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DEPARTMENT OF NATURAL RESOURCES'
IMPLEMENTATION PLAN

FOR RECOMMENDATIONS MADE IN THE
DEPARTMENT OF ADMINISTRATION'S
MANAGEMENT STUDY
OF THE
DNR'S REGIONAL AND SUBREGIONAL STRUCTURE

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JULY 1984

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INTRODUCTION

Background

The 1982 Legislature directed the Department of Natural Resources (DNR) to develop a new plan for its regional organization. After conducting a nine month internal study, the Department recommended retaining all six regional offices.

In 1983, the Legislature directed the Department of Administration (DOA) to study the regional and subregional structure of the Department of Natural Resources. The DOA study focused on five organizational issues: centralization/decentralization of decisionmaking, lines of authority, spans of control of managers and supervisors, coordination of activities across operating divisions, and coordination and provision of support services to operating divisions. The study also examined the number of regions, areas, and districts which the Department should have to operate effectively.

While the DOA study focused on areas needing improvement within the Department of Natural Resources, the study team noted that the Department did not have overwhelming organizational problems; in fact their report further stated:

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.

A summary of the Department of Administration's "Management Study of the Regional and Subregional Structure of the Department of Natural Resources" findings and recommendation is listed below.

Centralization/Decentralization

- . The current regional structure enhances efficient delivery of support services to field operations, facilitates coordination across operating divisions, and improves public responsiveness.
- . In general, sufficient authority has been delegated to the field.
- . 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.

- . Regional administrators' input into natural resource planning, program development, and policy-making should, however, be strengthened.
- . In the Waters Division, greater authority for issuance of protected waters permits should be granted to the field.

Lines of Authority

- . 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.
- . 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

- . 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.
- . 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.
- . 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.

Coordination

- . Regional administrators play a key role in coordinating field operations, especially in coordinating support services.
- . 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.
- . 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.
- . Responsibility for recreational programs is spread throughout the department. The Parks and Recreation Division and Trails and Waterways Unit should be merged into a new Division of Recreation.

Support Services

- . 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

- . 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.
- . The department should establish common subregional boundaries and offices where operationally and administratively feasible.
- . 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.

The DOA study team made 42 specific recommendations for changes within the Department of Natural Resources. The Department concurs with most of the recommendations. In fact, many of the recommendations are expansions of activities currently underway or planned within the Department. Other recommendations pertain to issues which the Department has recognized, but which require additional funds and positions to address.

In response to the DOA recommendations the Department has already taken several steps:

- . Some recommendations have been implemented
- . In May and July 1984, the Department held Key Managers Retreats to discuss departmental issues, including the DOA recommendations, develop initiatives, and prioritize departmental initiatives
- . As an outcome of the May retreat the Department incorporated many key initiatives, which respond to the DOA recommendations, into the Department of Natural Resources' Agency Action Plan 1984-86 which was submitted to the Governor
- . Requests for funding for select recommendations have been submitted to the Legislative Commission on Minnesota's Resources (LCMR)
- . Additionally, as directed by the 1984 Legislature, the Department has developed this report on how each of the DOA study recommendations will be implemented

Report Format

The format of this report parallels the format of the original DOA study. The responses to the study's recommendations are divided into four chapters. Chapter I includes responses pertaining to regional administration. Chapter II responds to recommendations for the Department's program divisions. Chapter III discusses regional and subregional structure responses. Chapter IV contains responses to departmentwide issues and recommendations.

Within each chapter, the recommendations are listed as they appeared in the DOA study report. Each recommendation is followed by:

- . Position -- A statement of the Department's position relative to the recommendation
- . Action -- A statement of the actions that will be or have been taken in response to the recommendation

Monitoring of Implementation

The personnel or office responsible for the implementation of each action indicated in a response to a recommendation is noted in this report. A summary of actions, responsible parties, and timeframes will be prepared for the Commissioner's Office. The Commissioner's Office will monitor the implementation of the actions.

CHAPTER I REGIONAL ADMINISTRATION

REGIONAL ADMINISTRATORS

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

- . providing support services
- . coordinating the department's field activities
- . monitoring department programs
- . providing public information and facilitating public involvement
- . 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.

Position

The Department agrees with the recommendation.

Action

No action is necessary.

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

- . Increase the number of formal meetings and amount of informal communication between Regional Administrators and state directors on administrative and program matters.
- . Increase the Regional Administrators' role in reviewing divisional work plans, annual and biennial budgets, and proposed policy directives, rules, and regulations.

- . 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.
-

Position

The Department agrees with the recommendation.

Action

a. Greater Coordinative Role

Regional Administrators' authority to initiate action on issues of local concern (i.e., site specific problems that usually involve either more than a single discipline or a single discipline and the public) will be clarified in their delegation orders and in regional work plans. The regional administrator will be expected to spot an issue as it develops in the region and take specific action before it becomes critical.

The regional administrator will bring regional supervisors together on a regular basis to discuss work plans and issues and to resolve any conflicts that may exist.

b. Greater Administrative Involvement

There will be regular, quarterly, and special meetings which include Commissioner's staff, division directors, bureau administrators, and regional administrators to discuss departmentwide or regional issues.

Each region will develop an annual work plan which identifies issue areas that may need interdisciplinary action or coordination among the various disciplines and the public.

Each regional administrator will review and comment on disciplines' regional work plans as they are being formulated. They will identify needs for interdisciplinary coordination and possible conflicts, as well as needs for such items as equipment (new or shared use), buildings, and other concerns that should be a part of the planning process.

At the request of the Commissioner's Office, the regional administrator will serve on Department task force groups.

c. Public Information/Public Relations and Intergovernmental Liaison

The Department will formalize the procedures by which a regional administrator may act as the Department's interdisciplinary, governmental liaison or contact person for the region. There will be specific delegation from the Commissioner for liaison with various agencies in a region, such as U.S. Forest Service, BWCA, and others.

The regional administrator will handle citizen input and participation activities within the region, except in situations requiring central office involvement, as identified by the Commissioner.

d. Hearing Officer for the Region

The regional administrator will, at the request of the Commissioner's Office, represent the region as hearing officer on interdisciplinary activities.

All actions which do not require new procedures or delegation orders will be implemented immediately. For other actions the Region I Regional Administrator will coordinate the development of procedures for an integrated departmentwide and regional work planning process and recommendations for revised delegation orders for regional administrators. Completion date: January 1, 1985.

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.

Position

The Department agrees with the recommendation. It is in the regions that the work of the Department is being done in tangible and publicly visible ways. The Department needs to provide professional staff in the field to inform an increasingly sophisticated and questioning constituency. The Bureau of Information and Education (I & E) central office staff will assist in setting policy, creating ideas, establishing guidelines, and providing technical assistance to the field.

Action

. A departmentwide interdisciplinary task force will be established to assess the existing status and perceived needs for improved information/education efforts in DNR. Regional staff will be involved.

- . A work plan will be developed outlining the potential duties and responsibilities of regional I & E specialists.
- . A determination will be made regarding the location of the recommended positions. Consideration will be given to the possibility that some general "regional specialists" could work out of the Central Office; others could be assigned to specific regions.
- . A position description for a regional I & E specialist will be drafted.
- . The reallocation of existing positions to regional I & E specialists will be explored. Position and funding requests may also be included in the FY 86-87 budget planning process when they are within the Governor's budget development guidelines.

This effort will be directed by the Bureau of I & E and involve other disciplines, the Commissioner's Office, the Office of Planning, and regional personnel.

Initiation Date - July 1, 1985
Work Plan Due Date - January 1, 1985
Completion Date - Ongoing

REGIONAL BUSINESS MANAGERS

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.

Position

The Department will study the need for the creation of a personnel aide position for the regional business office staff.

Action

The Bureau of Personnel will direct an analysis of workload and staffing needs within regional business offices. Position descriptions and organization charts will be developed to reflect staffing needs and any necessary revisions in existing positions. Regional administrators, regional business office staff, regional supervisors, and program managers will be involved in this study effort, as appropriate. The assistance of the Department of Employee Relations will be requested, as necessary.

Initiation Date - July 1, 1984
Work Plan Due Date - September 1, 1984
Completion Date - July 1, 1985

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:

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

Position

The Department agrees with the recommendation. The Financial Management Bureau and Personnel Bureau are taking actions to further clarify the responsibilities and working relationships of business managers and the two bureaus, as well as to strengthen their program supervision of business managers.

Action

a. Personnel Bureau

The Personnel Bureau has for some years held quarterly meetings with regional business managers. In June 1984, biweekly meetings with discipline business managers were instituted and, starting in September 1984, quarterly meetings with both the regional and discipline business managers will be held. Meeting agendas will include current business, issues, policies and procedures review and/or development, and training.

The Department's Personnel Memoranda serve as a personnel policies and procedures manual. Business managers will be involved in evaluating these memoranda and recommending revisions. A detailed work plan for review and revision of existing personnel policies and procedures as they apply to business managers will be developed by October 1, 1984.

b. Financial Management Bureau

In March 1984, the Financial Management Bureau instituted quarterly meetings with regional and discipline business managers. Future quarterly meeting agendas will include discussions of new procedures, fiscal updates, issues surfaced by business managers, policies and procedures review and/or development, and training.

An annual training program in the State Wide Accounting System has been instituted.

In September 1984 a work group composed of business managers from a support service unit, a division, and a region will be established for the purpose of developing a fiscal procedures manual. The

Administrator of Financial Management Bureau will oversee the work group's activities (completion date: July 1, 1985).

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

Position

The Department agrees with the recommendation.

Action

The Department is currently working with accelerated funding from LCMR to automate various facets of its administrative services. This automation has included the development of word processing capabilities for both the financial management and personnel bureaus. Additionally, the Department's revenue management system has been converted from a manual to an automated system.

The Department has hired a consultant to provide an initial scoping and delineation of issues for an automated cost accounting system. Based on the consultant's report, the Department will design an approach to developing an automated cost accounting system. The Bureau of Management Systems has been given the lead responsibility for technical aspects of this and other automation efforts. This responsibility includes working with each DNR unit in developing priorities for systems automation and scheduling systems assistance. During the 1985 legislative session, the Department will be requesting LCMR funding to continue its accelerated efforts in this area. This request will include funds for implementing an automated cost accounting system during the 86-87 biennium.

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. 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.

Position

The Department agrees that a field services manual should be developed. It was in progress at the time of the study and is approximately 30 percent complete.

Action

The Department's Acting Field Services Administrator has been coordinating the development of the manual with assistance from the regional field services coordinators. This effort is being expanded and accelerated. Additional assistance from regional administration, financial management, forestry, parks and recreation, and fish and wildlife staff has been requested. Two manuals will be prepared: one for field services coordinators and one for field services users. Users will also be involved in the development and/or review of the manual.

The manual will include delineations of field services staff and users responsibilities and standardized departmental policies and procedures. Additionally, the issue of greater delegation of responsibilities to field staff will be addressed during the development of revised policies and procedures.

Completion Date - March 1, 1985

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.

Position

a. Equipment Budget and Allocation Process

The Department agrees that the equipment budget and allocation process needs analysis, however, most of the steps listed in the recommendation are being taken now with the exception of following the line item budget in allocation. Due to equipment condition changes during the two year budget period, some flexibility is needed in establishing fund allocation priorities.

b. Building Repair and Replacement Budget and Allocation Process

The Department disagrees with the brief recommendation relating to the building repair and replacement budget process.

The Department does not have a replacement budget. Replacement buildings are capital projects justified individually to the Legislature through the capital budget process.

A line item building repair listing for budget development and allocation is not a practical approach. DNR manages and maintains approximately 1600 buildings representing some 2,000,000 square feet. It is not possible to anticipate in advance which roofs will leak, which drain fields will plug, which electrical circuits will burn out, etc.

Action

a. Equipment Budget and Allocation Process

In August 1984, the Office of Planning will initiate an equipment study which will include an examination of: budget and allocation process, use, maintenance, replacement, standards, and recordkeeping. Field services, regional administration, and central office and field discipline personnel will be involved in the development of revised policies and procedures. The assistance of the Department of

Administration will be requested as needed. The study is scheduled for completion by July 1, 1985.

In the interim, for the upcoming budget requests, the Department's Equipment Panel has met and made preliminary revisions in the current equipment budget development and allocation process. The revisions, in part, focus on improving communications among central office disciplines, regional administrators, regional supervisors, and field staff.

b. Building Repair and Replacement Budget and Allocation Process

An interdisciplinary (field and central office) task force will be established in January 1985 to review this activity for possible improvements. The task force will be directed by personnel from the Field Services Bureau. Recommendations for revisions in procedures will be incorporated into the field services manual. (See response to Recommendation 7.)

LAND SPECIALISTS

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

Position

The Department agrees with the recommendation. The three northern regional land specialists cannot carry out all the work which should be done and cannot accept any new initiatives.

Action

The Department's next budget may include a request for three additional positions and funding for this purpose, if within the Governor's budget development guidelines. If the budget request is approved, the positions would then be available by July 1, 1985, at the earliest.

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

Position

The Department agrees with the recommendation. However, this cannot be done until Recommendation 9 has been implemented.

Action

Prior to improved staff support at the regional level, the Department will begin to plan and organize the land acquisition effort with a stronger regional focus. This effort is beginning with the development of better work plans. (See the response to Recommendation 12.)

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.

Position

The Department agrees with the recommendation. Efforts to clarify these relationships have begun.

Action

The Land Bureau, working with the involved disciplines, has drafted policy statements on the role and responsibilities of lands, wildlife, and trails and waterways personnel in matters pertaining to land appraisals, negotiations, and leases. The policies focus on improved coordination in these three areas. Additionally, a current survey of work responsibilities and management issues will lead to further clarification and better definition of the Land Bureau's and the disciplines' responsibilities and working relationships.

It is anticipated that the Land Bureau/Wildlife Section Coordination Policy will be completed by September 1, 1984. A similar policy effort for forestry will be initiated during the summer of 1984. Subsequently, an interdisciplinary task force will be formed by the Land Bureau to develop a general policies and procedures statement which will define working relationships and responsibilities of all Department personnel involved in land appraisals, negotiations, and leases. The ultimate goal of these efforts is to provide a better framework for accountability of the disciplines and monitoring by the Land Bureau.

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.

Position

The Department agrees with the recommendation.

Action

An annual work planning process is currently being developed by the Land Bureau. A draft will be completed by September 1984. Central office lands personnel, regional land specialists, regional administrators, and, as appropriate, personnel from other disciplines will be involved in the

development and adoption of this process. The annual work planning process will be fully implemented for FY 86.

Work priorities for the three northern regions have been established for FY 85.

ENGINEERING

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.

Position

The Department agrees with the recommendation, but disagrees with the conclusion "Once the backlog has been reduced, the bureau's present staff should be able to handle the ongoing workload."

The cause of the survey backlog must be considered. The demand for land surveys has been increasing over the past ten years and it is anticipated that demand for surveys will continue to increase in the future. Currently, there are 172 survey requests not completed. Portions of staff and funds provided to implement development programs are currently being used to keep the backlog from growing further. To reduce this backlog and to keep up with the demand in the future, the actions listed below will be taken.

Action

The Bureau of Engineering will:

- . Continue to review and implement technological advances that will improve efficiencies
- . Immediately request DNR divisions to share in funding temporary positions to work on the survey backlog
- . Within the Governor's budget development guidelines, request additional funding and positions necessary to meet increased demands
- . Consider the practicality of developing legislation requiring property owners adjacent to DNR administered lands who request land surveys to share in the costs of the surveys
- . Request funds through the biennial budget process to contract with consultants to do land surveys

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.

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.

Position

The Department agrees with the recommendation.

Action

The Division of Enforcement (central office personnel, regional supervisors, and area supervisors) will review area supervisors' position descriptions and make recommendations which will clarify their supervisory authority and reporting and working relationships with other enforcement personnel. The assistance of the Bureau of Personnel and the Department of Employee Relations (DOER) will be requested, as necessary. This effort will be initiated on July 1, 1984 and completed by January 1, 1985.

Subsequently, the Division of Enforcement will request, through the Bureau of Personnel, the Bureau of Mediation Services, and DOER, to remove the area enforcement supervisors from the law enforcement bargaining unit and place them in the middle management bargaining unit. This request will be based on clarified supervisory authority and legislative intent.

The Department will work closely with the Labor Relations Bureau on this matter and follow their procedures for changing bargaining units (Administrative #6).

The Management Analysis Unit, DOA, will be kept apprised of progress on this activity.

Recommendation 15: Assign Area Enforcement Supervisors to area offices, collocated 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:

- . more flexible use of Enforcement staff
- . improved coordination with other divisions
- . greater public access to Area Supervisors
- . increased sharing of equipment
- . improved support services. The department may, for example, be able to add clerical staff at area offices if disciplines are collocated.

Position

The Department basically agrees with the recommendation.

Action

a. Colocate Area Enforcement Offices

A study will be made to determine field locations where: an area enforcement supervisor is assigned, a state-owned DNR field office exists, and there is adequate additional office space. In each region, the regional enforcement supervisor will work with the regional administrator to coordinate the collection and evaluation of building location and available space data. Regional studies will be completed by September 1, 1984.

In those locations where there is an area enforcement supervisor stationed, a state-owned DNR field office, and available office space, in the interest of improved interdisciplinary coordination and public service, the area enforcement supervisor will be assigned to headquarter in the field office. The regional administrator for each region will assist the Director of Enforcement in coordinating this effort with the other involved disciplines. (Note: Because of the nature of an area enforcement supervisor's job, it is not the intent of the Department to restrict area enforcement supervisors to an office; they will need to continue to work in the field and maintain their contract benefits pertaining to use of their residences for work.)

b. Increase Area Enforcement Supervisors' Authority for Scheduling and Assigning Conservation Officers' Work Throughout the Area

At the present, area enforcement supervisors have the authority to schedule and assign conservation officers work throughout an area. The Division of Enforcement, however, will review and revise area enforcement supervisors' position descriptions to clarify and strengthen this authority. This will be done in conjunction with the activities outlined in the response to Recommendation 14.

The Division of Enforcement will also increase supervisory training for area enforcement supervisors. Supervisors will be required to complete the DNR's Supervisory Training Program (established in 1983). Additionally, the Division of Enforcement, working with the Training Director, will complete an evaluation of and develop a plan for supervisory and management training of enforcement supervisors by January 1, 1985.

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:

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

Position

The Department agrees with the recommendation.

Action

The Department has just completed a year-long interdisciplinary project which included:

- . Clarification of enforcement authority for all Department personnel
- . Delineation of procedures for delegation of peace officer authority for wildlife officers, forest officers, and park officers

- . Detailed enforcement procedures for all Department personnel involved in enforcement activities (procedures emphasize working relationships with conservation officers)
- . Development of training standards and certification procedures for non-Division of Enforcement peace officers
- . Development of special enforcement-related equipment standards
- . Design of standard and simplified enforcement-related forms

The project report has been submitted to the Commissioner for review and implementation.

FISH AND WILDLIFE DIVISION

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.

Position

The Department agrees with the recommendation.

Action

The Fish and Wildlife Division is currently finalizing plans to implement the recommendation. A position description has been developed for an administrative assistant position to head up the unit. Staff currently serving in the administrative unit are rewriting other position descriptions. The Personnel Bureau is reviewing the proposed organizational structure and position descriptions. Once personnel's approval is obtained, the unit will be immediately established.

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.

Position

The Department agrees with the recommendation.

Action

a. Coordination Policy for Protected Waters Permits

At the present time, protected waters permit applications (Minnesota Statutes, Chapter 105) are reviewed by fish and wildlife field staff with certain exceptions. Permits for hydro projects which also come under Chapter 105 are reviewed by the Ecological Services Section

(central office). This section solicits input from the Fisheries Section in responding to protected waters permit applications.

Policies will be reviewed and/or developed to more clearly delineate the responsibilities of each section. A committee composed of staff from the Division of Fish and Wildlife and the Division of Waters will be established to develop more specific guidelines for divisional and departmental review.

The division anticipates completing the policy and its implementation by October 1984.

b. Coordination Policy for Planning Assistance in Flood Control and Watershed Projects

An analysis of all data relating to this problem indicates that staff from throughout the Department are involved in flood control and watershed projects. Regional administrators and field staff from the various disciplines are often contacted directly for their comments on projects. This makes coordination somewhat difficult.

The Ecological Services Section has the responsibility for coordinating responses and for assisting with flood control and watershed projects. Working with regional administrators and the Division of Waters, the Ecological Services Section will develop a policy which will clarify involved staff's responsibilities.

The completion and implementation of a policy on flood control and watershed projects is anticipated by October 1, 1984.

c. Coordination Policy for Environmental Impact Statements

While Ecological Services has been responsible for the Division of Fish and Wildlife's review of environmental impact statements, no written policy has been developed for this activity. A policy will be written to clearly delineate the responsibilities of staff from each section in these reviews.

Development and implementation of a policy on review of environmental impact statements within the division will be completed by October 1, 1984.

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.

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.

Position

The Department agrees with the recommendation.

Action

The Department will reorganize the Fisheries Section central office into the recommended three units: Field Operations, Resource Management, and Research. Reportability within the three units will follow the recommendation with three minor exceptions. These exceptions involve the reportability of the fish production and distribution, acid rain, and planning positions.

Given the workload encompassed by the fish production and distribution position, the Department has determined that two positions are needed. One position will be responsible for the state's coldwater hatcheries; the other position will oversee the state's warmwater fish production and distribution. Due to the operational nature and the work location of program staff, the coldwater hatchery supervisor will report to the Operations Unit Manager. The warmwater fish production and distribution

position will report to the Resource Management Unit Manager. (See the response to Recommendation 20 for further clarification.)

The acid rain position will be placed in the Ecological Services Section rather than in the Fisheries Section. This placement will enable the position to broaden the scope of analysis pertaining to the effects of acid rain.

As the Division of Fish and Wildlife moves into an accelerated long range planning activity, it is important to give planning positions top level reportability. Planning staff in each section, therefore, will report directly to the section chief.

Initiation Date - July 1, 1984

Completion Date - October 1, 1984

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.

Position

The Department agrees with the recommendation.

Action

The division will realign the Fisheries Section's central office staff positions. The position of Fish Production and Distribution Coordinator will be reclassified to State Coldwater Hatchery Supervisor and be placed under the Field Operations Manager. This position will be in charge of the state's five coldwater hatcheries, including operations of these facilities and supervision of the personnel located at them. The position will be directly responsible for five hatchery managers and, indirectly, twelve other hatchery personnel. The coldwater hatcheries have a budget of about \$720,000.

Warmwater fish production and distribution involves the rearing and stocking of nearly a half million walleyes, 3 million northern pike, and 50,000 muskies. It also includes additional plants of largemouth bass and smallmouth bass, catfish, and panfish. This rearing and production costs nearly 3 million dollars and represents approximately one-third of the total fisheries' budget. An additional position for warmwater fish production and distribution will need to be created. This position will oversee walleye spawning activities, distribution of walleye eggs statewide, pond production of walleyes, distribution of pond-reared

walleyes on a statewide basis, and production and statewide distribution of northern pike in spawning areas and in northern pike rescue areas. The position will be responsible for reviewing fish transportation activities for optimum use of equipment to move fish statewide and the distribution of the "put and take" warmwater fisheries for crappies, sunfish, muskies, musky hybrids, and other species that require rearing in one part of the state and stocking in another part of the state. An existing position will be reallocated for this function. This will require the approval of the Personnel Bureau.

Position descriptions are currently being developed for these positions. It is anticipated that the positions will be established by October 1, 1984.

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.

Position

The Department agrees with the recommendation, however, as noted in the response to Recommendation 19, the fisheries planning coordinator will report directly to the Fisheries Section Chief.

Action

The Fisheries Section is in the process of developing guidelines for the creation of a comprehensive, long range fisheries plan. The Fisheries Long-Range Planning Task Force has submitted a report which will guide this effort.

See the response to Recommendation 25 for further details on the division's planning activities.

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.

Position

The Department agrees with the recommendation.

Action

A fisheries/forestry activities review team has been established, one for fisheries/waters concerns is in the process of being formed, and a fisheries/wildlife review team will also be established. Each review team will be charged with:

- . Reviewing common areas of concern and activities
- . Assessing the need for changes in and/or documentation of existing procedures and responsibilities
- . Developing appropriate recommendations, procedures, and/or coordination policies, as necessary

Initiation Date (for all review teams) - November 1, 1984

Completion Date - January 1986

WILDLIFE

Recommendation 23: Reorganize 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.

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.

Position

The Department agrees with the recommendation.

Action

A plan has been developed to implement this recommendation as part of the overall reorganization of the Division of Fish and Wildlife. As noted in the response to Recommendation 19, the planning position will report directly to the Wildlife Chief due to the nature of the long-range planning effort.

Completion Date - September 1, 1984.

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.

Position

The Department agrees with the recommendation.

Action

At the present time, a complement position is not available to assign to this position.

If within the Governor's budget development guidelines, the Department will request a position and funding for an assistant regional supervisor in region 4 for the 1986-87 biennium.

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.

Position

The Department agrees with the recommendation, however as noted in the response to Recommendation 23, the wildlife planning coordinator will report directly to the Wildlife Section Chief.

Action

a. Comprehensive Long-Range Plan

The Department is currently developing an accelerated approach to fish and wildlife planning. This approach is being organized with a senior planner for the division in the Ecological Services Section and additional planning staff in the fisheries and wildlife sections.

The senior planner position will be funded jointly by wildlife and ecological services. Fisheries will provide the complement position. A position description is presently being prepared for the position. The position will serve as the principal planner for the division with the responsibility of coordinating the development of a total long-range plan for the division. He/she will chair the Divisional Technical Planning Committee.

The senior planner will serve as the lead person to:

- . Develop the basic approach and techniques used for long-range plan development

- . Evaluate existing management activities and inventory existing resources
- . Develop a set of goals for the division based on resource and technical capabilities and surveys of clientele
- . Select strategies for achieving the stated goals
- . Develop an ongoing evaluation system so goals and programs can be adjusted

It is anticipated that this position will be filled by October 1, 1984.

Program staff located in the fisheries and wildlife sections will be responsible for section-specific plans as coordinated through the senior planner.

The Department is requesting funding and additional positions through the Legislative Commission on Minnesota's Resources (LCMR) for this activity during the 1986-87 biennium.

b. Comprehensive Annual Work Planning Process

Currently, annual work planning within the Section of Wildlife focuses on federally funded development projects. The wildlife portion of the division's accelerated long-range planning effort will delineate goals for all programmatic aspects of wildlife management and thus provide a more comprehensive basis for annual work plans. Based on these goals, annual work plans will be developed for all wildlife programs. Preliminary work plans will be developed for FY 86 and detailed, goal-related work plans will be developed and implemented for FY 87.

FORESTRY

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:

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

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

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

Position

The Department agrees with the recommendation.

The Division of Forestry has recently completed (December 31, 1983) the Administrative Realignment Plan prepared pursuant to Laws of Minnesota 1982, chapter 511, section 8. The Executive Summary outlines the recommended realignment plan as follows:

The proposed plan will make substantial changes in the field organization. Presently there are 4 regions, 20 areas and 87 districts and each administrative unit has rather hard boundaries. Under the proposed plan, administrative region and area boundaries will remain firm. The present districts will become field stations with flexible boundaries based on workloads. The number of areas will be reduced to 19 and the 87 districts will be replaced by approximately 70 field stations with a net reduction of 18 administrative units in the short-term and potentially more in the long-term.

The area will be the basic operation and planning level. This is the level at which the unit forest management plans required by the Forest Resource Management Act will be developed. Targets will be set and accomplishments met at this level by assigning specific workloads to the field stations. This will allow the Area Forest Supervisor more latitude to assign

personnel according to short- and long-term work needs. The District Foresters will be part of the Area Forest Supervisor's management team with the responsibility of carrying out all forestry programs at their field stations.

This plan also recommends that the Nursery, Forest Inventory, and County Assistance programs be more fully integrated with the rest of the field organization. The intent is to provide improved career ladders for employees of these programs and to encourage transfers between these programs and the general field organization.

The Division of Forestry is a dynamic organization. Many of the changes recommended in this report have already been instituted to various degrees by some areas and regions. Implementation of this plan will result in a more uniform administrative structure statewide.

Action

The following list of eleven actions is taken from the Forestry Administrative Realignment Plan noted above. More than half of the actions are completed or are underway and the remaining ones will be undertaken in order to implement the proposed administrative realignment and associated recommendations.

For each action stated, the following coded information is provided:

- (a) Description of the task to be accomplished;
 - (b) Who is responsible for completing the task; and
 - (c) The time frame within which the action was or will be completed.
1. (a) Submit the Administrative Realignment Plan (Interim Draft) to the legislature as required by the Forest Resource Management Act of 1982.
(b) Commissioner of Natural Resources and the Administrative Alignment Committee.
(c) Submit by December 31, 1983.
 2. (a) Distribute copies of the preliminary plan to all forestry employees and hold meetings in each region to obtain Division of Forestry employee input on the proposed realignment plan.
(b) Administrative Alignment Committee.
(c) January-February, 1984.
 3. (a) Prepare a final draft of the Administrative Realignment Plan to incorporate changes based on employee comments. The final draft will be presented to the legislature before hearings on the plan are scheduled.
(b) Administrative Alignment Committee.
(c) March 1, 1984.

4. (a) Provide additional information, testify at hearings, and take other actions requested by legislative committees acting on the Administrative Realignment Plan.
(b) Commissioner of Natural Resources and Director, Division of Forestry.
(c) 1984 and 1985 legislative sessions.
5. (a) Complete the forestry workload analysis for use in determining staffing needs within areas.
(b) Assistant to the Director - Resource Assessment, Area Supervisors, Land Management Information Center.
(c) Complete by June 30, 1984.
6. (a) Based on the Administrative Realignment Plan and workload analysis results prepare a realignment implementation package for each region and area. The package will identify field station locations, administrative boundaries, staff level for each station, organization charts, and position descriptions. The process will involve other divisions so that opportunities for consolidation and co-location of DNR offices are considered.
(b) Regional and Area Supervisors as directed by the Assistant Director.
(c) Develop package between July 1 and December 31, 1984.
7. (a) Determine short-term capital improvements necessary to carry out realignment plan and prepare a capital budget request for submission to the legislature.
(b) Assistant Director.
(c) Complete by December 31, 1984.
8. (a) Determine increased personnel costs associated with proposed reclassifications and incorporate into the 1985-87 biennial budget.
(b) Assistant Director.
(c) October 1984.
9. (a) Submit reclassification packages with supporting documentation for review by DNR Bureau of Personnel and Department of Employee Relations.
(b) Assistant Director and Regional Business Manager.
(c) January 1, - June 30, 1985.
10. (a) Implement approved region and area realignments.
(b) Regional and Area Supervisors.
(c) As soon as possible after July 1, 1985 but not later than June 30, 1987.
11. (a) Develop long-term capital improvement budget requests needed to implement long-term office relocation proposals. Integrate with the Department's Six Year Capital Improvement Plan.
(b) Assistant Director.
(c) When the Six Year Capital Improvement Plan is updated.

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

Position

The Department agrees with the recommendation.

Action

The Division of Forestry has submitted a reallocation request, through the DNR Bureau of Personnel, to the Department of Employee Relations which would provide greater supervisory responsibility for the assistant regional foresters in regions 1, 2, and 3. Due to the size of the regional staff and workload in Region 2, an additional assistant regional forester position for state land management activities has been established.

The Rochester region will be restructured in accordance with the Administrative Realignment Plan and the appropriate supervisory responsibilities will be assigned to the assistant regional forester by January 1, 1985. A reallocation request will be submitted to the Bureau of Personnel, as appropriate.

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

Position

The Department agrees with the recommendation.

Action

The Division of Forestry will be working on clarifying the reporting and working relationships among central office, regional, and area program specialists over the next several months as follows:

- . Position descriptions will be reviewed for clarity in conjunction with the annual performance reviews due January 1, 1985.
- . The FY 85 work plan will be developed by June 30, 1984. Necessary clarifications will take place by September 30, 1984. This schedule will permit coordination with the annual reporting system.

- . An ongoing revision of appropriate forestry circular letters (policy and/or procedure statements) will continue to provide field and central office staff proper guidance on reporting and working relationships.

PARKS AND RECREATION

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.

Position

The Department agrees with the concept of the recommendation. The 1984 legislature mandated a plan for the consolidation of the Trails and Waterways Unit and the Division of Parks and Recreation. The report is due January 1, 1986.

Action

The Department will proceed with the development of a plan for the consolidation of the Trails and Waterways Unit and the Division of Parks and Recreation. Four assumptions will be inherent in the planning process:

- . The quality and quantity of current resource management, recreational opportunities, and public services will not be diminished
- . The plan will be for a new organizational structure; one which enhances organizational and programmatic effectiveness
- . Employees' professional welfare will be an important part of the plan

- . Implementation of the plan will coincide with decreases in accelerated programs in state parks, state trails, water accesses, and canoe and boating route; the final implementation schedule will be determined as part of the planning process

The Commissioner will form a Consolidation Planning Task Force consisting of the following types of personnel from each of the two disciplines involved: one lead worker, two members from major programs, one regional supervisor or coordinator, and one other field person. The task force will be chaired by personnel from the Office of Planning. Overall, the task force will have equal representation from trails and waterways and parks and recreation, as well as from central office and field staff. The lead workers will be responsible for informing personnel in their disciplines of the task force's progress and soliciting input, review comments, and recommendations from them. The chair person will be responsible for involving personnel from other disciplines, support services, regional administration, the Department of Administration, and the Department of Employee Relations, when appropriate.

The planning process will proceed as follows:

- August 1, 1984 Establishment of task force.
- September 1, 1984 The task force will: complete a survey of issues, opportunities, and barriers pertaining to the consolidation; develop a detailed work plan for completion of the plan; and assign responsibilities for various components of the plan.
- December 1, 1984 The task force will complete a preliminary evaluation of alternative organizational structures for the proposed division. For each alternative the task force will briefly assess its expected impact on the quality of Minnesota's resources and recreational opportunities, program effectiveness, user satisfaction, workloads, internal communications, and career opportunities.
- January 15, 1985 The heads of the Trails and Waterways Unit, Division of Parks and Recreation, and Office of Planning, and a regional administrator will complete an evaluation of the task force's preliminary findings and select one or more alternatives for further study.
- September 1, 1985 The task force will complete a detailed evaluation of and an implementation plan for the recommended alternative(s).
- October 1, 1985 The unit heads and regional administrator will complete an evaluation of the task force's report and make a recommendation to the Commissioner for adoption of one alternative plan.
- January 1, 1986 The Commissioner will present the consolidation plan

to the Legislature.

The recommendation to add administrative assistants to the regional staffs will be considered during the planning process.

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.

Position

The Department agrees with the recommendation.

Action

- a. Communications between Central Office and the Field on Budget Allocations, Budget Status, and Program Decisions

The Department believes that field staff may not fully understand the budget development, approval, and allocation process, as well as various elements (often external to the Department) which may create "bottlenecks" in the timely communication of budgetary and programmatic information. Therefore, the Division of Recreation will hold a meeting for key central office managers and regional supervisors to discuss and clarify budget allocation and program decisionmaking processes. Subsequently, regional supervisors will meet with park managers for similar discussions. If areas for improved procedures are identified, revisions will be made in the current processes.

Completion Date - November 1, 1984.

- b. Role of Regional Supervisors

The Division of Parks and Recreation will reexamine the role of regional supervisors to determine how their authority and responsibilities for budgetary and programmatic matters may be more clearly delineated. Revisions in current position descriptions and/or procedures may be made, if appropriate.

Completion Date - January 1985.

A plan for enhancing regional supervisors' supervisory and managerial training is also being developed (see the response to Recommendation 31).

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

Position

The Department agrees with the recommendation.

Action

The Division intends to have its training board: complete the divisional training plan including customized training for individuals and groups that have specific training needs; develop a good recordkeeping system for completed training; and investigate career growth programs of other agencies.

The first draft of a training work plan for all personnel levels of the Division of Parks and Recreation is currently underway. This plan will include an assessment of past training efforts, present needs, and future training needs. Some of the activities to be reflected there are: a fall or winter indepth workshop for professional managers, a spring training session for seasonal employees, a late winter continuing education session for peace officers, and ongoing supervisory and managerial training. All personnel levels of the Division of Parks and Recreation will be addressed in this plan.

Specifically, for supervisory and managerial employees, a four step approach will be taken and the results will be incorporated into the training plan. The division's training board will first identify supervisory and managerial training programs available through the Department of Employee Relations and assess their appropriateness and utility for parks' supervisors and managers. Whenever possible, the division will encourage use of these state training resources. The training board will also conduct a training needs assessment, in cooperation with the department's Training Unit, of current skill levels and needs of the division's supervisors and managers. The third step will include an assessment of training opportunities offered outside the state system that would address identified need areas that cannot be addressed through the state system. The final charge to the training board is to develop a system for keeping individual and composite records, within the division, of training completed by all parks personnel.

The first draft of the training work plan will be completed by October 1984. It is the intent of the division to have the training program fully operational by June 1985.

TRAILS AND WATERWAYS

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

Position

Further study of the issue is needed.

Currently, in the Trails and Waterways Unit, once budgets, spending plans, and work programs have been approved, funding to complete work programs is put into regional allotment accounts (AIDs) and the regions are given the responsibility to implement the programs. There are two exceptions:

1. Acquisition -- Central office and field staff determine acquisition priorities. The acquisition account is maintained in the central office. Acquisition costs are disbursed from the account when a transaction is completed.
2. Development -- Engineering is handled by the central office for complex projects or if the workload is too great for the regional engineer. Funds for these projects are retained and disbursed from St. Paul. Should either of these situations arise the regional staff is involved.

Action

The Trails and Waterways Unit at its next quarterly meeting will form a special work group to examine roles, responsibilities, and authorities pertaining to trails and waterways' regional operations and management activities and budgets. The work group will consist of regional administrators (representing interdisciplinary concerns, as well as their supervisory concerns), regional trails and waterways coordinators, and trails and waterways central office staff. The Trails and Waterways Unit will submit a report of the work group's findings to the Commissioner's Office. If changes are recommended and approved, they will be instituted for FY 86.

It should be noted that the efforts of this work group will be an interim measure. The task force discussed in the response to Recommendation 29 will deal with this matter in a more comprehensive manner.

WATERS

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.

Position

The Department agrees with the recommendation.

Action

The permit authority of regional hydrologists will be increased when the revision of the protected waters permits manual is completed. The Protected Waters Permit Rules revision completed in October 1983 promotes the uniform application of the permit requirements statewide. Authority for the regional hydrologists to issue, modify, amend, and deny permit applications will be delegated for all projects except those of statewide significance.

A revised permits manual will be completed by Division of Waters staff by July 1, 1984. Identification of projects of statewide significance will be completed by Division of Waters staff in consultation with the Commissioner's Office and the Attorney General's staff by August 1, 1984. Revision of Operational Order No. 34 will be completed by October 1, 1984. Delegation of additional permit authority will be completed by October 1, 1984.

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.

Position

The Division of Waters does not support the establishment of a field operations manager at this time. The need for the position is not clearly

justified. The planning process discussed in the response to Recommendation 35 will result in the necessary delegation and accountability for dealing with field operations in an effective and efficient manner. It will also clarify the roles and relationships of field operations, central office operations, program development, and policy. This effort should be given an opportunity to establish itself for a year or two and then be evaluated to see if a field operations position is in fact needed.

Action

The Department will reexamine the need for a field operations manager position after the annual work planning process has been established for one to two years.

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

Position

The Department agrees with the recommendation.

Action

The Division of Waters is currently developing a specific plan of action which will provide for discussion of issues, establishment of priorities, adoption of implementation strategies, allocation of resources, and development and implementation of annual work plans.

The planning process involves the Waters Management Committee and program managers formally, and appropriate waters staff informally. An outgrowth of the effort will be increased accountability at all levels and delegation of appropriate authority to carry out the implementation strategies.

The planning process commenced in early 1984. Major initiatives were incorporated into the departmental action plan (Water Allocation, Ground Water Acceleration, Water Data Automation, Flood Damage Reduction, and Lake and Stream Management Intensification programs). While most of the initiatives require additional staff and funding resources, those elements which can be achieved during the current biennium will be discussed by the Waters Management Committee in August and finalized in October 1984.

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). Reinststate six positions:

In Region V (Rochester):

- . Regional Administrator

In Region VI:

- . Regional Enforcement Supervisor
- . Regional Parks and Recreation Supervisor
- . Business Manager
- . Field Services Coordinator
- . 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.

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

Position

The Department agrees with the recommendation to maintain six administrative regions. It also agrees that adjustments in regional boundaries to better balance workloads and to reduce distances between field offices and regional boundaries may be desirable, however, currently, there are funding and staffing barriers to doing so.

Since FY 82 legislatively mandated funding reductions have resulted in the loss of five positions from the regional administration program and funding for more than eleven positions from the same program. Most of these reductions have been realized in the metro region. While it may be desirable to transfer Wright, Sherburne, Isanti, and Chisago counties from the Brainerd to the metro region, this cannot be done until an appropriate

level of administrative and program staff support (funds and positions) is provided in the metro region to handle the proposed increased workload.

Action

The Department has already transferred the public access programs in Wright and Chisago counties from Region III (Brainerd) to Region VI (Metro). Wildlife management areas in Chisago County are also administered by Region VI. Additionally, the Department has merged forestry operations in Regions IV, V, and VI. All three regions are managed from the Region V (Rochester) headquarters.

If within the Governor's budget development guidelines, the Department will request the reinstatement of necessary funding and positions for the regional administration program for the 1986-87 biennium. In the interim, each discipline, working with involved regional administrators and regional supervisors, will be charged with formulating a plan for transferring its remaining activities in Wright, Sherburne, Chisago, and Isanti counties from the Brainerd to the metro region. The Department will complete a review of the disciplines' plans and determine necessary regional boundary adjustments by July 1, 1985.

If funds and positions are reinstated for the 1986-87 biennium, the Department will implement desired boundary changes between the Brainerd and metro regions and reexamine the three northern regions' boundaries. Existing working agreements between regions, changes or disparities in discipline workloads between regions, and planned changes in disciplines' organizations (e.g., forestry) will be reviewed. The three northern regional administrators in conjunction with the regional supervisors and other regional administration staff will develop an analysis of existing boundaries and recommend boundary changes (if any) to the Department's Planning and Environmental Review Team (PERT) by November 1, 1985.

AREAS AND DISTRICTS

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.

Position

The Department basically agrees with the recommendation. While increasing the number of common subregional boundaries for all disciplines may seem logical and desirable, workload distribution, the location of natural resources being managed, staffing patterns, the location of existing facilities and the unpredictability of capital funding suggest that there are limits to doing so and that the process will be evolutionary.

There are specific disciplines whose management interests may make it desirable, where operationally and administratively feasible, to establish common area or district boundaries (even though managers may not be physically located at the same station). Whenever possible, the area boundaries of forestry, wildlife and enforcement should be similar, although one wildlife area may encompass two or more forestry or enforcement areas or districts. It is unclear just how beneficial subregional boundaries would be for other disciplines.

Action

A pilot study will be conducted in Region II. The regional administrator will establish a work group of regional supervisors to more clearly define those disciplines and situations where common subregional boundaries or multiples of subregional boundaries may be beneficial. The work group will also determine whether or not specific situations exist where the lack of common boundaries has led to delays, confusion, miscommunication, etc.

A report outlining parameters for the establishment of common subregional boundaries, and benefits and problems associated with the establishment of common subregional boundaries will be prepared and submitted to the Commissioner's Office by November 1, 1985.

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

Position

The Department agrees with the recommendation. A four year plan is not necessary, however, since office colocation and consolidation efforts are already included in the DNR Capital Budget and Six Year Plan.

It should be noted that during the past twelve years, the Department has completed six major studies pertaining to buildings, and during the past four years, the Department has closed or consolidated facilities at 18 locations.

Action

Since office consolidation is already a department priority, no new initiative is necessary. The Department will continue to identify opportunities for office consolidation and include them in the six year capital budget plan. If new office consolidations are recommended in the study outlined in the response to Recommendation 37, they will be evaluated for inclusion in the six year plan.

CHAPTER IV DEPARTMENTWIDE ISSUES

TOP MANAGEMENT STRUCTURE

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

- . 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.

- . 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.
- . 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.
- . The Internal Auditor should report directly to the Deputy Commissioner.
- . The Legislative Services Director and Citizen Participation Coordinator should report directly to the Commissioner.

Position

The Department agrees with the recommendation.

Action

The Department concurs with the recommendation to provide additional assistance in the Commissioner's Office, however, the Department has determined that a position of Assistant Commissioner for Operations would be inappropriate for the organization. The Department would prefer to pursue the establishment of a Special Assistant to the Commissioner position and, if within the Governor's budget development guidelines, will be requesting the establishment of such a position for the 1986-87 biennium.

The Department has established an Assistant Commissioner for Planning and Special Programs position. This position manages the offices and personnel noted in the recommendation, as well as the Citizen Participation Coordinator.

The Department partially restructured the Deputy Commissioner's and the Assistant Commissioner for Administration's positions when the Assistant Commissioner for Planning and Special Programs position was established. (Some responsibilities were shifted to the new position.) Additional restructuring will occur when a Special Assistant to the Commissioner position is established. At that time regional administration responsibilities will be transferred from the Assistant Commissioner for Administration to the Deputy Commissioner, thus establishing common reportability for regional administrators and division directors.

The Department has hired an Internal Auditor who reports to the Deputy Commissioner.

TRAINING

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

Position

The Department agrees with the recommendation.

Although the training function within the Department has been seriously hampered by fiscal constraints and budget reductions during the last three years, the improvement of managerial and supervisory training within the Department is viewed as a high priority.

Action

The Department will continue implementing the program set forth in the DNR Supervisory Training Plan adopted in October 1983. An evaluation of the success of the supervisory behavior modeling modules and classes, and a determination of changes in supervisors' skill levels will be conducted upon completion of this training phase. This evaluation will be used in developing a long-range supervisory training program for the Department.

At the present time, the Department is also conducting a Pilot Management Skills Profile Project with the assistance of the Department of Employee Relations. The results of this project will be evaluated to determine the feasibility of using this tool in assessing the Department's managerial training needs.

In addition, the Department will establish an interdisciplinary Management Training Board to work with the Training Director in addressing the training needs of the Department's supervisory and managerial personnel. Supervisory and managerial advisory groups will also be established to advise the Management Training Board. The overall charge to the Management Training Board will be to assess supervisory and managerial training needs and develop a suitable training program to meet these needs. Specific tasks and preliminary completion dates are listed below.

- | | |
|-------------------|-------------------------------------------------------------------------------------------------------------|
| September 1, 1984 | Establish Management Training Board |
| December 1, 1984 | Determine goals and objectives for skills and aptitudes desired by DNR for supervisors and managers |
| February 15, 1985 | Identify minimum qualifications for supervisors and managers relative to these desired goals and objectives |

- April 1, 1985 Conduct assessment of current skill and aptitude levels of DNR supervisors and managers
- April 1, 1985 Identify available supervisory and managerial training opportunities both within and outside state service with the assistance of the Department of Employee Relations and the Department of Administration
- June 1, 1985 Develop a supervisory training program to complement the current DNR Supervisory Training Plan and develop a managerial training plan
- In accordance with Minnesota Statutes, Chapter 43A.21, the plans will be submitted to the Department of Employee Relations for approval
- July 1, 1985 Begin implementation of training programs

It should be noted that additional training funds will be needed to implement these programs.

CAREER PATHS

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.

Position

The Department agrees with the recommendation. Within its existing organizational structure the DNR has reasonably identifiable career paths within the areas of specialization unique to the department. In order to more formally establish and determine the validity of requiring both central office and field experience to advance via the career paths the department will conduct a study and make its recommendation.

Action

The Bureau of Personnel will develop a methodology to conduct the study. Bureau staff will be assigned to work with each discipline to identify:

- . The validity, purpose of, and need for career paths which require both central office and field experience for advancement
- . Existing and potential career paths
- . Barriers and constraints to the establishment of new career paths
- . Viable alternatives for gaining central office or field experience (e.g., mobility assignments)

After this phase is completed and career paths within each discipline have been identified, then potential inter-disciplinary career paths will need to be identified and valid criteria established. Such career paths may include transfer as well as advancement.

The study will be done in consultation with the Department of Employee Relations to ensure compliance with existing personnel laws, rules, and union contracts.

An initial pilot study will be undertaken for the Trails and Waterways Unit and the Division of Parks and Recreation in conjunction with the study discussed in the response to Recommendation 29 (the plan for consolidation of these two disciplines). The Bureau of Personnel will work with the Consolidation Planning Task Force and submit a report to the Commissioner's Office by September 1, 1985. The assistance of the Department of Employee Relations will be requested, as necessary.

Initiation Date - September 1, 1984
Work Plan Due Date - September 1, 1984
Completion Date - September 1, 1986

UNEMPLOYMENT COMPENSATION COSTS

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

- . Continue to convert nine to eleven month appointments to full- or part-time twelve month (unlimited) appointments whenever operationally feasible and cost effective.
- . 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.

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

Position

The Department will study and pursue methods to further reduce unemployment compensation costs.

Action

- a. Reduce Unemployment Compensation Costs Through Conversion of Seasonal Positions

The Department will continue to convert seasonal positions to full- or part-time, unlimited positions. During the past few years the Department has converted 25 parks and 52 forestry seasonal positions to part-time unlimited positions. At the present time the Division of Fish and Wildlife is pursuing the conversion of ten month seasonal positions in Ecological Services to full-time positions. (Annual salary and fringe cost increases [over current salary, fringe, and unemployment compensation costs] will be approximately \$1,500 per position for an additional two months of service.)

The Bureau of Personnel will continue to work with the disciplines to investigate the feasibility of converting seasonal positions to part-

or full-time unlimited based on workload and associated savings or cost increases. The assistance of the Department of Employee Relations will be requested, as necessary.

b. Reexamine Feasibility of Creating Regional Labor Pools to Reduce Unemployment Costs

The 1984 Legislature mandated the Department to create one regional or subregional labor pool and report to the legislature on the results of the project by February 1, 1985.

The Department is using the North Shore area for a pilot labor pool study project. The study area extends from Duluth to Grand Marais.

Issues being examined during the study include:

- . What are the unemployment compensation costs within the study area?
- . What is the existing distribution of seasonal work for each discipline and what shifts in the seasonal work distribution can be made?
- . What existing work elements in the seasonal work schedule can be satisfactorily handled by a transient work crew rather than (an) "on site" employee(s)?
- . What bargaining unit provisions will be abrogated or need to be negotiated prior to labor pool implementation?
- . Are the costs associated with travel expenses, transportation, administration (scheduling, cross billing, program fund accounting), and crew supervision greater than the costs currently encountered in unemployment compensation?

The Department has initiated this study and is working with personnel from the Department of Administration and the Department of Employee Relations to examine the issues noted above and to design and evaluate the actual project. A report on the results of the project will be prepared by February 1, 1985.

c. Investigate Feasibility of Shifting Some Work to Non-Peak Times to Reduce Unemployment Compensation Costs

As part of the pilot labor pool study noted in b., above, the Department is studying the possibility of shifting some work to non-peak times to reduce unemployment costs.

Additionally, each discipline's regional supervisors will study workloads and staff availability at various times. This effort should include analyses of workloads and the feasibility of adjusting work schedules. Bureau of Personnel staff will work with the regional business managers to provide direction and advice to the disciplines, including the potential impact of such shifts,

particularly in consideration of the state's personnel and labor relations system.

