

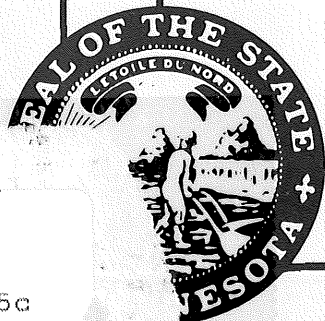


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DEPARTMENT OF ADMINISTRATION

MANAGEMENT STUDY
of the
Regional and Subregional
Structure
of the
DEPARTMENT OF NATURAL RESOURCES



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MANAGEMENT ANALYSIS DIVISION

MANAGEMENT STUDY
of the
Regional and Subregional
Structure
of the
DEPARTMENT OF NATURAL RESOURCES

DEPARTMENT OF ADMINISTRATION
MANAGEMENT ANALYSIS DIVISION

January, 1984



STATE OF MINNESOTA
DEPARTMENT OF ADMINISTRATION
SAINT PAUL 55155

OFFICE OF THE
COMMISSIONER

January, 1984

TEL. NO. 296-3862

The Honorable Rudy Perpich
Governor
130 State Capitol Building

Patrick E. Flahaven
Secretary of the Senate
231 State Capitol Building

Edward A. Burdick
Chief Clerk
House of Representatives
211 State Capitol Building

Dear Gentlemen:

Pursuant to 1983 Laws of Minnesota, Chapter 301, Section 22, the Department of Administration has studied the regional and subregional structure of the Department of Natural Resources. The study was conducted by our department's Management Analysis Division with the assistance of the Department of Natural Resources.

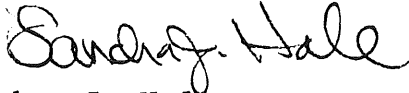
Overall, we believe that the Department of Natural Resources is well-run. We have concluded that the current regional structure enhances efficient delivery of support services to field operations, facilitates coordination across operating divisions, and improves public responsiveness. While we offer over forty recommendations to improve the department's structure and operations, the recommendations are best characterized as fine-tuning rather than major reorganization of the department.

We recommend that funds in the regional office contingent account be released for regional administration.

The Department of Natural Resources has reviewed our report. We will be working together to develop plans for implementing the report's recommendations. Implementation will take several years to complete. Most recommendations, except those requiring additional appropriations, are within the department's current statutory authority and do not require legislative action.

Finally, we wish to acknowledge the excellent cooperation and assistance provided us by the department's managers and field staff. We were impressed by the commitment of staff to their jobs and to managing the state's natural resources.

Respectfully submitted,

A handwritten signature in cursive script that reads "Sandra J. Hale". The signature is written in dark ink and is positioned above the printed name and title.

Sandra J. Hale
Commissioner

cc: Joseph N. Alexander
Commissioner
Department of Natural Resources

MANAGEMENT STUDY

of the

Regional and Subregional

Structure

of the

DEPARTMENT OF

NATURAL RESOURCES

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EXECUTIVE SUMMARY

The 1983 Legislature directed the Department of Administration to study the regional and subregional structure of the Department of Natural Resources. A Summary of Recommendations can be found on pages ix to xiv.

The study focused on five organizational issues: centralization/decentralization of decision-making, lines of authority, span of control, coordination across operating divisions, and coordination and provision of support services. The study also examined the number of regions, areas, and districts which the department should have to operate effectively.

Centralization/Decentralization:

- o The current regional structure enhances efficient delivery of support services to field operations, facilitates coordination across operating divisions, and improves public responsiveness.
- o In general, sufficient authority has been delegated to the field.
- o The department should retain Regional Administrators as the administrative heads of the department's regional offices. Regional Administrators should continue to supervise the Regional Business Managers, Field Service Coordinators, and Land Specialists. On the other hand, Regional Engineers and Regional Program Supervisors should continue to report directly to their respective Central Office management.
- o Regional Administrators' input into natural resource planning, program development, and policy-making should, however, be strengthened.
- o In the Waters Division, greater authority for issuance of protected waters permits should be granted to the field.

Lines of Authority:

- o There is an overall need to clarify the authority of Central Office program staff for line operations. Every division should designate a Field Operations Manager, who would be responsible for day-to-day field activities and would have direct line authority for policy, budget, personnel, and other administrative matters.
- o The supervisory authority of Area Enforcement Supervisors is unclear. They should be granted full supervisory status and transferred from the law enforcement to the supervisory bargaining unit.

Span of Control:

- o The span of control of regional program supervisors varies greatly. It is too broad for all Enforcement, most Parks, some Forestry, and some Wildlife supervisors.
- o The spans of control of the Fisheries Operations Chief, Wildlife Section Chief and Assistant Chief, and the Waters Division Director are too broad. Central Office operations need to be reorganized to reduce the spans of control.
- o The spans of control of the Deputy Commissioner and Assistant Commissioner for Administration are too broad. Top management should be reorganized so that:
 - Regional Administrators and State Program Directors report to an Assistant Commissioner for Operations or the Deputy Commissioner. In the latter case, a Special Assistant to the Commissioner position should be created.
 - The Assistant Commissioner for Administration would be responsible only for support services and would supervise only the Central Office bureau administrators.
 - Some responsibilities of the Deputy Commissioner and the Assistant Commissioner for Administration would be shifted to the Assistant Commissioner for Planning.

Coordination:

- o Regional Administrators play a key role in coordinating field operations, especially in coordinating support services.
- o Coordination of activities across operating divisions has greatly improved since the 1978 reorganization. The department makes good use of interdisciplinary task forces to resolve issues and to establish departmental policies and procedures.
- o The Wildlife/Forestry Coordination Policy has greatly improved coordination between these two divisions. It should serve as a model for other divisions. There is a continuing need to improve coordination across operating divisions.
- o Responsibility for recreational programs is spread throughout the department. The Parks and Recreation Division and the Trails and Waterways Unit should be merged into a new Division of Recreation.

Support Services:

- o In general, additional staff are needed to carry out basic administrative/support services and to free program staff so that they can devote more time to natural resources management. In particular, additional business, land, and information and education staff are needed in the field.

Number of Regions, Areas, and Districts:

- o The Forestry Division's current area/district structure is no longer cost effective and should be better integrated. The division has completed its own study and submitted to the Legislature recommendations on realigning its field organization.
- o The department should establish common subregional boundaries and offices where operationally and administratively feasible.
- o The department should maintain its six region structure. To better balance workloads and reduce distances between the field and regional headquarters, the boundaries of some regions should be adjusted. As a first step, Wright, Sherburne, Isanti, and Chisago Counties should be added to the Metropolitan Region. The department should then examine adjusting the boundaries of Regions I, II, and III.

SUMMARY OF RECOMMENDATIONS

CHAPTER I REGIONAL ADMINISTRATION

REGIONAL ADMINISTRATORS

Recommendation 1: Retain Regional Administrators as administrative heads of the department's regional offices. Regional Administrators should retain line authority over Regional Business Managers, Field Service Coordinators, and Land Specialists. Regional Engineers and Regional Supervisors should continue to report directly to their respective Central Office management.

Recommendation 2: Strengthen Regional Administrators' input into departmental policy and program decision-making.

Recommendation 3: Add an Information and Education staff person in each region.

REGIONAL BUSINESS MANAGERS

Recommendation 4: Add a personnel aide in each regional Business Office.

Recommendation 5: Clarify the responsibilities and working relationships of Regional Business Managers, divisional business managers, and the Financial Management and Personnel Bureaus.

Recommendation 6: Automate more of the department's financial and personnel recordkeeping. Develop an automated cost accounting and management information system for the department.

FIELD SERVICES COORDINATORS

Recommendation 7: Compile a field services manual in which responsibilities of users and Field Services staff are detailed and departmental policies and procedures are standardized.

Recommendation 8: Modify the department's equipment budget and allocation process.

LAND SPECIALISTS

Recommendation 9: Add another Land Specialist in each of the three northern regions.

Recommendation 10: Assign greater land acquisition responsibilities to the Regional Land Specialists.

Recommendation 11: Clarify responsibilities of the divisions for land appraisals, negotiations, and leases. The Land Bureau and Regional Land Specialists should strengthen their program supervision over the land activities of the divisions.

Recommendation 12: Establish annual work plans for all Land Bureau and Regional Land Specialist services.

ENGINEERING

Recommendation 13: Develop an accelerated two-year plan to reduce the backlog of survey work.

CHAPTER II PROGRAM DIVISIONS

ENFORCEMENT

Recommendation 14: Grant Area Enforcement Supervisors full supervisory status and transfer them from the law enforcement to the supervisory bargaining unit.

Recommendation 15: Assign Area Enforcement Supervisors to area offices, colocated with those of other Department of Natural Resources divisions. Conservation Officers should continue to work out of their homes and be assigned to specific districts. District boundaries, however, should be "softened." Area Enforcement Supervisors should be granted increased authority for scheduling and assigning Conservation Officers work throughout the area.

Recommendation 16: Clarify each division's enforcement authorities and responsibilities.

FISH AND WILDLIFE DIVISION

Recommendation 17: Establish a single Business Management unit for the Fish and Wildlife Division.

Recommendation 18: Develop written policies clarifying responsibilities of Fisheries, Wildlife, and Ecological Services staff for protected waters permits, planning assistance in flood control and watershed projects, and environmental impact statements.

FISHERIES

Recommendation 19: Reorganize the Fisheries Central Office. Divide the office into three units reporting directly to the State Fisheries Chief: Field Operations, Resource Management, and Research.

Recommendation 20: Clarify the authorities and responsibilities of Regional Supervisors, Central Office staff, and hatchery managers for fish production and distribution.

Recommendation 21: Complete development of a comprehensive long-range fisheries plan.

Recommendation 22: Conclude working agreements with Forestry, Wildlife, and Waters detailing areas of cooperation, respective staff responsibilities, and coordination procedures.

WILDLIFE

Recommendation 23: Restructure the Wildlife Central Office. Divide the office into three units reporting directly to the State Wildlife Chief: Field Operations, Resource Management, and Research.

Recommendation 24: Add an Assistant Regional Supervisor in Region IV (New Ulm) to reduce the Regional Supervisor's span of control.

Recommendation 25: Institute a comprehensive annual work planning process and develop a comprehensive long-range wildlife plan.

FORESTRY

Recommendation 26: Integrate the area and district field organizations.

Recommendation 27: Assign supervisory responsibility to Regional Staff Foresters for all regional program and clerical staff.

Recommendation 28: Clarify the reporting and working relationships between Central Office, regional, and area program specialists.

PARKS AND RECREATION

Recommendation 29: Combine the Trails and Waterways Unit and the Parks and Recreation Division into a new Division of Recreation.

Recommendation 30: Improve the speed and accuracy of communications between the Central Office and the field on budget allocations, budget status, and program decisions. The division should reexamine the role of Regional Supervisors: their authority and responsibilities for budgetary and program matters need to be more clearly delineated. Regional Supervisors should take a more active role in assisting small unit managers in budget preparation and program development.

Recommendation 31: Provide greater managerial and supervisory training to Regional Parks Supervisors and park managers.

TRAILS AND WATERWAYS

Recommendation 32: Delegate greater budgetary and program authority to regional staff.

WATERS

Recommendation 33: Delegate to Regional Hydrologists authority to issue most protected waters permits.

Recommendation 34: Establish a Field Operations Manager position in the Central Office. The Central Office structure should be consolidated to free up a position for the Field Operations Manager.

Recommendation 35: Institute a comprehensive annual and long-range work planning process.

CHAPTER III: REGIONAL AND SUBREGIONAL STRUCTURE

REGIONS

Recommendation 36: Maintain six administrative regions but adjust regional boundaries to better balance workloads and staffing and to reduce distances between field offices and regional headquarters.

As a first step, transfer Wright, Sherburne, Isanti, and Chisago Counties from Region III (Brainerd) to Region VI (Metro).

After implementing the expansion of the Metro region, the department should examine adjusting the boundaries between Regions I, II, and III.

AREAS AND DISTRICTS

Recommendation 37: Establish common subregional boundaries where operationally and administratively feasible.

Recommendation 38: Continue to colocate area offices where cost effective and operationally feasible. The Department of Natural Resources should develop a four-year plan for consolidation of area offices.

CHAPTER IV: DEPARTMENT-WIDE ISSUES

TOP MANAGEMENT STRUCTURE

Recommendation 39: Reorganize the department's top management structure:

- o Create an Assistant Commissioner for Operations, who would supervise the Central Office division directors and Regional Administrators. Alternatively, both the Central

Office division directors and Regional Administrators could report to the Deputy Commissioner. In the latter case, a Special Assistant to the Commissioner position should be created to help the Deputy.

- o Restructure the responsibilities of the Assistant Commissioner for Administration. The Assistant Commissioner should be responsible only for support services and should supervise the Central Office bureau administrators.
- o Change the position of Assistant Commissioner for Planning to Assistant Commissioner for Planning and Special Services.

TRAINING

Recommendation 40: Improve managerial and supervisory training. DNR should develop and implement a comprehensive long-range plan for managerial and supervisory training.

CAREER PATHS

Recommendation 41: Create more career paths requiring employees to have both Central Office and field experience.

UNEMPLOYMENT COMPENSATION COSTS

Recommendation 42: The Department of Natural Resources must pursue more vigorously ways to reduce unemployment costs. It should:

- o Continue to convert nine to eleven month appointments to full- or part-time twelve month (unlimited) appointments whenever operationally feasible and cost effective.
- o Reexamine the feasibility of creating regional labor pools.
- o Investigate the feasibility of shifting some work, such as some trails and park development work, to non-peak times.

INTRODUCTION

The 1983 Legislature directed the Department of Administration to study the regional and subregional structure of the Department of Natural Resources. The study was conducted by the department's Management Analysis Division with the assistance of the Department of Natural Resources. See Appendix A for a copy of 1983 Laws of Minnesota, Chapter 301, Section 22, which mandated the study.

The study concentrated on five organizational issues:

- o Centralization/decentralization of decision-making in the department
- o Lines of authority
- o Span of control of managers and supervisors
- o Coordination of activities across operating divisions
- o Coordination and provision of support services to operating divisions.

The report focuses on areas needing improvement. It would be a mistake, however, if the reader were left with the impression that the department had overwhelming organizational problems.

We believe that, overall, the department is well-run. We were particularly impressed by the commitment of field staff to their jobs and to managing the state's natural resources. We have concluded that the regional structure enhances efficient delivery of support services to field operations, facilitates coordination across operating divisions, and improves public responsiveness.

The report is divided into four chapters. Chapter I discusses regional administration. Chapter II deals with the department's program divisions. Chapter III discusses regional and subregional structure, including the number of regions. Chapter IV takes up department-wide issues.

Some of our findings and recommendations deal with the Central Office. We include them because they have direct bearing on field operations.

METHODOLOGY

The study was conducted from July to December, 1983. It consisted of:

- o An analysis of the department's statutes, rules, budgets, spending plans, annual reports, work plans, long-range resource management plans, operational orders, policy directives, delegation orders, staffing rosters, and employee position descriptions.
- o An analysis of past Department of Natural Resources management and reorganization studies.
- o Tours of Department of Natural Resources field operations and facilities.
- o Interviews with 215 field staff. In-depth, structured interviews were conducted with:
 - Regional Administrators
 - Regional Support Staff:
 - Business Managers
 - Field Service Coordinators
 - Land Specialists
 - Engineers
 - Regional supervisors and program staff
 - Subregional supervisors and staff:
 - Area Enforcement Supervisors
 - Conservation Officers
 - Area Fisheries Managers
 - Hatchery Managers
 - Area Forestry Supervisors and staff
 - District Foresters
 - Park Managers
 - Area Hydrologists
 - Area Wildlife Managers
 - Wildlife Area Managers.

Interviews were conducted on-site with field staff in every region.

- o Written questionnaires for field staff. Field staff who were interviewed were also asked to complete a structured, written questionnaire about supervision, coordination, and communication in the department.
- o Interviews with thirty Central Office staff. In-person, structured interviews were conducted with the Commissioner, Deputy Commissioner, Assistant Commissioners, Special Assistant to the Commissioner, Citizen Participation Coordinator, division directors, bureau administrators,

and select division and bureau staff. The latter interviewees were individuals whom field staff identified as playing key roles in field operations.

DEPARTMENT STRUCTURE

With 1600 full-time employees and operations in every county of the state, the Department of Natural Resources is a complex organization. Following is a brief overview of the department's organizational structure that can serve as a general guide. See Figure 1. More detailed descriptions and charts of individual administrative units can be found in the body of the report.

- o The department is headed by a Commissioner, Deputy Commissioner, and two Assistant Commissioners.
- o The Central Office is basically divided into program divisions headed by directors and support bureaus headed by administrators.
 - The six program divisions are: Enforcement
Fish and Wildlife
Forestry
Minerals
Parks and Recreation
Waters
 - The nine bureaus are: Data Systems
Engineering
Field Services
Financial Management
Information and Education
Lands
Licensing
Office Services
Personnel
 - The Special Assistant to the Commissioner heads the central office Trails and Waterways Unit.
- o The department has six administrative regions. See Figure 2.
 - The administrative heads of regions are called Regional Administrators.
 - The principal regional support staff consists of Business Managers, Field Service Coordinators, Land Specialists, and Engineers.

FIGURE 1
CURRENT DEPARTMENT STRUCTURE

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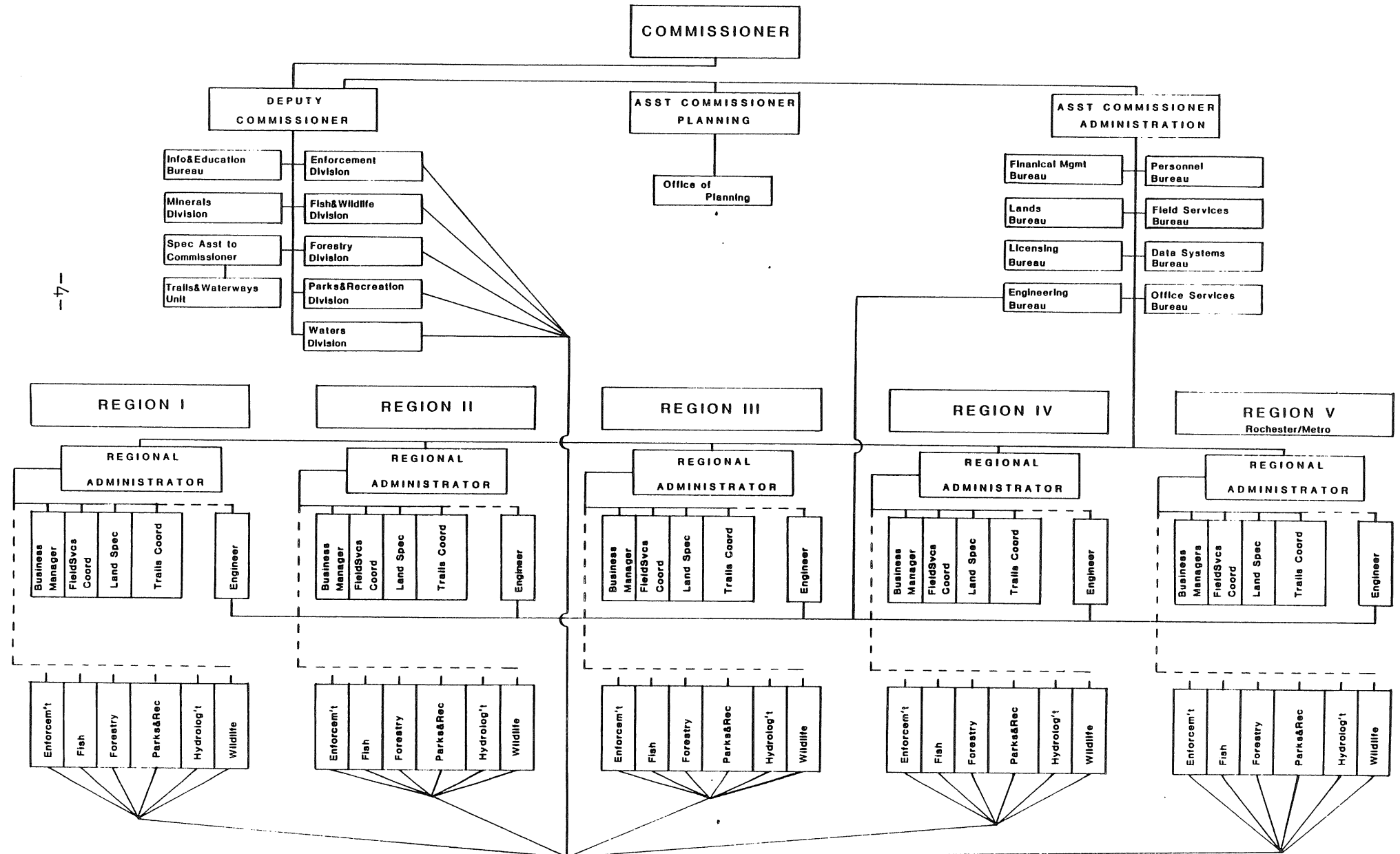
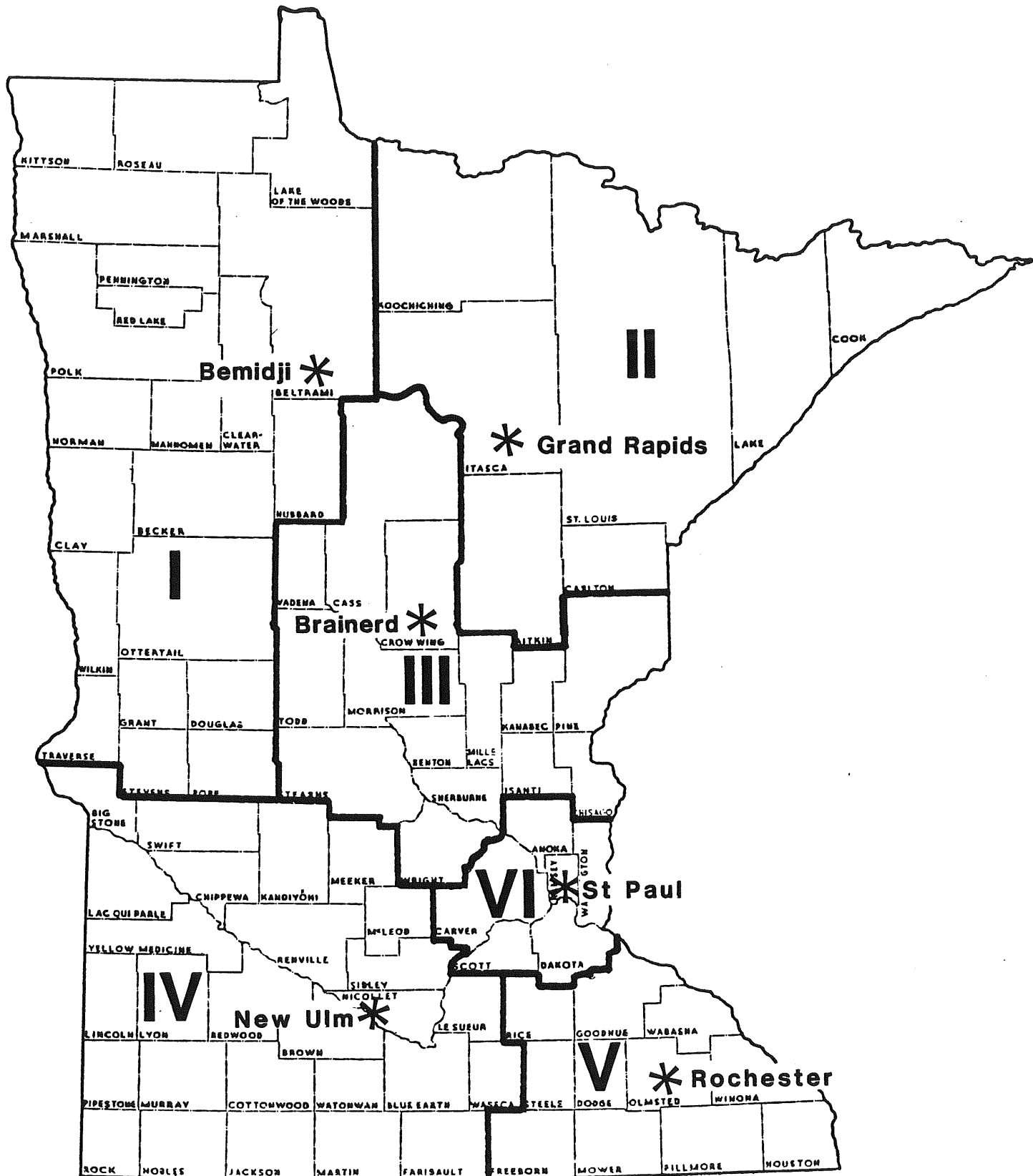


FIGURE 2

CURRENT DNR REGIONS



* Regional Headquarters

- The heads of the program divisions in the field are called Regional Supervisors.
- The Trails and Waterways programs are headed by Regional Coordinators.
- The Minerals Division is not part of the regional structure. It has a separate field organization because its work is concentrated in one area of the state.
- The department's subregional structure varies considerably across divisions. Detailed descriptions can be found in the body of the report.

HISTORY OF REGIONAL ORGANIZATION

Historically, the Department of Natural Resources has had strong, independent operating divisions and highly centralized management of field operations. Significant decentralization did not occur until the late 1950's and 1960's.

In 1956 Forestry became the first division to truly implement a regional structure, in which area supervisors report to a regional supervisor. By the early 1970's most divisions had adopted regional structures. Common regional office buildings had been established in Bemidji and Brainerd. Regional structures, however, were not coordinated across divisions. Regional boundaries differed for each division. There was no common administrative or support services structure in the field.

In 1973 the Loaned Executive Action Program (LEAP) proposed a major reorganization of the department. It recommended a highly decentralized field structure with regional administrators who reported directly to the Commissioner. These administrators were to be given broad responsibility for interpreting resource goals and managing field operations. Line authority was to be removed from the divisions, which were to be organized under a new Office of Planning, Research, and Development. Division directors were to serve in a planning, project development, and advisory role on the Commissioner's staff. The LEAP study group believed the reorganization would improve public responsiveness, facilitate coordination across disciplines, increase administrative efficiency, and create clearer accountability for execution of field programs.

The LEAP recommendations were implemented in 1973 and 1974. Six administrative regions were created. Common regional boundaries were established, and Regional Administrators, who reported to the Deputy Commissioner, were appointed.

In 1978 Commissioner Alexander reorganized the department based on recommendations of an internal task force of department managers. The task force concluded that the agency had serious problems with public responsiveness and with accountability in its field operations. Line authority for field operations was returned to each of the divisions. The role of Regional Administrators was redefined. Regional Administrators would be responsible for providing support services to field operations, coordinating and monitoring departmental programs, and ensuring public participation. The reorganization plan retained the six-region structure. It also emphasized the need for divisions to decentralize decision-making to the field to the "maximum extent feasible and practical."

In 1982 the Legislature directed the Department of Natural Resources to develop a plan for reducing the number of regional offices from six to three during the 1983-85 biennium. After conducting a nine-month internal study, the department recommended retaining all six offices. It concluded that office closings would lead to serious management and operational problems and only minimal long-term savings.

TERMINOLOGY AND CAVEATS

We should define, at the outset, some terms that will be used throughout the report.

- o Divisions refer to the Enforcement, Fish and Wildlife, Forestry, Parks and Recreation, and Waters divisions as well as the Trails and Waterways Unit. The term refers to both central office and field operations.
- o Regional Support Staff includes regional Business Managers, Field Service Coordinators, Land Specialists, and Engineers, their staffs, and regional headquarters clerical staff.

We distinguish between two types of authority: line and program.

- o Line authority means the authority to assign and direct the work of subordinates, including supervisory authority to hire, fire, discipline, and reward employees. There is a "command prerogative."
- o Program supervision is a term that is slightly broader than the more commonly used term "staff authority." People exercising program supervision are primarily in an advisory role to line managers and supervisors. They have no "command prerogatives." Program supervision

includes technical assistance, planning, program evaluation, and development of program standards, policies, service models, and allocation formulae.

We should also define more precisely three of the organizational issues we examine in the report:

- o Centralization/decentralization of decision-making:
 - Authority should be delegated as far down in the organization structure as possible.
 - Over-centralization and the creation of too many levels:
 - defines authorities and responsibilities of field staff too narrowly.
 - slows decision-making. Emphasis is placed on maintaining the status quo.
 - removes decision-makers too far from operations. The organization becomes less responsive to directives.
 - results in communication problems.
- o Clear lines of authority:
 - There must be clear lines of authority from the top to the bottom of the organization. Areas of responsibility and authority should be stated in writing. Line and staff relationships should be clearly delineated. No one should report to more than one "line" supervisor.
 - Reporting to more than one boss:
 - Individuals may receive conflicting orders.
 - Individuals have difficulty setting priorities.
 - Bosses may get into conflict over the individual.
 - Raises the question of who has authority to hire, fire, discipline, and reward the individual.
- o Manageable spans of control for managers and supervisors:

Span of control, the ability to manage a certain number of people, is determined by the diversity of the jobs to be performed, the dispersion of people performing the jobs, the complexity of the jobs, the volume of work, and the manager's or supervisor's ability to delegate.

Two general caveats about our recommendations should also be stated:

- o Several recommendations call for additional field staff. The department may, in some instances, be able to reallocate funds within its current budget rather than seek additional appropriations. In most instances, we believe additional positions will be needed. We cannot make definitive recommendations.

The focus of our study was on regional and subregional structure. We did not do a detailed work analysis of every field position. Further, we did not conduct extensive workload and budgetary analysis of Central Office units.

- o Several recommendations include references to employee classifications. The references are meant as general indicators of skills and levels of responsibility. All classifications must be reviewed and approved by the Department of Employee Relations.

CHAPTER I REGIONAL ADMINISTRATION

REGIONAL ADMINISTRATORS

Current Structure: Regional Administrators serve as the administrative heads of the department's regional offices. They report directly to the Assistant Commissioner for Administration. Their responsibilities include:

- o providing support services to the department's field operations
- o coordinating field activities
- o monitoring implementation of department programs
- o providing public information and facilitating public involvement
- o supervising special projects and programs, as directed by the Commissioner.

Table 1 details the responsibilities delegated to Regional Administrators by the Commissioner.

Four staff report directly to the Regional Administrator:

- o Regional Business Manager
- o Regional Field Services Coordinator
- o Regional Land Specialist
- o Regional Trails and Waterways Coordinator.

Regional Engineers and Regional Supervisors report directly to discipline managers in the Central Office. See Figure 3.

Findings:

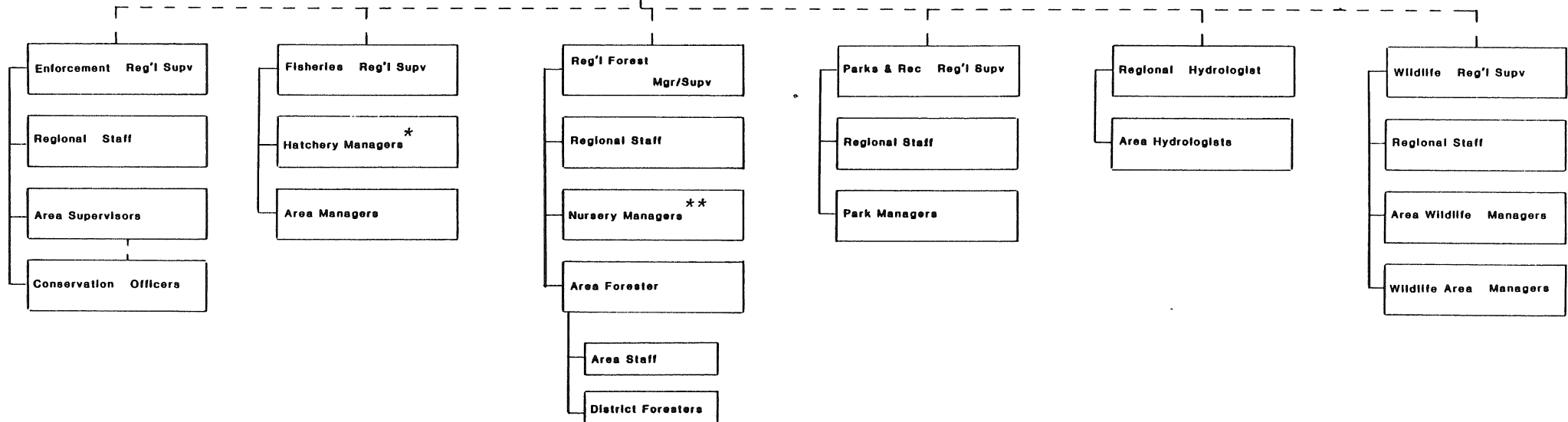
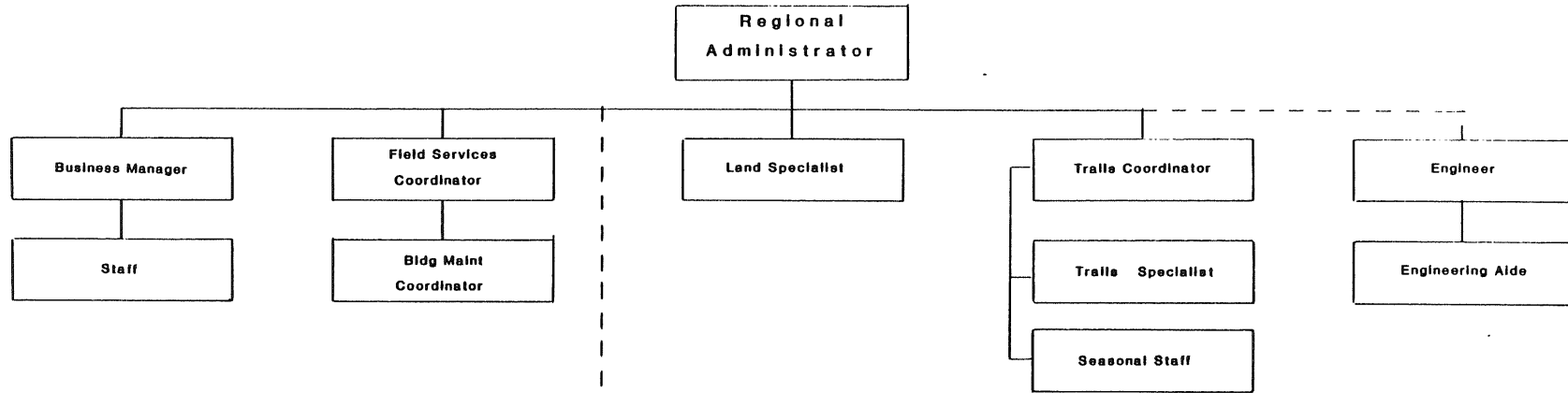
1. Regional Administrators play a key role in coordinating and integrating DNR's field operations. Their principal mechanism has been providing and controlling support services. Other coordinating mechanisms include: acting as the department's spokesperson in the region, providing leadership on interdisciplinary issues and projects in the region, holding regular meetings of regional supervisors and support staff, and serving on departmental task forces.
2. Understanding and acceptance of the Regional Administrator's role varies by region, discipline, and level in the organization. There is greater acceptance and understanding by Regional Supervisors than field staff, especially those located long distances from the regional headquarters. Considerable resistance, however, remains to Regional Administrators' playing a strong role in coordinating and integrating field operations.

DUTIES AND RESPONSIBILITIES OF REGIONAL ADMINISTRATORS AS DEFINED IN DELEGATION ORDERS 317 and 353

<u>SUPPORT SERVICES</u>	<u>COORDINATION</u>	<u>MONITORING</u>	<u>PUBLIC INFORMATION</u>	<u>SPECIAL PROGRAMS</u>
Approve all supply and equipment budgets.	Review/comment on division budgets.	Evaluate effectiveness/efficiency of division programs.	Provide regional Information and Education services.	Take all necessary action in emergencies/natural disasters.
Provide equipment maintenance and repair services.	Review/comment on environmental review documents.	Monitor division programs. Halt any program in violation of statute and regulation.	Provide liaison with local governments and local groups.	Supervise Trails and Waterways Program.
Transfer equipment between divisions.	Review/comment on division spending plans.	Review job performance of Regional Supervisors. Make recommendations to state directors.	Provide liaison and support to citizens' advisory committees.	
Construct, maintain, repair, allocate use of headquarter buildings.	Convene/direct meetings of Regional Supervisors.		Represent department at public meetings. Require divisions to provide information and assistance as needed.	
Provide "major" building maintenance and repair.	Establish/direct inter-divisional task forces at Commissioner's direction.			
Provide/allocate clerical services in buildings under Regional Administrators control.				
Provide personnel services.				
Provide fiscal and procurement services.				
Approve federal surplus property requests.				
Determine rents on department residences.				
Coordinate engineering services.				
Provide land services.				
Recommend regional administration budget.				

TABLE 1

FIGURE 3
TYPICAL REGIONAL STRUCTURE



*Coldwater hatcheries in 3 regions
**2 nurseries in Region III

3. Regional Administrators have been delegated sufficient formal authority for them to carry out their broad responsibilities.

However, the ability of Regional Administrators to carry out their responsibilities rests as much on their informal authority. Informal authority is a reflection of numerous factors including personal skills, expertise, and access to information and top decision-makers. The issue confronting the department is how to enhance the informal authority of Regional Administrators and develop a team approach to managing the department which involves both Regional Administrators and state directors.

4. Regional Administrators play a limited role in overall natural resources planning, program development, and policy making. Their involvement is generally limited to handling specific issues or crises for the Commissioner's Office.
5. Regional Administrators have no staff to assist them in carrying out their public information, coordination, and monitoring responsibilities.
6. Regional Supervisors and their staff believe there is a large, growing need for improved public information and education. The Department of Natural Resources has long been aware of the need to increase information and education efforts in the field. The need was cited in the 1973 LEAP and 1978 reorganization plans. The department has not followed through on the 1973 and 1978 recommendations, citing budget constraints.

Recommendations:

Recommendation 1: Retain Regional Administrators as administrative heads of the department's regional offices. They should maintain their responsibility for:

- o providing support services
- o coordinating the department's field activities
- o monitoring department programs
- o providing public information and facilitating public involvement
- o supervising special projects and programs, as directed by the Commissioner.

Regional Administrators should retain line authority over Regional Business Managers, Field Service Coordinators, and Land Specialists.

Regional Engineers and Regional Supervisors should continue to report directly to their respective Central Office management.

Recommendation 2: Strengthen Regional Administrators' input into departmental policy and program decision-making. A number of steps can be taken:

- o Increase the number of formal meetings and amount of informal communication between Regional Administrators and state directors on administrative and program matters.
- o Increase the Regional Administrators' role in reviewing divisional work plans, annual and biennial budgets, and proposed policy directives, rules, and regulations.
- o Charge Regional Administrators with developing regional work plans. The plans should address major interdisciplinary issues and areas for increased cooperation in the region. The plans should be approved by the Commissioner. Once the plans have been approved, Regional Administrators must be granted the requisite authority for implementation; and the responsibilities of state directors and field staff must be clearly defined.

Recommendation 3: Add an Information and Education staff person in each region. The staff should have region-wide responsibilities and report to the Regional Administrators. They should receive program direction and technical assistance from the Central Office Information and Education Bureau.

REGIONAL BUSINESS MANAGERS

Current Structure: Regional Business Managers have both financial and personnel management responsibilities. Their principal financial responsibilities are to:

- o provide general accounting services
- o assist managers and supervisors in preparing budgets and spending plans
- o monitor accounts
- o provide financial information and advice to managers and supervisors.

Their principal personnel responsibilities are to:

- o prepare and process personnel forms
- o prepare the region's payroll
- o explain, interpret, and advise supervisory staff on bargaining unit contracts and personnel policies and procedures
- o answer employees' personnel and payroll questions and resolve any problems.

The Regional Business Managers report to the Regional Administrators and receive program supervision from the Central Office Financial Management and Personnel Bureaus. Each business manager supervises two to three accounting and clerical staff.

Findings:

1. The Department of Natural Resources has a highly decentralized financial management operation. The Financial Management Bureau, the department's central financial unit, has only fifteen full-time positions. Most fiscal work is done by the regional business offices and by staff in Central Office divisions and bureaus.

The Regional Business Managers receive program supervision from but do not report to the Financial Management Bureau.

2. The Department of Natural Resources' personnel management operations have been highly centralized. Only in the last several years have significant personnel and payroll responsibilities been delegated to the regions. Responsibility for payroll preparation was delegated a year ago. Increased responsibility for counseling employees on insurance benefits, for coordinating training, and for coordinating and monitoring performance appraisals are in the process of being delegated to Regional Business Managers.
3. Many of the central division offices have their own "business managers," who are responsible for handling fiscal, payroll, and personnel matters.
 - o These business managers report to their respective divisions rather than to the central fiscal and personnel units.
 - o The divisions are responsible for such key financial activities as revenue forecasting, federal aid reporting, and preparation of biennial budget and Legislative Advisory Commission requests. Divisions frequently deal directly on fiscal matters with the Department of Finance, federal agencies, and top DNR management.
 - o The role of the Central Office business managers for matters involving field operations is not clear. There is a potential for duplicated work and conflict with Regional Business Managers.
 - o There is a wide variation of civil service classifications for Central Office business managers: Accounting Officer, Administrative Assistant, Account Clerk, Executive I, and Office Services

Supervisor. The wide variation of classifications affects the quality of service and does not promote standardization throughout the department.

4. The Financial Management and Personnel Bureaus have not provided sufficient leadership and program supervision to the department's business managers.

Specifically, the bureaus have provided little technical assistance and training. The department's internal policies and procedures have not been compiled into a useable manual. Existing policies and procedures have been developed without adequate input from the field. They are not comprehensive nor reflective of realities in the field.

Furthermore, the Financial Management Bureau has not adequately monitored the work of the business managers to ensure compliance with state and department fiscal policies and procedures.

According to the Department of Finance, the Department of Natural Resources has an inordinate amount of duplicate payments, wrong vendor payments, and obligations incurred prior to encumbering funds. For example, in October, 1983, DNR made 10.5% of all state payments but 25.8% of all duplicate and wrong vendor payments.

5. Regional Business Managers do not have sufficient staff to handle their increasing workload.

In F.Y. 1983, the Department of Natural Resources made 178,276 financial and 3,380 personnel transactions. Table 2 compares DNR with three other agencies.

Regional business offices now handle nearly two-thirds of the department's financial transactions and over eighty-five percent of the personnel transactions.

The workload of the regional business offices has grown fastest in the personnel management area because of the:

- o increased responsibilities delegated from the Personnel Bureau
- o increasing paperwork requirements
- o growing complexity of collective bargaining. Business managers must spend significantly more time on contract administration and advising supervisory staff on labor contract provisions.

6. Regional Business Managers have greatly improved the financial and personnel management of the department's field operations. Bills are now paid on time, and the department's long-standing payroll problems have been solved. The

TABLE 2

**FINANCIAL AND PERSONNEL TRANSACTION DATA
F.Y. 1983**

DEPARTMENT OF NATURAL RESOURCES	Number of SWA Transactions	Percentage ¹	Number of Personnel Transactions ²	Percentage ¹
Central Office	64,684	36.3%	456	13.5%
Region I	22,588	12.7%	612	18.1%
Region II ³	31,113	17.5%	652	19.3%
Region III	21,276	11.9%	1,062	31.4%
Region IV	17,177	9.6%	275	8.1%
Region V - Rochester	11,774	6.6%	191	5.7%
Region VI - Metro ³	9,664	5.4%	132	3.9%
	178,276	100.0%	3,380	100.0%

COMPARISON WITH OTHER AGENCIES	Budget ⁴	Number of SWA Transactions	Percentage ⁵	Staff ⁶	Complement ⁷	Number of Personnel Transactions ²	Percentage ⁵	Staff ⁶
Department of Natural Resources	78,675,300	178,276	8.7%	15/10.5	1,685	3,380	14.4%	10/7.2
Department of Corrections	68,478,700	88,556	4.3%	13.5/48.5	1,661	1,128	4.8%	4.5/14
Department of Transportation	560,239,700	165,925	8.1%	63/59.5	4,313	1,869	7.9%	21/23.5
Department of Administration	41,208,200	<u>141,138</u>	6.9%	20/0	910	<u>368</u>	1.6%	5/0
State Total		2,045,458				23,535		

NOTES:

- 1 Percentage of Department of Natural Resources transactions.
- 2 Changes to the master personnel file. Source: Department of Employee Relations.
- 3 Accounting and personnel work for Northern and Southern Service Centers done by Regions II and VI respectively.
- 4 Legislative appropriations found in Laws of Minnesota, 1981; does not reflect reductions later in biennium.
- 5 Percentage of total state transactions.
- 6 The first number is the number of staff (FTE) in the central business and personnel offices.
The second number is the number of business and personnel staff (FTE) in regions, districts, or facilities.
- 7 Legislative authorization found in Laws of Minnesota, 1981; does not reflect reductions later in biennium.

Regional Business Managers have also been able to relieve regional and area supervisory staff of much financial and personnel paperwork, freeing them to devote more time to program matters.

7. Delegating increased personnel and payroll responsibilities to Regional Business Managers has had several important benefits:
 - o Personnel and payroll operations are better coordinated with field operations, where the bulk of the department's employees work.
 - o Employee morale has been improved. Regional Business Managers are viewed very positively by field staff. In contrast, the Personnel Bureau is viewed very negatively. It is seen as having a "control" rather than "service" orientation toward both supervisors and staff.
8. Much of the department's financial and personnel paperwork is still done manually. The department's accounting and personnel staff as well as most managers and supervisors maintain their own manual records. They believe that the statewide computerized systems do not provide financial and management information that is sufficiently useful, timely, or accurate. Manual recordkeeping reduces staff productivity and takes a significant amount of time away from program operations.

The divisions have addressed the problem by beginning to develop their own management information and cost accounting systems. The Forestry Division has the department's most comprehensive and sophisticated system. This fall, the department developed an office automation plan for personnel, financial, revenue, and land records. A pilot project is currently underway.

Recommendations:

Recommendation 4: Add a personnel aide in each regional Business Office. The aide would be responsible for preparing the region's payroll, preparing personnel transaction forms, distributing information about job vacancies and application procedures, and answering employee benefit questions.

Recommendation 5: Clarify the responsibilities and working relationships of Regional Business Managers, divisional business managers, and the Financial Management and Personnel Bureaus.

In general, business managers should be delegated responsibility for day-to-day accounting, budgeting, and personnel operations.

The Financial Management and Personnel Bureaus should establish and monitor departmental policy, provide specialized, department-wide services such as revenue forecasting and employee classification studies, and serve as the department's principal liaisons with the Department of Finance and Department of Employee Relations.

The bureaus must strengthen their program supervision of regional and divisional business managers. They should:

- o develop a manual of the department's financial and personnel policies and procedures,
- o provide increased training and technical assistance to business managers, and
- o increase their monitoring and auditing of business managers' work.

Each bureau should also designate a person on their staff as the primary liaison with the department's business managers.

Recommendation 6: Automate more of the department's financial and personnel recordkeeping. Develop an automated cost accounting and management information system for the department.

FIELD SERVICES COORDINATORS

Current Structure: Field Services Coordinators are primarily responsible for:

- o purchasing
- o equipment maintenance and repair
- o equipment coordination and the regional equipment pool
- o building maintenance, repair, and minor construction
- o fixed and consumable inventory control
- o acquisition of surplus property from other state agencies and the federal government
- o disposal of surplus DNR property.

Field Services Coordinators report to Regional Administrators and receive program supervision from the Field Services Bureau. Each Field Services Coordinator supervises four to five staff.

The Field Services Bureau operates two service centers: one in Grand Rapids and another in St. Paul. The service centers operate the department's central stores, two equipment repair and fabrication shops, and a sign shop.

The service centers also review all equipment and supply requisitions and prepare bid specifications.

Findings:

1. The 1973 LEAP report severely criticized DNR's purchasing, inventory control, equipment, and building maintenance practices. In response, the department established the Field Services Bureau and appointed Field Services Coordinators in each of the regions. Since 1973, DNR has:
 - o increased equipment sharing across divisions
 - o reduced equipment duplication
 - o increased equipment utilization
 - o instituted tighter purchasing and inventory controls on equipment and supplies
 - o disposed of surplus equipment and buildings.
2. Field staff, however, voice numerous complaints about the Field Service operations. They cite the:
 - o control rather than service orientation of many Field Service Coordinators and bureau staff
 - o lack of standardized policies and procedures
 - o long distances between many field offices and the service centers
 - o cost, timeliness, and quality of equipment repairs at the Northern Service Center.
3. The responsibilities of Field Service Coordinators and the bureau are not clearly delineated. Regional and area supervisory staff are unclear about the extent of their authority for purchasing and for building and equipment repair.

Field Services does not control all equipment and building funds. The divisions continue to perform much of their own building and equipment repairs, prepare many of their own purchasing documents, and maintain their own inventory control systems. All divisions, except Enforcement and Waters, have laborers and skilled workers who do equipment and building maintenance.

4. The Department of Natural Resources' equipment acquisition budget for F.Y. 1984 is \$2,589,204. Of this amount, \$1,742,000 is under the direct control of the Field Service Bureau.

This latter amount is allocated by a panel composed of the Assistant Commissioner for Administration, the Field Services Bureau Administrator, the Special Assistant to the Commissioner, state division directors, and Regional Administrators.

The panel uses a three-step process. It first allocates funds for large, expensive equipment that generally is to be used by more than one discipline. It then allocates funds

for Central Office operations. The remaining funds are allocated to regions based on their full-time legislative complement.

Regional Administrators are responsible for allocating regional funds. Methods vary slightly. Generally, the Regional Administrator convenes a meeting of the regional supervisors and support staff to review all equipment requests. Regional priorities are established by the group and funds are allocated accordingly.

There is considerable criticism of the process by state directors and field staff. The principal merit of the process is that it forces an examination of region-wide needs and thus forces increased sharing of equipment across disciplines.

Two major problems with the process are that:

- o The process occurs after funds have been appropriated by the Legislature rather than as part of preparing the department's biennial budget.
 - o The process separates equipment considerations from other program considerations. It effectively removes equipment decisions from the control of program managers.
5. Part of the criticism directed toward the process by Department of Natural Resources staff is a frustration over inadequate equipment funds. The department's equipment budget, like those of other agencies, has not kept pace with inflation for the last four to five years. The department's equipment is aging. There are insufficient funds to replace old equipment and to add new equipment to the inventory.
 6. Building repair and betterment funds are allocated to regions using a formula based on number of buildings and square footage. There are no formulas for allocating funds within regions, however. A process similar to that for equipment allocation is used.

Recommendations:

Recommendation 7: Compile a field services manual in which responsibilities of users and Field Services staff are detailed and departmental policies and procedures are standardized. The manual should be written by a task force of Regional Administrators, Field Services staff, and users. In general, we recommend greater delegation of equipment, building, and consumable supply responsibilities to field staff. We believe, for example, that regional and area supervisors should be

granted greater local purchase authority for supplies and equipment repairs. Field Services' policies and procedures must reflect greater sensitivity to service delivery.

Recommendation 8: Modify the department's equipment budget and allocation process. Regional Administrators should prepare regional equipment budgets as part of the biennial budget process. The budget should identify specific equipment requests and maintenance needs for all field operations. Equipment requests should be prioritized by the Regional Administrator in consultation with regional supervisors and support staff. Regional requests, along with requests from Central Office operations, should then be reviewed and prioritized by the Field Services Administrator in consultation with the department's Equipment Panel. The panel's recommendations would be submitted to the Commissioner for approval and submission to the Governor and Legislature.

Once funds had been appropriated, they would be allocated based on the budget plan.

A similar process should be followed for the department's building repair and replacement budget.

LAND SPECIALISTS

Current Structure: The Regional Land Specialist is responsible for administering and coordinating the region's land program. This includes land acquisition, exchanges, sales, leases, records, and classification.

Land Specialists report to Regional Administrators and receive program supervision from the central Land Bureau. Regional Land Specialists have no staff.

The central Land Bureau has twenty-six staff: thirteen professional and thirteen clerical employees. The central office's principal responsibilities are:

- o land acquisition
- o administration of the department's land records. Central office staff certify all land transactions; maintain records on the department's 6,000 leases, easements, and licenses; and bill and collect payments from leaseholders.

Findings:

1. The Land Specialists in Regions I, II, and III are unable to handle their current workload. The backlog of work is growing, work is being shifted to field staff in other disciplines, and oversight of the other disciplines' land management is not being done.

The three northern regions have ninety-five percent of all state-owned land and all of the consolidated conservation area land, which is land held in trust for counties by the department. Eighty percent of the department's leases and eighty-eight percent of its easements are located in Regions I, II, and III.

2. Regional Land Specialists have not been heavily involved in land acquisition. Most acquisition work has been done by central Land Bureau staff. Centralization has had two advantages. It has aided standardization of appraisal and negotiation work and has permitted more flexible use of staff to meet the department's statewide priorities. Centralization, however, has added to coordination and communication problems with land owners and field staff due to the distances between the central office and the field, and has made it more difficult to integrate the acquisition program with other regional land programs.
3. Department of Natural Resources divisions retain responsibility for significant aspects of the department's land program. For example:
 - o Forestry staff administer most leases involving forestry land, including lakeshore homesite leases.
 - o The Special Assistant to the Commissioner negotiates acquisition of railroad rights-of-way for state trails.
 - o Wildlife staff do many of their own land appraisals and negotiations.

The three principal reasons are:

- o Historically, divisions were granted complete responsibility for land under their administration.
- o The Land Bureau and Regional Land Specialists have not been able to handle the heavy workload.
- o Divisions can better handle some land activities because the activities are integral parts of their operations and because they have staff stationed in the field. Forestry staff, for example, are better able than Land Specialists to grant timber permits.

4. The Land Bureau and Regional Land Specialists, however, are to supervise and monitor the land activities of the divisions.

They have not been able to do so effectively because of insufficient staff, unclear lines of responsibility and authority between them and the divisions, and resistance by divisions to greater control over their land activities.

5. The Land Bureau exercises effective program supervision over the Regional Land Specialists. The Administrator:
 - o provides adequate training and technical assistance
 - o participates in setting work priorities of Regional Land Specialists. With the permission of Regional Administrators, the Land Bureau has routinely assigned Regional Land Specialists work outside their regions to meet statewide priorities.
 - o participates with most Regional Administrators in evaluating the performance of the Regional Land Specialists.

The Land Bureau and Regional Land Specialists do not, however, develop annual workplans for all land activities. Development of joint workplans would facilitate more effective use of existing staff.

Recommendations:

Recommendation 9: Add another Land Specialist in each of the three northern regions.

Recommendation 10: Assign greater land acquisition responsibilities to the Regional Land Specialists.

Recommendation 11: Clarify responsibilities of the divisions for land appraisals, negotiations, and leases. The Land Bureau and Regional Land Specialists should strengthen their program supervision over the land activities of the divisions.

Recommendation 12: Establish annual work plans for all Land Bureau and Regional Land Specialist services. Increase consultation between Regional Administrators, Regional Land Specialists, and the Land Bureau Administrator on regional and Central Office work priorities.

ENGINEERING

Current Structure: Each region has been assigned an engineer and engineering aide. Regional Engineers report to a coordinator in the Engineering Bureau. Unlike other regional support staff, Regional Engineers do not report to the Regional Administrators.

The Engineering Bureau's principal services are:

- o engineering
- o building architecture
- o landscape architecture
- o surveying
- o graphic arts.

Typical activities include project design, preparation of construction documents, construction contract administration, land and development surveys, preparation of maps, plats, and brochures, feasibility studies, and technical assistance.

The bureau's central office operations have fifty-two staff. Twenty-eight of the staff are assigned to land survey work.

The Regional Engineers' primary responsibility is field supervision, inspection, and contract administration. They also do design work on small projects and provide engineering consultation to regional staff. The Regional Engineers supervise the engineering aides.

Findings:

1. The workload of the regional engineering staff is very heavy, especially in the northern regions. The bureau added full-time engineering aides in all regions this fall. Additional regional staff may be needed but the effect of adding full-time engineering aides must first be assessed.
2. Although the Regional Engineer does not report to the Regional Administrator, there are no significant coordination problems.
3. Two years ago, the bureau established a formal requisition process. The process has enabled the bureau to establish work priorities and better schedule the work of its staff. The process has established an authoritative chain of approvals which minimizes "false starts" and requisitions for unnecessary work. It also provides a basis for systematic cost accounting.
4. The Department of Natural Resources has a growing backlog of survey work. In the F.Y. 1982-1983 biennium, the bureau received 172 survey requests but completed only 158

surveys. The current backlog is 160. The backlog is delaying development projects and resolution of trespass cases.

Many field staff believe that survey crews should be assigned to Regional Engineers. This arrangement, however, would not reduce the backlog nor improve the responsiveness of the survey crews. Central supervision and scheduling of crews provides better utilization of existing staff. Crews can be dispatched more readily to high priority projects across the state.

Recommendation:

Recommendation 13: Develop an accelerated two-year plan to reduce the backlog of survey work. The plan should encompass three strategies: improving the productivity of current staff, contracting more survey work, and hiring more temporary workers. Once the backlog has been reduced, the bureau's present staff should be able to handle the ongoing workload.

CHAPTER II PROGRAM DIVISIONS

ENFORCEMENT

Current Structure: The Regional Enforcement Supervisor serves as the head of the region's enforcement operations. Regional Supervisors report to the Assistant Director of the Enforcement Division.

The regional headquarters staff typically consists of a Safety Training Specialist, a pilot, and a secretary.

Regions are divided into areas, headed by Area Supervisors. There are thirteen areas in the state. Each Area Supervisor supervises between nine and thirteen Conservation Officers. Each Conservation Officer is assigned to a separate enforcement district.

See Figure 4 for an organizational chart of a typical region.

Findings:

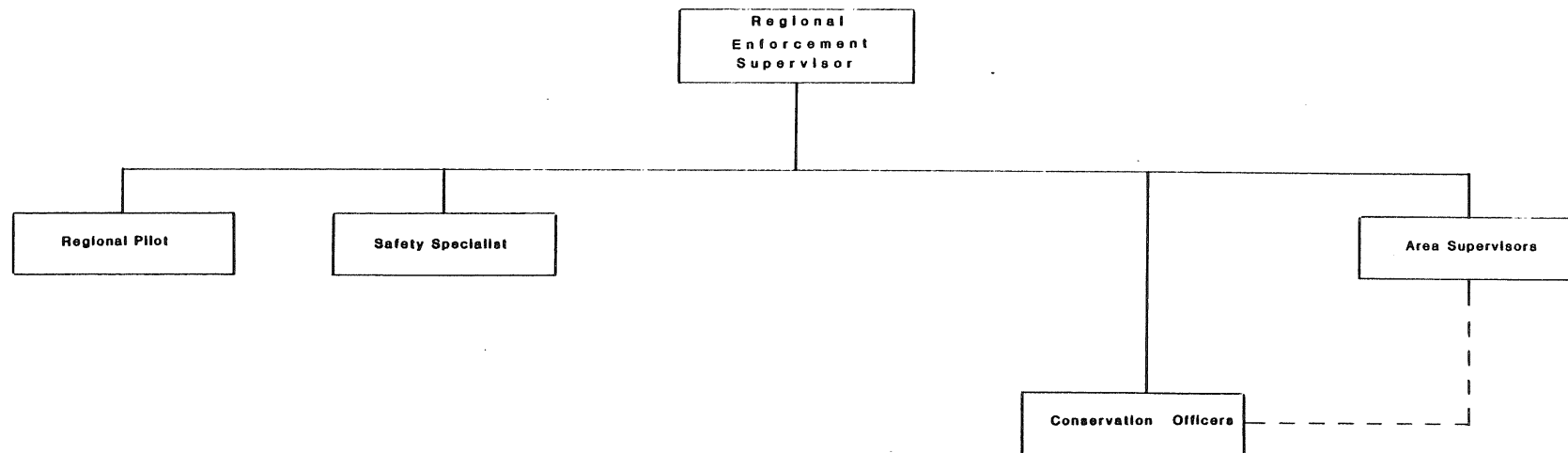
1. There are clear lines of authority between the Central Office and the Regional Enforcement Supervisors.
2. The Assistant Director has delegated sufficient authority to the Regional Supervisors to operate effectively.
3. Area Supervisors have not been delegated sufficient supervisory authority. Their responsibilities have not been clearly defined.

According to their position descriptions, Area Supervisors are responsible for:

- o assigning work to officers
- o supervising their work in the field
- o training officers
- o verifying officers' time and activity reports
- o handling administrative matters such as assigning and inspecting equipment, processing purchase orders, and preparing bi-weekly time and attendance reports.

Area Supervisors are not in the supervisory bargaining unit. They, like the Conservation Officers they "super-vise," are members of the Law Enforcement unit.

FIGURE 4
TYPICAL REGIONAL ENFORCEMENT STRUCTURE



	<u>Reg'l Supv</u>	<u>Safety Spec</u>	<u>Pilot</u>	<u>Area Supv</u>	<u>Conservation Officers</u>	<u>Total</u>
Reg I	1	1	1	3	32	38
Reg II	1	1	1	3	32	38
Reg III	1	1	1	3	28	34
Reg IV	1	1	1	2	23	28
Reg V						
Roch	1	1		1	12	15
Metro		1		1	11	13

Area Supervisors have varying definitions of their role. Some see themselves as "full-fledged" supervisors. Some see themselves as merely more senior, experienced Conservation Officers. Others see their role as primarily handling the area's administrative work. There is, in fact, much confusion among supervisors and Conservation Officers, about the exact supervisory authority and responsibilities of Area Supervisors.

4. Regional Enforcement Supervisors are members of the supervisory bargaining unit. They serve as the division's first line supervisors in the field. Each supervises between twenty-seven and thirty-seven officers. The span of control is too broad, especially considering the geographic size of the regions, for effective supervision.
5. Conservation Officers are assigned to districts and delegated responsibility for all natural resources enforcement within their districts. Conservation Officers work out of their own homes and are on call twenty-four hours per day. All but two Area Supervisors also work out of their homes.

Advantages of the current system are:

- o Officers develop an extensive knowledge of their districts -- the natural resources, people, and enforcement problems.
- o The Department of Natural Resources can provide 24-hour coverage with a small staff. Unlike the State Patrol, DNR does not have sufficient enforcement staff for multiple shifts. It must rely upon Conservation Officers working flexible hours and being on call twenty-four hours per day.
- o Officers' strong identification with their districts generally enhances their job satisfaction.

Problems with the current system are:

- o It limits supervisors' flexibility in assigning officers work outside their districts. There is a growing belief among enforcement professionals that teaming and undercover investigations are more effective than single-person patrols for some types of enforcement. Some teaming is already occurring, and officers are assigned work outside their districts, especially during busy hunting and fishing seasons. The predominant enforcement technique, however, remains single-person patrols -- a technique encouraged by the present system of strong district boundaries and weak Area Supervisors.

- o It does not facilitate specialization in specific enforcement techniques or subject areas. Conservation Officers are generalists.
 - o The public and other DNR divisions have difficulty contacting Officers and Area Supervisors when the officers and supervisors are on the road. This causes serious coordination problems with other DNR divisions.
 - o Providing adequate support services to Area Supervisors and Conservation Officers is difficult and costly. Area Supervisors and Conservation Officers must do their own clerical work. Equipment pooling is difficult.
6. The enforcement authorities and responsibilities of other divisions are not clear.

The Commissioner has designated the Enforcement Division as the chief enforcement and peace officer unit of the department. Some of the department's other divisions, such as Forestry, have specific enforcement authorities granted in statute. For example, Minnesota Statutes Section 88.10 grants certain forestry employees authority to arrest or serve arrest warrants on violators of the state fire laws. Moreover, all divisions retain some general responsibility for ensuring enforcement of their own statutes and regulations.

According to the Enforcement Division's time records, about eighty-five percent of the division's productive time is spent on fish and wildlife work. The Forestry, Parks and Recreation, Waters, and Trails and Waterways units believe that insufficient time is being spent on their enforcement problems. Some staff in these divisions wish to increase their own enforcement roles. Some park managers, for example, wish to carry hand guns. Some foresters wish to have peace officer status beyond that granted in statute for fire, timber, and recreation-related matters.

The Enforcement Division does not have sufficient staff to enforce all aspects of DNR's statutes and regulations by themselves. Moreover, enforcement of some statutes and regulations requires extensive technical program expertise, which is best provided by staff in other divisions. For example, effective enforcement of waters statutes and regulations requires the cooperation and joint effort of Enforcement and Waters staff.

There is need for greater coordination on enforcement matters between Enforcement staff and other divisions. The enforcement work of staff in other divisions must also be

improved. The authorities and responsibilities of staff in other divisions are not clearly defined. Internal procedures as well as working relations with Enforcement Division staff have not been clearly specified. Little enforcement training has been provided to staff, except in the Forestry and Parks and Recreation Divisions.

7. Another factor which hinders communications and coordination among divisions is DNR's radio system. The divisions operate on different sets of frequencies and cannot communicate directly with each other.
8. The Commissioner is taking two steps to improve coordination between divisions on enforcement matters. First, he has established an internal task force to address the issue. Its report is due in March, 1984. Second, the Department of Natural Resources is currently considering options for improving its radio system. Improvements, however, are partly dependent on the conversion of the State Patrol's radio system to high band frequencies, which is scheduled in the next several years.

Recommendations:

Recommendation 14: Grant Area Enforcement Supervisors full supervisory status and transfer them from the law enforcement to the supervisory bargaining unit.

The approval of the Bureau of Mediation Services will be required to transfer Area Supervisors to the supervisory bargaining unit.

This year, the Bureau approved the State Patrol's request to move its lieutenants from the law enforcement to the supervisory unit. State Patrol lieutenants have responsibilities comparable to those we propose for Area Supervisors.

Recommendation 15: Assign Area Enforcement Supervisors to area offices, colocated with those of other Department of Natural Resources divisions. Conservation Officers should continue to work out of their homes and be assigned to specific districts. District boundaries, however, should be "softened." Area Enforcement Supervisors should be granted increased authority for scheduling and assigning Conservation Officers work throughout the area.

The proposed system is similar to that used by the State Patrol.

The principal benefits of the proposed system are:

- o more flexible use of Enforcement staff
- o improved coordination with other divisions

- o greater public access to Area Supervisors
- o increased sharing of equipment
- o improved support services. The department may, for example, be able to add clerical staff at area offices if disciplines are colocated.

Recommendation 16: Clarify each division's enforcement authorities and responsibilities.

Conservation Officers should continue to serve as the department's principal peace officers. The responsibilities and authorities of staff in other divisions need to be clearly defined. Once these responsibilities and authorities have been delineated by the Commissioner:

- o new delegation orders and position descriptions may need to be prepared
- o new procedural manuals must be developed
- o training requirements must be defined, and training must be given to staff
- o the Department of Natural Resources must upgrade its radio system to enable better communication among its field staff.

FISH AND WILDLIFE DIVISION

Current Structure: The Fish and Wildlife Division is headed by a director and is divided into three sections: Fisheries, Wildlife, and Ecological Services. The Ecological Services section, which has no field staff, currently reports to the Fisheries Chief.

Findings:

1. The State Fish and Wildlife Director is responsible for administration of the state Game and Fish Fund, federal aid, and state General Fund appropriations. Fiscal and personnel activities are now scattered throughout the division. Supervision of these activities has been given to section chiefs or their designees, who already have heavy workloads. The Federal Aid Coordinator, who handles both wildlife and fisheries funds, reports to the Wildlife Chief. Fiscal and personnel activities are not receiving sufficient top management attention.
2. Lines of authority between Ecological Services, Fisheries, and Wildlife staff are unclear on three issues: protected waters permit applications, planning assistance in flood-control and watershed projects, and comments on environmental impact statements. To expedite work and to reduce duplication, the responsibilities of staff in these three sections must be clearly delineated.

Recommendations:

Recommendation 17: Establish a single Business Management unit for the Fish and Wildlife Division. The unit should report directly to the state director. It should be staffed by the Fisheries' Business Manager, Wildlife's Accounting Officer, and the division's Federal Aid Coordinator.

Recommendation 18: Develop written policies clarifying responsibilities of Fisheries, Wildlife, and Ecological Services staff for protected waters permits, planning assistance in flood control and watershed projects, and environmental impact statements.

FISHERIES

Current Structure: The Regional Fisheries Supervisor serves as the administrative head of the region's fisheries operations. Regional Supervisors report to the Fisheries Operations Manager in the Central Office. See Figure 5 for an organizational chart of the Central Office.

Regional Supervisors have direct supervision over Coldwater Hatchery Managers and Area Fisheries Managers. The regional headquarters staff consists of a secretary.

There are twenty-six areas and five Coldwater Hatcheries in the state.

An Area Fisheries Manager typically supervises one or more Fisheries Specialists, one or more Fisheries Technicians, a biologist, and a secretary. The size and make-up of staff varies considerably across areas. Seven areas have three or fewer employees. Six areas have ten or more employees. The state average is 6.3. The Coldwater Hatcheries have from two to five staff.

See Figure 6 for an organizational chart of a typical region.

Findings:

1. Regional Supervisors have been delegated sufficient line authority to effectively manage field operations.

FIGURE 5
CURRENT FISHERIES SECTION STRUCTURE

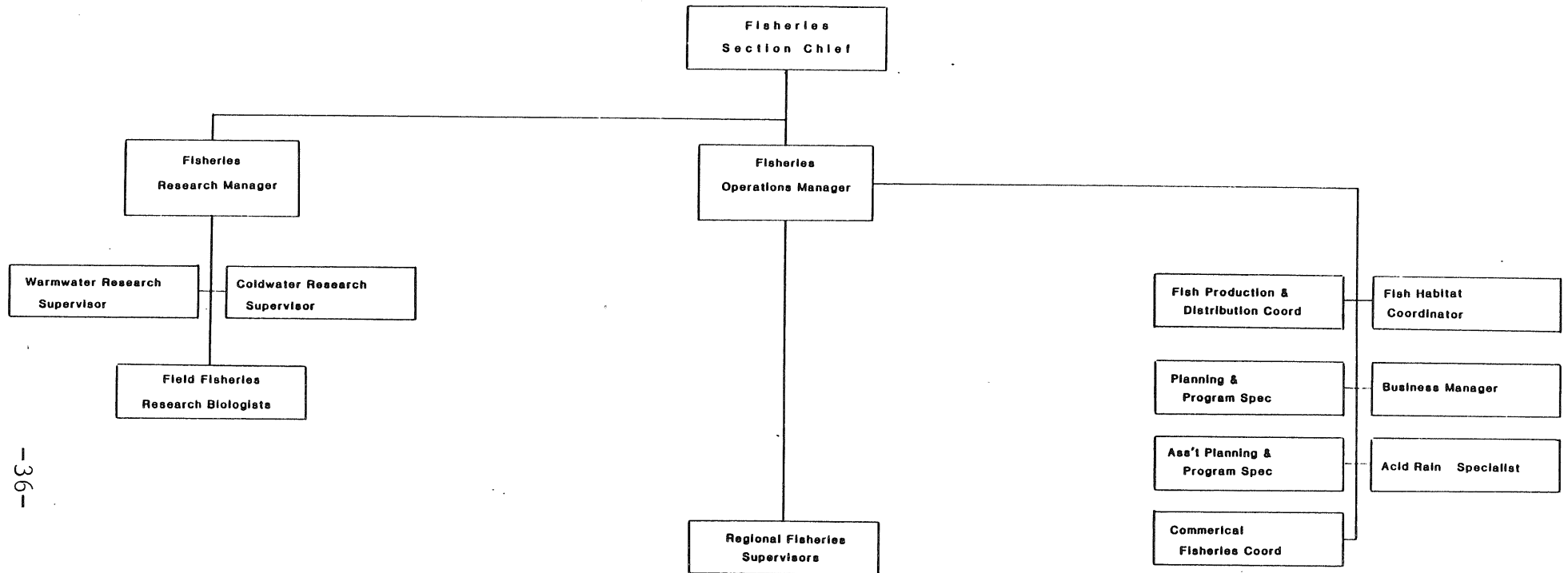
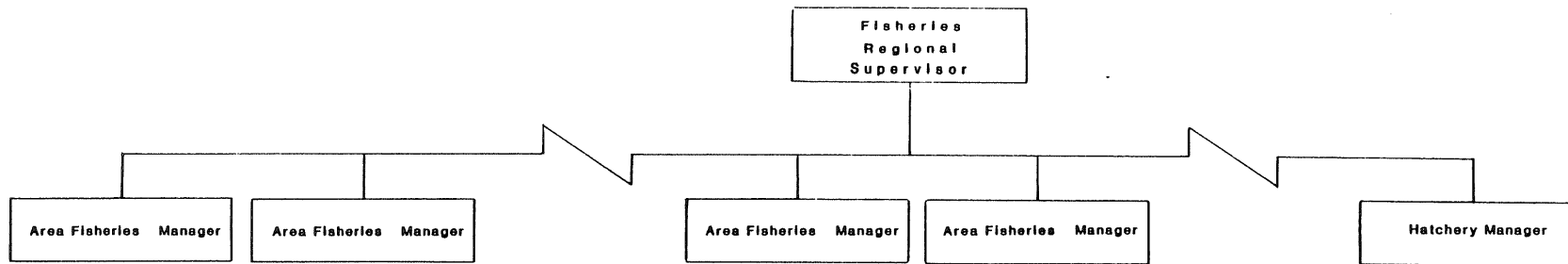


FIGURE 6
TYPICAL REGIONAL FISHERIES STRUCTURE



	<u>Reg'l</u> <u>Supv</u>	<u>Area</u> <u>Mgr's</u>	<u>Special</u> <u>Areas</u>	<u>Coldwater</u> <u>Hatcheries</u>	<u>Total</u>
Reg I	1	7			8
Reg II	1	6	2	1	10
Reg III	1	5		1	7
Reg IV	1	5			6
Reg V					
Roch	1	2		2	5
Metro	1	1		1	3

2. The span of control of each Regional Supervisor varies considerably:

Region I:	7 staff
Region II:	9 staff
Region III:	6 staff
Region IV:	5 staff
Region V - Rochester:	4 staff
Region V - Metro:	2 staff.

3. Too many individuals report to the Fisheries Operations Manager. The position's workload is too heavy. The Operations Manager is responsible for field operations, program management, and general administration. He supervises six Regional Supervisors, six program staff, and four support staff.
4. Because of the heavy workload of the Operations Manager, program staff often bypass the Operations Manager and deal directly with Regional Supervisors and field staff. The line-staff relationships between the Central Office and the field have become blurred. Program staff are, in some instances, acting as if they have direct line authority to the field.
5. The Fisheries Section has had problems coordinating fish production and distribution. A principal cause is unclear lines of authority between the Operations Manager, the state Fish Production and Distribution Coordinator, Regional Supervisors, and hatchery managers.
6. A 1983 study by the Wildlife Institute proposed dividing the Fisheries Central Office into three units: Field Operations, Resource Management, and Research. We concur with this recommendation. We disagree with the Institute's recommendation that an Assistant Chief be added. The section's workload does not justify such a position. Adding an Assistant Chief would create too many supervisory levels in the organization.
7. The Fisheries Section does not have a comprehensive long-range fisheries plan. Two key elements of a comprehensive long-range planning process, however, are in place:
 - o a well-established annual work planning process
 - o the new lake management planning system, developed in 1982. Under this system, Area Supervisors are to develop long-range management plans for their largest and most heavily used lakes. Area Managers have just begun preparing plans. No timetable has yet been established for completion of the initial plans.

The Fisheries Chief has ordered a task force to develop a resource planning process and to make recommendations on related organizational issues.

8. The duties of the Central Office's Plan and Program Specialist and Assistant Specialist are not well-defined. The positions serve as catch-alls and do not devote sufficient time to long-range program planning.
9. There is relatively little interaction between Fisheries field staff and those in other disciplines. The Wildlife Institute study cites a need for increased interaction with Wildlife staff on environmental and program planning. Waters staff believe that they have had insufficient input into lake and fish management plans. Forestry and Fisheries staff are working on a joint coordination policy to better integrate fisheries and forestry management.

Recommendations:

Recommendation 19: Reorganize the Fisheries Central Office. Divide the office into three units reporting directly to the State Fisheries Chief: Field Operations, Resource Management, and Research. See Figure 7.

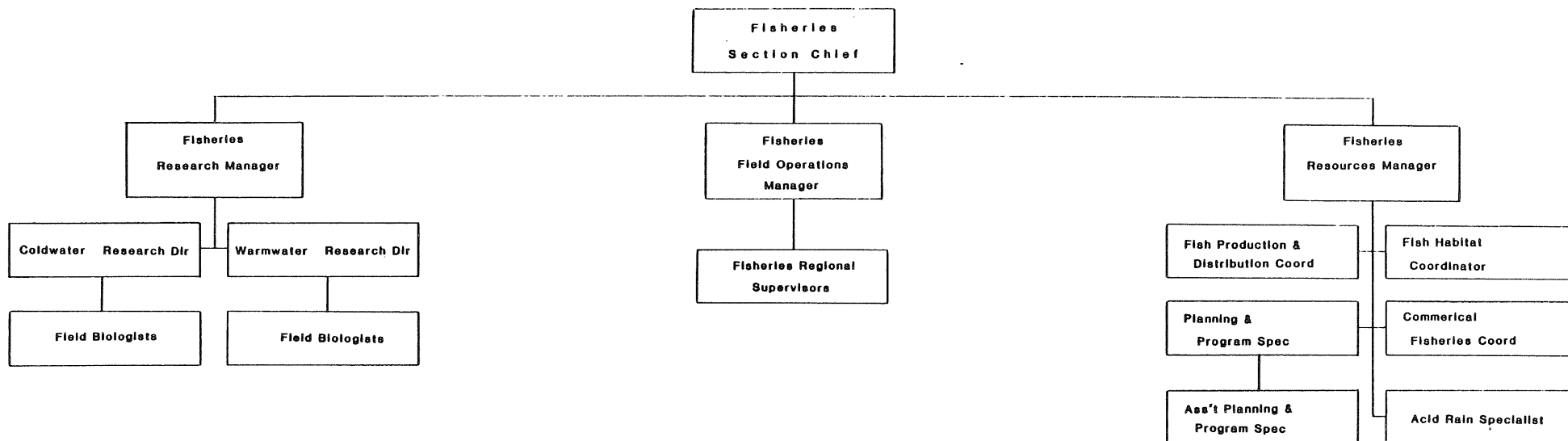
The Field Operations Manager would supervise the Regional Fisheries Supervisors and be responsible for day-to-day field activities. The manager would have direct line authority for policy, budget, personnel, and other major administrative matters.

The Resource Manager would be responsible for program planning, management, and evaluation. The unit would be responsible for such activities as lake and stream surveys, fishing regulations, Commissioner's Orders, statewide distribution and stocking plans, commercial fishing, Border Waters programs, Great Lakes programs, and relations with other governmental agencies. Principal staff would include the Fish Production and Distribution Coordinator, Fish Habitat Coordinator, Commercial Fisheries Coordinator, Acid Rain Specialist, Planning and Program Specialist, and Assistant Planning and Program Specialist. The Resource Manager would have no direct line authority to the field.

The Research Manager would be responsible for the section's various research activities. The manager would directly supervise the Warmwater and Coldwater Research Supervisors.

Recommendation 20: Clarify the authorities and responsibilities of Regional Supervisors, Central Office staff, and hatchery managers for fish production and distribution. Once the Fisheries Chief has delineated these authorities and responsibilities, delegation orders and position descriptions must be rewritten.

FIGURE 7
PROPOSED FISHERIES SECTION STRUCTURE



Recommendation 21: Complete development of a comprehensive long-range fisheries plan. Both field and program staff should participate in developing the plan. Other disciplines should also be involved. Planning coordination responsibilities should be assigned to the Resource Management unit.

Recommendation 22: Conclude working agreements with Forestry, Wildlife, and Waters detailing areas of cooperation, respective staff responsibilities, and coordination procedures. Agreements should be modeled on the department's Wildlife/Forestry Coordination Policy.

WILDLIFE

Current Structure: The Regional Wildlife Supervisor serves as the administrative head of the region's wildlife operations. Regional Supervisors report to the Assistant Wildlife Chief in the Central Office. See Figure 8 for an organizational chart of the Central Office.

Regional Supervisors typically supervise a regional Nongame Specialist, several Area Wildlife Managers, one or more Wildlife Area Managers, and a regional secretary.

There are thirty-six wildlife areas and nine Wildlife Management Areas with resident managers in the state.

An Area Wildlife Manager typically supervises a Wildlife Specialist or Technician and several part-time or seasonal laborers. The size and make-up of staff varies across areas. The state average is 2.6 employees. Each Wildlife Area Manager supervises on average 6.6 staff.

See Figure 9 for an organizational chart of a typical region.

Findings:

1. Regional Supervisors have been delegated sufficient line authority to effectively manage field operations.
2. The span of control of each Regional Supervisor varies considerably:

Region I:	16 staff
Region II:	8 staff
Region III:	7 staff
Region IV:	12 staff
Region V - Rochester:	4 staff
Region V - Metro:	3 staff.

FIGURE 8
CURRENT WILDLIFE SECTION STRUCTURE

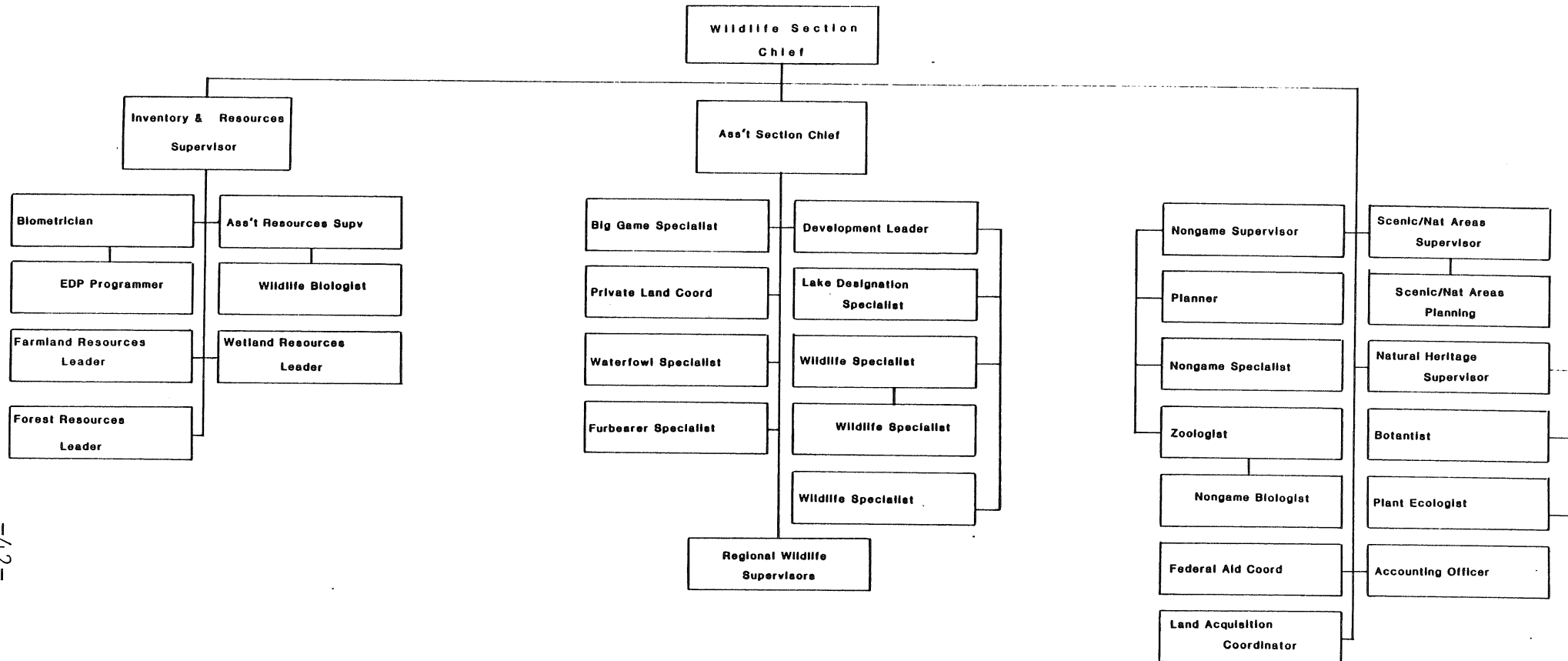
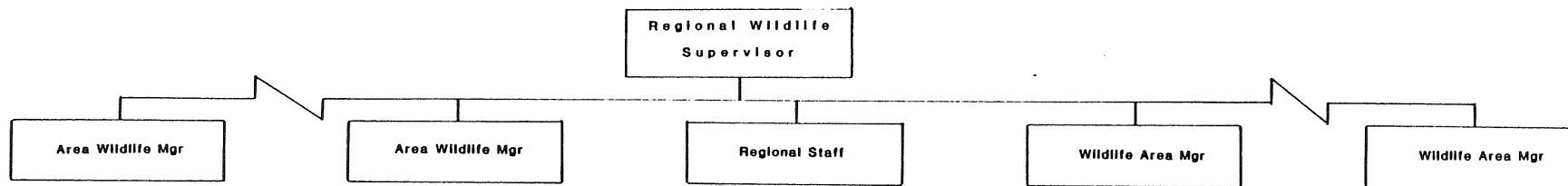


FIGURE 9
TYPICAL REGIONAL WILDLIFE STRUCTURE



	<u>Reg'l</u> <u>Supv</u>	<u>Reg'l</u> <u>Staff</u>	<u>Area Wildlife</u> <u>Managers</u>	<u>Wildlife Area</u> <u>Managers</u>	<u>Total</u>
Reg I	1	2	10	4	17
Reg II	1	1	7		9
Reg III	1	1	5	1	8
Reg IV	1	1	9	2	13
Reg V					
Roch	1		3	1	5
Metro	1		2	1	4

In Region I, the Regional Supervisor has an Assistant Supervisor, which makes his span of control more manageable.

3. Too many individuals report to the State Wildlife Chief. He is too involved in routine management activities of the section. The Chief supervises ten staff: the Assistant Chief, the Inventory and Research Supervisor, three program supervisors, the Land Acquisition Coordinator, the Federal Aid Coordinator, and three support staff.
4. Too many individuals report to the Assistant Chief. The Assistant Chief is responsible for both field operations and program management. He supervises six Regional Supervisors, five program staff, and a secretary.
5. Because of the heavy workloads of the Chief and Assistant Chief, program staff often bypass them and deal directly with Regional Supervisors and their staff. The line-staff relationships between the Central Office and the field have blurred. Program staff, in some instances, are acting as if they have direct line authority to the field.
6. The 1983 study by the Wildlife Institute proposed dividing the Wildlife Central Office into three units: Field Operations, Resource Management, and Research. We concur with this recommendation. We disagree with the Institute's recommendation that the Assistant Chief position be retained. The section's workload does not justify such a position if the section is reorganized. Retaining the Assistant Chief position would result in too many supervisory levels in the organization.
7. The Wildlife Section does not have a comprehensive long-range wildlife plan. Individual plans have been prepared for the Wildlife Management Areas with resident managers. But, there has been no serious attempt by the section to develop a plan which encompasses all of its programs.
8. The section uses the document it submits to the federal government for Pittman-Robertson funds as the section's annual work plan. Because of restrictions on the use of the federal funds, the plan does not encompass all of the section's activities and programs. It emphasizes physical development and maintenance work.

Field staff, furthermore, report that they receive little direction from supervisors on setting work objectives and are not regularly reviewed by supervisors to see if the objectives are being met.

9. Coordination between Wildlife and Forestry staff has greatly improved since development of a coordination policy in 1980. The policy, which was developed by an interdivisional task force, is a model for other divisions. A factor, which is complicating implementation of the policy, is the widely different area boundaries of the two organizations. In some instances, an area manager or area forester has to coordinate his work with as many as five different administrative units.

Recommendations:

Recommendation 23: Restructure the Wildlife Central Office. Divide the office into three units reporting directly to the State Wildlife Chief: Field Operations, Resource Management, and Research. Eliminate the position of Assistant Chief. See Figure 10.

The Field Operations Manager would be responsible for day-to-day field activities and have direct line authority for policy, budget, personnel, and other administrative matters. The manager would supervise the Regional Wildlife Supervisors and three Central Office activities closely related to field operations: development, lake designation, and land acquisition.

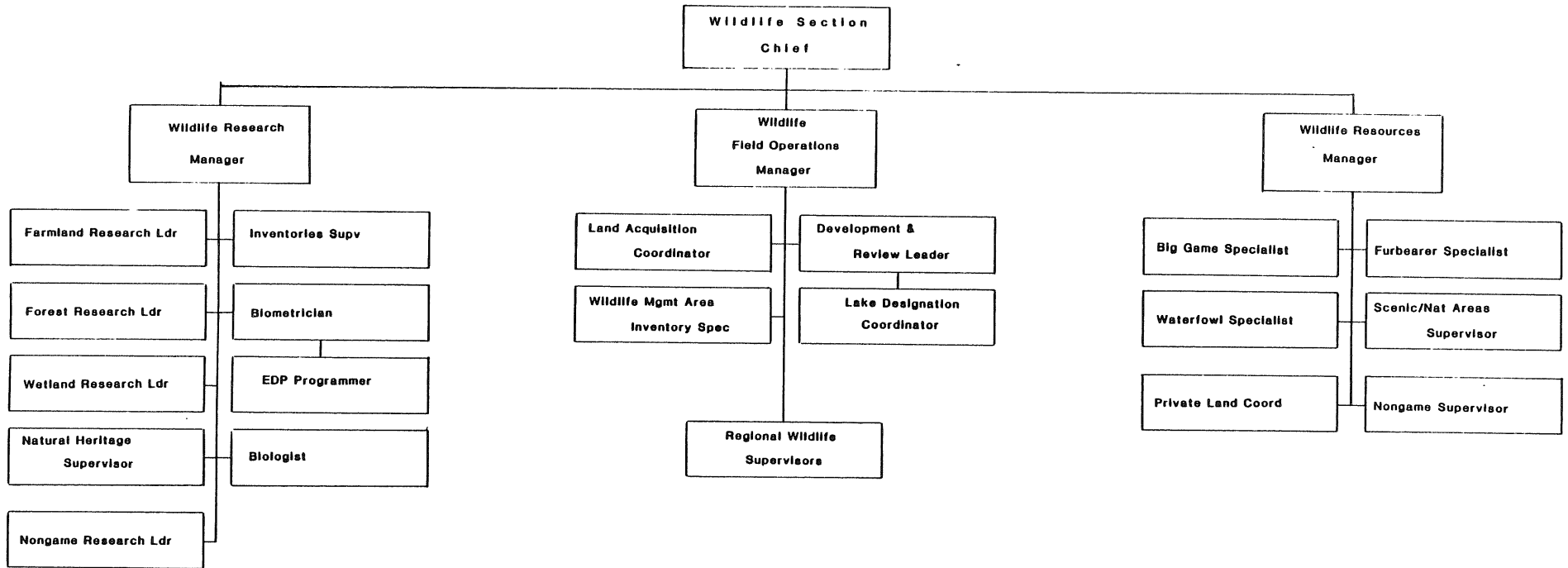
The Resource Manager would be responsible for program planning, management, and evaluation. Principal programs would include: Big Game, Waterfowl, Furbearers, Nongame, Private Lands, and Scientific and Natural Areas. The Resource Manager would have no direct line authority to the field.

The Research Manager would be responsible for the section's various research activities: Inventory, Farmland, Forest, Wetland, Heritage, and Nongame.

Recommendation 24: Add an Assistant Regional Supervisor in Region IV (New Ulm) to reduce the Regional Supervisor's span of control. The position would be comparable to the one in Region I.

Recommendation 25: Institute a comprehensive annual work planning process and develop a comprehensive long-range wildlife plan. Both field and program staff should participate in developing these plans. Other disciplines should also be involved. Planning coordination responsibilities should be assigned to the Resource Management unit.

FIGURE 10
PROPOSED WILDLIFE SECTION STRUCTURE



FORESTRY

Current Structure: Line authority in the Forestry Division runs from the Division Director to Regional Forest Supervisors to Area Forest Supervisors to District Foresters.

Regional Forest Supervisors have been given considerable latitude in organizing their staff. Generally, the Regional Supervisor has direct supervision over a Regional Staff Forester, various regional specialists, and from four to six Area Forest Supervisors. In some regions, the Regional Staff Forester supervises the regional program specialists.

The Forestry Division has only four regional headquarters in the state. Because of the small size of the forestry program in Region IV (New Ulm), the region's three District Foresters report to an Area Forest Supervisor in Region V - Rochester.

An Area Forest Supervisor generally supervises an Area Staff Forester, one or more program specialists, from three to six District Foresters, a General Repair Worker, clerks, and one or more area technicians. The average area has 15.3 employees. There is considerable variation, however, between the northern and southern regions of the state.

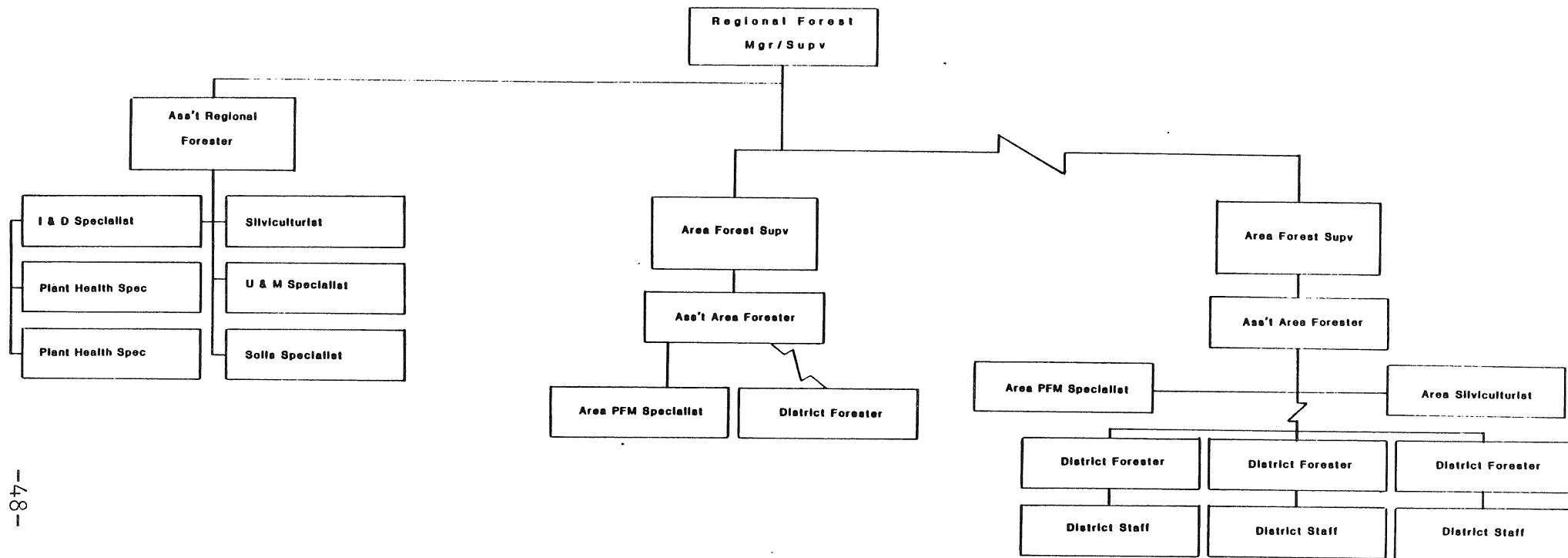
The district level is the "doer" level of the field organization. District Foresters have generally been responsible for carrying out all division programs within their districts. In southern Minnesota, the District Forester is usually the only employee in the district. In northern Minnesota, the District Forester may supervise an Assistant District Forester, district technicians, and a Forestry Aide. The average district statewide has 2.3 employees.

See Figure 11 for an organizational chart of a typical region.

Findings:

1. The Division Director has delegated sufficient line authority to Regional Supervisors for effective management of regional operations.
2. Regional Supervisors have manageable spans of control except in regions where program specialists and clerical staff report directly to the Regional Supervisor.
3. The division has developed an excellent long-range and annual work planning process. The division sets specific state, regional, area, and district objectives for its programs. The process has enabled the division to significantly improve its productivity.

FIGURE 11
TYPICAL REGIONAL FORESTRY STRUCTURE



	<u>Reg'l</u> <u>Forester</u>	<u>Area</u> <u>Forester</u>	<u>District</u> <u>Forester</u>	<u>Total</u>
Reg I	1	5	23	29
Reg II	1	6	28	35
Reg III	1	5	22	28
Reg IV	1	4	13	18

4. The addition of program specialists at the regional and area levels in recent years has resulted in a matrix-type structure for these staff. Regional and area specialists receive direct line supervision from Regional or Area Forest Supervisors. They also receive program direction and supervision from Program Managers in the Central Office.

Program Supervisors often circumvent the formal chain-of-command when working with regional and area specialists. The working and reporting relationships among Program Supervisors and regional and area specialists are not clearly defined.

5. The Wildlife/Forestry Coordination Policy, which was written in 1980, has greatly improved the program coordination between the two divisions. The policy was developed by a task force of Forestry and Wildlife staff. The policy, as well as the process by which it was developed, should serve as models for other divisions. The Forestry Division and Fisheries Section are currently working on a joint Fisheries/Forestry coordination policy.
6. The current area/district configuration is no longer the most cost effective administrative structure for the division.

The principal advantages of the current area/district structure are:

- o district staff are located close to users and the forestry resource
- o employees' strong identification with a district generally increases job satisfaction.

The principal disadvantages are that it:

- o limits flexibility in shifting personnel to respond to changing workloads
- o does not facilitate staff specialization
- o blurs professional and technical employees' responsibilities.

Forestry districts were originally established for fighting fires. District headquarters were located as close to fire problem areas as possible because of poor access, poor communications, and limited equipment. With improved equipment, communications, and firefighting techniques, firefighting can now be handled from more distant headquarters.

The focus of the Forestry Division has also evolved from fire protection to general forest management. Most of the division's current programs can be more effectively and efficiently operated in larger administrative units.

In recent years area staff have assumed some activities such as fire planning, fire dispatching, and allowable cut determinations previously done by district staff. The addition of program staff at the area level and the increasing authority of Area Supervisors to assign employees work outside their districts, has lead to a "softening" of district boundaries.

The area level is thus becoming increasingly important:

- o The division has chosen the area level as the appropriate planning unit for the forest resource plans required by the 1982 Forest Resource Management Act.
- o Areas are the lowest administrative level with budgetary and labor contract administration authority.
- o The division's management information system is being built using areas as the basic administrative unit.

7. The Forestry Division is currently conducting four major management studies:

- o realignment of state forest boundaries
- o realignment of the field organization
- o reorganization of the Central Office
- o revamping of the division's career ladder.

The two realignment studies were requested by the Legislature and are to be presented to the appropriate standing committees by December 31, 1983.

We have reviewed the division's field organization study and concur with its principal recommendations.

Recommendations:

Recommendation 26: Integrate the area and district field organizations. The restructured organization would be headed by an Area Forest Supervisor. Staff would consist of the:

- o Area Staff Forester, who would supervise program staff and act as an assistant area supervisor
- o Program staff such as a Private Forest Management Specialist and an Area Silviculturalist
- o Area Foresters (formally district foresters)
- o Clerical staff
- o General Repair Worker(s)
- o Forestry technicians, aides, and laborers.

The composition and number of staff in an area would vary depending upon the area's workload.

Area Foresters would receive work assignments from the Area Supervisor rather than be responsible for all forestry programs in a district. Area Foresters would be based either in field stations or in the area office.

Recommendation 27: Assign supervisory responsibility to Regional Staff Foresters for all regional program and clerical staff.

Recommendation 28: Clarify the reporting and working relationships between Central Office, regional, and area program specialists.

PARKS AND RECREATION

Current Structure: Line authority in the Parks and Recreation Division runs from the Division Director to the Parks System Manager to Regional Parks and Recreation Supervisors to Park Managers.

A Regional Supervisor typically supervises a Regional Naturalist, a Regional Resource Coordinator (who is responsible for management of natural resources in the parks), ten or more park managers, and a regional secretary.

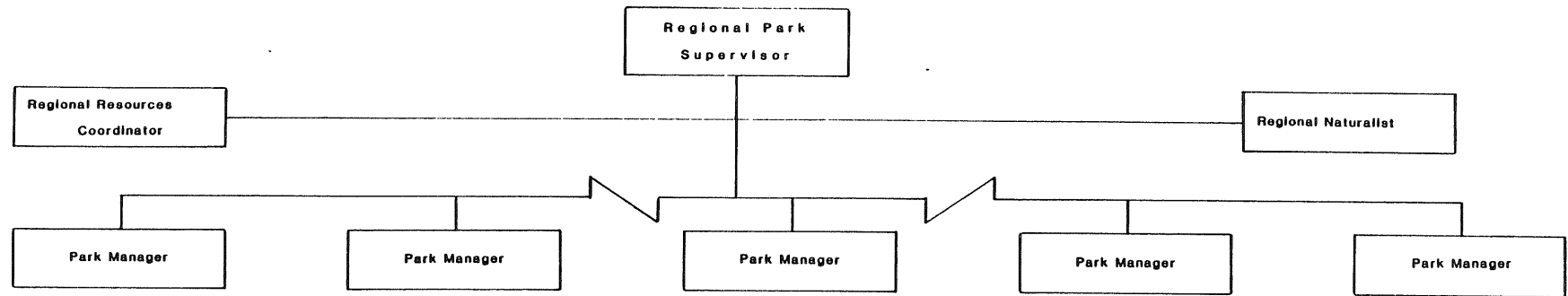
Most state parks have only one to three full-time employees, including the Park Manager. Most park staff are seasonal and temporary employees, working only during the park's busy season. The size and make-up of the workforce varies considerably across parks. Nearly half of the state parks have six or fewer employees. Itasca State Park, on the other hand, has over 100 employees during the summer. The statewide average is 10.2.

See Figure 12 for an organizational chart of a typical region.

Findings:

1. Responsibility for recreational programs is spread throughout the department. The principal actors are the:
 - o Parks and Recreation Division: which is responsible for operation of the state park system
 - o Trails and Waterways Unit: which is responsible for the trails, water access, and boat and canoeing rivers programs.

FIGURE 12
TYPICAL REGIONAL PARKS STRUCTURE



	<u>Park Managers</u>	<u>Regional Naturalist</u>	<u>Resource Coordinator</u>	<u>Total</u>
Reg I	10	1	1	12
Reg II	13	1	1	15
Reg III	10	1	1	12
Reg IV	12	1	1	14
Reg V				
Roch	10	1	1	12
Metro	4	1	0	5

- o Forestry Division: which is responsible for operation of a system of primitive campsites, trails, water accesses, and day use areas in state forests.
- o Office of Planning: which is responsible for developing long-range management plans for state parks, river planning, development and maintenance of the Statewide Comprehensive Outdoor Recreation Plan (SCORP), and some recreation-related research.

The department has established an Outdoor Recreation Coordinating Committee. It is an appropriate mechanism for coordinating the planning and development, but not the day-to-day operations of these functionally related programs.

2. The span of control of the Regional Supervisors is too broad, except in the Metro region:

Region I:	12 staff
Region II:	15 staff
Region III:	12 staff
Region IV:	14 staff
Region V - Rochester:	12 staff
Region V - Metro:	5 staff.

Regional Supervisors do not have sufficient time to adequately plan, supervise, and monitor field activities.

The division has added Regional Naturalists and Resource Coordinators in the last several years. Regional Supervisors, however, do not have staff to assist them with administrative and general operations work.

3. The administrative problem most commonly cited by Regional Supervisors and park managers was failure to receive timely, accurate budget and program information from the Central Office.

Park Managers say that they are often uncertain about their budgets and programs until well into their busy summer season. Managers, thus, have difficulty deciding upon expenditures and determining when and how many staff to hire.

There are several causes:

- o The small Central Office staff retains tight control over budget and program matters. Decisions are not quickly communicated to the field.
- o In odd-numbered years the Legislature does not decide the parks appropriation until late May. Labor contracts are often not settled until at least July.

- o The Central Office has a multistaged process for allocating funds. In odd-numbered years, half of the operating funds are allocated by the Central Office immediately after the Legislature adjourns. The other half is allocated in mid to late June after a meeting with the Regional Supervisors. Development funds are generally not allocated until late summer.
- 4. The administrative demands on park managers have increased recently, reflecting their changing roles. Park managers now require greater business and management skills as they administer complicated labor contracts, development programs, and cost accounting systems. Central Office and Regional Supervisors have not provided adequate guidance, assistance, and training to park managers due, in part, to limited staff and budget reductions.

Recommendations:

Recommendation 29: Combine the Trails and Waterways Unit and the Parks and Recreation Division into a new Division of Recreation.

Implementation, including the development of new career paths, needs to be carefully planned. The merger should occur within four years.

The division's Central Office should be divided into three units: Parks, Trails and Waterways, and Support Services. In each region, the Trails and Waterways and Parks programs should be combined under a single Regional Recreation Supervisor.

As funds become available, administrative assistants should be added in all regions. Three Central Office trails positions could be transferred to regional offices as administrative assistants as soon as trails planning is completed.

The Office of Planning should retain responsibility for strategic recreational planning. Day-to-day operations of other recreational activities such as forest campgrounds and day-use areas, should remain the responsibility of the current administering disciplines.

Recommendation 30: Improve the speed and accuracy of communications between the Central Office and the field on budget allocations, budget status, and program decisions. The division should reexamine the role of Regional Supervisors: their authority and responsibilities for budgetary and program matters need to be more clearly delineated. Regional Supervisors should take a more active role in assisting small unit managers in budget preparation and program development.

Recommendation 31: Provide greater managerial and supervisory training to Regional Parks Supervisors and park managers.

TRAILS AND WATERWAYS

Current Structure: The Regional Trails and Waterways Coordinator reports to the Regional Administrator. Program supervision comes from the Special Assistant to the Commissioner, who is head of the Trails and Waterways Unit in the Central Office.

The Regional Coordinator is the program's only full-time, permanent employee in the region. Between early spring and late fall, a number of seasonal and temporary employees are added: typically, a secretary, two or more Natural Resource Specialists, and three or more laborers. The size and make-up of the staff varies by region.

Findings:

1. The trails, water access, and boat and canoeing rivers programs were transferred from the Parks and Recreation Division to a special unit in 1979 to focus greater top management attention on them. Development of trails, public accesses, and boat and canoe routes had lagged greatly behind schedule under the Parks Division's direction.

According to interviews with top officials and field staff, management of the programs has greatly improved. Major development will be completed in the next several years.

2. Regional Coordinators do not have sufficient staff to handle the workload. Major development of trails and public accesses is continuing while on-going maintenance and operations work is rapidly growing as trails and accesses are added to the system.

Regional Coordinators need four types of assistance:

- o laborers to maintain the trails and public accesses
- o assistance with administrative and operational work such as budgeting, contracting, grants administration, and supervision and scheduling of maintenance
- o natural resources management
- o naturalist and interpretative services.

Regional Administrators have authority to assign staff and equipment from other disciplines to assist in development and maintenance work. Staff have been assigned, primarily, to help with maintenance of public accesses. This

arrangement has enabled the department to operate public accesses with little additional staffing or costs.

The principal difficulties with the arrangement are:

- o Coordination is difficult and time-consuming. Staff from other disciplines do not give trails and waterways programs the same priority as their own. Regional Coordinators have difficulty enforcing work schedules and standards for employees they do not directly control.
- o Staff time is taken away from other disciplines' programs. There is considerable resistance from other disciplines to requests for increased assistance.

While the system so far has worked satisfactorily for public accesses, it is not a long-term solution for staffing of all Trails and Waterways programs, especially maintenance and operation of the state corridor trails. The workload is becoming too great to use staff from other disciplines such as Enforcement, Forestry, Wildlife, and Fisheries without affecting their operations.

The Parks and Recreation Division has the largest group of employees in the department with the skills and expertise similar to those needed to operate Trails and Waterways programs. The division has naturalists, resource coordinators, and park managers and their staff of laborers and maintenance workers. Better utilization and increased sharing of Parks staff is possible. Additional staff, if needed, could be hired to serve both disciplines.

3. Regional Coordinators have two bosses:

- o Regional Administrators, who have formal line authority over Regional Coordinators (Trails and Waters is the only program discipline they directly supervise.)
- o Special Assistant to the Commissioner, who has program and budgetary authority.

The dual reporting relationship has lead to often conflicting demands and expectations. Regional Administrators and the Special Assistant report little communication and interaction between them on strategic or operational planning, budget preparation, and program supervision.

In reality, Central Office staff act, in most instances, as if they have direct line authority over Regional Coordinators. Regional Administrators, however, still exercise several important line authorities such as the power to hire

and fire coordinators and evaluate their work. Central Office staff thus believe that they lack adequate control over their programs. Most Trails and Waterways staff want their unit to be established as a full-fledged division in the department with direct line authority to the field.

4. Programs and budgets are tightly controlled by Central Office staff. Insufficient program and budgetary authority has been delegated to Regional Coordinators for them to effectively manage field operations.

Recommendation:

See Recommendation 29 under **Parks and Recreation**.

Recommendation 32: Delegate greater budgetary and program authority to regional staff.

WATERS

Current Structure: Line authority in the Waters Division runs from the Division Director to Regional Hydrologists to Area Hydrologists.

Each Regional Hydrologist supervises a regional secretary and from two to six hydrologists, who are assigned to an area or special program.

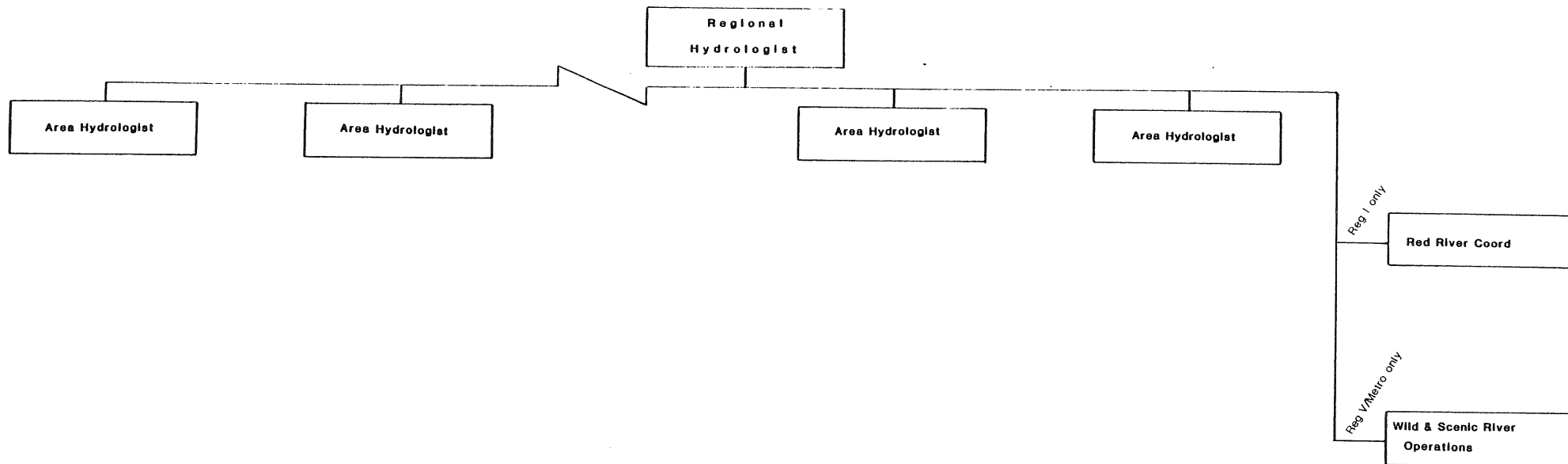
See Figure 13 for an organizational chart of the Waters Division's field structure.

Findings:

1. The Division Director's span of control is too broad. He supervises twelve staff: six Regional Hydrologists, five Central Office Administrative Hydrologists, and an Administrative Services Director. The position's workload is too heavy for effective management of the division.
2. Unlike staff in other divisions, most staff in the Waters Division work in the Central Office rather than in the field. The Central Office has sixty-four staff; the field has thirty-one.

The Central Office is responsible for a mixture of activities including:

FIGURE 13
TYPICAL REGIONAL WATERS STRUCTURE



-58-

	<u>Area</u> <u>Hydrologists</u>	<u>Engineers</u>	<u>Total</u>
Reg I	4		4
Reg II	4		4
Reg III	4		4
Reg IV	4		4
Reg V			
Roch	2		2
Metro	4	1	5

- o the normal activities of a central program office such as planning, policy development, legislative relations, data collection, and administrative and technical support
- o supervision of programs implemented by field staff such as floodplain and shoreland management, the waterbank/protected waters inventory, and protected waters permits
- o programs operated entirely or primarily by Central Office staff such as the water use management programs, dam safety and inspection, lake surveys, and climatological services.

These latter programs are more effectively and efficiently operated out of the Central Office because of their state-wide nature, the expertise required, and limited budgets and staff.

3. Insufficient authority has been delegated to Regional Hydrologists for effective management of the protected waters permit program.

While Regional Hydrologists are responsible for processing and reviewing all protected waters permits, they have authority to issue only six types. Thirteen other types must be referred to the Central Office for review and approval.

Delegating increased permitting authority to field staff would:

- o transfer decision-making to officials more familiar with local situations
- o improve timeliness of permit approvals
- o free Central Office staff for policy development and long-range planning.

The Attorney General in 1976 ruled that further delegation could not proceed until statewide rules had been formally adopted. According to the director, rules are now being drafted and work on a policy and procedures manual is beginning.

4. The Waters Division does not have a comprehensive annual work plan. Some programs and individuals have developed their own. The Floodplain/Shoreland Manager, for example, met this year with Regional and Area Hydrologists to establish work objectives for the programs under his control. Without a comprehensive divisional plan, however, division-wide priorities are not established for managers and staff.

The division has also not developed a comprehensive long-range waters plan.

Recommendations:

Recommendation 33: Delegate to Regional Hydrologists authority to issue most protected waters permits. Only permits of state-wide significance should be issued by Central Office staff. To delegate further permit authority to the field will require adopting formal rules and developing a policy and procedures manual.

Recommendation 34: Establish a Field Operations Manager position in the Central Office. The manager would supervise the Regional Hydrologists and be responsible for all day-to-day field activities.

The Central Office structure should be consolidated to free up a position for the Field Operations Manager.

Recommendation 35: Institute a comprehensive annual and long-range work planning process.

CHAPTER III: REGIONAL AND SUBREGIONAL STRUCTURE

REGIONS

Current Structure: The Department of Natural Resources has six administrative regions with headquarters located in Bemidji, Grand Rapids, Brainerd, New Ulm, Rochester, and St. Paul.

Administrative regions were first established in 1973. Prior to 1973, disciplines had different regional boundaries and usually separate regional offices. Initially five regions were established. The Metropolitan Region was created in July, 1974.

By Governor's directive, regional boundaries were drawn to follow regional economic development lines. Within this constraint, boundaries were drawn on the basis of workloads, staff, and natural resources features. The boundaries reflect a compromise among the disciplines.

The Metropolitan Region has been the focus of much recent attention. The 1982 Legislature ordered the closing of the Metropolitan Region. The 1983 Legislature rescinded the order but reduced the regional administration budget statewide. Consequently, on July 1, 1983, the department partially merged Regions V and VI pending completion of this report.

The region operates with offices in both Rochester and St. Paul. It operates with a single Regional Administrator, Business Manager, Field Services Coordinator, Engineer, and Land Specialist. Enforcement, Forestry, and Parks and Recreation are each operating with a single Regional Supervisor. Fisheries, Waters, and Wildlife are each functioning with two Regional Supervisors. There are two Regional Trails and Waterways Coordinators.

The department is awaiting completion of this report before taking further action.

Findings:

1. Natural resources and the demands on them vary considerably across regions, affecting not only the size but the nature of the workload.

It is difficult, if not impossible, to develop a set of work measures that captures all staff activities in a region. However, it is possible to examine work plans, activity reports, and position descriptions to develop some general indicators and reach some broad conclusions. See Table 3.

The three northern regions have more extensive programs and much larger field staffs than the three southern regions. The workload and span of control of most regional supervisors and support staff in the northern regions are too great for effective supervision of field operations.

2. As a general principle, DNR has tried to maintain administrative and structural symmetry across regions. There are, however, exceptions as well as staffing differences which reflect different resource bases and workloads.

For example, there is no Regional Forest Supervisor in Region IV where the workload is extremely light. The region's forestry program is handled by the Region V Supervisor. Regions V and VI have always shared a Regional Engineer and Land Specialist.

3. Twelve complement positions have been cut from the regional administration budget since F.Y. 1981. Regional supervisory and support staff have been shared across regions as much as operationally possible.
4. The work demands on Metropolitan staff differ from those on staff in other regions. The primary reason is that the Metropolitan region has half of the state's population. Consequently, there are intense development and use pressures on the region's natural resources. Resource management issues are quite complicated. Demand for certain DNR services is high. For example:

- o Two-thirds of the department's environmental reviews are done by the Metropolitan hydrologists.
- o Development of public accesses and trails is controversial and time-consuming because of intense resistance by private homeowners. A quarter of the state's lake homes are in the Metropolitan region.
- o With a third of the state's anglers living in the region, there is great pressure on the fisheries resource, which requires intensive resource management.
- o Conservation Officers train over 7,000 youth in snowmobile and gun safety annually -- nearly twice as many as any other region. Officers also pick up 1600 car-killed deer in the region annually and respond to numerous animal depredation complaints.
- o There is intense use of state parks. The region's four state parks had over 800,000 visitors last year.

TABLE 3

DNR REGIONAL DATA: CURRENT REGIONS

	NW	NE	CENT	SW	SE	METRO
<u>GENERAL</u>						
Population (1,000's)	566	318	375	520	385	1,986
Land (1,000 acres)	19,324	10,616	9,167	10,505	4,357	1,846
Land & Water (1,000 sq. miles)	25	19	13	17	7	3
State Land (1,000 acres)	2,183	2,382	528	111	84	46
Maximum Distance Across (miles)	273	233	195	250	136	72
<u>REGIONAL ADMINISTRATION</u>						
Personnel (Regional Admin)	19	19	19	16	15	8
Personnel (Total #FTE)	255	259	224	135	90	76
Budget (Regional Admin- \$1,000's)	577	681	597	515	455	392
Maximum Distance to Regional HQ (miles)	180	233	104	150	72	50
<u>BUSINESS MANAGERS</u>						
Accounting Transactions	22,588	31,113	21,276	17,177	11,774	9,664
Personnel Transactions	612	652	1,062	275	191	132
<u>FIELD SERVICES</u>						
Self-propelled vehicles(#)	535	616	484	327	210	144
Buildings (#)	396	370	361	247	156	95
<u>LANDS</u>						
(NOTE: SE Region is administered out of Metro Region.)						
DNR Leases	801	2,711	902	580		533
DNR Easements	122	238	77	28		32
<u>ENGINEERING</u>						
(NOTE: SE Region is administered out of Metro Region.)						
Contracts handled by Eng (#)	71	54	117	57		48
Contract Value (\$1,000's)	953	1,137	1,668	883		1,823
<u>ENFORCEMENT</u>						
Personnel (#)	38	37	36	30	15	14
Offices & Stations (#)	38	37	36	30	15	14
Arrests (#)	2,153	1,611	2,355	1,626	884	1,645
Firearms Safety Training (# students)	2,238	2,297	3,606	2,529	1,982	5,637
Snowmobile Safety Training (# students)	534	544	971	1,378	712	1,369
Confiscations (#)	2,926	1,801	2,802	3,075	1,381	1,724
<u>FISHERIES</u>						
Personnel (#-FT & PT)	138	174	108	136	49	38
Offices & Stations (#)	11	11	7	9	4	3
Fishing Lakes (% state total)	19	50	21	3	2	5
Resident License Sales	123,366	116,794	192,161	119,818	88,869	367,671
Res. Lic. Sales (% state total)	12	12	19	12	9	36
<u>FORESTRY</u>						
(NOTE: SW Region is administered out of SE Region.)						
Permanent Personnel (#FTE)	85	102	73		21	5
Administrative Districts (#)	23	33	17		16	3
State Land in Forests (1,000 acres)	1,183	1,589	281		81	2
Fires (10 year average)	314	520	642		9	142
Acres Burned (10 year average)	48,440	14,640	18,952		40	1,065

TABLE 3

DNR REGIONAL DATA: CURRENT REGIONS

	NW	NE	CENT	SW	SE	METRO
<u>FORESTRY</u>						
Timber Value (\$1,000's)	41,500	56,135	27,516		28,649	1,107
Timber Volume (1,000 cords)	6,631	8,995	2,575		617	110
Timber Sold (1,000 cords)	118	234	49		5	2
Plantations (1,000 acres)	37	71	25		7	
Forest Campsites (#)	126	479	291		42	
Trails (# miles)	520	828	402		131	
Roads (# miles)	655	602	350		193	
PFM Mgmt Plans (acres)	88,957	51,972	263,315		165,067	27,659
<u>PARKS AND RECREATION</u>						
Personnel (# w/seasonal)	223	163	120	135	97	62
Parks (#)	11	13	11	13	12	4
Parks (1,000 acres)	52	35	68	11	13	9
Park Visitors (1,000's)	956	1,616	1,194	968	544	810
Picnic & Campground Facilities (#)	34	35	27	36	30	14
<u>TRAILS AND WATERWAYS</u>						
Snowmobile Grant-in-Aid (miles required)	1,157	1,375	2,080	213	1,162	740
Cross-Country Ski Grant-in-Aid (miles required)	70	318	99		16	110
Designated State Trails (miles)	21	228	108	26	24	49
Trails Administered by Unit (miles)	573	795	500	99	166	40
Public Accesses (#)	280	236	290	174	22	48
Canoe & Boating Rivers (#)	3	5	8	3	5	5
Canoe & Boating Rivers (miles)	315	676	793	370	465	245
Personnel (Total #)	9	16	10	10	6	7
<u>WATERS</u>						
Personnel (#)	6	5	5	5	3	8
Offices (#)	3	2	3	3	1	1
Work-in-Bed & App. Permits (#)	304	209	276	364	165	277
Shoreland Ordinances (Gov't units with)	66	45	84	78	28	116
Floodplain Ordinances (Gov't units with)	52	26	70	63	71	94
Wild & Scenic River Ordinances (Gov't units with)	2	2	23	11		23
Lake Homes (approx. #)	11,500	8,480	19,550	3,130	470	13,389
Contested Case Hearings	4		6			4
Environmental Review (#)	6	4	5	5	9	56
<u>WILDLIFE</u>						
Personnel (Total #)	37	15	16	24	10	20
Offices & Stations (#)	15	8	7	13	5	4
Wildlife Management Areas (#)	326	32	89	422	34	17

The intensive resource management required in the Metro region is not fully captured in the work measures presented in Table 3.

Metropolitan supervisory staff have greater public liaison, inter-agency coordination, and policy development and implementation responsibilities than staff in other regions. These greater responsibilities require special consideration within any regional set-up. Metropolitan staff have worked effectively together to develop a comprehensive, coordinated urban program. A structure is needed that preserves and enhances the excellent team work and coordination that has been achieved.

5. The Department of Natural Resources cannot operate effectively with fewer than six regions. Serious management problems would develop:
 - o Workloads of Regional Supervisors and support staff would become unmanageable.
 - o The span of control of Regional Supervisors would become unwieldy.
 - o The longer distances between supervisors and field staff would seriously affect communications, supervision, and control of field operations.

Consolidation would also result in the closing of one or more regional headquarters. Closings would have expensive implementation costs, including high relocation and/or severance and layoff costs for employees.

6. The Bemidji, Grand Rapids, Brainerd, and New Ulm regions are geographically very large. The Bemidji region alone covers one-third of the state. As we have noted elsewhere, perceptions of the effectiveness of the current regional structure varies greatly with field staff's distance from the regional headquarters. Distance affects communications, supervision, control, and the amount of assistance given field staff.
7. The problem of distance is complicated by the fact that the headquarters in Regions I, II, III, and IV are not centrally located. The maximum distance between field staff and regional headquarters is 180 miles in Region I, 233 miles in Region II, 104 miles in Region III, and 150 miles in Region IV. All regional headquarters, except in Region III, are in state-owned buildings. To relocate regional offices would be economically infeasible.
8. Since 1973, DNR has routinely examined regional boundaries and made minor adjustments to better balance regional workloads.

The Commissioner has approved working agreements in which work in one region is done or supervised by staff from another region. Agreements are struck when workloads are uneven or when areas are operationally and administratively better handled by staff from another region. The number of these agreements is small.

Last year, an internal task force on regional administration reviewed a number of options to adjust regional boundaries. The task force recommended moving Aitkin County from Region II to Region III in order to better balance workloads in several disciplines.

9. If regional boundaries did not, in all instances, conform to economic development lines:
 - o workloads could be better balanced
 - o distances between field staff and regional headquarters could be reduced
 - o areas with common resource management needs could be served by staff from a single administrative unit.

There are three particular problems:

- o In the three northern regions, the workload and span of control of most regional supervisors and support staff are too great for effective management of field operations.
- o The tier of counties north of the Metropolitan Region have resource programs and issues more closely related to those of the Metropolitan Region than Region III.
- o The distance between the Bemidji headquarters and the tier of southern counties in Region I is very large. It affects the assistance provided field staff as well as communications, supervision, and control. Field staff in these counties are closer to Brainerd than Bemidji.

Recommendation:

Recommendation 36: Maintain six administrative regions but adjust regional boundaries to better balance workloads and staffing and to reduce distances between field offices and regional headquarters.

TABLE 4
DNR REGIONAL DATA: ALTERNATIVE REGIONAL STRUCTURE¹

	NW	NE	CENT	SW	SE	METRO
<u>GENERAL</u>						
Population (1,000's)	566	318	237	520	385	2,124
Land (1,000 acres)	19,324	10,616	7,883	10,505	4,357	3,130
Land & Water (1,000 sq. miles)	25	19	11	17	7	5
State Land (1,000 acres)	2,183	2,382	497	111	84	77
Maximum Distance Across (miles)	273	233	156	250	136	96
<u>REGIONAL ADMINISTRATION</u>						
Personnel (Regional Admin)	19	19	19	16	16	11
Personnel (Total #FTE)	255	259	197	135	91	108
Maximum Distance to Regional HQ (miles)	180	233	96	150	72	73
<u>BUSINESS MANAGERS</u>						
Accounting Transactions	22,588	31,113	18,533	17,177	11,774	12,407
Personnel Transactions	612	652	986	275	191	208
<u>FIELD SERVICES</u>						
Self-propelled vehicles(#)	535	616	454	327	210	174
Buildings (#)	396	370	311	247	156	145
<u>LANDS</u>						
(NOTE: SE Region would be administered out of Metro Region.)						
DNR Leases	801	2,711	810	580		625
DNR Easements	122	238	69	28		40
<u>ENGINEERING</u>						
(NOTE: SE Region would be administered out of Metro Region.)						
Contracts handled by Eng (#)	71	54	100	57		65
Contract Value (\$1,000's)	953	1,137	1,568	883		1,923
<u>ENFORCEMENT</u>						
Personnel (#)	38	37	30	30	15	20
Offices & Stations (#)	38	37	30	30	15	20
Arrests (#)	2,153	1,611	1,753	1,626	884	2,247
Firearms Safety Training (# students)	2,238	2,297	2,465	2,529	1,982	6,778
Snowmobile Safety Training (# students)	534	544	701	1,378	712	1,639
Confiscations (#)	2,926	1,801	2,124	3,075	1,381	2,402
<u>FISHERIES</u>						
Personnel (#-FT & PT)	138	174	98	136	49	48
Offices & Stations (#)	11	11	6	9	4	4
Fishing Lakes (% state total)	19	50	16	3	2	10
Resident License Sales	123,366	116,794	135,151	119,818	88,869	424,681
Res. Lic. Sales (% state total)	12	12	3	12	9	42
<u>FORESTRY</u>						
(NOTE: SW and Metro Region would be administered out of SE Region.) ²						
Permanent Personnel (#FTE)	85	91	80		30	
Administrative Districts (#)	23	28	19		22	
State Land in Forests (1,000 acres)	1,183	1,322	542		89	
Fires (10 year average)	314	415	620		278	
Acres Burned (10 year average)	48,440	7,849	24,912		1,936	

¹ In the alternative structure, Wright, Sherburne, Isanti, and Chisago Counties are shifted from Central to Metro Region.

² Hill City area moved from NE to Central Region.

TABLE 4

DNR REGIONAL DATA: ALTERNATIVE REGIONAL STRUCTURE

	NW	NE	CENT	SW	SE	METRO
<u>FORESTRY</u>						
Timber Value (\$1,000's)	41,500	53,292	30,261		29,854	
Timber Volume (1,000 cords)	6,631	7,534	4,022		740	
Timber Sold (1,000 cords)	118	213	70		7	
Plantations (1,000 acres)	37	63	30		10	
Forest Campsites (#)	126	459	284		69	
Trails (# miles)	520	707	504		150	
Roads (# miles)	655	499	451		195	
PFM Mgmt Plans (acres)	88,957	42,668	230,629		234,716	
<u>PARKS AND RECREATION</u>						
Personnel (# w/seasonal)	223	163	99	135	97	83
Parks (#)	11	13	8	13	12	7
Parks (1,000 acres)	52	35	60	11	13	17
Park Visitors (1,000's)	956	1,616	600	968	544	1,404
Picnic & Campground Facilities (#)	34	35	19	36	30	22
<u>TRAILS AND WATERWAYS</u>						
Snowmobile Grant-in-Aid (miles required)	1,157	1,375	1,616	213	1,162	1,204
Cross-Country Ski Grant-in-Aid (miles required)	70	318	91		16	118
Designated State Trails (miles)	21	228	108	26	24	49
Trails Administered by Unit (miles)	573	795	448	99	166	92
Public Accesses (#)	280	236	230	174	22	108
Canoe & Boating Rivers (#)	3	5	7	3	5	6
Canoe & Boating Rivers (miles)	315	676	569	370	465	469
Personnel (Total #)	9	16	10	10	6	7
<u>WATERS</u>						
Personnel (#)	6	5	4	5	3	9
Offices (#)	3	2	2	3	1	2
Work-in-Bed & App. Permits (#)	304	209	214	364	165	339
Shoreland Ordinances (Gov't units with)	66	45	61	78	28	139
Floodplain Ordinances (Gov't units with)	52	26	53	63	71	111
Wild & Scenic River Ordinances (Gov't units with)	2	2	12	11		34
Lake Homes (approx. #)	11,500	8,480	14,370	3,130	470	18,569
Contested Case Hearings	4		4			6
Environmental Review (#)	6	4	3	5	9	58
<u>WILDLIFE</u>						
Personnel (Total #)	37	15	15	24	10	21
Offices & Stations (#)	15	8	6	13	5	5
Wildlife Management Areas (#)	326	32	68	422	34	38

As a first step, transfer Wright, Sherburne, Isanti, and Chisago Counties from Region III (Brainerd) to Region VI (Metro). Reinstate six positions:

In Region V (Rochester):

- o Regional Administrator

In Region VI:

- o Regional Enforcement Supervisor
- o Regional Parks and Recreation Supervisor
- o Business Manager
- o Field Services Coordinator
- o Clerk Typist for the Enforcement and Parks Supervisors.

All disciplines except Forestry would have Regional Supervisors in the expanded Metro region. The Forestry Program for the Metro and New Ulm regions would continue to be handled by the Region V Supervisor. Region VI would continue to provide land and engineering services to Region V. See Table 4 for work measure projections in the adjusted regions.

After implementing the expansion of the Metro region, the department should examine adjusting the boundaries between Regions I, II, and III.

AREAS AND DISTRICTS

Current Structure: Disciplines have separate area and district organizations with different boundaries and usually separate offices. See Table 5 which summarizes the subregional organization of the department.

Findings:

1. Because natural resources are not evenly distributed across the state, the programs, workloads, and staffing of disciplines vary considerably across areas and districts. Optimal program management requires, in many instances, different subregional structures and boundaries for each discipline.
2. Separate boundaries and offices, however:
 - o Impede communications and coordination across disciplines in the field.

TABLE 5
DEPARTMENT OF NATURAL RESOURCES
SUBREGIONAL ORGANIZATION

	<u>Areas</u>	<u>Districts</u>	<u>Other</u>
Enforcement	13 Areas	138 Districts	
Fisheries	26 Areas		5 Cold Water Hatcheries
Forestry	20 Areas	86 Districts	2 Nurseries
Parks and Recreation	59 Parks*		
Trails and Waterways	No Subregional Units		
Waters	20 Areas		
Wildlife	45 Areas**		

* Does not include waysides and park units that are satellites of neighboring parks.

** Includes nine Wildlife Management Areas with resident managers.

- o Increase the difficulty of providing administrative support to field staff economically. It is not economically feasible to provide each discipline office with adequate clerical help and office and computer equipment.
- o Increases building and rental costs.
- o Actually reduces public access. In small area and district offices, the public has difficulty contacting DNR personnel who are on the road. Area Enforcement Supervisors and Conservation Officers are examples.

DNR personnel in many small offices spend significant portions of their time answering public questions about other DNR disciplines. One district forester we interviewed, for instance, estimated that twenty percent of his time is spent answering questions about or referring the public to other DNR divisions located in neighboring cities.

3. There are major constraints to developing common boundaries and offices:

- o Consolidation may increase program costs and reduce productivity. For instance, relocating area or district personnel may significantly increase travel between their offices and the field.

There are trade-offs between the management and program needs of individual disciplines and the department as a whole.

- o Consolidation costs are expensive. Consolidation, in most instances, would require selling existing state buildings and constructing or renting new facilities. The Department of Natural Resources has few buildings that can handle additional staff. Some consolidations would also involve employee relocation and/or layoff costs.
- o The payback period for consolidating offices is long-term. The most economically viable consolidations are those which are implemented gradually as promotions and vacancies occur.
- o There is enormous local public resistance to closing of Department of Natural Resources offices.

4. The Department of Natural Resources is addressing the office consolidation issue:

- o The Wildlife/Forestry Coordination Policy calls for "wildlife and forestry personnel, within the primary forested areas of the state, to share a common office, when the opportunity arises."
- o Since the early 1970's, DNR has been consolidating local offices whenever economically and operationally feasible. Examples include offices in Detroit Lakes, Mankato, Duluth, and Fergus Falls.

Recommendations:

Recommendation 37: Establish common subregional boundaries where operationally and administratively feasible. The Department of Natural Resources should establish a task force in each region, chaired by the Regional Administrator, to recommend alignment of subregional boundaries.

Recommendation 38: Continue to colocate area offices where cost effective and operationally feasible. The Department of Natural Resources should develop a four-year plan for consolidation of area offices.

CHAPTER IV: DEPARTMENT-WIDE ISSUES

TOP MANAGEMENT STRUCTURE

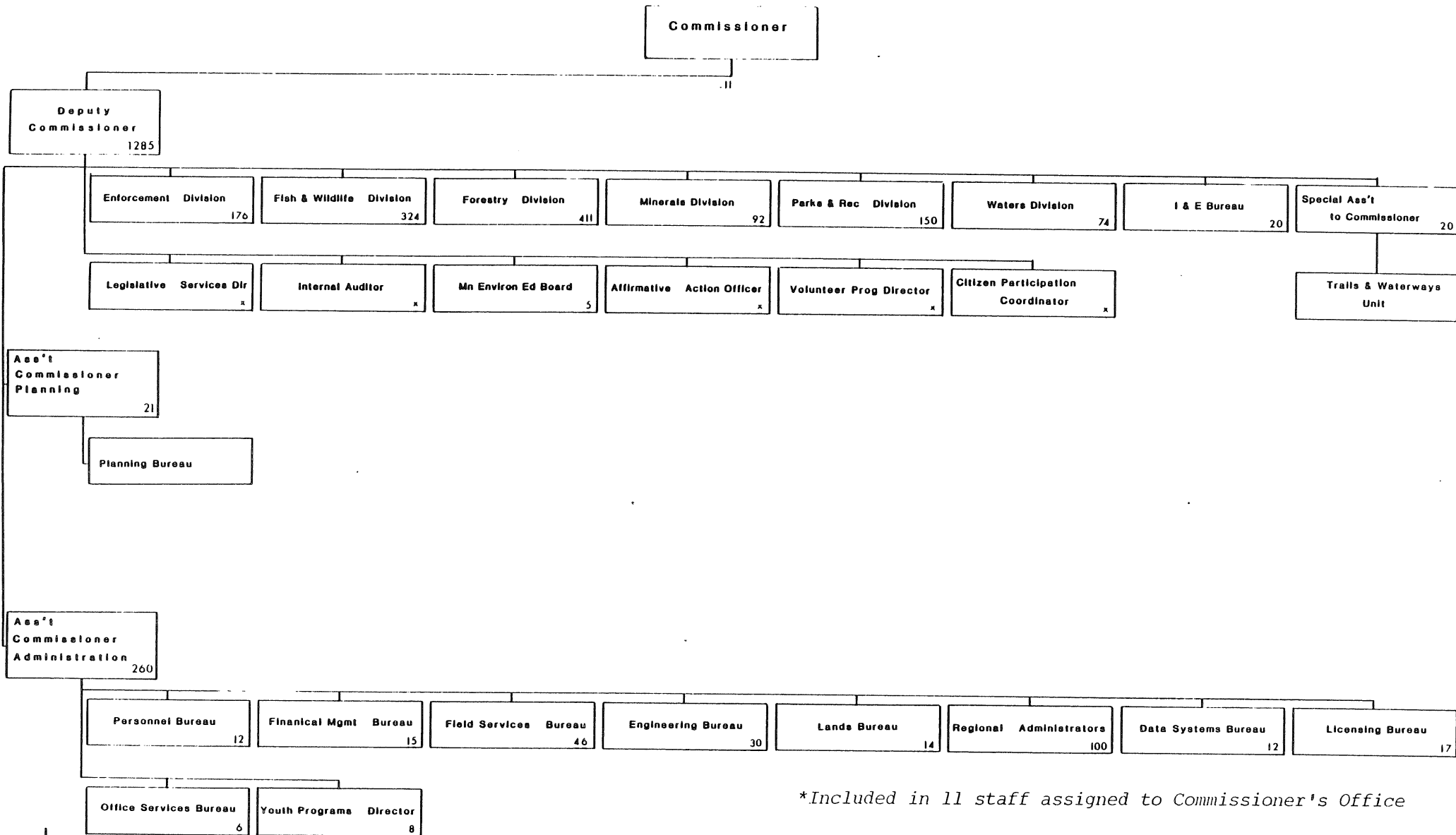
Current Structure: The Department of Natural Resources' top management consists of only four staff: Commissioner, Deputy Commissioner, Assistant Commissioner for Administration, and Assistant Commissioner for Planning. See Figure 14.

Findings:

1. A key responsibility of top management is integration of the department's diverse activities. There is intense pressure for divisions to operate independently:
 - o Most divisions have had long histories as independent organizations. Not until 1967 was the Commissioner of Natural Resources empowered by statute with department-wide responsibilities comparable to those of other agency heads. Before 1967, the Legislature granted numerous statutory responsibilities and authorities directly to division directors.
 - o Most divisions have strong constituency groups.
 - o Divisions also view themselves as separate professions. Their staffs have distinctly different education and training, and there is little career movement among them.
2. Too many staff report to the Deputy Commissioner and to the Assistant Commissioner for Administration. The Deputy Commissioner supervises sixteen staff. The Assistant Commissioner for Administration supervises fourteen staff. The workloads are overwhelming. The incumbents are spread too thin, cannot give full attention to all activities reporting to them, and cannot devote enough time to coordination.
3. As we have noted elsewhere, Regional Administrators have not played an effective role in departmental planning, program development, and policy-making. One reason is that they do not have the same access to top decision-makers as do state directors. Furthermore, communications and cooperation between state directors and Regional Administrators are hindered because they report to separate supervisors.

Regional Administrators are, by delegation order, given a key role in integrating the department's activities. Regional Administrators have not been fully and effectively

FIGURE 14
CURRENT CENTRAL OFFICE STRUCTURE



used. The department needs to develop a team approach to managing the department which involves both Regional Administrators and state directors.

Recommendation:

Recommendation 39: Reorganize the department's top management structure:

- o Create an Assistant Commissioner for Operations, who would supervise the Central Office division directors and Regional Administrators.

An alternative is to:

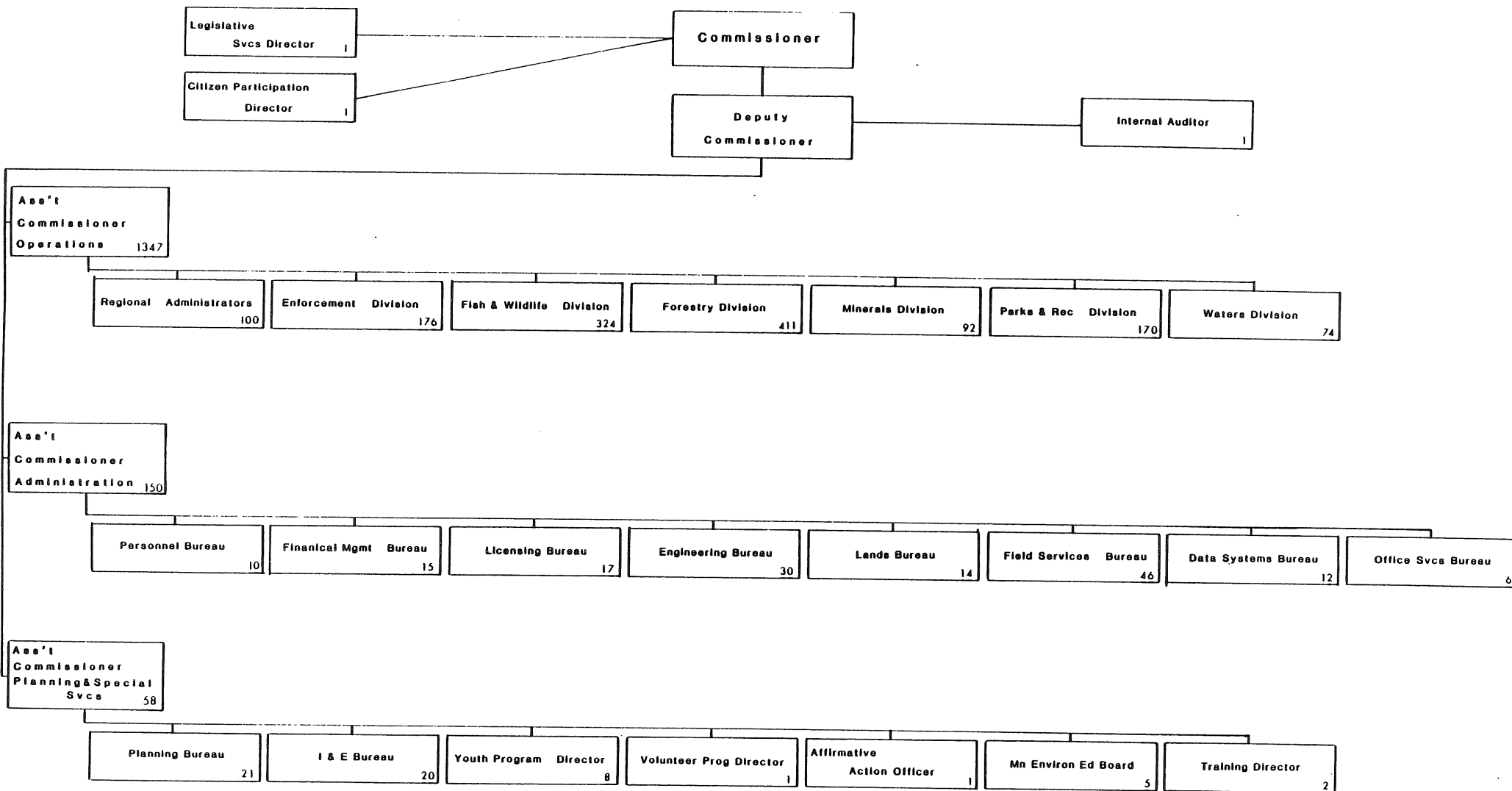
- Have the Deputy Commissioner supervise both the Central Office division directors and Regional Administrators, and
- Create a Special Assistant to the Commissioner to help the Deputy.

If the department chooses the latter alternative, the Special Assistant's authorities and responsibilities, especially those for programs and coordination, must be clearly delineated.

- o Restructure the responsibilities of the Assistant Commissioner for Administration. The Assistant Commissioner should be responsible only for support services and should supervise the Central Office bureau administrators.
- o Change the position of Assistant Commissioner for Planning to Assistant Commissioner for Planning and Special Services. The Assistant Commissioner would supervise the Planning Office, the Affirmative Action Officer, the Training Director, the Information and Education Bureau, the Youth Programs Director, the Volunteer Programs Director, and the Minnesota Environmental Education Board Director.
- o The Internal Auditor should report directly to the Deputy Commissioner.
- o The Legislative Services Director and Citizen Participation Coordinator should report directly to the Commissioner.

See Figure 15.

FIGURE 15
PROPOSED CENTRAL OFFICE STRUCTURE



TRAINING

One of the Department of Natural Resources' crucial needs is improved training for its managers and supervisors.

Findings:

1. Most managers and supervisors have technical education and work backgrounds. Department of Natural Resources employee training, which overall is quite limited, emphasizes technical rather than managerial and supervisory skills. Annual divisional conferences and schools concentrate on current technical and program issues.
2. Training needs vary by individual manager and supervisor. Overall, the department's most common needs are:
 - o team building and group problem-solving
 - o work planning and scheduling
 - o labor relations
 - o financial management
 - o computer literacy.
3. The Department of Natural Resources has taken several steps to address training needs:
 - o New DNR managers and supervisors routinely take the Department of Employee Relations' basic supervision courses.
 - o Every division except Minerals has a training board to define needs and arrange training. The board, which is appointed by the division director, has a representative from each region and the Central Office.
 - o Some divisions hire consultants or encourage employees to take outside courses. The Forestry Division, for example, last year hired a consultant to teach team building and group problem-solving skills.
 - o This fall the department's central training unit purchased a fourteen-module supervisory/managerial training package.
4. The Department of Natural Resources has been hampered, as have other agencies, by deep budget cuts in its training funds over the past several years. In F.Y. 1983, the department's training unit had a director, a part-time secretary, and \$1,000 in discretionary funds to train a department of 1,600 employees. Training funds in individual divisions and bureaus were also severely reduced.

Recommendation:

Recommendation 40: Improve managerial and supervisory training. DNR should develop and implement a comprehensive long-range plan for managerial and supervisory training.

CAREER PATHS

Findings:

1. Central Office staff have major responsibilities for management of important and costly statewide programs. Staff filling these positions should be of the highest caliber with enough experience in the field to perform effectively in management and administration. There is now little financial or personal incentive and, in many instances, a financial penalty for field staff to accept transfers to the Central Office. The reservoir of potential candidates to fill key Central Office positions is, in reality, lower paid, less experienced field staff or staff without field experience. If a satisfactory individual cannot be found, the department is forced to recruit out-of-state.
2. Field managers and supervisors would similarly benefit from experience in the Central Office. They would gain a better understanding of statewide operations, legislative relations, and the department's personnel and financial management systems.

Recommendation:

Recommendation 41: Create more career paths requiring employees to have both Central Office and field experience. To create such career paths may require restructuring of job classifications and financial incentives.

UNEMPLOYMENT COMPENSATION COSTS

Current Structure: Because its work is highly seasonal, the Department of Natural Resources employs a large number of part-time, seasonal, and labor service personnel during its peak periods. During the week ending August 12, 1983, for instance, the department had 1,189 "non-permanent" employees on its payroll.

The department's unemployment compensation costs are huge. Its F.Y. 1983 payments amounted to \$1,307,687. Ninety-five percent

of the costs can be attributed to part-time, seasonal, and labor service personnel.

Findings:

1. The department's workload peaks from late spring to early fall, but there are differences between divisions. Forestry has a heavy workload in the winter and early spring, for example. Parks has a heavy workload from early spring through fall.
2. There is little sharing of part-time, seasonal, and labor service personnel between divisions. There are numerous reasons, including the specialized skills required in some jobs, the long distances between DNR facilities, and the coincidence of many facilities' heavy work periods. Once seasonal work is finished, employees are laid off.
3. The Department of Natural Resources has taken several steps to reduce unemployment costs. It has:
 - o Converted some seasonal positions (primarily nine to eleven month appointments) to part-time twelve month appointments. Some seasonal positions have been converted to full-time twelve month appointments where the workloads justified. The conversions were made with only minimal additional cost.
 - o Investigated the feasibility of creating regional labor pools. Preliminary analysis indicated limited cost savings.

Recommendation:

Recommendation 42: The Department of Natural Resources must pursue more vigorously ways to reduce unemployment costs. It should:

- o Continue to convert nine to eleven month appointments to full- or part-time twelve month (unlimited) appointments whenever operationally feasible and cost effective.
- o Reexamine the feasibility of creating regional labor pools under the supervision of Regional Administrators. In particular, the department should investigate the feasibility of creating small subregional pools in areas like the North Shore. The size of the pools should be determined by Regional Administrators after consulting with regional supervisors and support staff.

Laborers in the pool would have permanent full- or part-time appointments. Users would contract with the pool for services, paying salary and related costs such as transportation or equipment rental. Laborers would be assigned jobs based on region-wide priorities.

- o Investigate the feasibility of shifting some work, such as some trails and park development work, to non-peak times.

APPENDIX

APPENDIX A

1983 Laws of Minnesota, Chapter 301, Section 22:

Regional Administration

\$3,306,600

\$3,324,000

\$773,400 the first year and \$783,500 the second year is from the game and fish fund.

Of these amounts, \$508,100 from the general fund and \$156,700 from the game and fish fund in the second year is for a regional office contingent account. Up to this amount may be released for regional administration only after the legislature has received a study of the regional and subregional structure of the department of natural resources. The management analysis unit in the department of administration shall conduct the study with the assistance of the department of natural resources. The study along with any recommendation for reorganization shall be presented to the legislature by January 1, 1984.

Notwithstanding the provision of Laws 1982, chapter 641, article I, section 2, subdivision 1, paragraph (f), the commissioner need not close the metropolitan region office.