizational changes have recently been made, and the need for such changes would arise only if the Division's functions and staff were substantially expanded.

Minor adjustments of staff assignments have been made in response to changes in the work load. Passage of the Laws of 1965, Chapter 797, has imposed new duties on the division. This act requires that all appropriators of water first submit information on their installation to the division, and thereafter report annually the amount of water pumped during the year. Preparations are being made to have the large volume of water use data which will be received annually processed by digital computer. Much of the data received will be used to refine and improve the electric analog model which is being constructed to analyze the entire hydrologic system of the aquifers which underlie the Twin City Metropolitan Area.

The division furnishes advisory services to the Water Resources Board in the preparation of reports on petitions for establishment of watershed districts, and the review of overall plans submitted by such districts. It also conducts a critical review of all proposals for water development projects prepared by federal agencies and others. Applications for permits for work in the beds of public waters, for the appropriation of water for new industries, for air-conditioning, for municipal water supply and for irrigation require, in many cases, careful analytical study and field investigations before and after issuance of permits. The work load in these areas of activity has increased steadily in recent years and the division is hard-pressed to give the attention to these matters necessary for the protection of our water resources.



Water Resources Planning - The nation-wide concern for better management of its natural resources has resulted in increased emphasis on comprehensive planning for the development of water and related land resources. The Water Resources Planning Act of 1965, P.L. 89-80, provides for the establishment of river basin commissions, each of which "shall serve as the principal agency for the coordination of federal, state, inter-state and local plans for the development of water and related land resources within its area." It is the intent of the Act also to encourage increased participation by the states in such planning, and Title III of the Act makes federal grants available to the states for that purpose.

It is clear that because of the direct concern of the state's citizens and communities with water resources, planning in this area should not be left exclusively to federal agencies. The state's interest in the use and protection of its water resources can be adequately served only if a state agency, adequately staffed for the purpose, participates actively and positively in this work.

The Division of Waters will request of the next Legislature authorization for additional staff for this purpose. These employees will conduct a continuing study and evaluation of the water resources and water needs in all parts of the state. Provision will be made for close coordination with the work of all planning agencies at the local and state level, and with any river basin commissions which may be established under the Water Resources Planning Act.

Flood Plain Zoning - Another area of increasing nation-wide concern is in the reduction of damage from floods. The magnitude of this problem was made apparent to Minnesotans by the disastrous floods of 1965 and 1966. It is recognized that flood damage cannot be entirely eliminated by flood control projects, and that the annual cost both of flood control projects and of damage by floods is increasing steadily. Losses from floods can be reduced by flood plain zoning and regulation, aimed at sound and economic development of lands which are susceptible to repeated damage by floods.

Flood plain information studies made by the U. S. Corps of Engineers, which furnish a scientific basis for the design of flood plain regulations, have been available to local communities at little or no cost to the community since 1961. To date, only one Minnesota community has requested this service. To be effective, a program for reduction of flood losses requires active participation by federal, state and local governments.

The federal government will increase its activities in this field by providing more technical information, by developing uniform standards and criteria for determining flood hazards, and by conducting research on such problems as flood-proofing and urban drainage. Although final action on zoning must be a local responsibility, coordination and encouragement must be provided by the state government. Legislation will be proposed at the next legislative session granting local governments specific authority for flood plain zoning and providing incentives for taking such action. The Division of Waters will request authorization for additional staff so that it can obtain additional data on floods, flood hazards and potential flood damage, and furnish technical advice to counties and municipalities in solving these problems.

Expansion of Staff - The division will propose establishment of a Planning Section with five employees to be assigned to the development of plans for the future development, conservation and utilization of the water and related land resources of the state. They will cooperate closely with other agencies engaged in specialized or local phases of this work, and over-all coordination of the planning studies will be furnished by the State Planning Agency.

It will request that an engineer be added to the staff to encourage and promote efforts on the local governmental level of measures to reduce flood losses.

It will request the addition of four positions to enable it to cope with the already expanded work load in its normal activities. The attached organization chart indicates the manner in which these new positions will be filled into the present staff organization.

ORGANIZATIONAL ACCOMPLISHMENTS

Service Bureaus

Engineering

With the enactment of the Omnibus Natural Resources Act of 1963, the Bureau of Engineering has had to increase its staff to properly meet the Department's need for engineering services. With the increased personnel and work load, it has become necessary to make certain organizational changes.

The Bureau has created three new supervisory positions in an attempt to properly utilize the increased staff of the Bureau and to work closer with each Division. These positions are: A program coordinator; a design engineer (office supervision), and a field supervisor.

The office personnel have been organized into four sections according to various functions, with the design engineer coordinating and supervising the work of the sections. These sections are: architectural; general plans and maps; engineering; and site planning.

The Bureau has tried to provide the divisions of the Department better service and cooperation in the field by assigning a field engineer to each of the five Regions in the state, under the direction of the field supervisor. These Regions are aligned as closely as possible to each of the divisions' Regions.

Boat and Water Safety

During the past spring, the Bureau of Boat and Water Safety, with the cooperation of the State Sheriffs' Association and the U. S. Power Squadrons, initiated a training program for the sheriffs of the state and their water patrol deputies.

Sessions were held within the six sheriff districts of the state; in each session the program covered enforcement, issuance of permits, reports, small boat handling, equipment, and a complete review of laws and Commissioner's Orders. A refresher course will be held each year.

Legislation has been prepared and will be introduced which will provide for a young boater's educational program. Similar in many respects to the program of Michigan and New York, it is patterned after the Department's firearms safety course.

Centralization of Watercraft License Sales - With the exception of a few counties, the sale of watercraft licenses has been centralized in the office of the Bureau. This centralization was brought about after a resolution made by the State Association of County Auditors. This resolution was prompted by problems created and costs of administering license sales within the County Auditor's offices and by their agents primarily in the handling of applications for licenses. Delays in submitting applications to the central office, errors in the agent's reports resulted in lengthy delays in license issuance, and numerous complaints from the public.

Planning

Organized in 1965 the new Bureau of Planning embarked on the preparation of Minnesota's first Outdoor Recreation Plan. With a permanent complement of four including two planners, it now faces the problem of handling administrative duties under the Land and Water Conservation Fund as well as planning for the Department.

To yield the information needed as a foundation for the department's future programs, this planning unit must embark on a continuing planning and programming process. Additional help is needed both in conducting land-use inventories, demand studies and in administration of the federal grants-to-recreation program to bring about the orderly planning so vital in dealing with our immense natural resources.

Administrative Services

The on-set of federal grants under the Economic Opportunity Act brought about many new administrative tasks. A new departmental office for handling this program was established.

Many federal aid programs were initiated during the past biennium and each required many adjustments and increases in work load in handling the administration.

Legal Services

Additional legal services were required to handle the skyrocketing land acquisition programs attendant with the over-all expansion in departmental parks, wetlands, spawning areas, etc.

Conservation Education

In keeping with the general reorganization of the Minnesota Department of Conservation it is proposed that the Bureau of Information, the Public Relations arm of the Department, be updated, expanded and reorganized. This is long overdue. No change in complement has occurred since inception 27 years ago. Eleven employees then, - eleven employees now. It is totally inadequate in staff to do the job that needs to be done.

By Commissioner's Order, the title of this Bureau has been changed from Bureau of Information to Bureau of Conservation Education. Bureau reorganization details follow:

Bureau of Conservation Education classifications, and internal structure, shall be so constituted as to implement and compliment its primary goal, and the companion goals of the (five) major regions of the Department, via the following organizational structure:

- (1) Director
- (2) Two Sections
 - a. Section of Education
 - b. Section of Publications

The professional staff, including the photographer, five regional conservation educational specialists and clerical personnel, shall be assigned by the director. Each section shall be headed by a supervisor.

The Bureau title change and reorganization, are based on, and supported by, the recommendations and emphatic endorsement of educators and private, independent studies of Bureau functions:

- (1) The Governor's Study Committee, A. Sedgwick, chairman, F. C. Cady, R. D. Gower, John Barker, Carl R. Herbert, Ralph Rothstein, Robert E. Harris.

"Generally speaking, the Bureau of Information is doing an effective, professional job considering limited budget and staff. Its activities are educational . . . rather than promotional. It's purpose and general principles of operation are spelled out with insight and a good grasp of the public relations function. It is in the field of conservation education -- in the strict sense of the phrase -- that the Bureau has done its finest job . . ."

- (2) Study by the University of Minnesota School of Journalism, 1966.

"It is not enough that conservation policy be implemented by the few, but rather the work must be supported by all people in this state, private individuals and interest groups alike -- and the key is education . . . If an appreciation of Minnesota's natural resources can be planted into young generations, the outlook for the future will be brighter. Therefore, pupils, students and teachers are important targets of the Bureau's efforts."

This emphatic endorsement of restructuring of the Bureau with primary focus on education as opposed to information, in addition to the grossly misleading and erroneous connotation of the "Information" title, i.e., telephone information or receptionist identification, the Department's objectives in placing primary emphasis on the education services and responsibilities is also endorsed by national and international trends.

Minnesota's standard of living -- and the standard of living of our nation's people -- is directly dependent upon the standards (or quality) of our natural resources. Air and water pollution problems, soil and water conservation, unprecedented population pressures on open space, demands upon our mineral resources, erosion control, reforestation, demands upon timber resources, outdoor recreation demands, the environmental repercussions of pesticides and insecticides, sustaining habitat for fisheries and wildlife populations, lake reclamation, saving wetlands, the implementation of multiple use programs -- and the associate implications of the complex conservation challenges of today merely underscore the urgency and the priority which must be given to intensified public education programs.

To meet its obligations to Minnesota citizens -- present and future generations -- it is essential that the Department of Conservation give priority attention to sound, fundamental and objective conservation education programs.

Primary service functions of the Bureau of Conservation Education will be:

Education Section

(1) Formal Education including teachers workshops, curriculum revision, assistance in teacher training in the classroom and production of teaching aids and guides.

(2) Visual Education including free film library, free literature library, slide library for lecture use, television and radio programming, and exploitation of free time available on radio and television.

(3) Exhibiting - Conservation building at the State Fair is an outstanding example (equivalent of 5,000 public meetings with no travel expense) and portable or traveling exhibits for conventions and other events including shop, bank and hotel lobbies.

(4) Lecture Service - speaker's bureau for sportsmens meetings with a master schedule including appearances of all Department personnel.

(5) Specialized Services - In-service training including special training sessions for game wardens, foresters, park personnel; on and off the job safety education; essay and picture contest promotions, and maintenance of a research library.

Publication Section

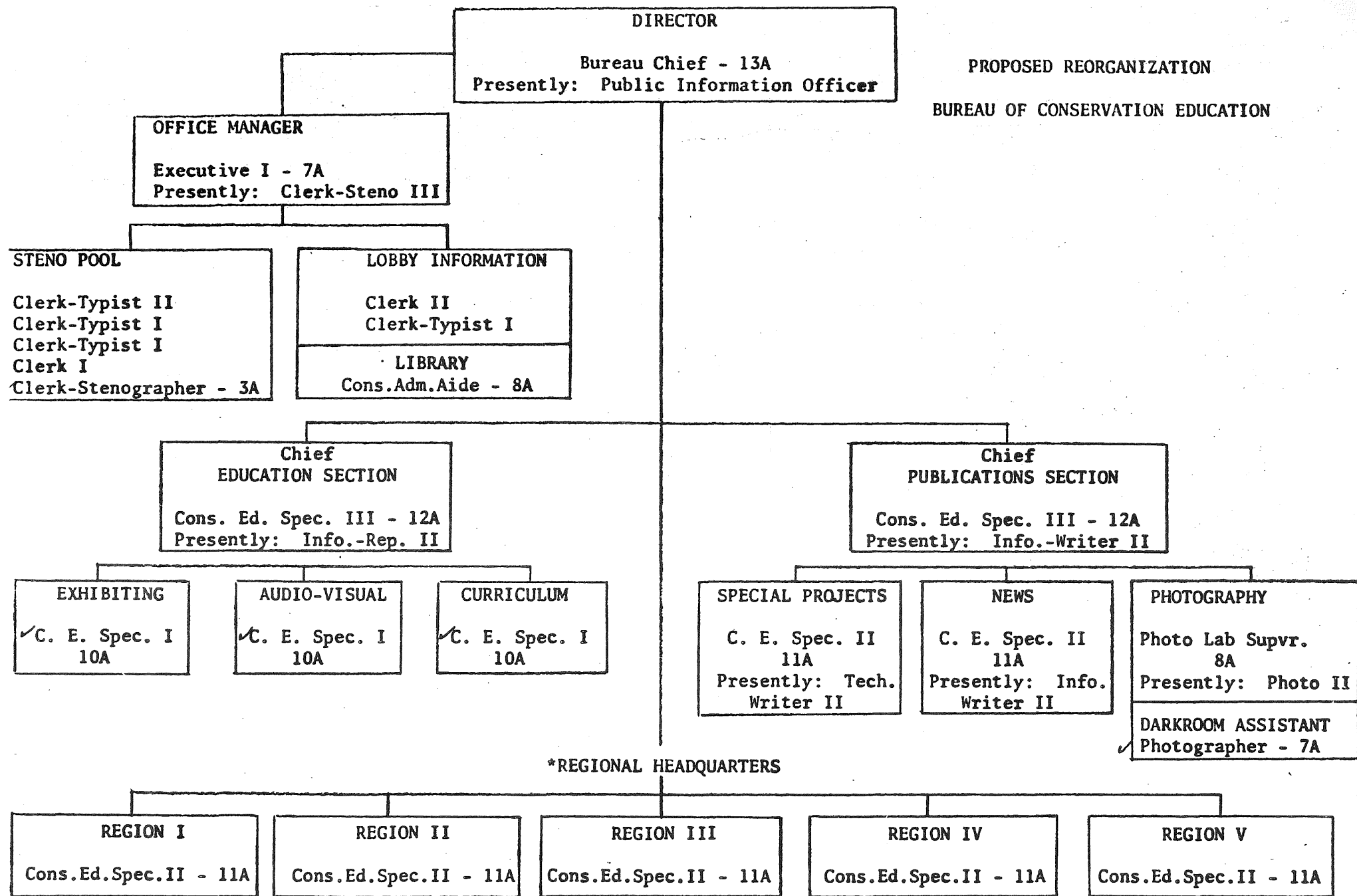
(1) The Conservation Volunteer - official publication, present circulation 50,000, and reader index estimated at 250,000.

(2) News Services - weekly news release to Minnesota newspapers, radio and television, and special and photo releases.

(3) Other Publications - annual, biennial and special reports; production of original brochures and bulletins, reprints and teaching aids; editorial advice and assistance department-wide on all printed materials.

(4) Graphic Arts Services - photography, photo lab service and photo field trips, reproductions (drawings, charts and sketches), and allied services to include sign painting and display making.

(5) Special Projects - research and specialized reporting; outdoor safety records; ghost writing, scripting shows for Radio and Television, and promotion of conventions and other meetings.



*These positions are requested in the Natural Resources Fund budget
✓New Positions

