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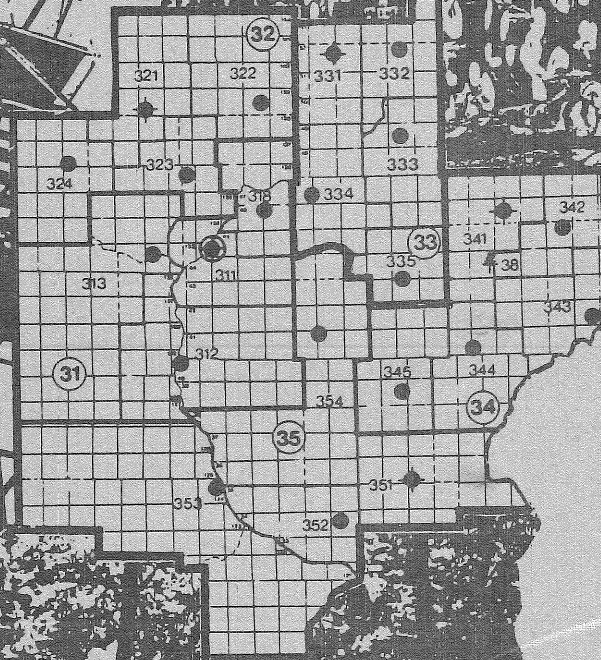
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ADMINISTRATIVE REALIGNMENT PLAN

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Pursuant to 1982 Laws, ch 511, s 8

MINNESOTA DEPARTMENT OF NATURAL RESOURCES
DIVISION OF FORESTRY

DIVISION OF FORESTRY
ADMINISTRATIVE REALIGNMENT PLAN

Prepared Pursuant to
1982 Minnesota Laws
Chapter 511, Section 8

By the
Administrative Alignment Committee

April 1984

Minnesota Department of Natural Resources
Division of Forestry
St. Paul, Minnesota

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EXECUTIVE SUMMARY

The realignment study was conducted in response to the Forest Resource Management Act of 1982 which required the Commissioner of Natural Resources to submit a proposed realignment of the forestry administrative units to the Legislature by December 31, 1983. The department viewed the study not as a criticism of the current organization but an opportunity to improve the effectiveness of the organization.

This report concludes a 15-month study of the Division of Forestry's field organization by a committee appointed by the Division Director. Members of the committee represented a cross-section of the division. During the study a number of employees were interviewed by the committee.

The Division of Forestry has gone through a number of organizational changes since it was first formed. Most of these changes were made to meet changing times and needs with the result that the division has served the state and natural resource needs very well since its inception. The study confirmed that some organizational problems do exist and could become more serious if no changes were made. These problems are the result of the increasing number and complexity of forest resource management programs. Increased public involvement in resource and environmental issues have drastically enlarged the scope of forest resource management.

The District Forester is a key position in the division's field organization, requiring a very competent employee. This competence can only be obtained through experience; yet this position is presently filled through lateral transfer from inventory. The present organization does not provide adequate career ladders or experience gaining positions.

The proposed administrative structure will correct this problem by providing an assistant position at the district level. Appointment to the assistant position will normally be by lateral transfer. The position equivalent to present District Forester will be filled by promotion from the assistant position.

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.

INTRODUCTION

Legislative Requirement

This report summarizes the findings and conclusions of an internal evaluation of the Division of Forestry's field administrative structure. The Forest Resource management Act of 1982 (1982 Minn. Laws, Chapt. 511, Sect. 8, Subd. 2) required the Commissioner of Natural Resources to propose a realignment of the administrative units of the Division of Forestry which provides cost-effective administration of the lands managed by the division and reasonable convenience and access of the public in utilizing forest resources.

Director's Charge to the Committee

The Administrative Alignment Committee was established by the Director of the Division of Forestry in August 1982 (see Appendix A). The Director attended the first meeting of the committee to further explain the committee's charge. He summarized the major findings of the 1972 and 1981 reorganization studies.

The Director then listed the following factors which he felt would influence the division's administrative structure:

1. There has been a trend toward less centralized direction on everyday, specific matters.
2. In the past we had little delegation of authority to the field. Now, the field offices have more authority and more flexibility. More people have been assigned to field offices.
3. There have been big changes in the areas. Specialization has been important. We need to know how to best use specialization.
4. The radio system has evolved to better suit our needs.
5. There is now union contract supervision within each area.
6. The experience in the field resides in the area offices and particularly with the area forest supervisors.
7. Some functions that were formerly handled at the district level are now handled by the areas.

8. There has been an increase in standardization of procedures and policies.
9. There has been an increase in workload. There are also situations where the workload is not evenly distributed.
10. Management theory has changed. There are more group decisions being made.
11. Data systems have become more important. We need to use computers more, but it is too expensive to provide such equipment at all levels of the organization.

Finally, the Director presented his ideas on possible changes in administrative structure:

1. We will need a strong, detailed document to enable the division to make any changes.
2. We should not be thinking of closing large numbers of district stations as was suggested in the 1972 study. A relatively small number of stations may be closed based on a thorough study and over a period of time.
3. We must develop an efficient organizational structure to eliminate poor distribution of manpower.
4. We should try to eliminate duplication of equipment and tasks.
5. The committee should explain the subtle changes that have occurred in the division. Increased specialization is an example. We should also try to suggest changes that would minimize disruption of the organization and cause the least amount of internal conflict.
6. We should consider "softening" district boundaries and de-emphasizing districts in favor of stronger areas. We probably don't need more areas, however.
7. We should develop criteria for possible closing of stations.

Committee Objectives and Constraints

Aside from the legal mandate, there was a realization within the Division of Forestry that certain organizational and administrative changes would benefit the public, forestry, and the department. Ten years had passed since the last thorough study of the division's field administrative

structure. The division had grown considerably through the addition of new programs and personnel. There were opportunities for the division to provide services more efficiently. The economic and ecological consequences of decisions made by division employees had increased as a result of more frequent use of prescribed fire, aerial fire fighting equipment, and pesticides. The division's administrative structure should reflect these advances in technology, new management priorities and philosophies, increased specialization of personnel, and new programs.

The task of designing an effective administrative structure for the division could not be completed without considering broader division objectives, which include:

1. Providing cost-effective management of division administered lands.
2. Providing reasonable convenience and access for those using division services.
3. Improving the career ladder by providing more field level transfer and promotion opportunities.
4. Clarifying line authority and insuring program continuity at all administrative levels.
5. Adopting the team management concept.
6. Maintaining or improving the quality and quantity of division accomplishments.
7. Improving the ability of the division and its employees to respond to increasingly complex natural resource management problems.
8. Reducing the number of administrative sites without impairing the division's functions.

The scope of the administrative realignment study was rather broad. The entire field organization was studied. The relationships of various programs and levels of the organization were considered. The study committee concentrated its efforts, however, on the area and district administrative levels. It was felt that these levels presented the greatest opportunities for administrative realignment. It was assumed that the Division of Forestry would generally adopt the regional structure proposed in the Report to the Minnesota Legislature on the Minnesota

Department of Natural Resources Regional Organization (MN DNR, 1983). The committee did not consider changes in the number or location of regional forestry offices. It did, however, review the organization of the regional forestry staff.

There were three other Division of Forestry committees whose work had to be coordinated with that of the Administrative Alignment Committee. The State Forest Boundary Committee was developing criteria to determine which lands are suitable for long-term management as state forests. The Career Ladder Task Force was outlining career paths and developing minimum qualifications for various positions within the division. Finally there was an effort to reorganize the division's St. Paul staff. Members of these three committees were made ex-officio members of the Administrative Alignment Committee to provide the necessary coordination.

The committee did not consider changes in administrative structure that would require an increase in the division's personnel complement. The Minnesota Forest Resources Plan (MFRP) (MN DNR-Forestry, 1983) was being prepared while the administrative alignment study was in progress. The MFRP addresses staffing levels needed to accomplish program objectives.

Administrative Realignment Study Methods

The committee's first task was to review the division's organizational history and previous reorganization plans. The existing administrative structure was described and documented. The committee then developed and discussed alternative administrative structures for the field organization.

Next the committee interviewed a number of Division of Forestry employees to determine 1) typical job responsibilities for various positions, 2) how individuals perceive their role in the administrative structure, 3) what improvements they would like to see in the organization, and 4) the individual's reaction to the alternative administrative structures developed by the committee. Interviewees were selected to represent all administrative levels and various parts of the state (see Appendix B). The committee also discussed the strengths and weaknesses of the administrative

structures of various forestry organizations with Dr. Frank Irving of the University of Minnesota, College of Forestry.

Based on the interviews with field personnel and many hours of discussion, the committee selected some general criteria to be used in evaluating administrative realignment proposals. The committee then used the criteria to select a preferred administrative structure.

The preliminary proposal was presented to the Division Director, Deputy Commissioner, and Regional and Area Forest Supervisors. The committee then refined the proposal, identified actions that would be needed to change to the proposed administrative structure, and developed an implementation schedule.

An interim draft of the Division of Forestry Administrative Realignment Plan was published in December 1983. Copies of the interim draft were distributed to appropriate legislative committees, all Division of Forestry offices, the DNR Bureau of Personnel, and the Department of Employee Relations for review. Nine meetings were held at various locations to discuss the interim draft with Division of Forestry employees during January and February 1984 (see Appendix F). Notes were taken at the meetings and individuals were encouraged to submit written comments. The committee summarized and discussed the comments on the interim draft. This final draft of the plan responds to the major concerns raised during the review process.

ORGANIZATIONAL HISTORY

Previous Administrative Structures

In its 125 years of statehood, Minnesota has developed a variety of administrative structures to administer its state forest resources. The administrative structure has evolved in response to changing perceptions of the role of state government in managing forest resources. During the last half of the 1800's the administrative structure was geared toward selling state lands and timber to encourage settlement. Beginning in 1895 the administrative structure was largely influenced by the desire to provide forest fire protection. In later years timber management, recreational development, environmental protection, and economic development considerations have influenced the structure of the state forestry organization. The major steps in the evolution of the current administrative structure are listed in Figure 1. A more complete description is included in Appendix C.

Early forestry headquarters were established as close to fire problem areas as possible because of poor access and communications and limited equipment. As fire fighting and communication equipment and techniques improved the number of fires and acres burned in many locations were reduced to the point where the fire workload could be handled from more distant headquarters. Thus there has been a trend to eliminate or consolidate district headquarters to improve cost-effectiveness while maintaining reasonably convenient public access to division services. Over the years the focus of the division also evolved from fire protection to more general forest management including inventory, recreation, roads, marketing, insect and disease management, and technical assistance for county, urban, and private forests.

Present Administrative Structure

The Division of Forestry is a very complex organization charged with carrying out about 20 distinct natural resource management programs. Not all areas are involved equally in all the programs but most areas have some involvement in all the programs. Carrying out the commitments of

these programs requires field foresters with a wide range of expertise and the ability to work with a variety of clients.

Figure 1. Changes in Division of Forestry Organization (1895-1983)

- 1895 - Designation of Chief Fire Warden and Local Fire Wardens
- 1899 - Creation of Minnesota State Forestry Board
- 1909 - Creation of Ranger Districts and hiring part-time Rangers
- 1911 - Creation of Minnesota Forest Service
- 1925 - Creation of a Department of Conservation and a Conservation Commission chaired by the Commissioner of Forestry and Fire Prevention
- 1931 - Creation of a new Department of Conservation with a Division of Forestry
- 1947 - Authorization to provide technical assistance and planting stock for private forest lands
- 1956 - 57 - Reorganization along line and staff rather than functional staff principles. Adoption of three level (region, area, district) field organization
- 1962 - Reduction in the number of regions and areas and increase in the number of districts
- 1967 - Creation of the Division of Lands and Forestry
- 1971 - Name changed to Department of Natural Resources
- 1972 - Realignment of regional boundaries and proposals to have area boundaries coincide with county boundaries and to adopt a two level field organization
- 1973 - Department reorganization including addition of Regional Administrators and shift in line authority
- 1975 - Separation of Division of Forestry and Bureau of Lands
- 1978 - Line authority returned to Division Directors
- 1981 - Review of 1972 reorganization proposal and subsequent building consolidation reports
- 1981 - 83 - Administrative realignments affecting the Brainerd, Backus, New Ulm, Rochester, Hill City, and Metro areas.
- 1982 - Legislative actions requiring studies of department and division field organization.

Figure 2 shows the Division of Forestry's field line administrative structure as of July 1, 1983. Currently there are four regions, 20 areas, and 87 districts. While there are 111 administrative units there are only 82 actual field office locations. Area office complexes usually house one or more district offices. There are also several cases where two districts share an office. Appendix D includes a list of current field office locations and a map of administrative boundaries.

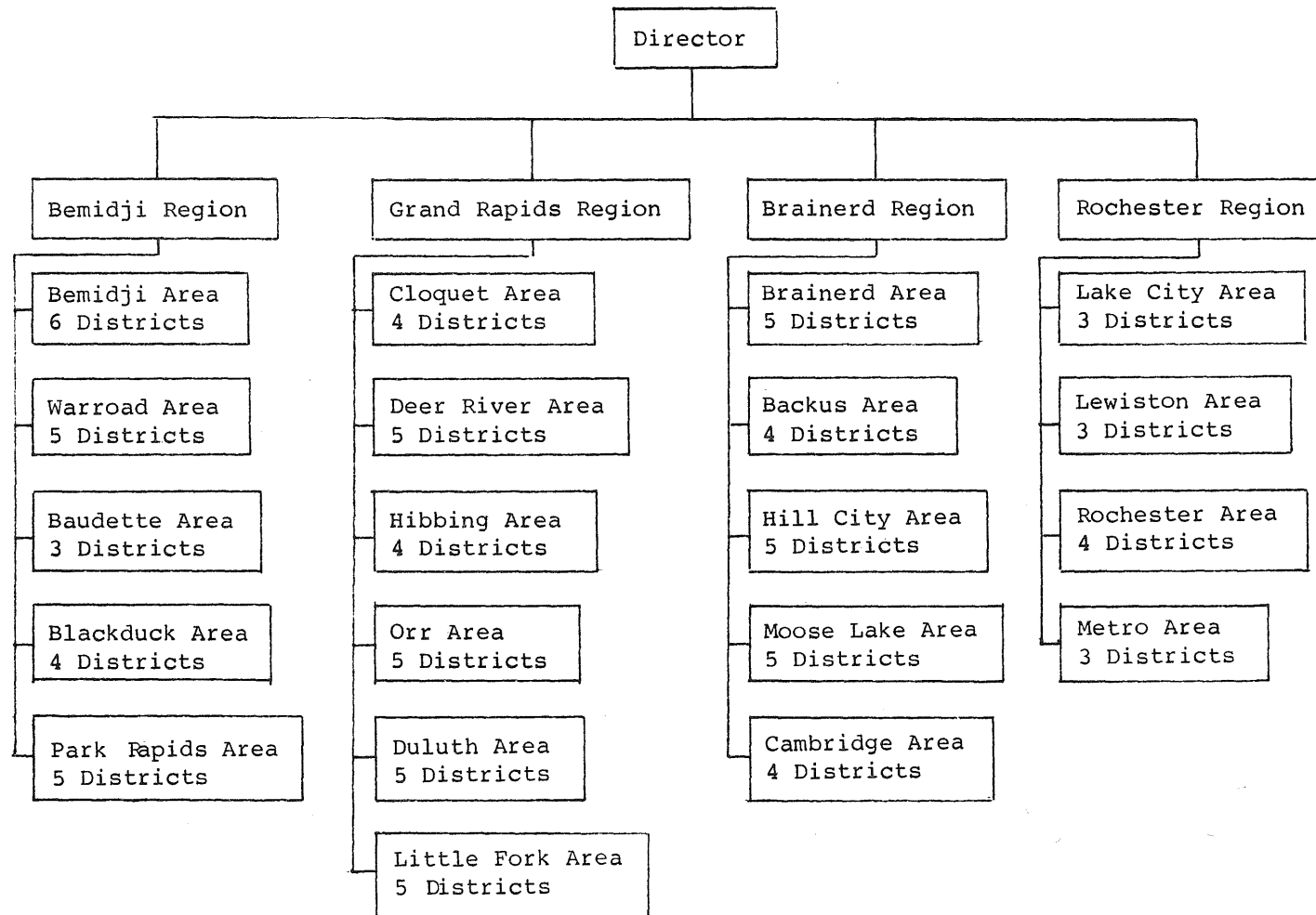
The regions, areas, and districts are the division's geographic administrative units. However, there are additional administrative units located outside of St. Paul. These include two forest tree nurseries located near Badoura and Willow River; the forest inventory, timber scaling, and fire management units operating out of Grand Rapids; and the County Assistance Program (CAP) with foresters assigned to various county offices. For administrative purposes the nurseries are treated like area offices reporting to the Brainerd Region while the inventory, scaling, fire, and CAP personnel are considered part of the St. Paul staff.

Regions

In the existing administrative structure the region is responsible for 1) region-wide planning and priority setting, 2) providing specialist services to the areas and districts, 3) providing effective transfer of policies and directives from St. Paul to the areas, and 4) administrative functions including personnel, payroll, and accounting. Line authority flows from the Division Director to the Regional Forest Supervisor.

The Regional Forest Supervisors have considerable latitude in organizing their personnel. Therefore it is difficult to present an organizational chart that applies to all regions. In general, the Regional Forest Supervisor provides direct supervision for a Regional Staff Forester, various Regional Specialists (soils, insects & disease, utilization & marketing), and from four to six Area Forest Supervisors. In Regions 1, 2, and 3 the Regional Forest Supervisor has delegated supervision of Regional Specialists to the Regional Staff Forester. There is also considerable variability among regions as to the assignment of program responsibilities to regional personnel. For example responsibility for the timber sale

Figure 2. Minnesota Department of Natural Resources
 Division of Forestry
 Field Line Organization
 July 1, 1983



program may be assigned to the Regional Staff Forester in one region and to the Regional Silviculturist in another.

Areas

Areas are the middle level in the present three level field organization. Area responsibilities include 1) area-wide planning and priority setting, 2) providing communication between the regions and districts, 3) supervision of District Foresters, and 4) providing program specialists for selected activities (e.g. private forest management, silviculture). In recent years the area has assumed some functions that were previously conducted at the district level. Examples include fire planning, fire dispatching, and allowable cut determination.

The organizational structure of areas is somewhat determined by geographic location and workload. An Area Forest Supervisor typically supervises an Area Staff Forester, one or more Program Specialists, from three to six District Foresters, a General Repair Worker, Clerk(s), and possibly Area Technicians. The average area has 15.3 employees with northern areas having more employees than southern areas.

Districts

Districts are the on-the-ground implementation or "doing" level of the field organization. District Foresters are typically responsible for carrying out all programs within the district boundaries. However, in recent years the addition of program specialists at the area level and the increasing ability of Area Forest Supervisors to assign personnel based on workload has lead to a "softening" of district boundaries. Under the "softened" district concept, currently used in some areas, an Area Program Specialist or personnel from other districts may be responsible for certain program targets within a district.

In southern Minnesota the District Forester may be the only division employee working in the district. In northern Minnesota the District Forester may supervise an Assistant District Forester, District

Technician(s), and a Forestry Aide. Statewide, the average district has 2.3 employees.

STUDY FINDINGS

The Administrative Alignment Committee tried to identify the strengths and weaknesses of the current administrative structure to ensure that any proposed changes would maintain or build on the strengths and eliminate or reduce the weaknesses. The committee also sought to identify the reasons why some previous reorganizations were successful while others were never implemented. Figure 3 summarizes the strengths and weaknesses of the current administrative structure. These findings are explained in greater detail in the following pages.

Figure 3. Strengths and Weaknesses of the Current Division of Forestry Administrative Structure

STRENGTHS

- °Strict accountability for all forestry activities in each district
- °High degree of job satisfaction for District Foresters through sense of identity with the district
- °District offices in small communities promote both employee participation in local activities and a positive public image
- °Fast response to wildfires
- °Clear chain of command for line functions
- °Reasonable supervisory span of control
- °Adequate provision of specialist services at region and area levels

WEAKNESSES

- °Difficult to shift employees in response to changing workloads
- °Inefficiencies related to large number of administrative units with few employees
- °Lack of professional experience gaining position at the district level
- °Limited career ladder
- °Program responsibility not clearly assigned at all administrative levels
- °District Forester appointments are laterals, not promotions on merit

Strengths and Weaknesses of the Current Administrative Structure

The strength of any organization rests with its personnel and this is definitely the case with the Division of Forestry. The employees are capable, dedicated, and eager to get the job done. Excellent people have elected to work for the division because of the reputation of the organization and the opportunities to practice meaningful forest management.

The existence of districts with well defined geographic boundaries has advantages and disadvantages for both the division and individual employees. Under the current structure District Foresters are accountable for all program targets within their districts. The sense of identity with the district and the ability to see on-the-ground accomplishments were often mentioned as sources of job satisfaction for district employees. The maintenance of district headquarters in smaller communities also allows employee participation in local activities and promotes a positive image for the division. In areas with severe wildfire problems the existence of dispersed district headquarters also allows faster response to fires. Disadvantages of the "hard" district concept include difficulty in shifting personnel in response to changing workloads, and lack of distinction between professional and technical employee responsibilities. Since most districts have only one professional position there is no entry level professional experience gaining position.

The area has become more important in the administrative structure in recent years. The area has been chosen as the administrative level for which the unit forest resource plans required by the Forest Resource Management Act of 1982 will be prepared. Fire planning, fire dispatching, and allowable cut determination are also done at the area level. The areas are the smallest administrative unit with budget and bargaining unit contract administration authority. Areas will also play an important role in management information system development.

Career Ladder

In November 1981, a Division of Forestry task force was established to study and make recommendations for the improvement of career ladders available to employees of the division. Problems were identified and numerous ideas to rectify the situation were discussed.

As the Administrative Alignment Committee began developing administrative structures, it became apparent that input from the Career Ladder Task Force was needed so that common terminology could be applied to the emerging system. Joint representation at meetings helped to insure that each group met its objectives.

Restrictions to career development identified by the Career Ladder Task Force (MN DNR-Forestry, 1983) included:

1. The compressed nature of classifications in terms of grades and ranges.
2. The lack of incentives for promotion and transfers.
3. The differences in career opportunities for division employees.
4. The relationship between line, staff, and specialist positions.
5. The lack of minimum entry level qualifications.
6. The lack of a systematic approach to career planning, training and employee development.

Educational Requirements

To date the Division of Forestry has no specific educational requirements for the majority of entry level positions throughout the organization. The examination and interview process has been the primary mechanism for selecting the best possible candidate to fill a vacancy.

At the present time, there are usually several qualified candidates to fill a single vacancy. This has not always been the case, however, and as the state and national economies improve, and job markets change, the division may not have a competitive advantage in selecting its employees.

Another consideration is that forestry, as a career, does not necessarily begin and end with an employee in the same position. Many foresters hold a variety of positions during their tenure with the division. While this is healthy for the organization, it also makes it important that new professionals have the educational background, individual characteristics, and potential to become future specialists, supervisors, or managers.

One method that an organization can use to ensure that its entry level positions supply a pool of talented, promotable individuals is to require minimum educational standards for those entry level positions. The Minnesota Timber Resource Study (Banzhaf and Company, 1980) discussed the impacts of requiring a four year degree for either entry level professional positions or for professional supervisory positions. Several states including Michigan and Missouri currently require a Bachelor of Science degree for entry level forestry professionals. The Report to the Legislature on Continuing Education Needs of Foresters in Minnesota (Univ. of Minn. - College of Forestry and MN DNR - Forestry, 1983) also recommends a B.S. degree as a minimum educational requirement for entry level professionals. The Career Ladder Task Force (MN DNR - Forestry, 1983) recommends the following minimum educational standards for the division's entry level positions: a four year degree in forestry or a closely related field for professionals and vocational school certificates in appropriate fields for technical, clerical, and mechanical positions.

Training and Experience Requirements

The number of employees in the Division of Forestry has grown rapidly in the past five years due to forest industry expansion, the acceleration of Phase II Inventory, development of state and federal forest management intensification programs, and addition of staff specialists at the region and area levels. Some District Foresters were promoted to fill these newly created positions. As a result the former well balanced distribution of experience has been shifted away from the districts to other administrative levels.

Some of the vacated District Forester positions had to be filled with foresters who were unfamiliar with division procedures. District Foresters

must perform their duties and make important decisions without the benefit of direct supervision. Inexperienced District Foresters can and do make costly mistakes. Their efficiency and quality of work can be less than desirable. Particular problems have occurred in timber appraisals and timber sales administration. The current system is costly to the state and unfair to the individual. An improved administrative structure would include a position in which professional level experience could be acquired before an individual was given responsibility for an entire administrative unit.

Some specialist positions have been filled from outside the division. These specialists do not receive the basic training in division field operations required of other entry level professionals. This can limit the specialist's ability to qualify for line supervisory positions.

The educational, training, and experience requirements for each position in the division need to be clearly defined. This would assist individuals in selecting a career path and planning their training and education program.

Supervisory Span of Control

Any proposed realignment of administrative structure or boundaries must consider the number of people that can be effectively supervised by an individual. Most individuals interviewed by the committee felt that Division of Forestry field supervisors could effectively supervise three to five line employees (e.g. an ideal region would contain three to five areas and the ideal area three to five districts). Some Region and Area Forest Supervisors have delegated supervisory responsibility for specialists and support staff to their Staff Forester in order to limit their own span of control to manageable levels.

Need for Flexibility in the Administrative Structure

The Division of Forestry is responsible for administering a variety of programs. The workload for each program varies from one part of the state to another. The division's field administrative structure must be

flexible enough to meet the workload requirements in all administrative units.

In areas of heavy state land ownership the workload involves mainly the sale of state timber, forest development, forest inventory, assistance to county land departments, forest recreation, and forest roads. With this type of workload, offices should be located to best serve the forest users, particularly the logging community. In these areas distance between headquarters is not critical.

In fire prone areas fire protection needs are a priority concern in determining the administrative structure. The distance between field stations is more important than in the rest of the state because quick response time to fires is critical.

Where assistance to private land owners is a major portion of the workload the administrative unit organization and distance between field stations can be quite different than where public land administration or fire predominate. Equipment and staff needs are lower on a per acre basis. Field stations can be rented and moved with a minimum of problems. Since much of the work involves cooperation with county Agricultural Stabilization and Conservation Service committees, extension agents, and Soil and Water Conservation Districts it is fairly important that administrative unit boundaries coincide with county boundaries.

Roles of Line, Staff, and Specialist Positions

Since 1956 the Division of Forestry has operated with a line and staff administrative structure. Line authority within the division currently goes from the Division Director to Regional Forest Supervisors to Area Forest Supervisors to District Foresters. Region and Area Staff Foresters generally serve as acting supervisors for line personnel in the absence of the Region or Area Forest Supervisor and in some cases are assigned supervisory responsibility for Program Specialists within the unit.

The addition of Program Specialists at the region and area levels in recent years has resulted in the addition of a matrix-type administrative structure onto the line and staff structure. The Program Specialists at the region and area levels (e.g. Insect & Disease, Soils, Utilization & Marketing, Silviculture, PFM) are currently supervised by the Region or Area Forest Supervisor (or Staff Forester) on a day to day basis, but are also responsible to a Program Supervisor in St. Paul. Program Supervisors often circumvent the official chain of command when communicating with Program Specialists at the region or area level. Another problem is that some of the division's programs do not have designated individuals as program representatives at each level of the organization. For example the Private Forest Management program has a St. Paul Program Supervisor, Area Specialists, and District Forester but no representative at the region level.

Implementation Pitfalls

The Division of Forestry completed a major reorganization of its field staff in 1957 but failed to implement a reorganization of similar magnitude in 1972. The committee sought to identify factors that might influence the outcome of a proposed change in administrative structure.

If division employees and the general public perceive the proposed changes as beneficial for the organization and as beneficial or at least not unduly harmful to themselves they are more likely to support the change. Proposals for relocating offices or personnel must meet the "cost-effectiveness" and "reasonable convenience" criteria established by the legislature. When possible, relocations should be implemented in a manner that makes use of attrition and promotion. Office relocations must also be coordinated with the capital improvement budgeting process. The provisions of bargaining unit contracts pertaining to relocation must also be considered.

Proposed changes in education, training, or experience requirements for various positions should contain provisions exempting current employees or allowing adequate time for them to meet the new criteria. The new

requirements should be designed to help the division meet its affirmative action goals and be consistent with the "Equal Employment Opportunities" requirements.

CRITERIA FOR SELECTING AN ADMINISTRATIVE STRUCTURE

The following list of essential or desirable criteria for an effective administrative structure was developed as part of an objective approach to development of the committee's recommendations. The criteria were developed by committee members based on study findings and interviews of other Division of Forestry and College of Forestry personnel.

1. Disruption of the organization should be minimized. Changes in programs and relocations of personnel should be minimized.
2. As many staffing changes as possible should be made through attrition. Necessary capital improvements must be planned for in the budgeting process.
3. Any changes should not require an increase in personnel.
4. The administrative structure should be flexible enough to be practical in different locations in the state under varying workload situations.
5. Workloads rather than geographical boundaries should determine staffing levels.
6. The structure should promote a team approach to planning and management at the field level.
7. Preparation of work plans and priority setting at the area level should be done by an area management team which includes the District Foresters.
8. The "doing" level should be strengthened by increasing the responsibilities and qualifications of the present District Forester position. A proper balance between staff and line positions should be maintained.
9. Experience gaining "assistant" positions should be provided at all administrative levels.

10. The administrative structure should facilitate the development of expertise and skills of division personnel.
11. Increase efficiency and allow better use of certain positions by decreasing the number of administrative units.
12. Retain approximately the same number of areas. Present areas satisfy workload needs fairly well.
13. Public contact opportunities should be continued as much as possible.
14. Lines of authority within the organization should be clear. Program responsibility should be assigned to a particular position or person at every administrative level.
15. Duplication of effort should be reduced. Decision making and project approvals should occur at the lowest qualified level.
16. The structure should accomodate both types of program specialists. Some are program managers, e.g. silviculturists, while others are "doers" in a special field, e.g. soils specialists.
17. Fire control and dispatching should be coordinated at the area level. The area level has proven to be the most effective for this function.
18. Management unit planning should be done at the area level. State forest boundaries will likely coincide with area boundaries in the future. An area is a large enough unit for satisfactory planning and management.
19. Spans of control should be practical. As a rule of thumb, each region should include three to five areas and each area should include three to five districts.
20. Where private forest management is the major workload administrative boundaries should conform to county lines as much as possible.

ALTERNATIVE ADMINISTRATIVE STRUCTURES

Description of Alternatives

The committee developed four alternative administrative structures and evaluated them using the criteria listed above. The four alternatives were:

1. A status quo alternative. This is a three level administrative structure with regions, areas, and districts with "hard" boundaries. This is the "official" division administrative structure even though several areas have already instituted a structure more like alternative 3.
2. A region/management center structure. This would use the existing regional structure and create 45 to 50 management centers by consolidating existing districts. The management centers would have "hard" boundaries and would be the basic administrative unit for planning.
3. A region/area/field station administrative structure. This alternative would maintain the existing regional organization, strengthen but keep about the same number of areas, and reduce the number of districts to about 70. The management team concept would be implemented at all administrative levels. District boundaries would be "soft". Outlying district headquarters would be referred to as field stations to reflect this change. Field stations would be retained only if needed to meet fire control, "cost-effectiveness", or "reasonable convenience" criteria.
4. A two level region/area administrative structure. This alternative was similar to the 1972 reorganization proposal. The number of areas would increase to between 35 and 40. There would be no districts; all area personnel would work out of the area office.

Evaluation of Alternatives

Each of the four alternatives were evaluated qualitatively using the criteria presented above. Figure 4 summarizes the results of the evaluation. Overall, alternative 3 most successfully overcame the weaknesses of the current structure while maintaining most of its strengths. Alternatives 2 and 4 had span of supervisory control problems given the existing DNR regional organization. Alternatives 2,3, and 4 were all superior to the status quo in terms of promoting a team approach to resource management and providing improved career opportunities.

Figure 4. Evaluation of Alternative Administrative Structures for the Division of Forestry

Criteria	Alternatives			
	Status Quo	Region/Mgt. Center	Reg./Area/Field Sta.	Region/Area
1. Minimize disruption	f	n	p	n
2. Minimize relocation and capital improvement	f	n	p	n
3. Minimize personnel increase	f	f	f	f
4. Maximize flexibility	p	n	f	n
5. Reflect workloads	p	p	f	f
6. Promote team approach	n	p	f	f
7. Area planning team	p	p	f	f
8. Strengthen doing level	n	f	p	p
9. Provide experience gaining position	n	f	f	p
10. Facilitate career development	p	p	f	f
11. Decrease # of admin. units	n	f	p	f
12. Similar # of areas	f	n	f	n
13. Maintain public contact	f	n	p	n
14. Line of authority/responsibility	p	f	f	f
15. Minimize duplication	p	f	p	f
16. Accomodate specialists	n	p	p	f
17. Area fire dispatching	p	n	p	f
18. Good planning units	f	p	f	p
19. Span of control	p	n	f	n
20. PFM/county lines	p	p	p	f

Key: f - Alternative fully satisfies this criterion.
 p - Alternative partially satisfies this criterion.
 n - Alternative does not satisfy this criterion.

RECOMMENDATIONS

The committee used an open approach in developing the recommendations in this report. It is understood that certain rules, regulations, and policies now in effect may conflict with some of the recommendations. It is further understood that the various bargaining units representing Division of Forestry employees have the exclusive right to bargain for the terms and conditions of employment for their respective members. It is the division's intention to comply with bargaining unit contracts in implementing this plan.

Proposed Administrative Structure

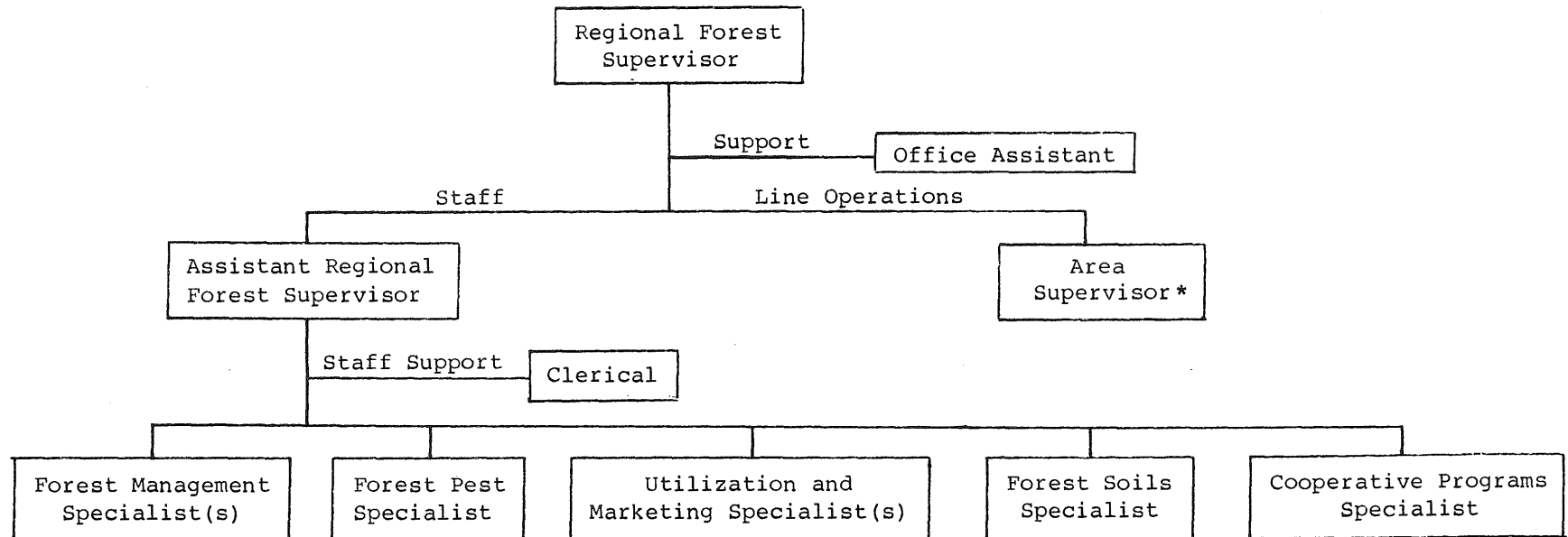
The administrative structure described below was found to best meet the established criteria. The proposed structure is closest to the region/area/field station structure (alternative 3) described above.

The recommended structure requires reorganization of regional and area staffs, changing the title of District Forester to Forester, creating an experience gaining Assistant Forester position and developing a team management approach at all administrative levels.

Region

The region will continue activities such as planning, priority setting, providing specialist services, policy and directive transfer from St. Paul to the areas, administrative functions, and providing liaison with St. Paul staff. There will be some changes in staff structure and reassignment or addition of program responsibilities to certain staff members in recognition of the increased workload at the regional level. The forest management intensification program increased the budgets and number of personnel administered by the regions. The timber sale program audit lead to stricter regional accountability for program operation. The regions have also increased the number of area inspections for policy compliance and program accomplishments.

Figure 5. Minnesota Department of Natural Resources
 Division of Forestry
 Proposed Typical Regional Organization



*There will be from 3 to 6 areas per region. See Figure 6 for typical area organization.

The Regional Forest Supervisor administers all forestry programs and personnel in the region. Ideally, each region would include three to five areas. In actuality there will be three to six areas per region to comply with department organizational constraints. The Regional Forest Supervisor will directly supervise the Assistant Regional Forest Supervisor(s), the Area Supervisors and a clerical position. The Regional Forest Supervisor's management team will include the Assistant Regional Forest Supervisor(s), Regional Specialists, and Area Supervisors.

The Assistant Regional Forest Supervisor will supervise the region staff which may include a Forest Management Specialist(s), Insect and Disease Specialist, Utilization and Marketing Specialist(s), Soils Specialist, Cooperative Programs Specialist and clerical support. The Assistant Regional Forest Supervisor will also be responsible for carrying out or delegating all program activities at the regional level.

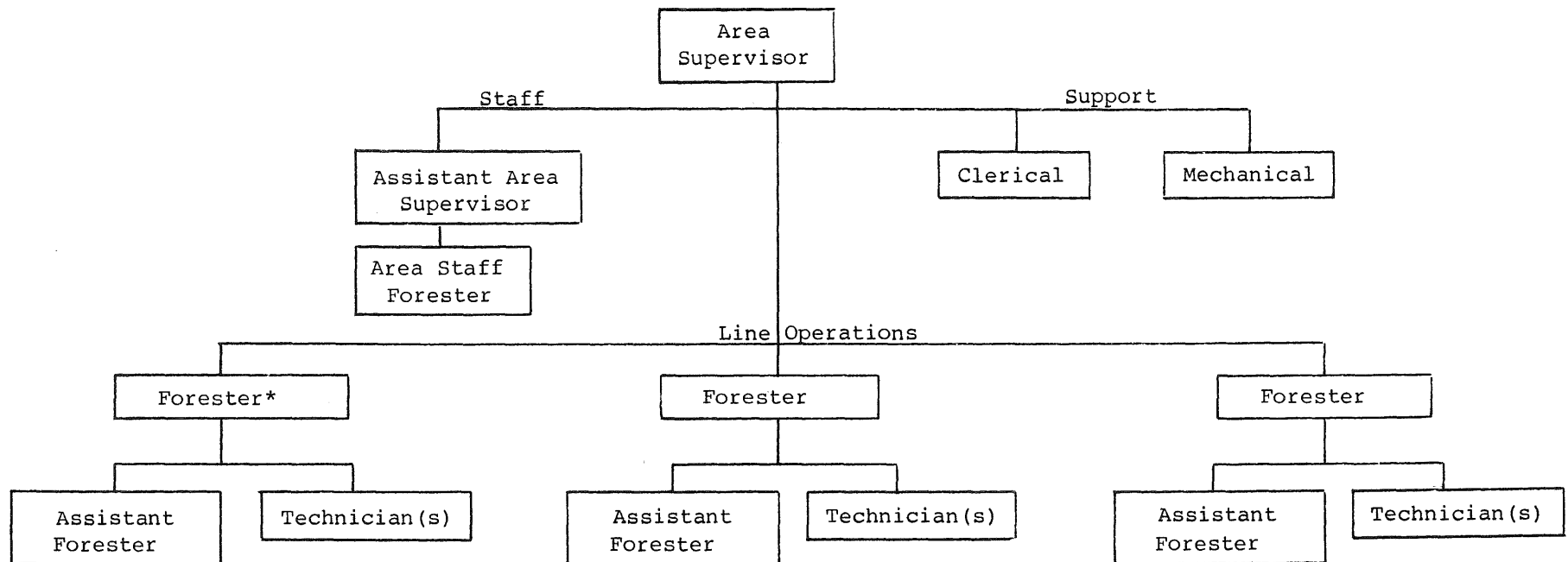
Figure 5 illustrates the typical regional organization. Deviation from the typical organization will be necessary because each region has different needs and circumstances. For example the Brainerd Region has a Nursery Coordinator who reports to the Regional Supervisor; the Rochester Region doesn't have a Forest Management Specialist or a Soil Specialist; and the Grand Rapids Region requires a larger state land management staff due to the large state land management workload.

Area

The area staff will be restructured along the lines described for the regional staff. One existing area staff position will become the Assistant Area Supervisor. The area will be the administrative level for which unit forest resource plans required by the Forest Resource Management Act are prepared. Figure 6 illustrates the proposed typical area organization.

The Area Supervisor will administer all area forestry personnel and programs. The Area Supervisor will continue to make specific work assignments for area personnel and delegate authority as appropriate for efficient administration of the area. A major difference will be the new emphasis on the team approach to management in the areas. The area

Figure 6. Minnesota Department of Natural Resources
Division of Forestry
Proposed Typical Area Organization



*Areas will have between 3 and 5 Foresters.

management team will include the Area Supervisor, Assistant Area Supervisor, Area Staff Forester(s), and Foresters (former District Foresters). Area support personnel will participate in the team on an as needed basis. The team will develop area plans and priorities. The Area Supervisor will head the area management team and insure that the provisions of the unit management plan and other division policies and guidelines are carried out.

One area staff position will become the Assistant Area Supervisor. The Assistant Area Supervisor will supervise the Area Staff Forester(s). Area level program responsibility will be exercised or delegated by the Assistant Area Supervisor. The Assistant Area Supervisor may also be delegated supervisory responsibility for clerical, technical, and maintenance personnel working at the area headquarters. The Assistant Area Supervisor will be in charge of the area in the absence of the Area Supervisor.

Area Silviculturists, PFM Specialists, and other personnel with area program responsibilities would be referred to, in a generic sense, as Area Staff Foresters. They will serve in staff-type positions under the supervision of the Assistant Area Supervisor. In areas where the workload does not justify Area Staff Forester position(s), the Assistant Area Supervisor will be the designated program contact. The Area Staff Forester will be the link between the Program Specialists at the regional level and the area management team. The Area Staff Forester position description will indicate the percent of time to be spent on designated programs. That is one individual will normally be the area level contact for more than one program. The Area Staff Forester is part of the area management team and may be assigned to conduct projects within the scope of their programs over the entire area.

Both the Area Staff Forester and Forester positions are considered "generalists" rather than "specialists". That is the education and training requirements for these positions should be broad enough to allow either position to be responsible for on-the-ground implementation of most forestry programs. There should be free lateral movement between these

positions. Both Foresters and Area Staff Foresters should be able to promote to supervisory or specialist positions.

Several areas have Forest Technicians working out of the area office. These positions will be supervised by the Assistant Area Supervisor. These Forest Technicians generally are available to work throughout the area on technical-level work including timber appraisal and scaling, fire management, direction of temporary work crews, and maintenance of buildings, equipment, forest roads, and recreation facilities.

The Area Office Assistant(s) and General Repair Worker will continue to provide clerical and mechanical support services for the area.

Field Station

Under the proposed administrative structure the area, rather than the district, will be the division's basic planning and administrative unit. This change is reflected in new terminology for district headquarters and district personnel. Certain members of the area personnel complement will continue to be assigned to outlying work stations based on the need to provide convenient public access to division services and cost-effective land management. These outlying administrative sites will be called field stations rather than district headquarters. Likewise, present District Foresters will be called Foresters in recognition of their area-wide responsibilities.

Foresters will work out of either the area office complex or an outlying field station. In either case they will continue to be responsible for on-the-ground implementation of all forestry programs within a specific geographic unit. However the boundary of the unit they are responsible for will be more flexible than under the current "hard" district boundary concept. For example it would be possible for one field station to be responsible for fire control in a given township while another field station handles the recreational facilities in that township. The area management team will be responsible for dividing the area workload equitably among field stations. The Area Supervisor and area management team will also use temporary work assignments to accomplish area targets.

Foresters will be a member of the Area Supervisor's management team. The Forester position will be a professional position requiring a degree in forestry or a related field, or an equivalent level of coursework and training. Some Foresters will supervise an Assistant Forester and Forest Technician(s). The staffing level at field stations will be based on the workload. All personnel working out of a field station will be members of the Forester's management team. Implementation of this plan should not result in a major shift in the amount of time that present District Foresters spend "administering" versus "doing". District Foresters already participate in area meetings and supervise Forest Technicians. In fact, since there will be fewer administrative sites to maintain there should be more time for accomplishing forest management.

An Assistant Forester position will be created at locations that have sufficient workloads to justify a second professional position. Experience gained as an Assistant Forester will be a prerequisite for promotion to a Forester position. The Assistant Forester will be part of the field station management team and will be in charge of the field station when the Forester is absent. This position is different from the former Forester Trainee position in that it is permanently assigned to a field station and will be a "doing" as well as a "learning" position. A major benefit of this position is that it will provide a pool of experienced personnel for promotion to Forester positions.

Forest Technicians will continue to perform technical-level work under the supervision of the Forester and will be part of the field station management team. Technicians will appraise timber, supervise temporary work crews, suppress fires, and maintain buildings, equipment, forest roads, and recreation facilities.

Relationship of CAP, Nursery, and Inventory to the Field Structure

The following discussion and recommendations are designed to improve the career ladders for employees in the CAP, nursery, and inventory programs and to make it easier for employees to transfer between these programs and the rest of the field organization.

County Assistance Program

The County Assistance Program (CAP) was established by the Iron Range Resources and Rehabilitation Board to assist counties in the management of their tax-forfeited lands. The program was transferred to the DNR Division of Forestry in 1978. To date CAP's primary function has been to provide foresters to work with the land departments in eight counties. The counties contribute one-half of the CAP forester's salary. Other counties receive services on an as requested basis. CAP has been successful in helping the counties improve the management of their land. Most county lands departments have increased their internal capabilities in general forest management and are better funded.

In recognition of the counties' increased capabilities the role of the CAP has been reassessed. The future direction of the program is outlined in the Minnesota Forest Resources Plan (MN DNR-Forestry, 1983). CAP will support the continuing improvement in county land management programs by providing counties with technical data, advice, and training in various specialized areas of resource management. DNR management assistance will be tailored to meet individual county needs and potentials, providing continued direct support during a gradual transition towards advisory and technical support in specialized areas. The trend will be away from providing "generalist" foresters for certain counties to providing specialized assistance that an individual county cannot easily duplicate. The areas where specialized assistance could be provided include consumer scaling agreements, insect and disease management, forest soils, planning, and pesticide use.

To facilitate this shift in program emphasis a Cooperative Programs Specialist position should be created at the regional staff level. This position will be responsible for helping all counties in the region obtain specialist services from the appropriate regional or St. Paul staff specialist. The "generalist" CAP foresters that remain with the counties during the transition period would report to the region through the Cooperative Program Specialist. The Cooperative Program Specialist would also be responsible for private, school, and urban forestry assistance programs at the regional level. These cooperative programs currently lack

representation at the regional level. Eventually there may be a need for full time county assistance specialists in fields such as consumer scaling and Phase II inventory application.

The recommended changes in the CAP should be instituted as opportunities arise. Existing contracts define the roles of the state, county, and the CAP forester. When contracts expire or vacancies occur the contracts should be revised to reflect the changing emphasis of this program.

The CAP career ladder will be improved by allowing promotion to the regional Cooperative Program Specialist position. When the proposed administrative structure is implemented there should also be improved opportunities for lateral transfer between CAP and Forester or Area Staff Forester positions.

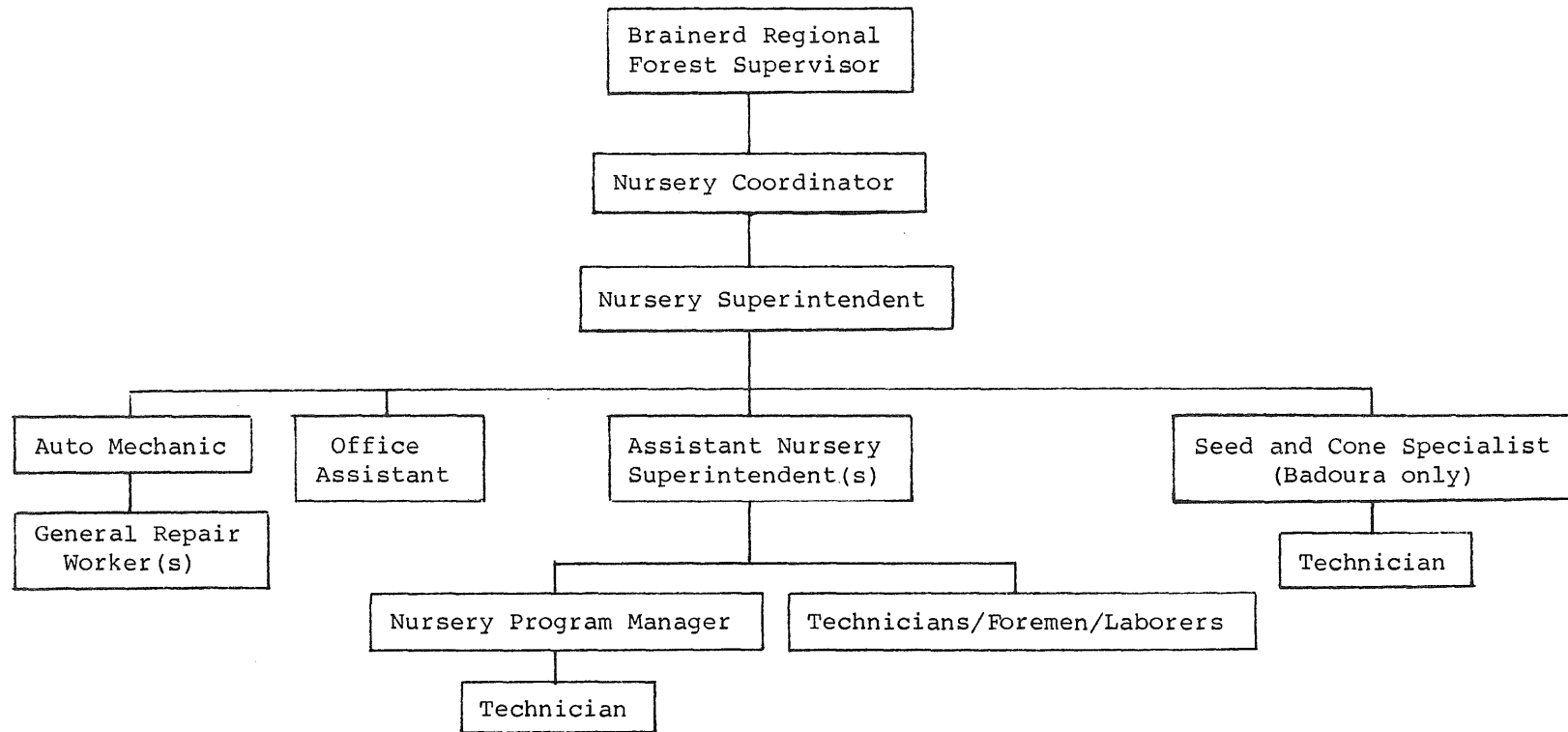
Nursery

The Division of Forestry currently operates two forest tree nurseries. The responsibility for nursery operations and tree seedling sales was recently transferred from St. Paul to the Brainerd Region. The nurseries have also recently completed major expansions and improvements as part of forest management intensification programs. New facilities include a seed extractor, an irrigation system, additional seedbeds, and expanded packing and cold storage areas. Improved management practices include seed source control, an expanded tree improvement program, computerized inventory and accounting, better pest management, and new packaging and shipping systems.

Administratively, each nursery is treated like an area. The nursery organization is somewhat analogous to that of an area (compare Figures 6 and 7). One difference is that the two Nursery Superintendents report to the Nursery Coordinator on the regional staff rather than directly to the Regional Forest Supervisor. The nurseries are also more dependent than areas on seasonal employees. Each nursery employs up to 120 people during peak periods.

The Nursery Superintendents are responsible for administering all personnel and programs at their respective nurseries. Primary responsibilities

Figure 7. Minnesota Department of Natural Resources
Division of Forestry
Proposed Typical Nursery Organization



include budgeting, planning, labor management, and direct supervision of the Assistant Nursery Superintendent(s) and mechanical and clerical support staff. The Nursery Superintendent leads the nursery management team and has considerable latitude in using nursery personnel throughout the nursery as programs and activities demand.

The Assistant Nursery Superintendent is acting superintendent in the absence of the Nursery Superintendent. The Assistant Nursery Superintendent is in charge of various Program Managers, Technicians, and other nursery employees.

Nursery Program Managers serve in staff positions under the direction of the Assistant Nursery Superintendent. Program Managers provide or obtain (from within or outside of the division) specialist services needed to operate the nurseries. Examples of specialist services include tree improvement, seed certification, pest management, and soils information. One individual may be responsible for more than one program.

Nursery Technicians perform technical work under the direction of the Assistant Nursery Superintendents or Program Managers. Typical responsibilities include soil testing, nursery cultural practices, grafting, fire suppression, tree seedling packaging, and shipping management.

There has been a fair amount of transfer between nursery and field positions. This should be encouraged by providing employees with an interest in transferring the opportunity to obtain the necessary training. The career ladder for professional employees specializing in nursery management is fairly well developed with the Program Manager, Assistant Nursery Superintendent, Nursery Superintendent, and Nursery Coordinator positions. Program Managers should also be fairly well equipped to transfer or promote to other staff specialist positions at the area, region, or St. Paul levels. The career ladder for Nursery Technicians and mechanical and clerical support staff should be improved through implementation of the career ladder recommendations.

Inventory

The Division of Forestry is involved in two separate forest inventory programs. The division cooperates with the U.S. Forest Service's North Central Forest Experiment Station in conducting the Phase I inventory. Phase I provides inventory estimates for all lands in the state based on a permanent plot sample design. The precise measurements taken on these plots require specially trained inventory crews. The field work for the last inventory was done between 1974 and 1977. The next survey will consist of revisiting the established plots. The DNR Forest Inventory Unit should continue its involvement with the North Central Forest Experiment Station during the Phase I inventory update.

Phase II is a "management" based forest inventory accomplished by collecting data for each forest stand on state and county administered lands. All state and cooperating county lands will have the initial inventory completed by 1986. The Phase II field work is done by Forest Inventory Unit and region, area, and district personnel. Supervision, quality control, data input, and graphics are the responsibility of the Forest Inventory Unit. Inventory alterations due to management activities and fire involve both inventory and field personnel. The Phase II inventory should be updated every 10 years by field and inventory crews. The region, area, and district crews should do a larger share of the field work required for Phase II updates.

Maintenance of both forest inventories will require a permanent, if somewhat smaller Forest Inventory Unit. Inventory personnel should have opportunities for career advancement both within the unit and through transfer to field positions. Under the proposed administrative structure the majority of new professional foresters will continue to be assigned to the inventory staff. The major difference will be that most inventory foresters will transfer to the field as Assistant Foresters rather than District Foresters. They will then be eligible for promotion to other field positions. There will also continue to be opportunities to promote to specialist and supervisory positions in the inventory unit. If funding can be maintained when the initial Phase II inventory is complete, some existing inventory positions may be used to create additional Assistant

Forester positions, further strengthening the "doing" portion of the field organization.

Career Ladder

Recommendations by the Career Ladder Task Force as they pertain to administrative realignment are listed below.

1. Expand the number of promotional opportunities available by creating Assistant Forester, Assistant Area Supervisor, and Assistant Regional Forest Supervisor positions.
2. Institute a four level technician series to provide career development opportunities for Forest Technicians.
3. Use both the General Repair Worker and Auto Mechanic series to provide advancement opportunities for mechanical support staff.
4. Use both the Clerk/Typist and Office Manager series to provide advancement opportunities for clerical support staff.
5. Establish minimum educational and experience requirements for all classifications.
6. Reclassify positions where appropriate.
7. Provide incentives for lateral transfers.
8. Emphasize career planning, development, and training for all employees.

Each of these recommendations are explained more completely in the report of the Career Ladder Task Force (MN DNR-Forestry, 1983).

Education and Training

The committee recommends that the following actions be taken in conjunction with the proposed administrative realignment.

1. A minimum of a Bachelor of Science degree from an accredited college or university, with a major in forestry or a closely related field be required for any professional position (Natural Resource Specialist I - Forester and above). Current employees in Natural Resource Specialist I - Forester and higher positions are exempt from the minimum educational requirement. All non-professional employees hired before July 1, 1984 will be eligible to take the exam for Natural Resource Specialist I - Forester regardless of educational background.
2. Through career development planning, and in accordance with bargaining unit agreements, educational leaves be granted to enable employees to meet minimum requirements for higher level positions.
3. Orientation programs be made available for all employees. Training programs should be developed and made available to all employees. All permanent classified specialists hired from outside of the division should receive training in basic field operations.
4. A continuing education program be developed by the Forestry Training Board based on recommendations in The Report to the Legislature on Continuing Education Needs of Foresters in Minnesota (Univ. of Minn.-College of Forestry and MN DNR-Forestry, 1983). This should include possibilities for educational assistance.
5. All the above actions be used to recruit, train, and promote protected class individuals to meet affirmative action objectives.

Changes in Administrative Boundaries and Field Station Locations

Adopting the recommended administrative structure will require changes in the number and size of administrative units if the total number of division employees is to remain nearly constant. A number of existing districts

will be consolidated in order to create Assistant Forester positions at those field stations where the workload justifies two professional positions. Additional positions may become available from forest inventory as the Phase II field work is completed.

Changes in administrative boundaries and field station locations will continue the trend established in recent years of consolidating districts and strengthening the area administrative level. The division has eliminated field stations at Pinewood, Norris Camp, Pine Island, Dentaybow, Crane Lake, Nevis, Smoky Hills, Pillager, Cloquet Valley, Alborn, Burntside, Rock Cut, Garrison, Longville, Brimson, Plum Creek, and New Ulm in recent years. Stations were added at Long Prairie, Greenbush, and Alexandria. Overall the number of districts has decreased from 92 in 1971 to 87 in 1983. Adoption of the recommended administrative structure should reduce the number of districts to approximately 70 and the number of areas to 19 over the next several years.

The interim draft of this plan recommended specific changes in administrative boundaries and field station locations. During the plan review process it became clear that some of the specific recommendations were premature. The initial process of identifying units for consolidation was also criticized as being too arbitrary. Therefore the recommended changes in administrative boundaries and field station locations have been replaced by regional consolidation goals. When regions adopt the recommended administrative structure they will identify administrative units to be consolidated which will in turn allow them to create Assistant Forester positions primarily from former District Forester positions. The regional field station reduction goals are: Bemidji 5, Grand Rapids 6, Brainerd 4, and Rochester 2.

Regional and Area Supervisors will prepare realignment implementation proposals when the division's workload analysis is complete. The proposals will include field station locations, administrative boundaries, staffing levels, organization charts, and position descriptions. Factors to be considered in proposing administrative boundaries, and field station locations include the results of the workload analysis, public convenience

in obtaining services, cost-effectiveness, and the possibility of sharing offices with other DNR divisions.

IMPLEMENTATION SCHEDULE

This section of the plan lists a number of actions that must be taken to implement the proposed administrative realignment and associated recommendations. The following information is presented for each action:

- A. Description of the task to be accomplished.
 - B. Who is responsible for completing the task.
 - C. The time frame within which the task should 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, staffing 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.

BENEFITS AND COSTS OF REALIGNMENT

The following paragraphs present a qualitative discussion of some of the major benefits and costs associated with implementation of this administrative realignment plan. Quantitative estimates of the costs of implementation will be prepared when the division's biennial operating and capital improvement budgets are prepared.

The proposed realignment will result in a reduction of administrative sites. This will result in reduced equipment and maintenance costs. An example of reduced equipment costs is the number of radio base stations required. There will also be a reduction in the amount of professional time spent on building and equipment maintenance. District Foresters at outlying headquarters spent much more time on building and equipment maintenance than District Foresters located at the area headquarters. With the larger units proposed in this plan maintenance could be contracted to outside vendors or could be performed by technicians or repair workers, thus making more professional time available for forest management. Department-wide maintenance costs average 70 cents per square foot per year.

The proposed realignment should result in more efficient and productive work at the field stations. Inexperienced foresters will no longer be placed in charge of these administrative units. The inexperienced forester will serve in the experience gaining Assistant Forester position. The most qualified Assistant Foresters will be promoted to Forester positions. This will improve the quality of forest management and eliminate many of the costly mistakes that have been made in the past.

This plan will result in an upgrading in classification of about 50 percent of the field personnel. This will result in an increase in salary costs of between two and four percent.

There will also be capital improvement costs associated with administrative realignment. Several office complexes will have to be expanded to make room for personnel from administrative sites that are closed. However the

net effect will be a reduction in square feet. Some of the costs of expansion will be recovered through disposition of excess buildings and administrative sites.

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Appendix A. Administrative Alignment Committee Membership

Wayne Hanson, Assistant to the Director for Resource Assessment; Chairman

Mike Carroll, Brainerd Regional Forest Pest Specialist

Dennis Ingvaldson, Grand Rapids Regional Forest Supervisor

Duane Moran, Bemidji Area Forest Supervisor

Steve Morgan, Faribault District Forester

John Olson, Forest Resource Planner (Aug. 1983 on)

Wayne Sames, Forest Resource Planner (Aug. 1982 - Aug. 1983)

Larry Hegstad, Assistant to the Director for Planning and Information,
ex-officio liaison with the Career Ladder Task Force and the St. Paul Staff
Reorganization Study Team

Bruce ZumBahlen, Forest Management Supervisor, ex-officio liaison with the
State Forest Boundary Committee

Appendix B. Persons Interviewed as Part of the Realignment Study

<u>Name</u>	<u>Working Title</u>	<u>Work Location</u>
Gerald Jensen	County & Private Forest Management Supervisor	St. Paul
George Meadows	Wildfire Management Specialist	St. Paul
Cliff Carlson	Area Forest Supervisor	Brainerd
Ken Baumgartner	Area Forest Supervisor	Park Rapids
Gary Anderson	District Forester	Washburn Lake
Al Sonsteng	Forest Technician	Orr
Steve Lane	Area Staff Forester	Littlefork
Nate Frame	Area Forest Supervisor	Hibbing
John Mathweg	Regional Utilization & Marketing Spec.	Bemidji
John Polecheck	Area Staff Forester	Duluth
Terry Helbig	District Forester	Lake City

Appendix C. Organizational History of the Minnesota Department of Natural Resources, Division of Forestry and its Predecessor Agencies (1895 - 1983)

In the early years of state government the State Auditor was responsible for the state's public lands. The primary activities were appraising and selling state land or timber. It was not until 1931 that authority for sale of state timber was transferred from the State Auditor to the Commissioner of Conservation.

The Hinckley fire of September 1, 1894 which claimed 418 lives was the catalyst for the first major change in the forestry organization. In 1895 the legislature took the first step toward protecting forests and preventing forest fires by designating the State Auditor as Forest Commissioner. The Forest Commissioner was authorized to appoint a Chief Fire Warden to administer wildfire protection programs. Township supervisors, mayors of cities, and presidents of village councils were designated as local fire wardens.

In 1899 the legislature created a nine member Minnesota State Forestry Board to manage any lands that may be designated by the legislature or granted by the U.S. government or an individual for forestry purposes. Responsibility for fire control remained with the State Auditor even through the Chief Fire Warden was an ex-officio member of the board. The title Chief Fire Warden was changed to Forestry Commissioner in 1905.

The first forest tree nursery was established in Cass County in 1903 but was phased out in that same year due to a lack of funds.

The Chisholm fire of September 4, 1908 prompted a strengthening of the fire protection organization by the 1909 legislature. The Forestry Commissioner was authorized to divide the forest area of the state into districts and to employ forest rangers to instruct and assist local fire wardens in the enforcement of fire laws. The part-time rangers and their districts were the first field forestry organization in Minnesota.

The Baudette-Spooner fire of 1910 brought further changes in the forestry organization. In 1911 a new nine member State Forestry Board was created. Forest fire protection responsibilities were transferred from the State Auditor to the board. The board was authorized to appoint a State Forester who would have power to appoint an assistant forester and other employees. The resulting Minnesota Forest Service consisted of the State Forestry Board, Board Secretary, State Forester, Assistant State Forester, District Rangers, and Patrolmen.

The 1925 state government reorganization act abolished the State Forestry Board, the Board of Timber Commissioners, and the Office of State Forester. The powers and duties of the State Forestry Board and State Forester were transferred to a Commissioner of Forestry and Fire Prevention appointed by the Governor. The act also created a Department of Conservation under the control of a Conservation Commission consisting of the Commissioner of Forestry and Fire Prevention (chairman), the Commissioner of Game and Fish, and the State Auditor as ex-officio Commissioner of Lands and Timber. The existing definition of "forest

area" as "every county now or hereafter having within its boundaries any tract or area of 1,000 or more contiguous acres of standing or growing timber or unbroken prairie or of cut-over timber land not cleared or otherwise denuded of combustible or inflammable material" was also adopted in 1925.

The Department of Conservation was reorganized in 1931. The three member state employee commission was replaced by a Conservation Commission composed of five non-salaried members appointed by the Governor. The commission employed a Commissioner of Conservation for a six year term. The new Department of Conservation had divisions of Forestry, Game and Fish, Drainage and Waters, and Lands and Minerals, each in charge of a Division Director who reported to the Commissioner of Conservation. The Division of Forestry was given authority to operate a state tree nursery in 1931 and the Badoura Nursery was established south of Akeley in Hubbard County. The General Andrews nursery, north of Willow River in Pine County was established in 1939.

In 1935 all the powers and duties relating to state parks, formerly vested in the Director of the Division of Forestry were transferred to the newly created Division of State Parks. The Director of Forestry retained jurisdiction over the timber in Itasca State Park which was also a forest reserve.

In 1937 the Conservation Commission was abolished and replaced by a Commissioner of Conservation appointed by the Governor. This system prevails at present.

The Division of Forestry was authorized to provide technical assistance to private forest land owners and to produce nursery stock for planting on private lands in 1947.

A major change in the organization of the Division of Forestry was made in 1956. The resulting modified line and staff organization, in addition to improving staff coordination, permitted the establishment of clear and concise lines of authority and responsibility for the administration of all established programs at the field level. The chief advantages of the change were the establishment of one line of control instead of several, and the maximum use at all times of division personnel and equipment assigned to the operating group.

The division had since its inception in 1911 operated on a functional staff basis in which a specialized staff for each function exercised direct control over the field operating groups for its particular specialty. This was necessary because each function added to the division was in itself a specialty in which the existing operating groups had little or no training.

The basic plan of the reorganization divided the functions of the division into two sections, State Land Management, which included all activities associated with state forest management, and Cooperative Forestry, which included all activities dealing with cooperative forestry programs of the division.

The reorganization of the field operating group was completed early the following spring, and resulted in the establishment of four Regions, 18 Administrative Areas, and 74 Ranger Districts. The Ranger District became the basic administrative unit for allowable cut determination and other forest management operations.

Plans for the 1956-57 division reorganization had been under way for more than three years in order to make the change with the least amount of disturbance of essential work and location of personnel. The actual reorganization took place between August 1956 and February 1957.

On July 1, 1962, the division was reorganized into three Regions, 16 Areas, and 84 Districts.

In 1965 a bill was introduced to change the name of the Department of Conservation to the Department of Natural Resources and to reduce the number of divisions from five to two. The department was not in favor of the bill. After several amendments the bill was passed but failed to get the Governor's signature.

A 1967 law centralized the operating authority of the department in the commissioner and deputy commissioner and established the following divisions: Lands and Forestry; Waters, Soils, and Minerals; Game and Fish; Parks and Recreation; and Enforcement and Field Services. The Division of Lands and Forestry assumed responsibility for land records, sales, leases, and exchanges that had been part of the former Division of Lands and Minerals. The Division of Lands and Forestry also assumed responsibility for scaling timber cut on state lands when the Office of Surveyor General was abolished.

A 1969 law changed the name of the Department of Conservation to the Department of Natural Resources effective January 1971. A law permitting establishment of Regional Development Commissions (RDC) was passed. Future realignments of state agencies' administrative boundaries were to coincide with RDC boundaries.

In 1972 the Commissioner of Natural Resources established DNR regional boundaries that coincided with RDC boundaries. Each division was asked to adjust its organizational structure to conform to the new boundaries. A Division of Lands and Forestry task force developed a plan to 1) conform to the regional boundaries on July 1, 1972, 2) gradually adjust area boundaries to coincide with county boundaries, and 3) to reduce from three to two administrative levels in the field organization by eliminating districts and creating new smaller areas. The regional realignment was adopted with "working agreements" covering portions of state that did not logically fit into the new boundaries. However, due to public and legislative concern over the closing of district offices most of the plan's recommendations for creation of new areas and adoption of a two level field structure were not carried out. Minor adjustments in the field organization over the next decade did result in an increase in the number of areas from 18 to 20 and a gradual reduction in the number of districts.

In 1972, Governor Anderson proposed a Loaned Executive Action Program (LEAP) to allow top management personnel from successful firms to serve as consultants to state agencies. The LEAP recommendations for the DNR

included creation of Regional Administrator positions to consolidate all field operational activities. In 1973 five Regional Administrators were appointed (a sixth region was created in 1974). Line authority went from the Commissioner's office to Regional Administrators to field personnel. Division Directors and their staffs were made part of the Bureau of Planning and Research with responsibility for planning and program development.

In 1975 the Division of Lands and Forestry was divided into the current Division of Forestry and Bureau of Lands.

In 1978, line authority was shifted back to the pre-1973 structure, i.e. from Commissioner to Deputy Commissioner to Division Director to Regional Supervisors. The role of Regional Administrator was redefined to create the existing regional organization.

In 1981 the Director of the Division of Forestry established a committee to review the 1972 reorganization plan and subsequent building consolidation reports to see if further changes in the field organization were warranted. The committee recommended increasing the use of Areas as an administrative and planning unit while maintaining district offices as field stations. The Area Forest Supervisor would be given more authority to assign personnel to meet changing work loads. The committee also endorsed creating more areas and consolidating additional districts as opportunities developed. The committee also presented alternatives to relieve the heavy workload at the Grand Rapids Region. Between 1981 and 1983 field organization changes included creation of the Backus Area, consolidation of the New Ulm and Rochester areas, transfer of the Hill City Area from the Grand Rapids Region to the Brainerd Region, and making the Metro Region an area operating out of the Rochester Region.

The 1982 legislature required the DNR to submit proposals for reducing the number of regions to the 1983 legislature. As a result of the ensuing study the department began consolidating its Metro and Rochester Regions in 1983.

Appendix D. DNR Division of Forestry Field Office Locations
July 1, 1983

Location	<u>Type of Office at this Location</u>				State-owned or rented
	Region	Area	District	Other DNR*	
1. 2115 Birchmont Rd.NE, Bemidji	1	-	-	yes	state
2. 2220 Bemidji Ave. Bemidji	-	1	1	yes	state
3. Cass Lake	-	-	1	no	state
4. Guthrie	-	-	1	no	state
5. Lake Itasca	-	-	1	no	state
6. Mahnomen (Roy Lake)	-	-	1	no	state
7. Bagley	-	-	1	no	state
8. Warroad	-	1	1	no	state
9. Warroad (Clear River)	-	-	1	no	state
10. Wannaska	-	-	1	no	state
11. Grygla	-	-	1	no	state
12. Greenbush	-	-	1	no	state
13. Route 1, Box 1001 Baudette	-	1	1	yes	state
14. Route 3, Box 210 Birchdale	-	-	1	no	state
15. Williams	-	-	1	no	state
16. Blackduck	-	1	1	no	state
17. Kelliher	-	-	1	no	state
18. Waskish	-	-	1	yes	state
19. Northome	-	-	1	no	state
20. 607 W. First St., Park Rapids	-	1	2	no	state
21. 100 Aga Dr. Alexandria	-	-	1	no	rent
22. 222 Second Ave. S.E. Perham	-	-	1	no	state
23. Waubun (Elbow Lake)	-	-	1	no	state
24. 1201 E. Hwy. 2, Grand Rapids	1	-	1	yes	state
25. Hwy 33 S. Cloquet	-	1	1	yes	state
26. Cromwell	-	-	1	no	state
27. Floodwood	-	-	1	no	state
28. Cotton	-	-	1	no	state
29. Box 157 Deer River	-	1	2	no	state
30. Box 95 Effie	-	-	1	no	state

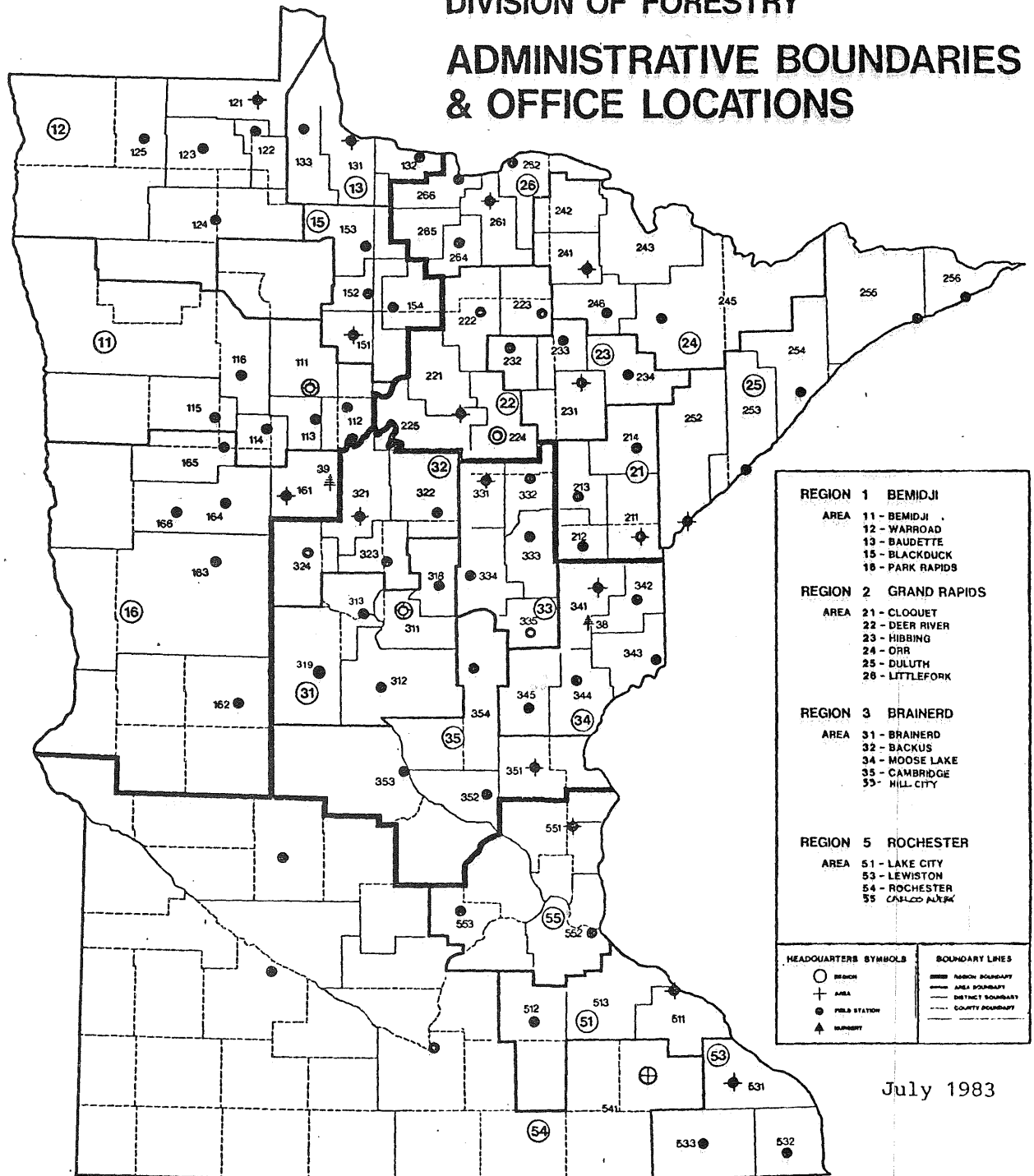
31. Togo (Thistledew)	-	-	1	no	state
32. 1208 E. Howard St., Hibbing	-	1	1	no	state
33. Rte 2 Big Fork (Link Lake)	-	-	1	no	state
34. Side Lake	-	-	1	no	state
35. Hwy 135 Virginia	-	-	1	yes	state
36. Orr	-	1	2	yes	state
37. Orr (Kabetogama)	-	-	1	no	state
38. Tower	-	-	1	no	state
39. Cook	-	-	1	no	state
40. 6163 Rice Lake Rd., Duluth	-	1	1	no	state
41. Two Harbors	-	-	1	no	state
42. Grand Marais	-	-	1	yes	state
43. Hovland	-	-	1	no	state
44. Littlefork	-	1	1	no	state
45. Rte. 8 International Falls	-	-	1	yes	state
46. Big Falls	-	-	2	no	state
47. Loman	-	-	1	no	state
48. 424 Front St. Brainerd	1	-	-	yes	rent
49. 203 W. Washington, Brainerd	-	1	2	no	state
50. Rte. 4 Little Falls	-	-	1	yes	rent
51. 2 First St. NE Crosby	-	-	1	no	state
52. 720 Commerce Rd. Long Prairie	-	-	1	no	rent
53. Box 6 Backus	-	1	1	no	state
54. Outing (Washburn Lake)	-	-	1	no	state
55. Box 27, Pequot Lakes	-	-	1	no	state
56. Rte 2 Sebeka (Nimrod)	-	-	1	no	state
57. Box 9 Hill City	-	1	1	no	state
58. Jacobson	-	-	1	no	state
59. McGregor (Sandy Lake)	-	-	1	no	state
60. 318 First St. Aitkin	-	-	1	no	state
61. McGrath	-	-	1	no	state

62. Rte. 2, 701 S. Kenwood Moose Lake	-	1	1	no	state
63. Rte. 1 Wrenshall (Nickerson)	-	-	1	no	state
64. Rte. 2 Sandstone	-	-	1	no	state
65. Box 74 Hinckley	-	-	1	no	state
66. 460 W. Maple Mora	-	-	1	no	state
67. 915 S. Hwy 65 Cambridge	-	1	1	yes	state
68. Rte. 2 Zimmerman	-	-	1	no	state
69. 3725 12th St. N St. Cloud	-	-	1	yes	rent
70. Box 82 Onamia	-	-	1	yes	state
71. 2300 Silver Cr. Rd. N.E. 1 Rochester	-	1	1	yes	state
72. Box 69 Lake City	-	1	2	yes	state
73. Box 195 Faribault	-	-	1	no	rent
74. Box 278 Lewiston	-	1	1	no	state
75. 603 N. Sprague St. Caledonia	-	-	1	no	rent
76. Box 212 Preston	-	-	1	no	rent
77. 13 Navaho Ave. Mankato	-	-	1	yes	rent
78. 231 E. Second St. Redwood Falls	-	-	1	yes	rent
79. 905 W. Litchfield Willmar	-	-	1	yes	rent
80. 18310 Zodiac Forest Lake	-	1	1	no	state
81. Box 383 Hastings	-	-	1	no	rent
82. Court Hse. Annex, Waconia	-	-	1	no	rent

*Office complexes with DNR Divisions other than Forestry.

DIVISION OF FORESTRY

ADMINISTRATIVE BOUNDARIES & OFFICE LOCATIONS



July 1983

Appendix E. Division of Forestry Employees Providing Written Comments on
the Administrative Realignment Plan (Interim Draft)

Ken Anderson, Rochester Regional Forest Supervisor
Bud Bertschi, Pillager District Forester
Timothy A. Brault, Hill City Area Forest Technician
Cliff Carlson, Brainerd Area Forest Supervisor
Mike Chapman, Backus Area Forest Supervisor
Curt Cogan, Pequot Lakes District Forester
Terri J. Dinesen, Big Falls Forest Technician
Thomas L. Fasteland, Hill City District Forester
Marty Goldblatt, Inventory Forester
Mike Haasken, Nimrod District Forester
Henry D. Hesse, Hill City Area Forest Supervisor
Walter Johnson, Nickerson District Forester
Chris Kobberdahl, Crosby Forest Technician
Dave Koets, McGrath Forest Technician
Tom Kroll, Brainerd Area PFM Specialist
Doug Lloyd, Hill City District Technician
Mike Locke, McGrath District Forester
Robin Nelson, Orr Area Forest Supervisor
John S. Rodewald, Bemidji Regional Forester Supervisor
Tom Romaine, Lewiston Area Forest Supervisor
John Stanton, Warroad Area Silviculturist
Roy J. Tarbell, Deer River Area Forest Supervisor
Lee Westfield, Inventory Forester
Dan Wilm, Pine Island District Forester

Appendix F. Division of Forestry Administrative Alignment Plan (Interim Draft) Review Meetings.

<u>Date</u>	<u>Meeting Location</u>	<u>Areas Covered</u>
1-26-84	Rochester	Lake City, Lewiston, Metro, Rochester
2-2-84	Baudette	Baudette, Blackduck, Warroad
2-3-84	Park Rapids	Bemidji, Park Rapids
2-7-84	Onamia	Backus, Badoura Nursery, Brainerd, Cambridge
2-8-84	McGregor	General Andrews Nursery, Hill City, Moose Lake
2-9-84	Grand Rapids	Deer River, Hibbing
2-10-84	Orr	Littlefork, Orr
2-21-84	Cloquet	Cloquet, Duluth
2-24-84	St. Paul	St. Paul Staff

Discussion summaries are available for each of the field meetings.

