

870223

LEGISLATIVE COMMISSION ON MINNESOTA RESOURCES

DEPARTMENT OF NATURAL RESOURCES
MANAGEMENT AND ORGANIZATION STUDY

INTERIM REPORT

NOVEMBER 6, 1986

LEGISLATIVE COMMISSION ON MINNESOTA RESOURCES

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**DEPARTMENT OF NATURAL RESOURCES
MANAGEMENT AND ORGANIZATION STUDY**

INTERIM REPORT

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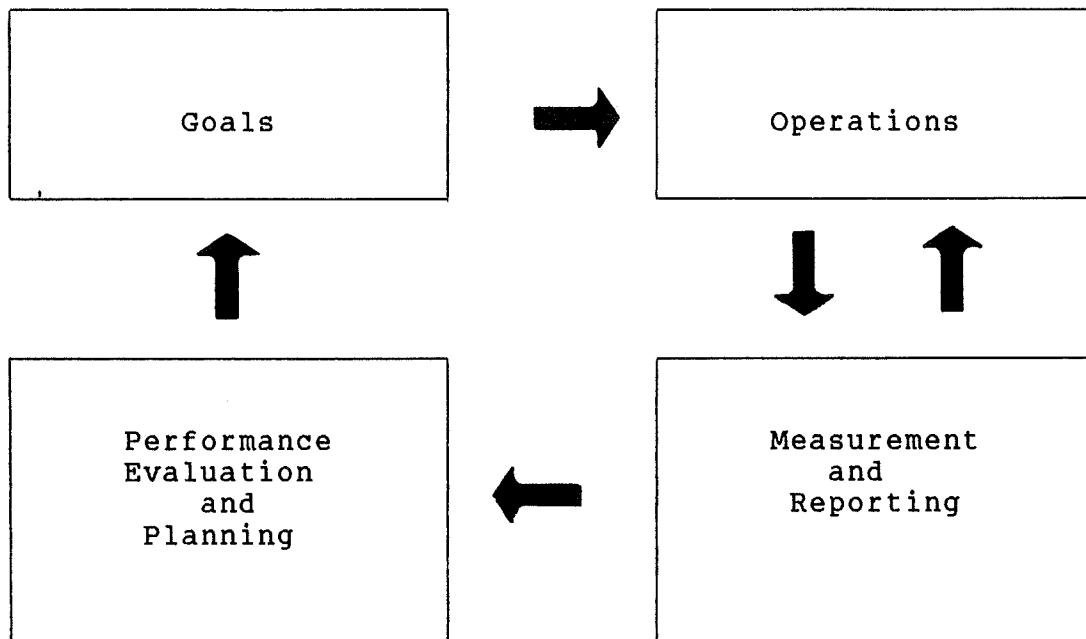
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Exhibits (Tentative Information-Subject to Change)	
1 - Staffing Trends	
2 - Central Office Functional Analysis	
3 - Regional Characteristics	

CURRENT STATUS AND PROJECT SCHEDULE

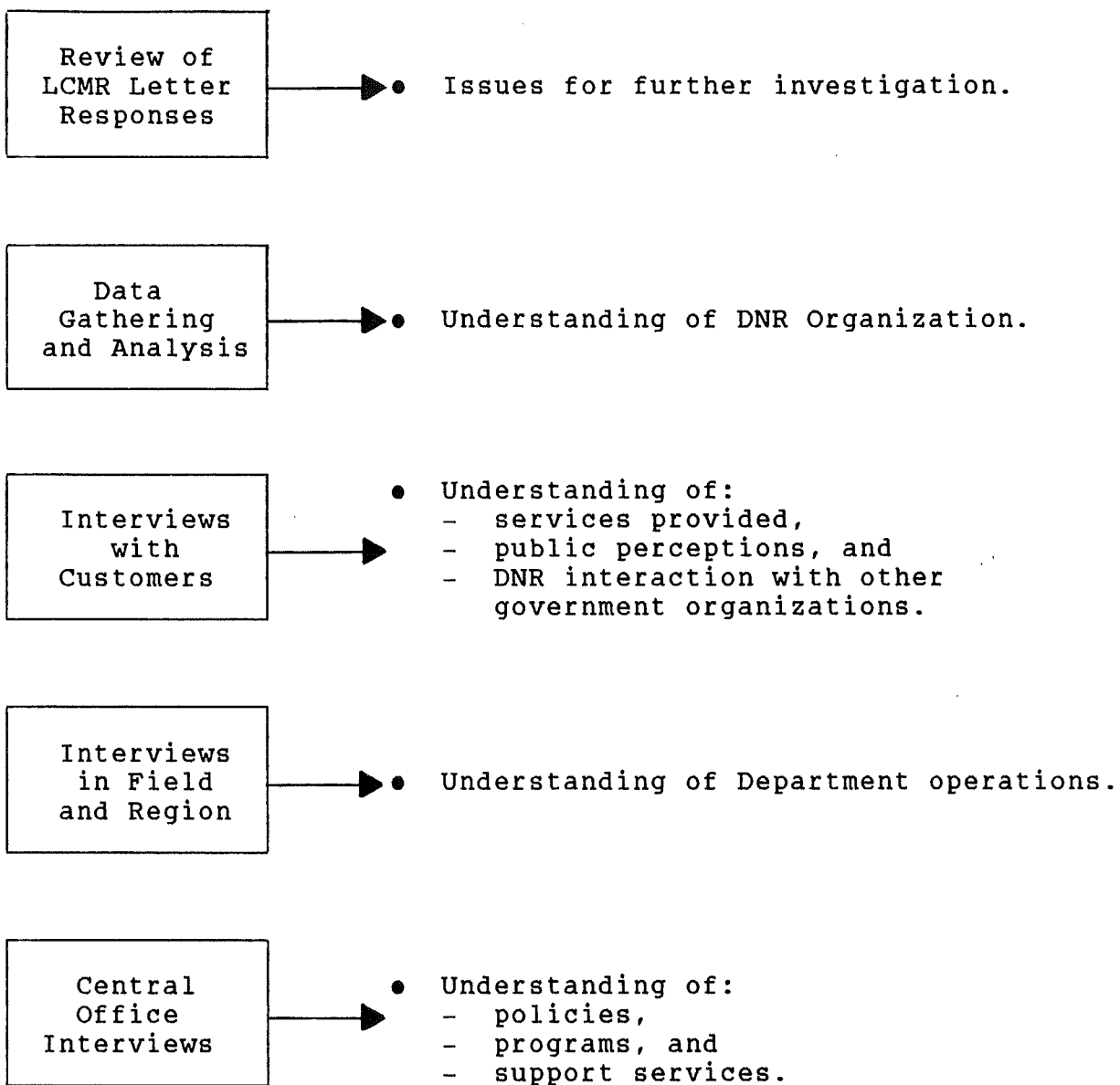
	October	November	December	End Product
	<u>6</u> <u>13</u> <u>20</u> <u>27</u>	<u>3</u> <u>10</u> <u>17</u> <u>24</u>	<u>1</u> <u>8</u> <u>15</u>	
Phase I	_____			Interim Status Report
Phase II		_____		Presentation of Preliminary Conclusions
Phase III			_____	Final Presentation and Report

DIAGNOSTIC PHASE OBJECTIVE

The objective of the Diagnostic Phase was to gain an understanding of the DNR's management process and its practices as depicted in the following chart.



DIAGNOSTIC PHASE ACTIVITIES



REVIEW OF LCMR LETTER RESPONSES

- Open nature of the letter allowed a wide variety of response formats.
- Responses were received from:
 - other government agencies,
 - private citizens,
 - DNR employees,
 - conservation groups, and
 - wildlife organizations.
- Respondents mentioned a variety of issues, including:
 - need for better information as to who to contact within the DNR,
 - need for better communication and cooperation between Divisions, and
 - satisfaction or dissatisfaction with DNR performance in a specific situation.

DATA GATHERING AND ANALYSIS

- Analyzed data on:
 - historical staffing patterns, and
 - functions performed by Central Office staff.
- Analysis showed:
 - Timing for the use of temporary, part-time and seasonal workers is similar across Divisions.
 - Staffing levels have been relatively constant over the last four years in terms of numbers, however, total hours is reported to be declining. We are still analyzing this information.
 - Staffing for part-time workers has been more erratic over the last four years.
 - Concentration of Central Office functions varies by Divisions.

INTERVIEWS WITH CUSTOMERS

Customers told us that:

- Divisional practices do not always appear to be coordinated,
- they perceive improvement in DNR performance,
- there is broad-based public support for the mission of the DNR, yet the DNR often finds itself in the midst of public controversy, and
- the industries that interact with DNR are generally satisfied.
 - Wood products
 - Mining

* * * * *

The above comments are based upon a very small and non-representative sample of customers. Our Phase II activities will significantly expand the coverage of customer interviews.

INTERVIEWS IN FIELD AND REGION

- Site visits were made to four regions.
 - Interviewed cross section of Regional and Divisional personnel.
 - Interviews were conducted at both Regional and Field offices.
 - All project team members have been on field interviews, including project partners.
- Staff appears to be highly dedicated and professional.
- Staff indicated:
 - their perception that they do not have adequate funds to meet all of the demands for service,
 - that they are not satisfied with support services,
 - that they consider themselves specialists within the general field of natural resources management, and
 - that they are very concerned about decentralization and the affect this might have on their specialization.

CENTRAL OFFICE INTERVIEWS

- Interviews of Central Office personnel included:
 - Bureau Administrators,
 - Division Directors, and
 - Central Office staff.
- Central Office personnel indicated:
 - their frustration with unpredictable funding levels,
 - their frustration with the level of detail in which the Legislature gets involved in operational and resource management issues, and
 - their perception of increasing demands without commensurate increases in funding.

NEXT STEPS

Evaluation Phase

In the next phase, we will interview representatives of several DNR constituencies.

- Conservation organizations
- Hunting and Fishing organizations
- Government agencies
- Industries
- Private Citizens

We will also interview DNR employees to:

- follow-up on specific customer issues, and
- evaluate internal DNR support functions.

Our objective is to evaluate the effectiveness of the DNR's management and support functions and it's service delivery.

EVALUATION PHASE OBJECTIVES

Service Delivery

1. Identify services provided by each Division.
2. Identify "customers" associated with each service.
3. Analyze trends in services delivered and resources used.
4. Identify "customer" requirements and satisfaction.
5. Analyze service delivery process.

Support Function

1. Assess Central Office administration and planning.
2. Analyze trends in resources consumed by support functions.
3. Evaluate effectiveness of support functions.
4. Analyze cost reduction opportunities (legal services and unemployment compensation).

Management Function

1. Assess DNR's use and allocation of resources
2. Study DNR's decision making process
3. Review personnel evaluation and reward procedures and career advancement opportunities.
4. Assess the results of the Service Delivery and Support Function assessments.

NEXT STEPS

Recommendation Phase

The objective of this phase is to formalize our recommendations, gain consensus for our recommendations and gain an understanding of implementation issues. The following activities will be conducted:

1. Evaluate organizational and management options to address the opportunities for improvement that have been identified.
2. Evaluate the operational costs and benefits associated with these options.
3. Formulate recommendations.
4. Review recommendations with key officials to gain consensus and identify implementation issues.
5. Develop draft report.
6. Finalize report.

PLANNED FUTURE INTERVIEWS

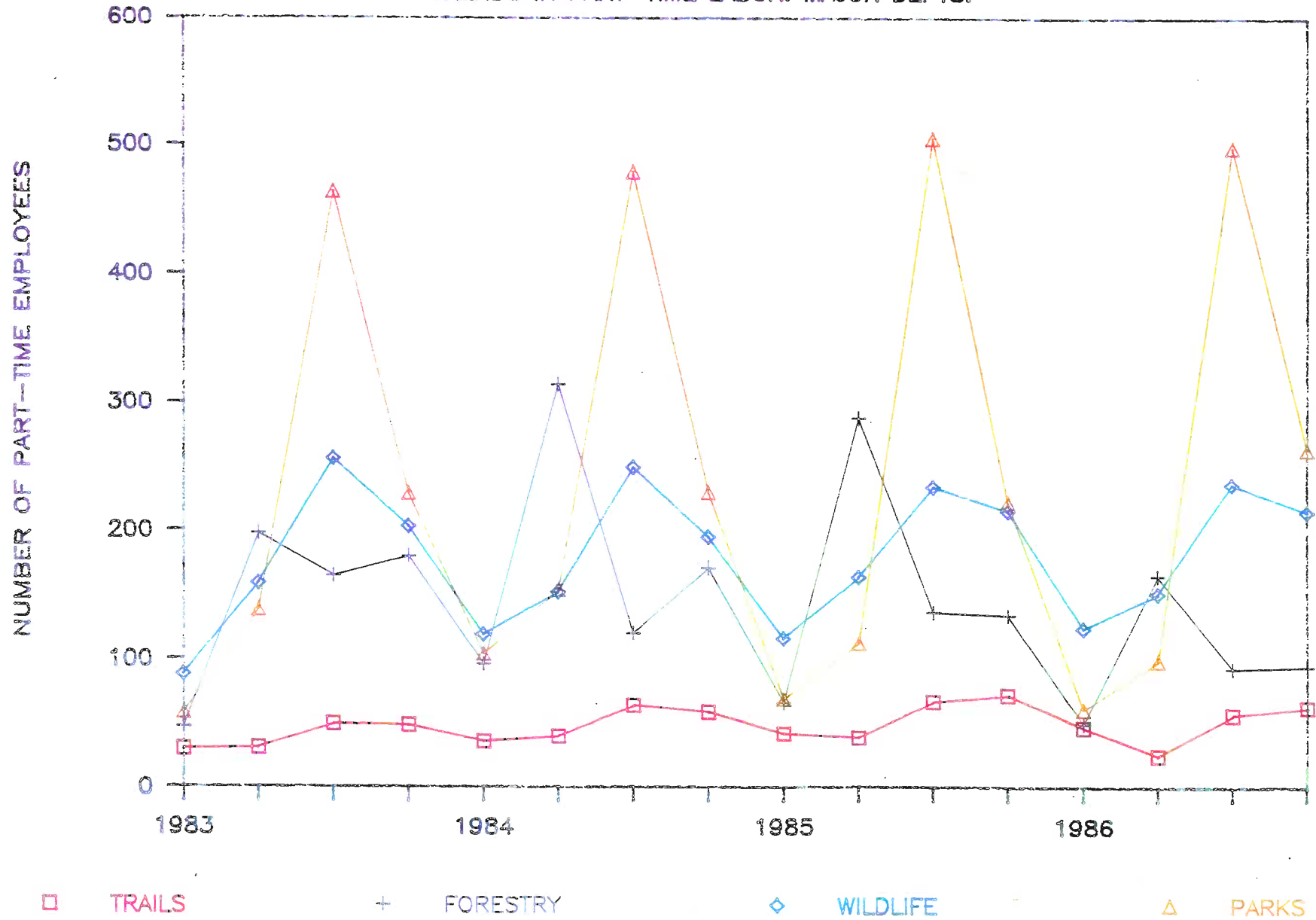
<u>Clientele</u>	<u>Waters</u>	<u>Forestry</u>	<u>Fisheries</u>	<u>Wildlife</u>	<u>Parks</u>	<u>Enforcement</u>	<u>Trails and Waterways</u>	<u>Minerals</u>
Local Governments	X	X	X	X	X	X	X	
Soil and Water Conservation Districts	X	X		X				
Watershed Districts	X			X				
Federal								
National Park Service				X	X			
Forest Service		X						
Army Corps of Engineers	X		X					
Soil Conservation	X			X				
Fish & Wildlife	X		X	X	X			
Department of Agriculture			X	X				
State								
Administration	X	X	X	X	X	X	X	X
Energy and Economic Development	X	X						X
Tourism		X	X	X	X		X	
Members of the Executive Council	X	X	X	X	X	X	X	X
Employee Relations								
1 PCA	X							
2 Legislative Auditor								
1 Sportsman Clubs			X	X	X	X		
Environmental Organizations	X	X		X	X			X
State and Local Enforcement Agencies					X	X		
Commercial Game, Fish and Wild Rice			X	X		X		
Snowmobilers and ATV Associations		X			X		X	
Farmers	X	X		X	X	X	X	
Resort Owners' Organizations	X	X	X	X	X	X	X	
Forest Product Companies		X				X		

PLANNED FUTURE INTERVIEWS

<u>Clientele</u>	<u>Waters</u>	<u>Forestry</u>	<u>Fisheries</u>	<u>Wildlife</u>	<u>Parks</u>	<u>Enforcement</u>	<u>Trails and Waterways</u>	<u>Minerals</u>
Local Tourism Commissions		X	X	X	X		X	
Loggers		X						
Regional Development Commissions	X	X	X	X		X		
Lake Associations	X		X				X	
University of Minnesota								
Geography Department								X
Wildlife Department			X	X				
Natural Resource Research								
Institute	X	X						X
Forestry		X		X				X
MN Geological Survey								X
Mining Companies								X

DEPARTMENT OF NATURAL RESOURCES

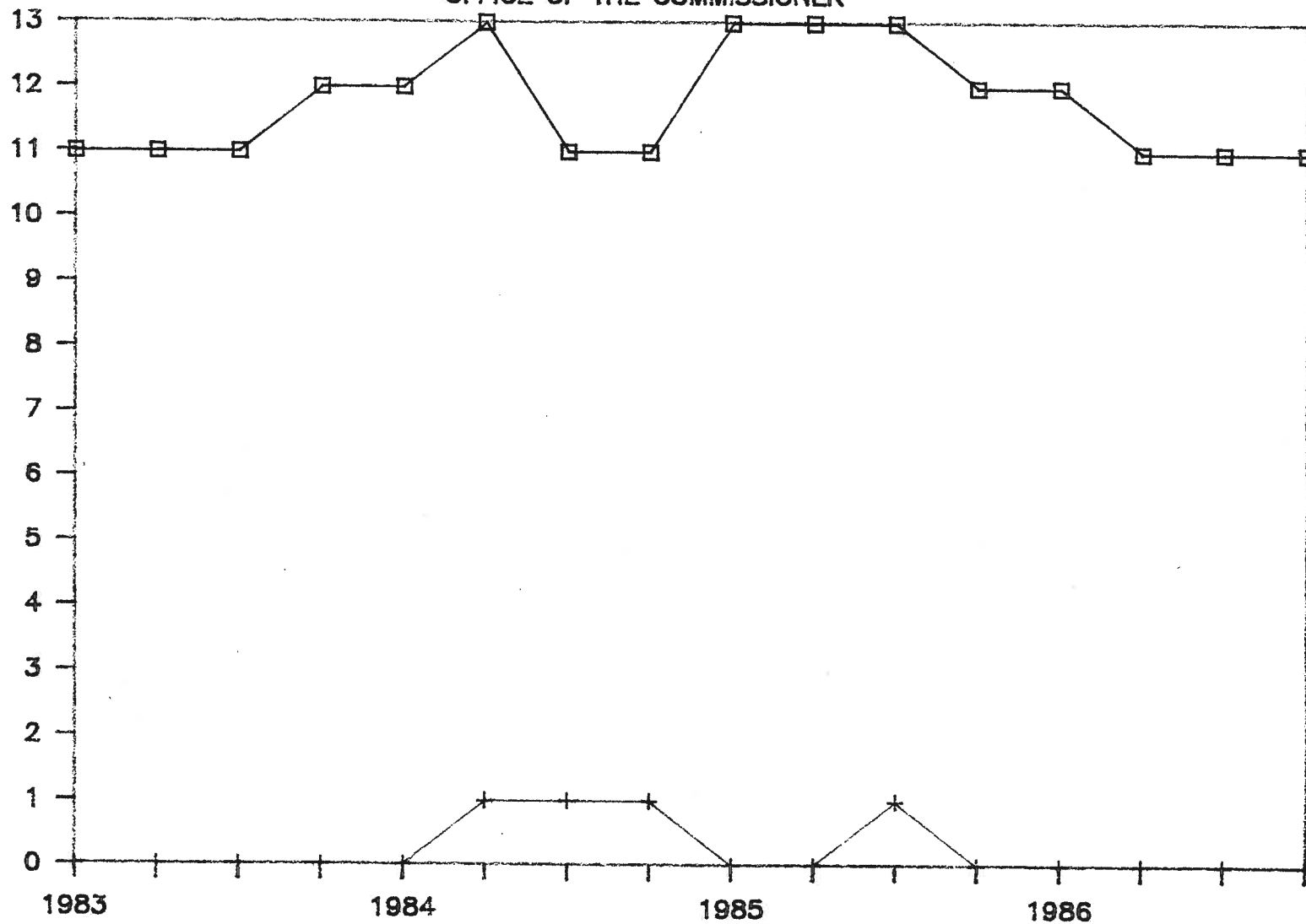
TRENDS IN PART-TIME LABOR: MAJOR DEPTS.



DEPARTMENT OF NATURAL RESOURCES

OFFICE OF THE COMMISSIONER

NUMBER OF EMPLOYEES

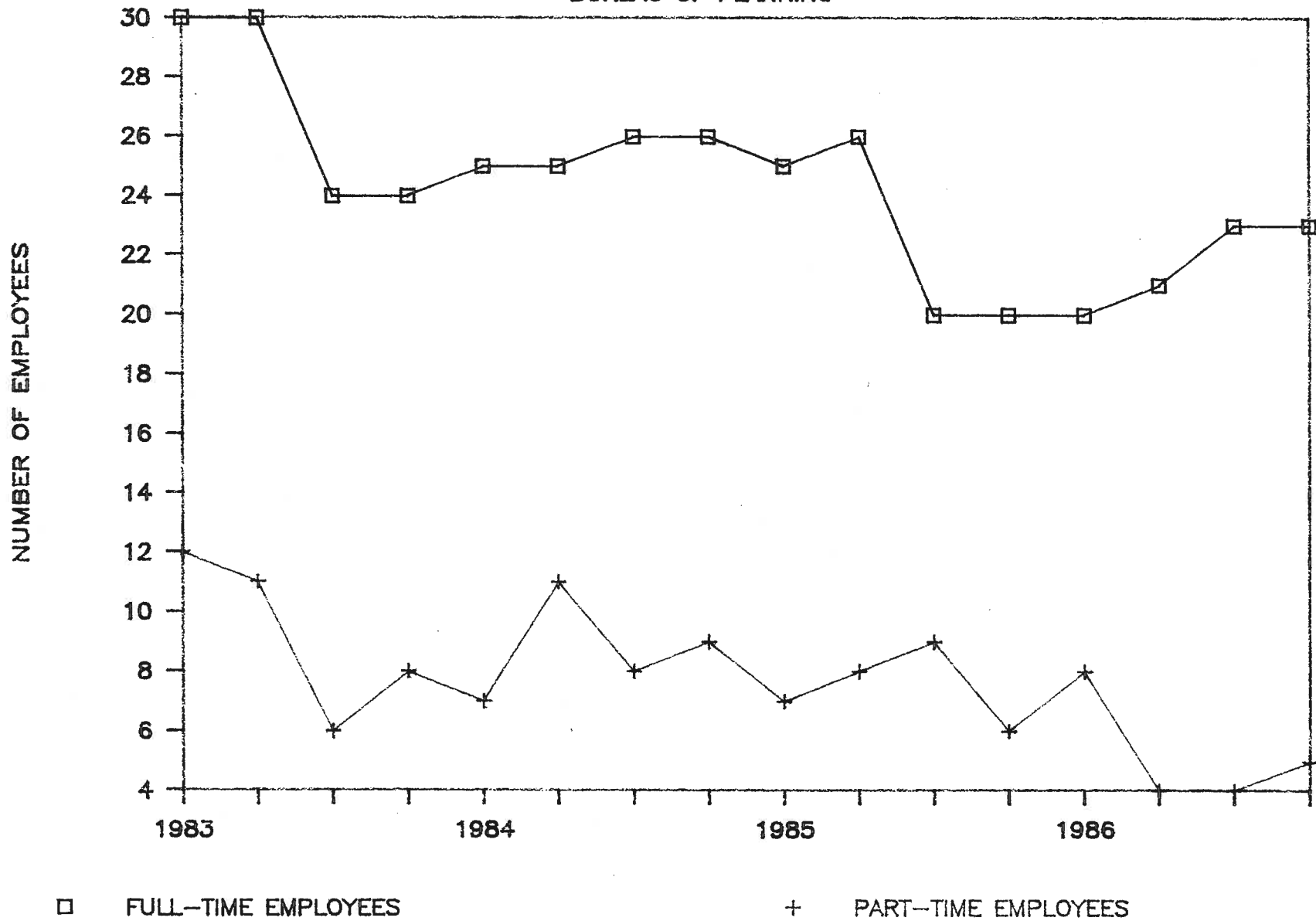


□ FULL-TIME EMPLOYEES

+ PART-TIME EMPLOYEES

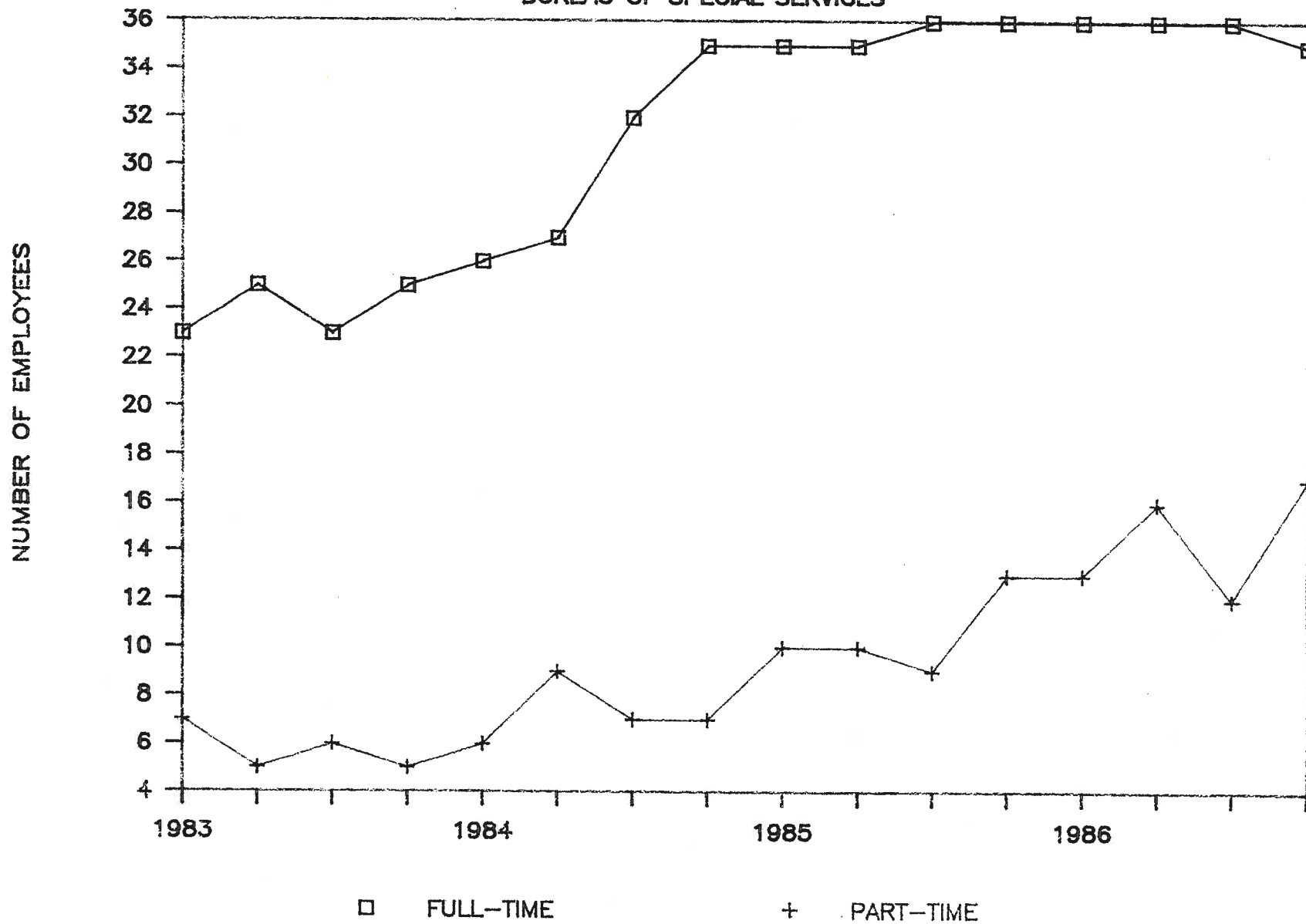
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF PLANNING



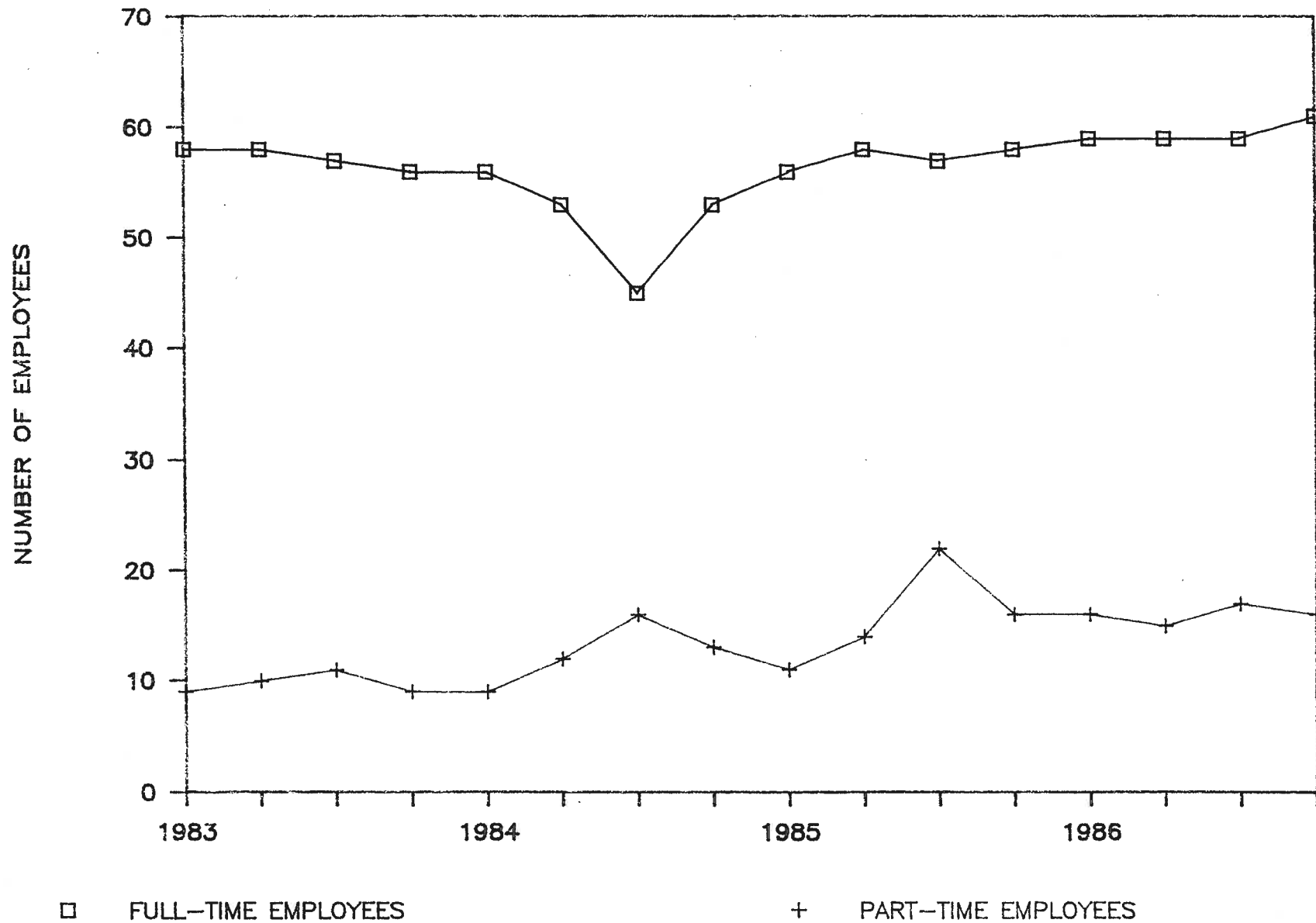
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF SPECIAL SERVICES



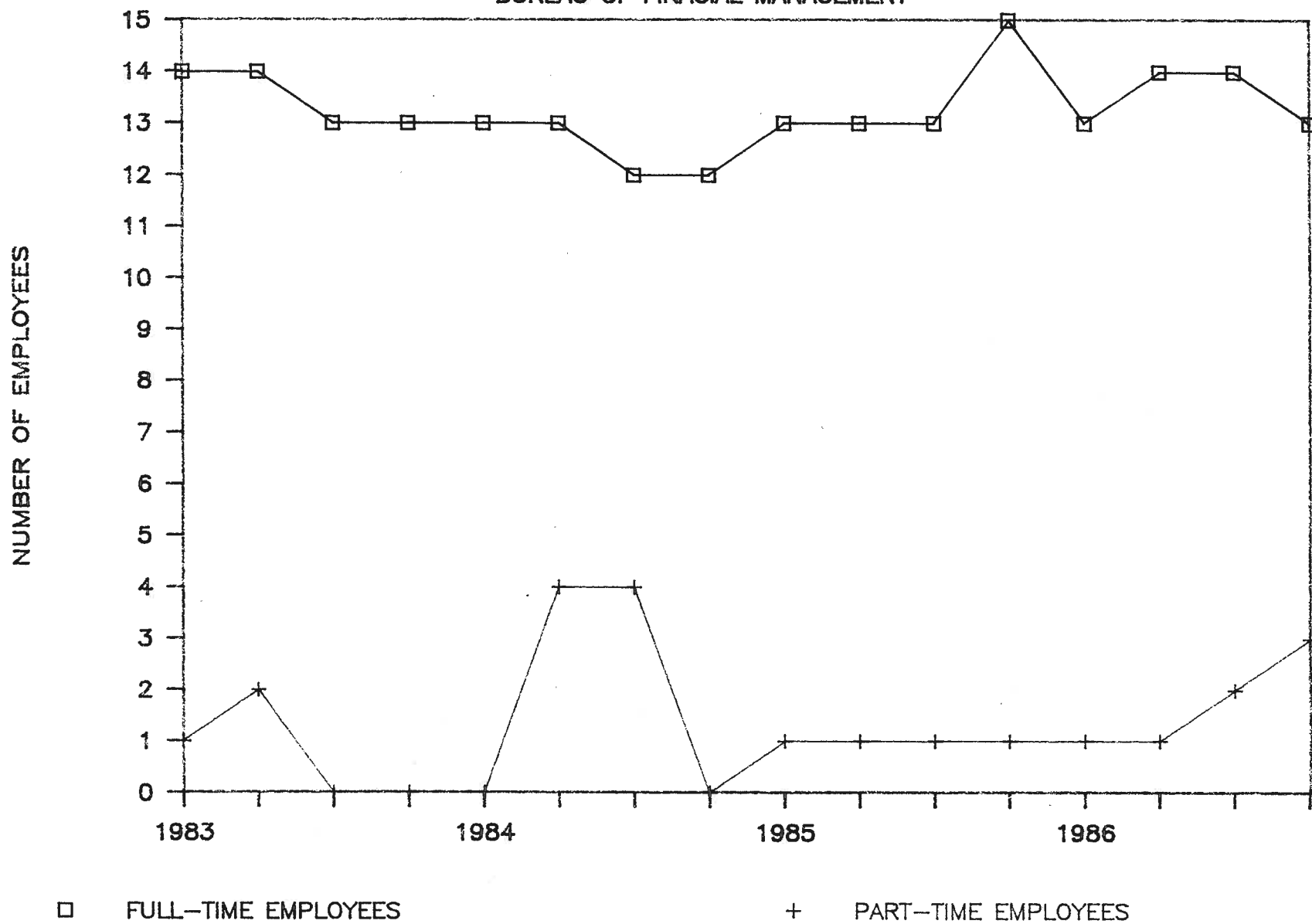
DEPARTMENT OF NATURAL RESOURCES

REGIONAL ADMINISTRATION



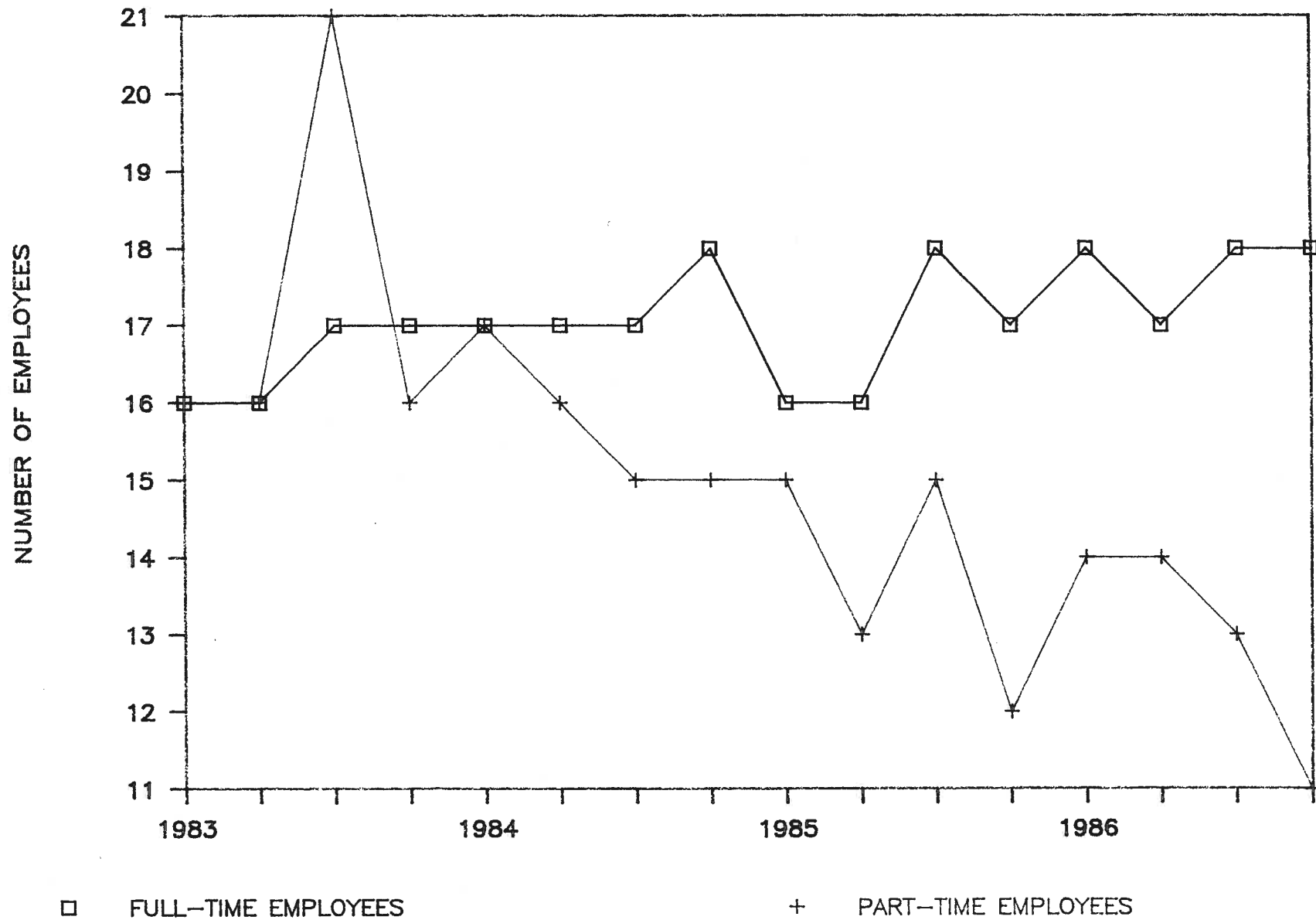
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF FINACIAL MANAGEMENT



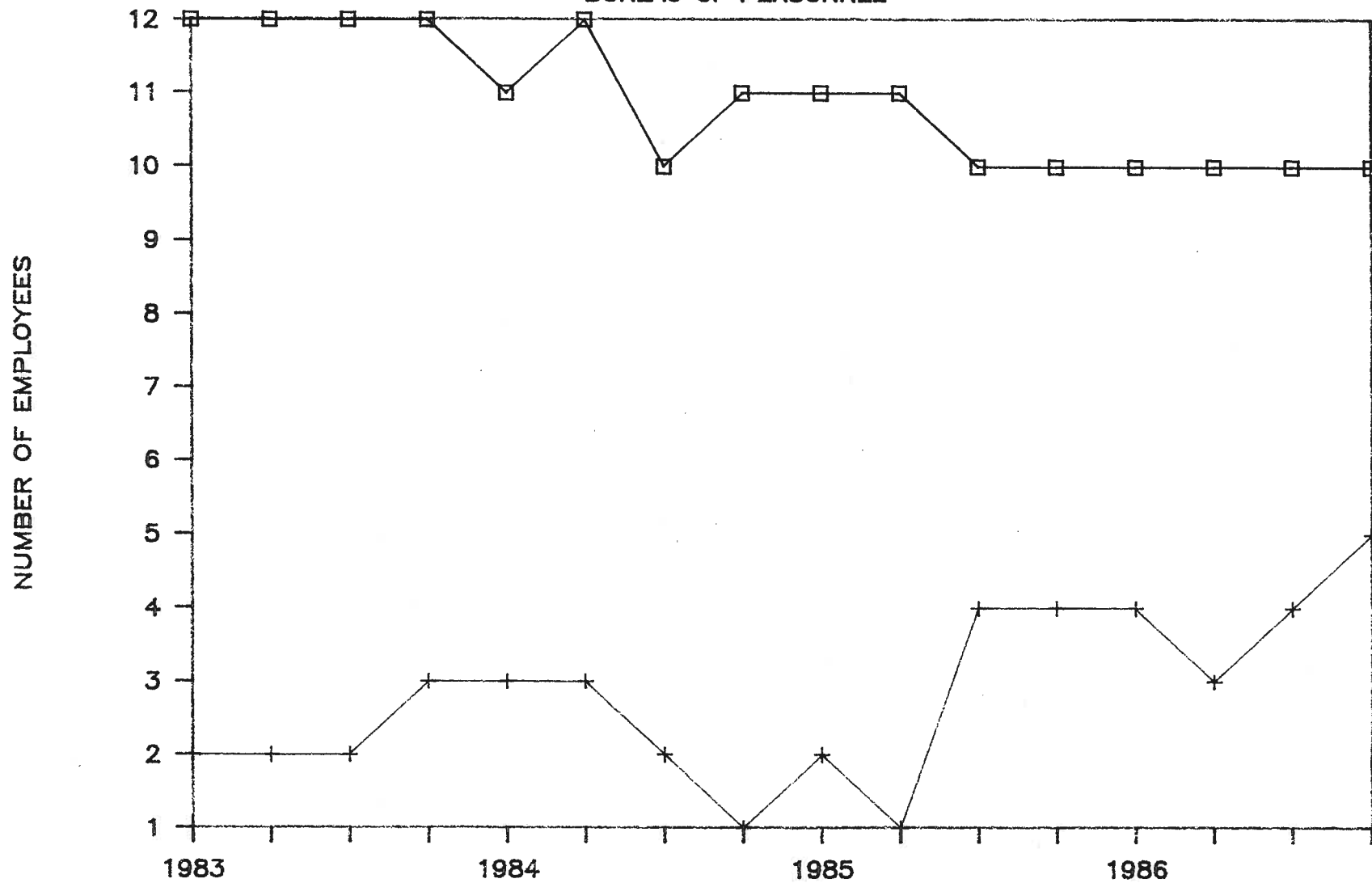
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF LICENSES



DEPARTMENT OF NATURAL RESOURCES

BUREAU OF PERSONNEL

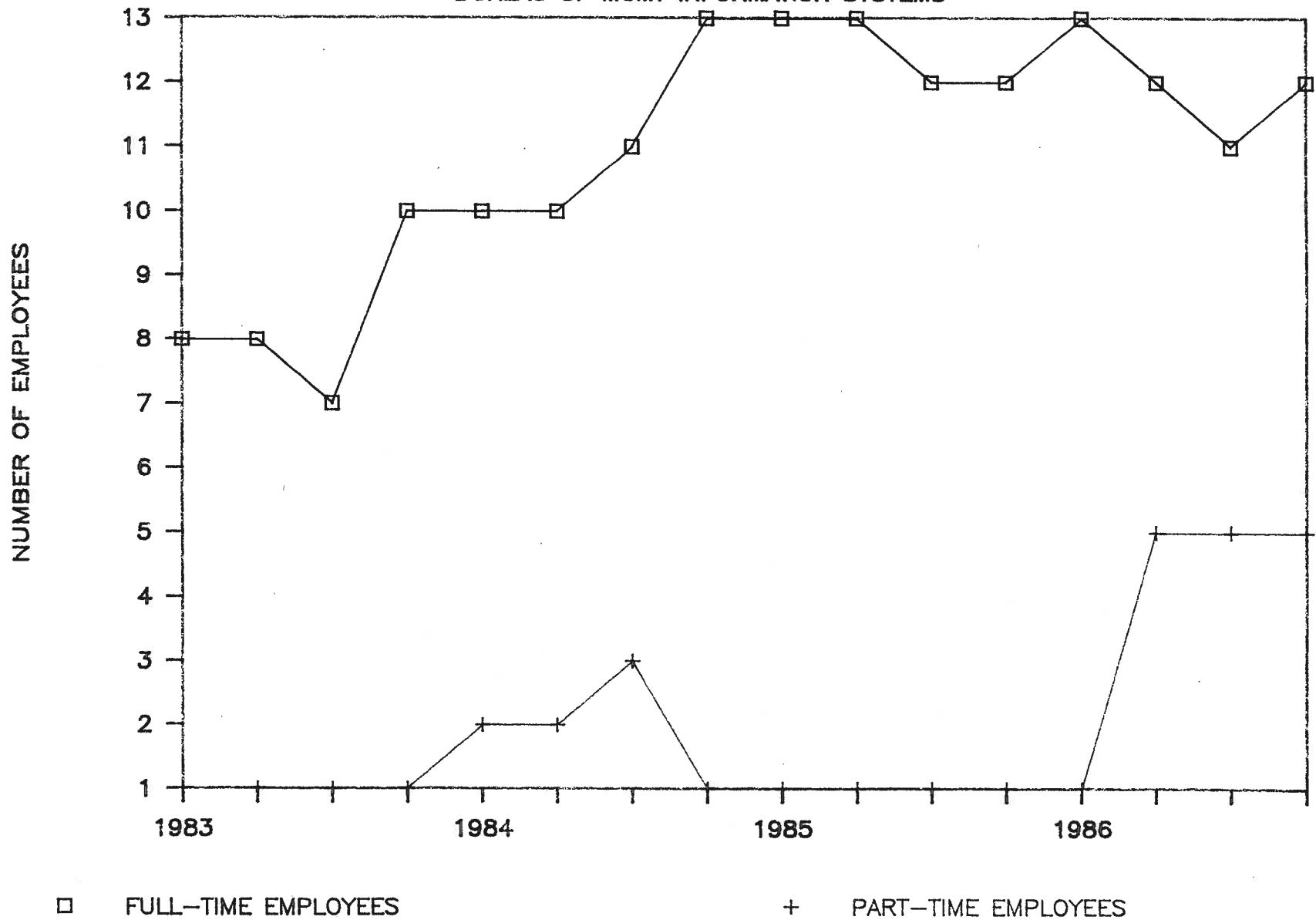


□ FULL-TIME EMPLOYEES

+ PART-TIME EMPLOYEES

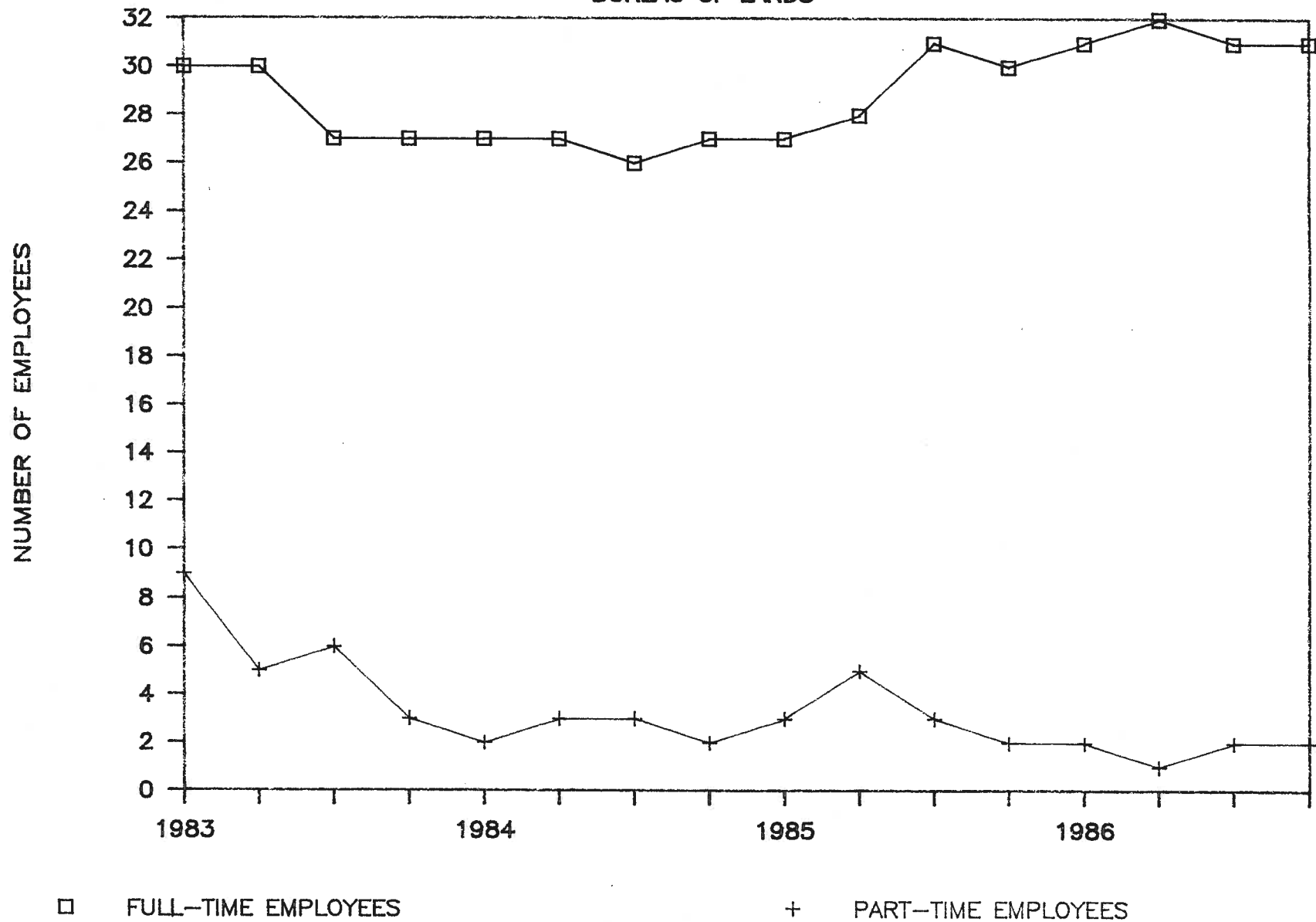
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF MGMT INFORMATION SYSTEMS



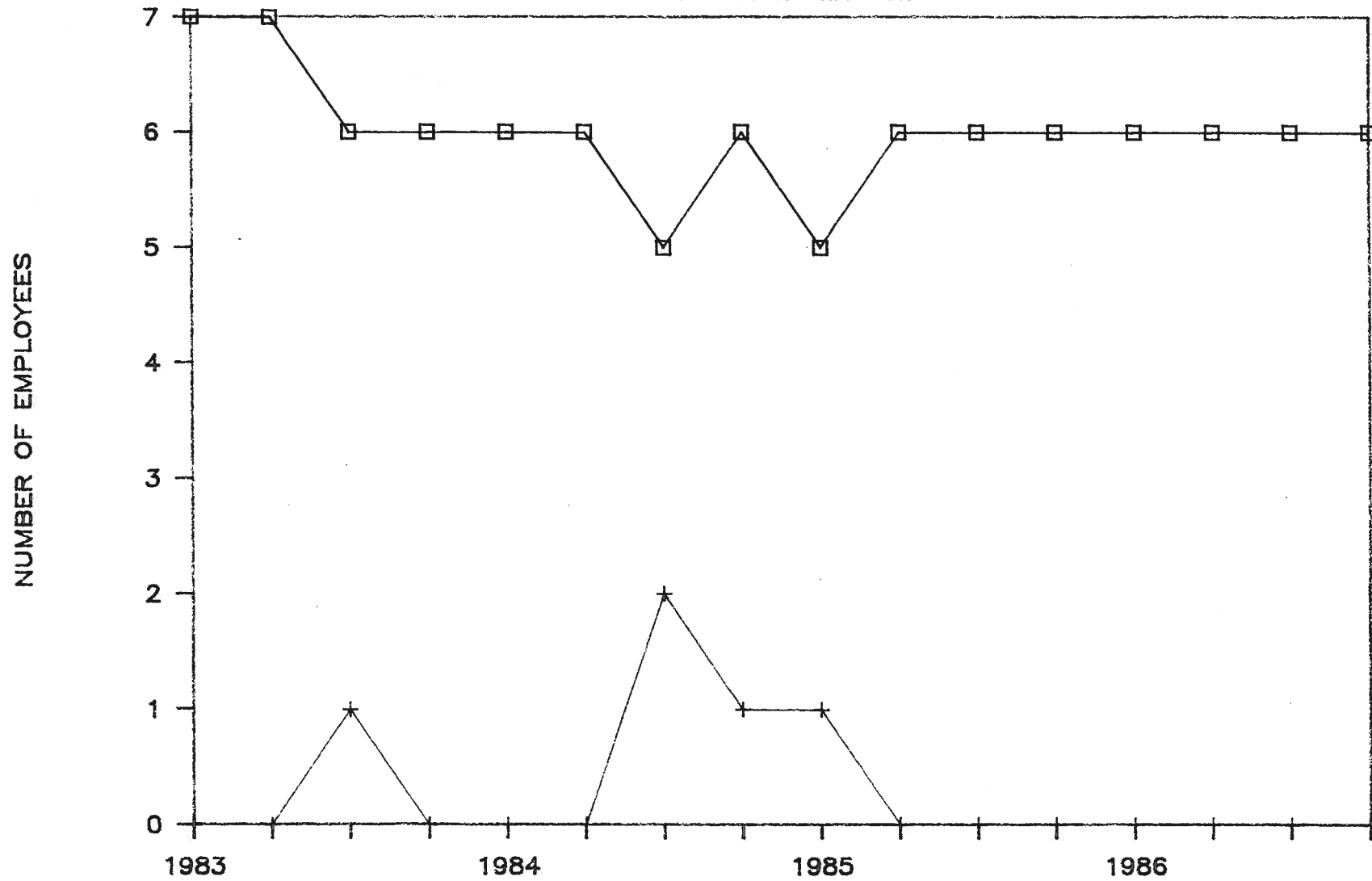
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF LANDS



DEPARTMENT OF NATURAL RESOURCES

BUREAU OF OFFICE SERVICES

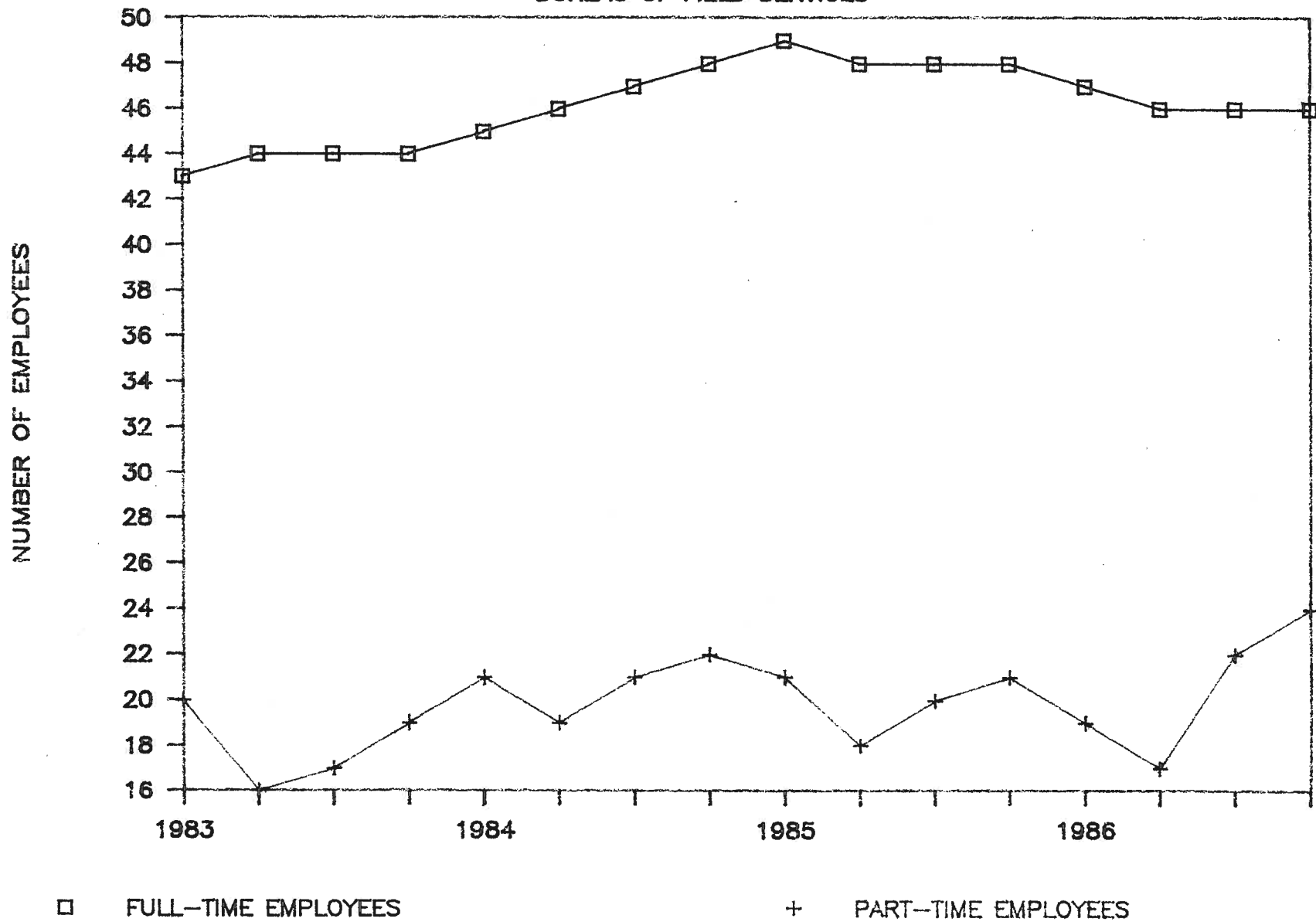


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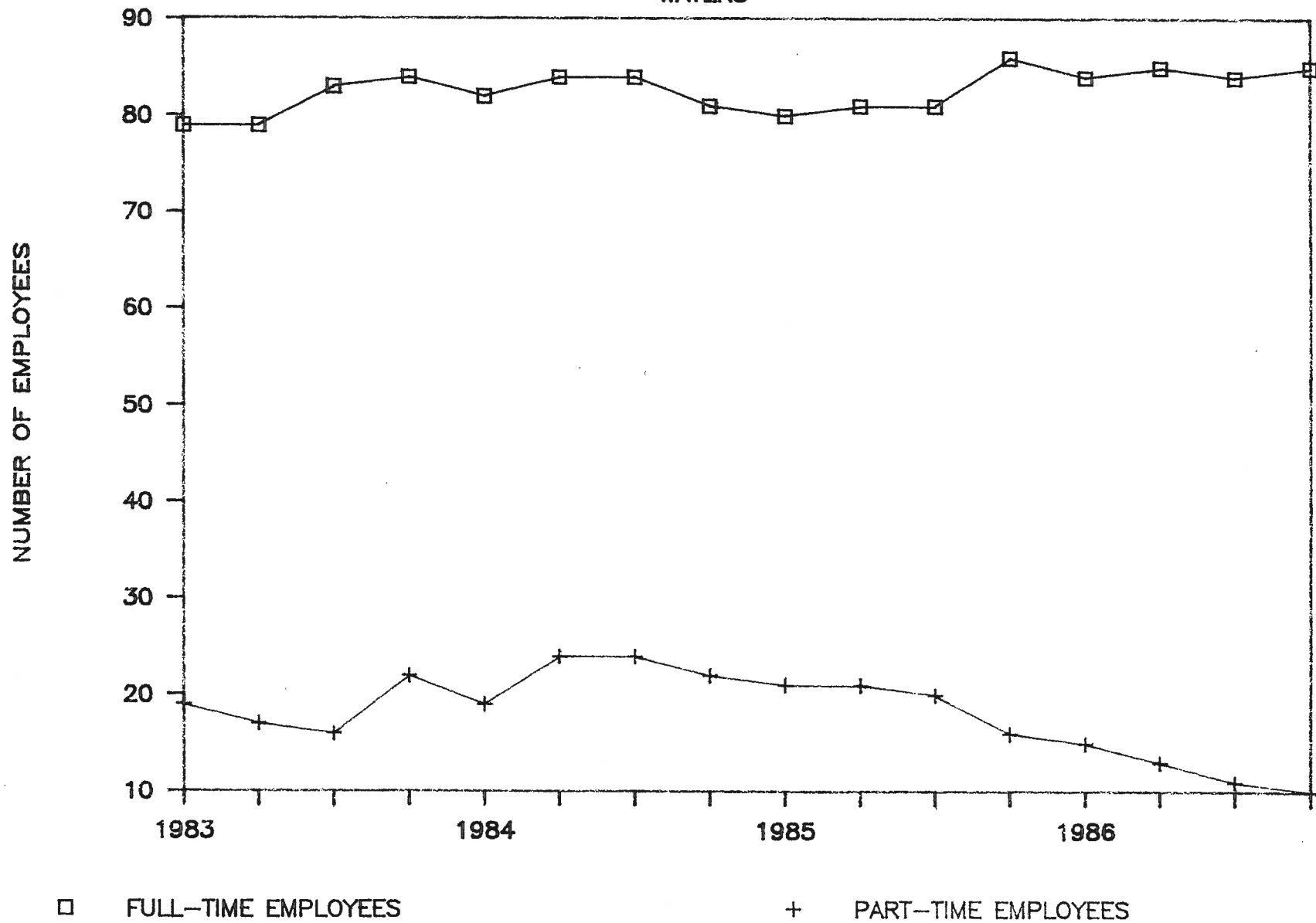
DEPARTMENT OF NATURAL RESOURCES

BUREAU OF FIELD SERVICES



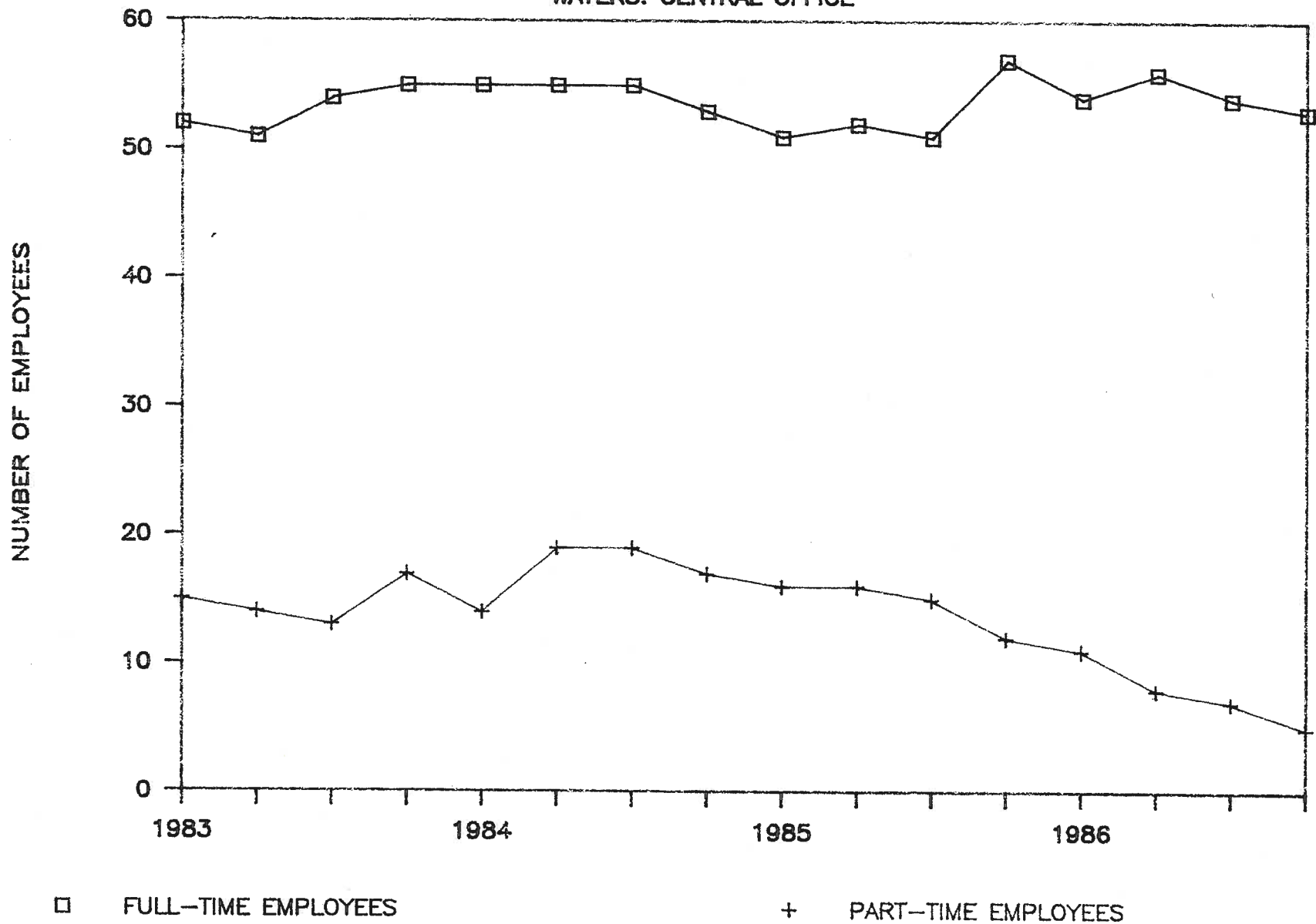
DEPARTMENT OF NATURAL RESOURCES

WATERS



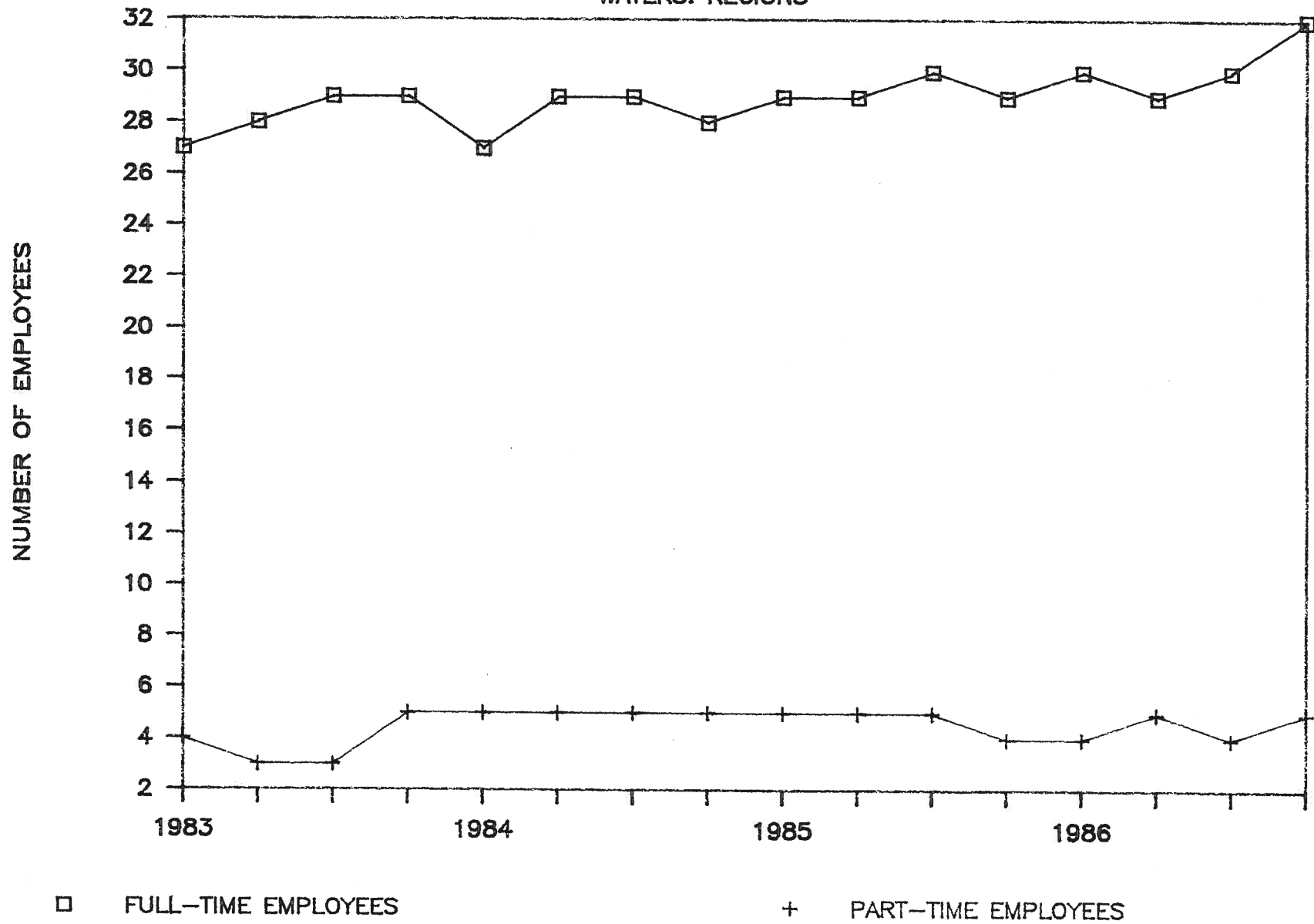
DEPARTMENT OF NATURAL RESOURCES

WATERS: CENTRAL OFFICE



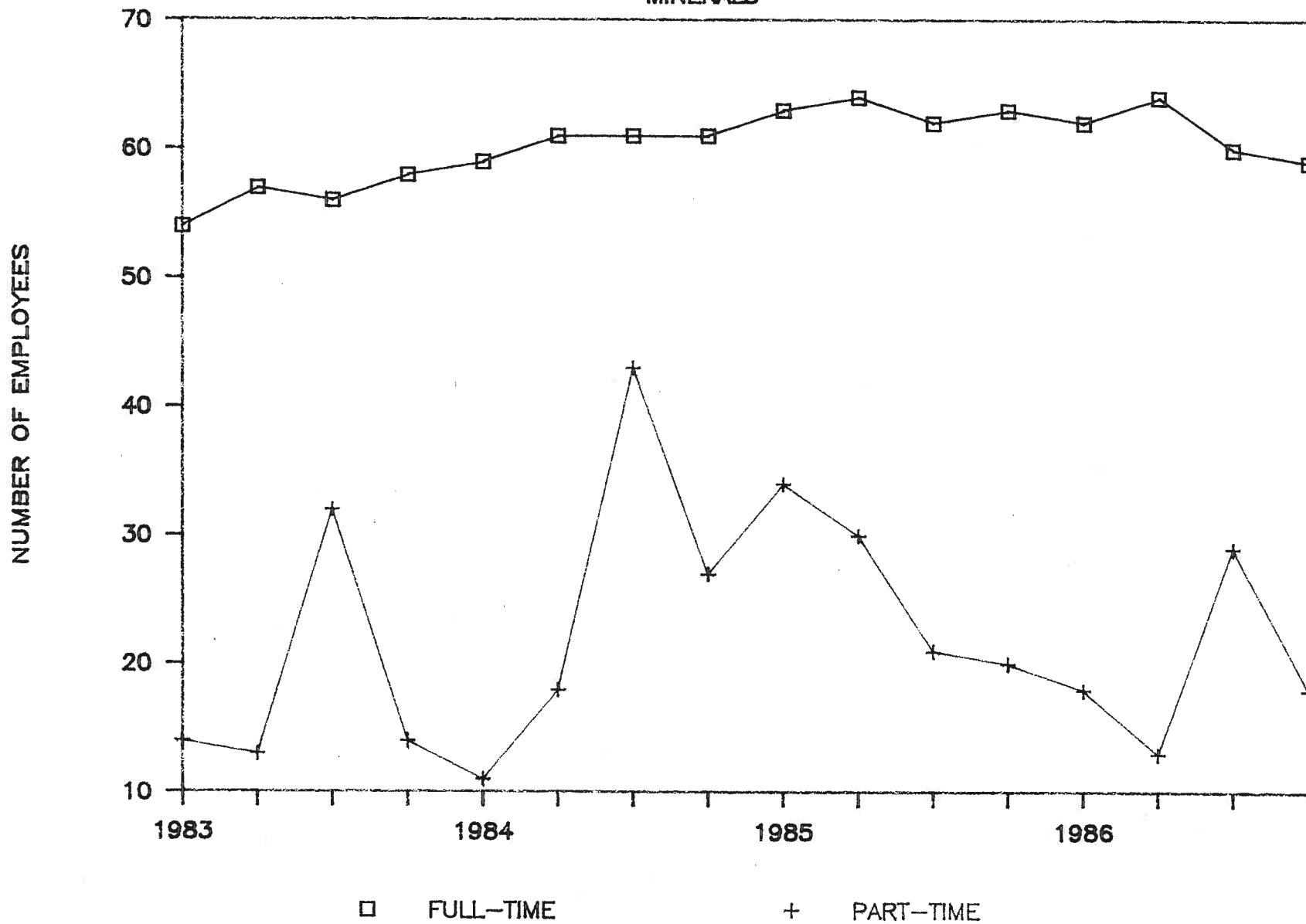
DEPARTMENT OF NATURAL RESOURCES

WATERS: REGIONS



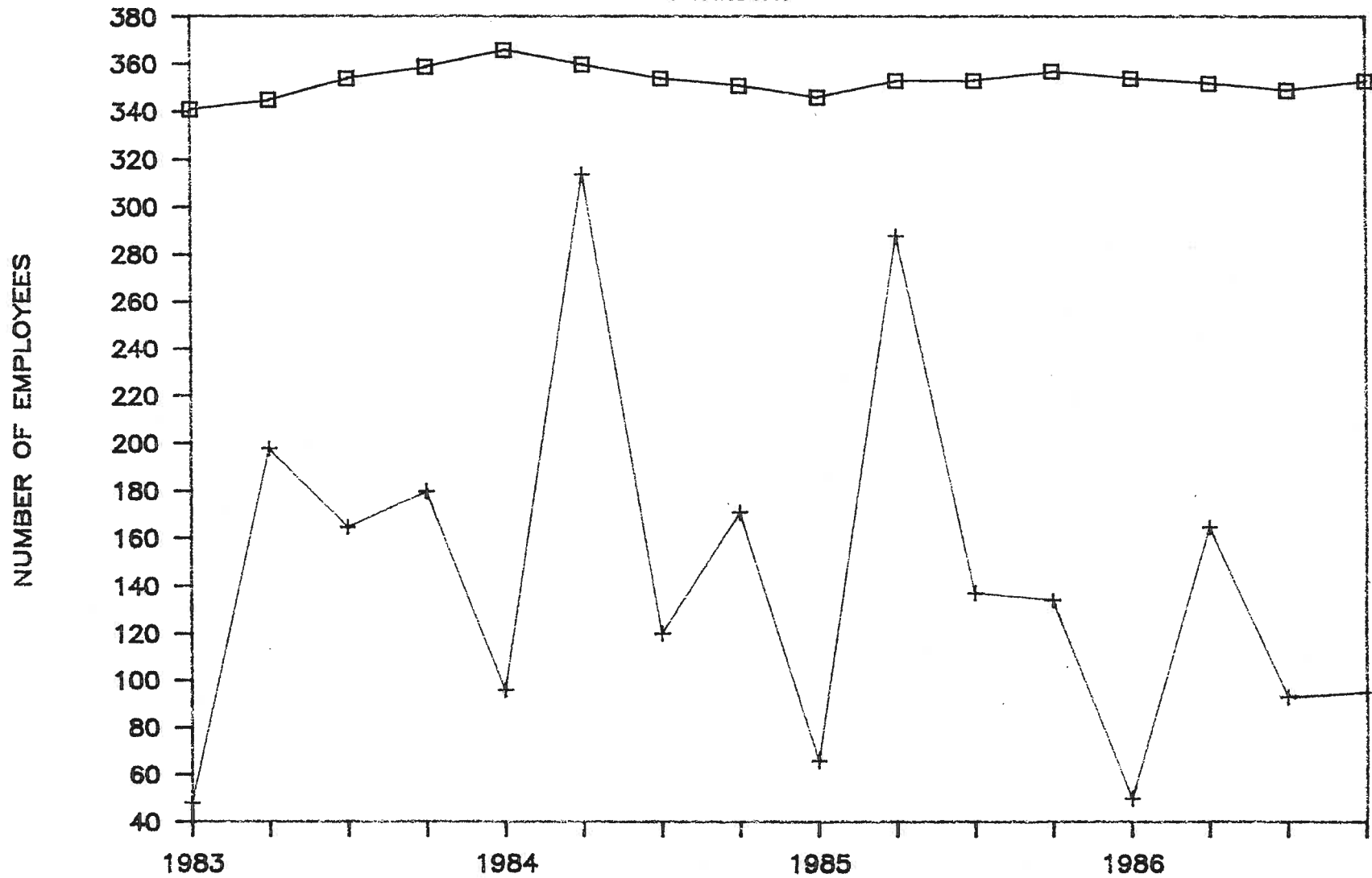
DEPARTMENT OF NATURAL RESOURCES

MINERALS



DEPARTMENT OF NATURAL RESOURCES

FORESTRY

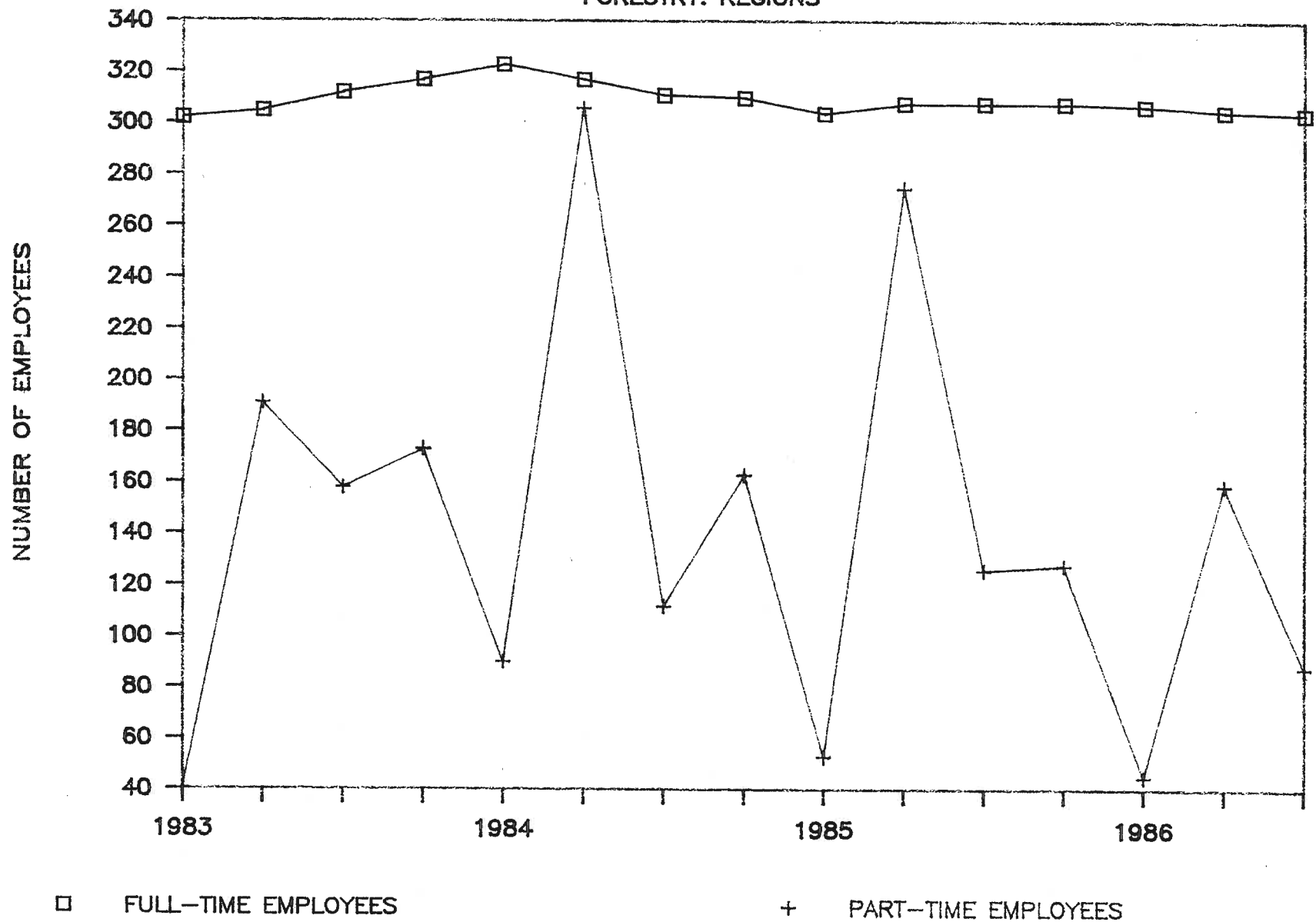


□ FULL-TIME EMPLOYEES

+ PART-TIME EMPLOYEES

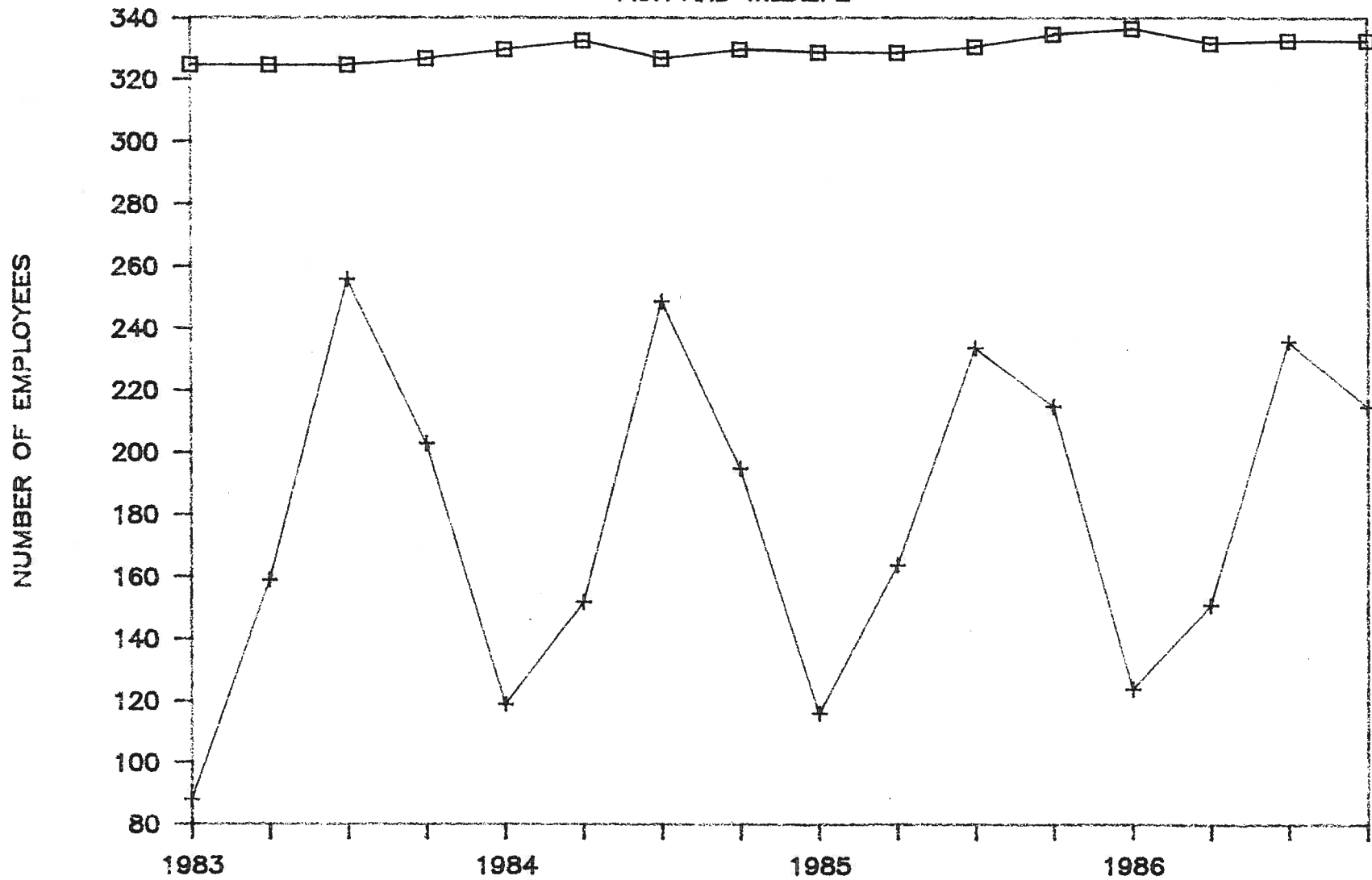
DEPARTMENT OF NATURAL RESOURCES

FORESTRY: REGIONS



DEPARTMENT OF NATURAL RESOURCES

FISH AND WILDLIFE

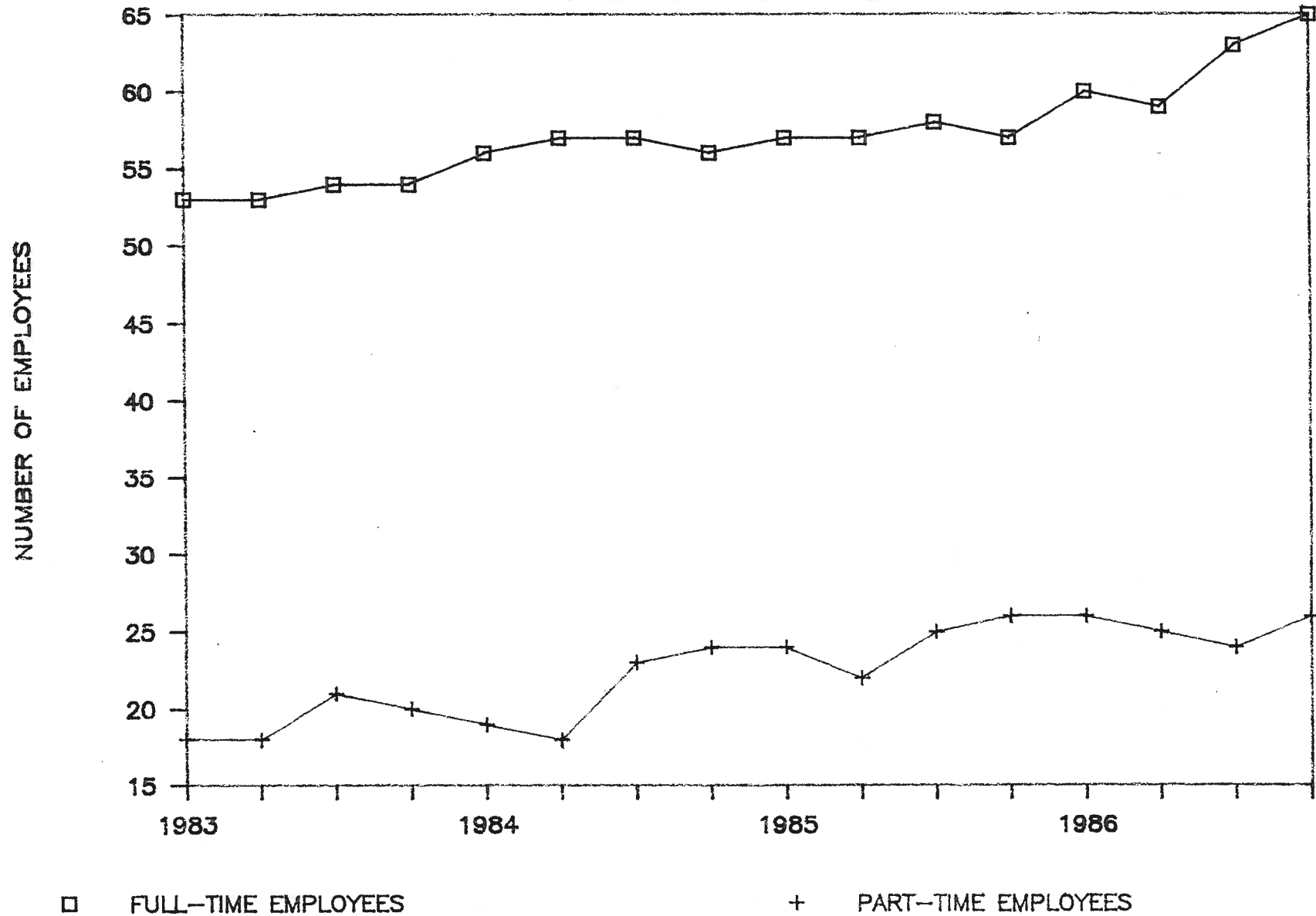


□ FULL-TIME EMPLOYEES

+ PART-TIME EMPLOYEES

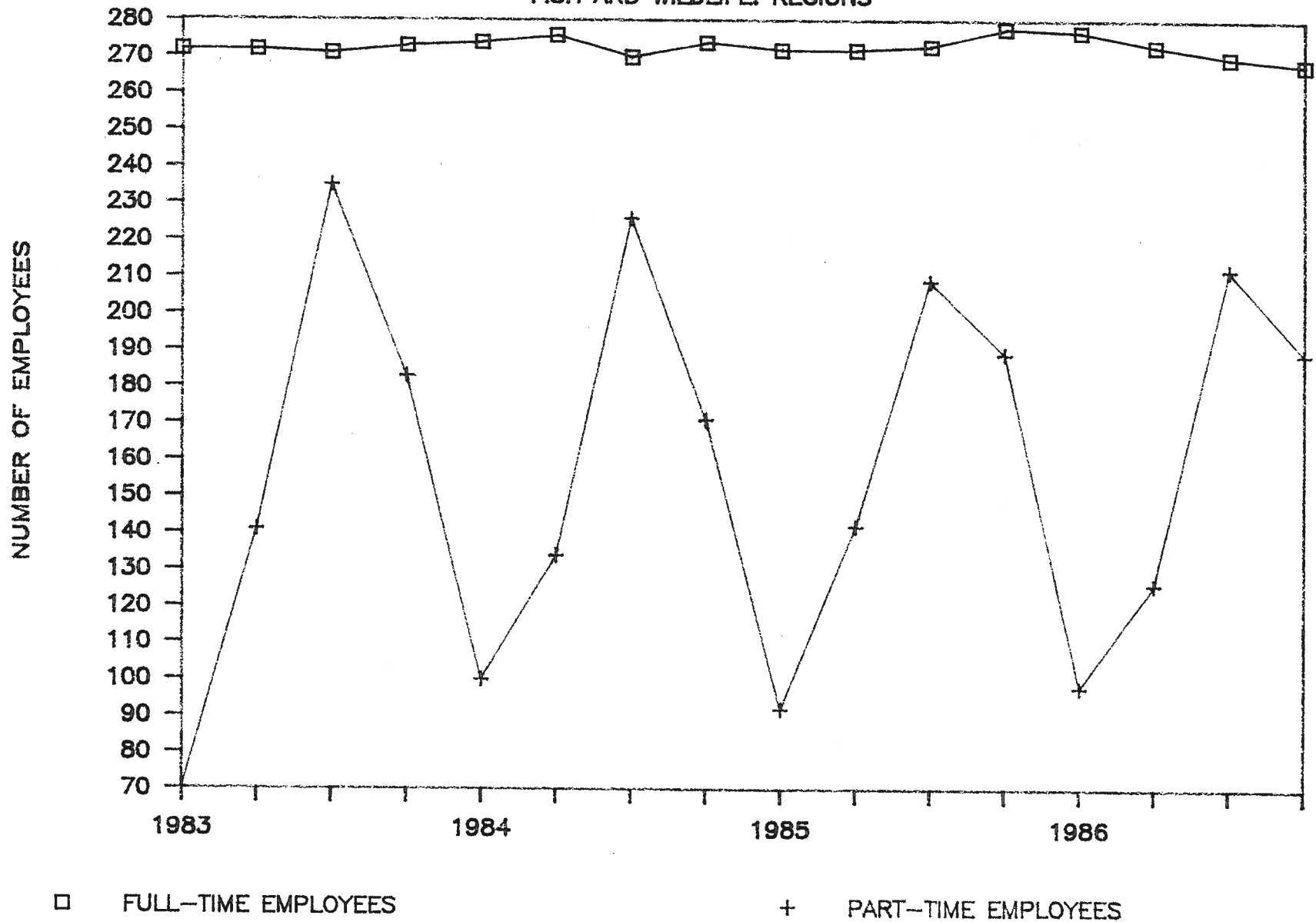
DEPARTMENT OF NATURAL RESOURCES

FISH AND WILDLIFE: CENTRAL OFFICE



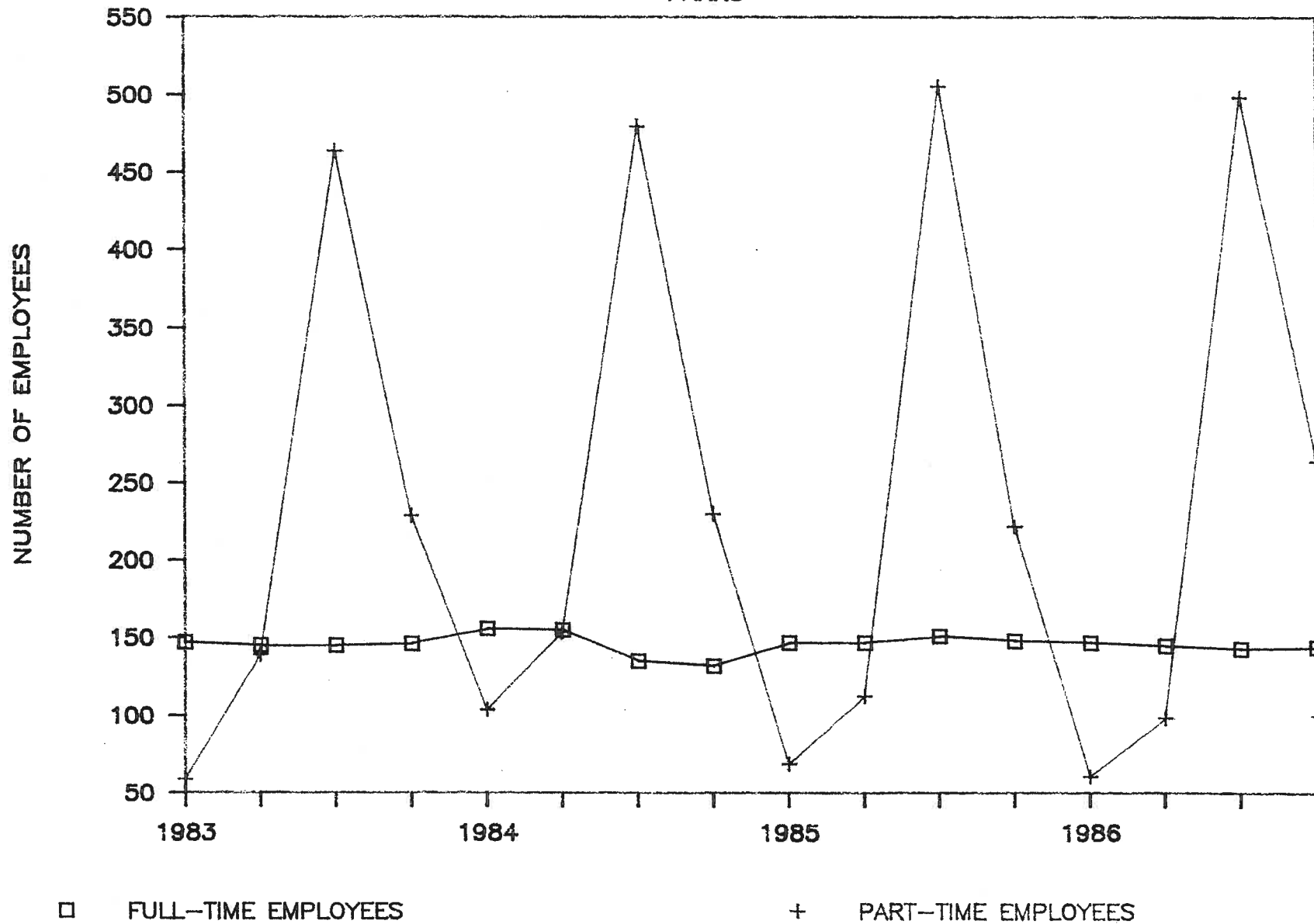
DEPARTMENT OF NATURAL RESOURCES

FISH AND WILDLIFE: REGIONS



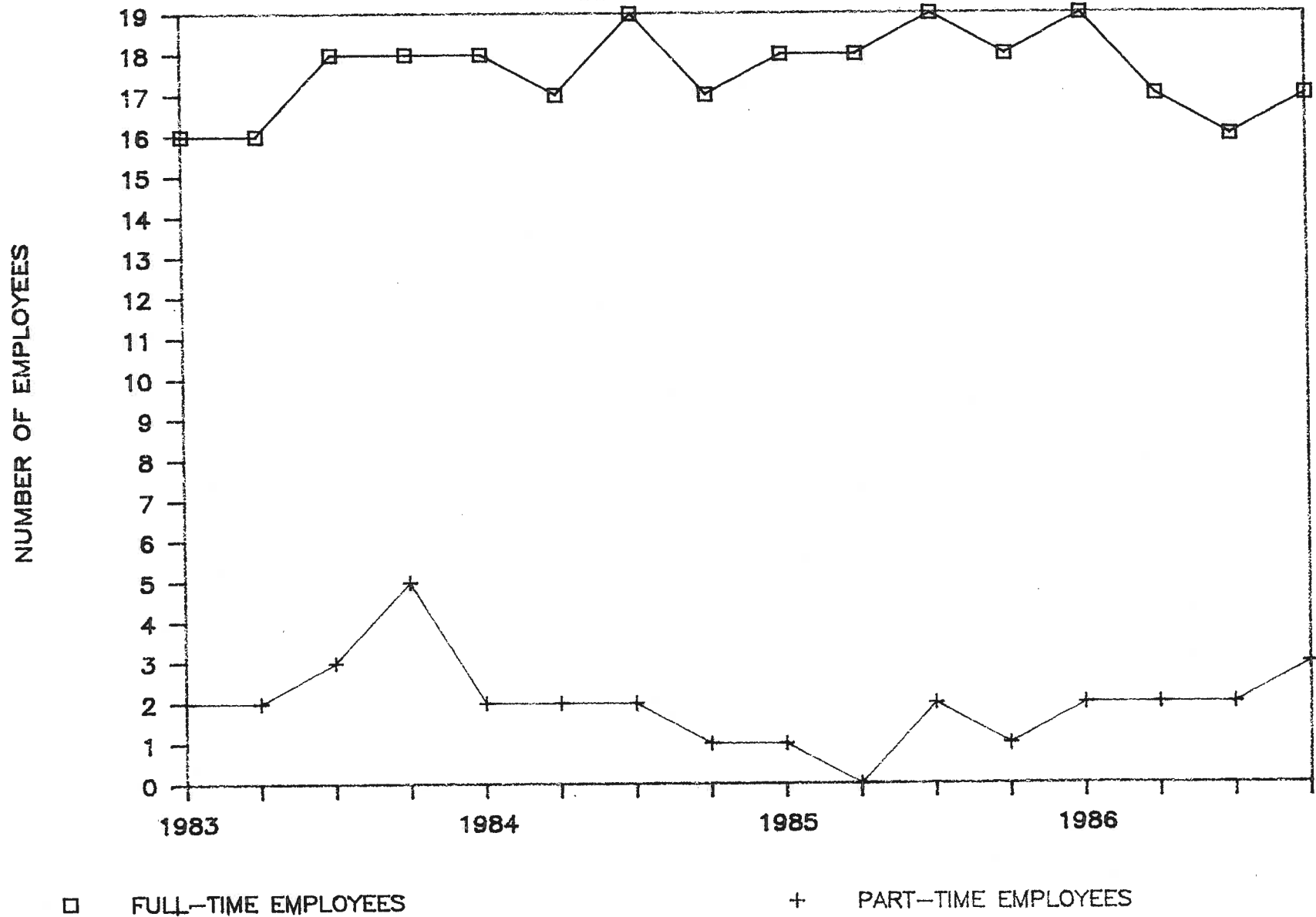
DEPARTMENT OF NATURAL RESOURCES

PARKS



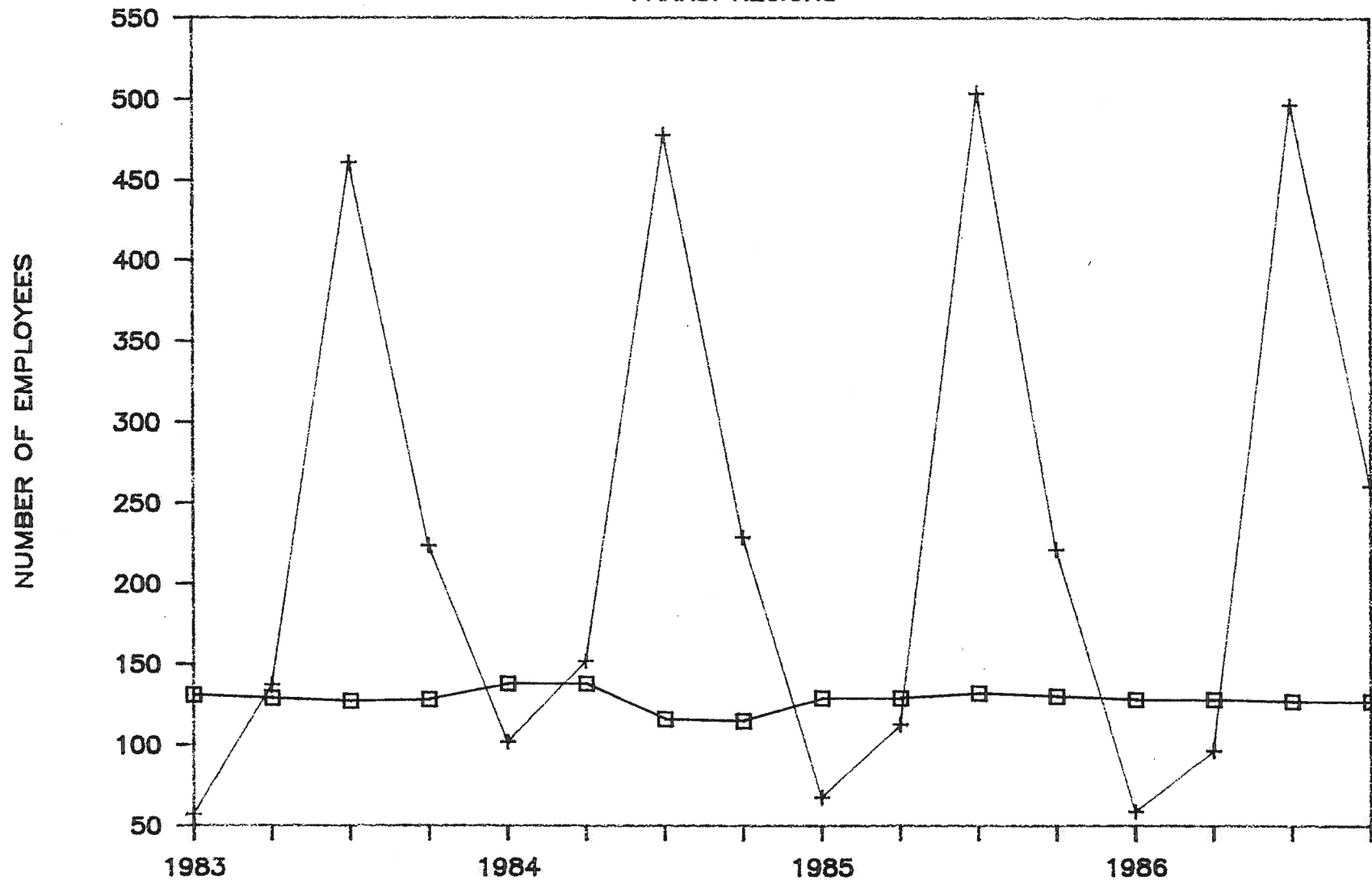
DEPARTMENT OF NATURAL RESOURCES

PARKS: CENTRAL OFFICE



DEPARTMENT OF NATURAL RESOURCES

PARKS: REGIONS

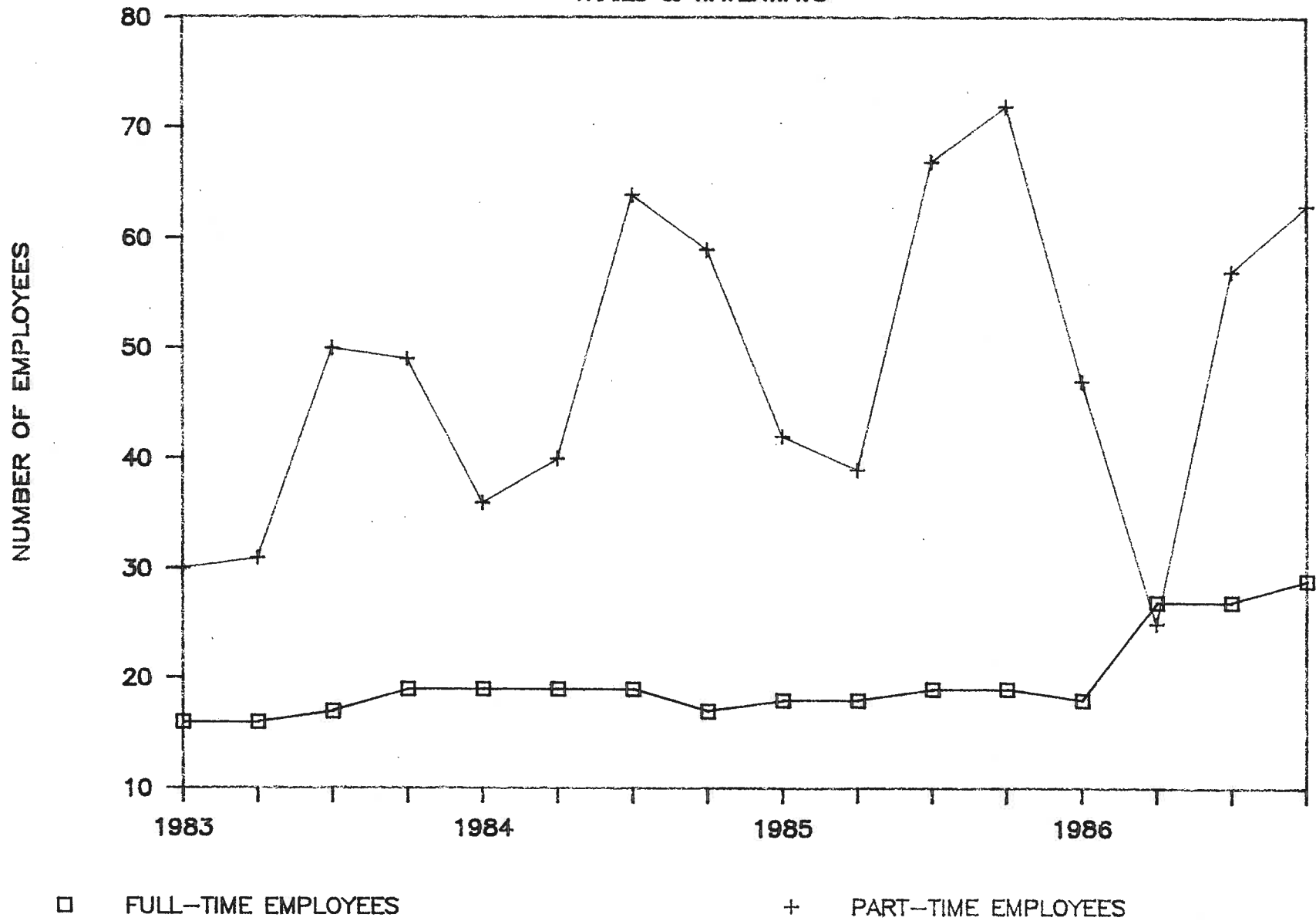


□ FULL-TIME EMPLOYEES

+ PART-TIME EMPLOYEES

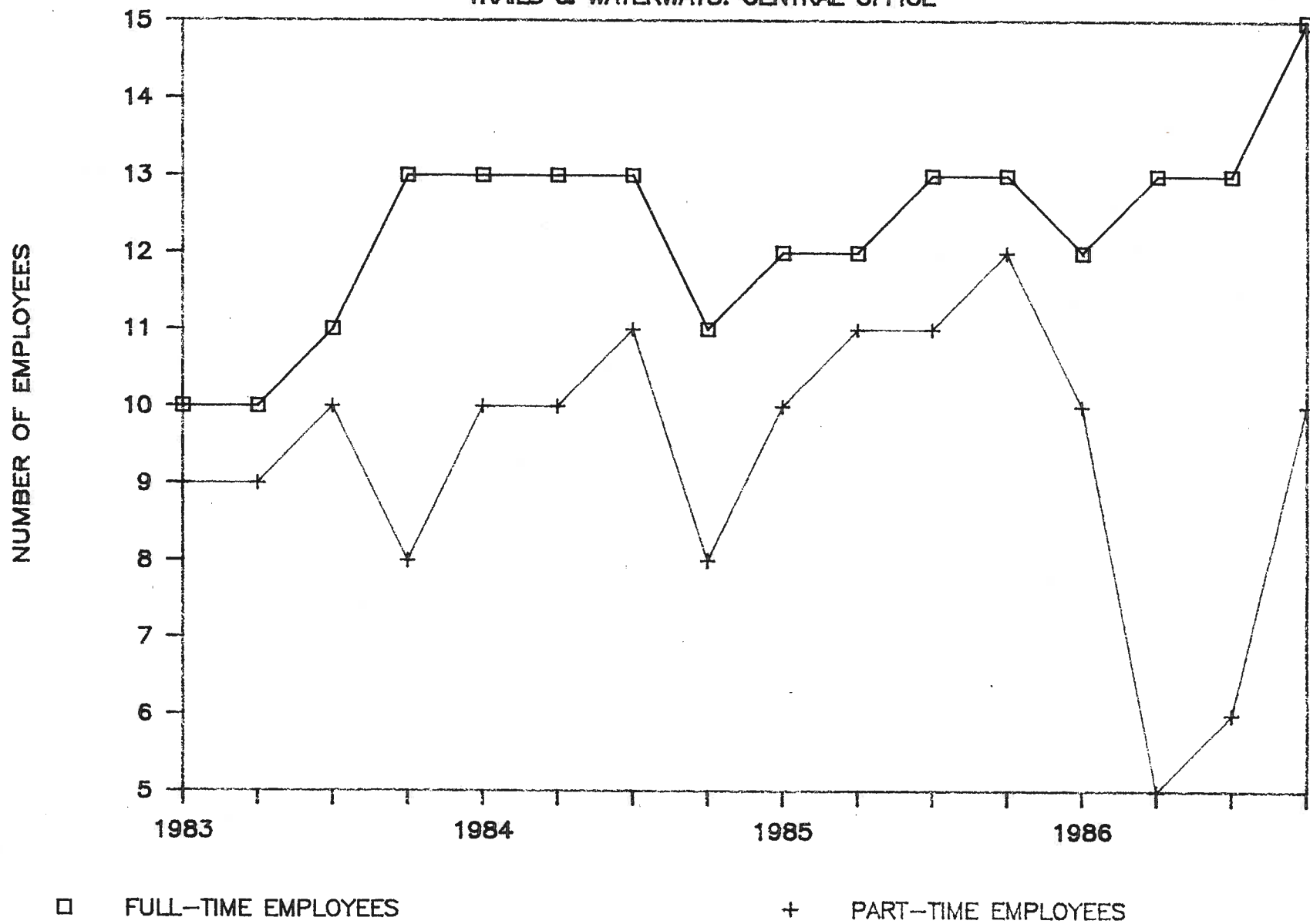
DEPARTMENT OF NATURAL RESOURCES

TRAILS & WATERWAYS



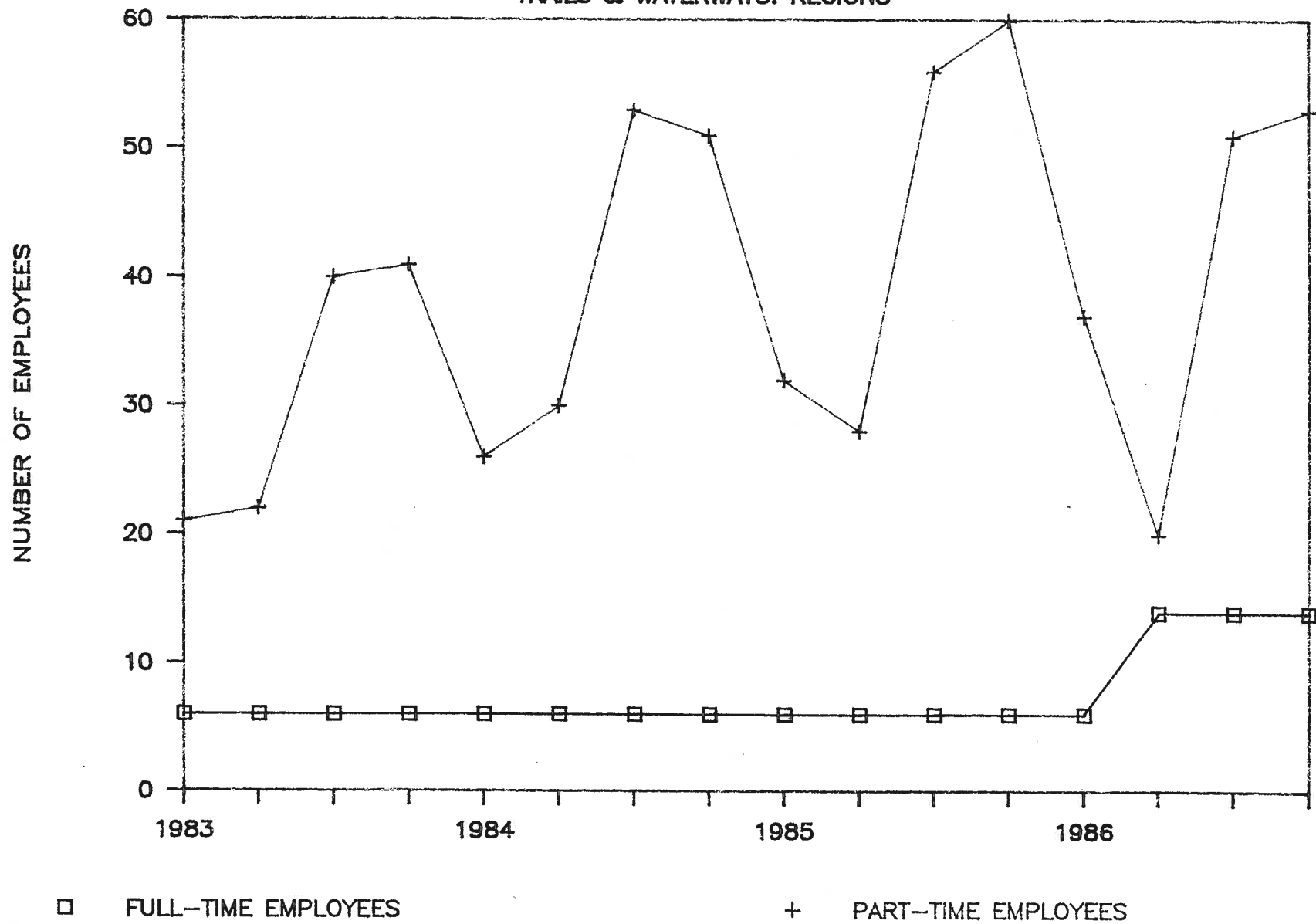
DEPARTMENT OF NATURAL RESOURCES

TRAILS & WATERWAYS: CENTRAL OFFICE



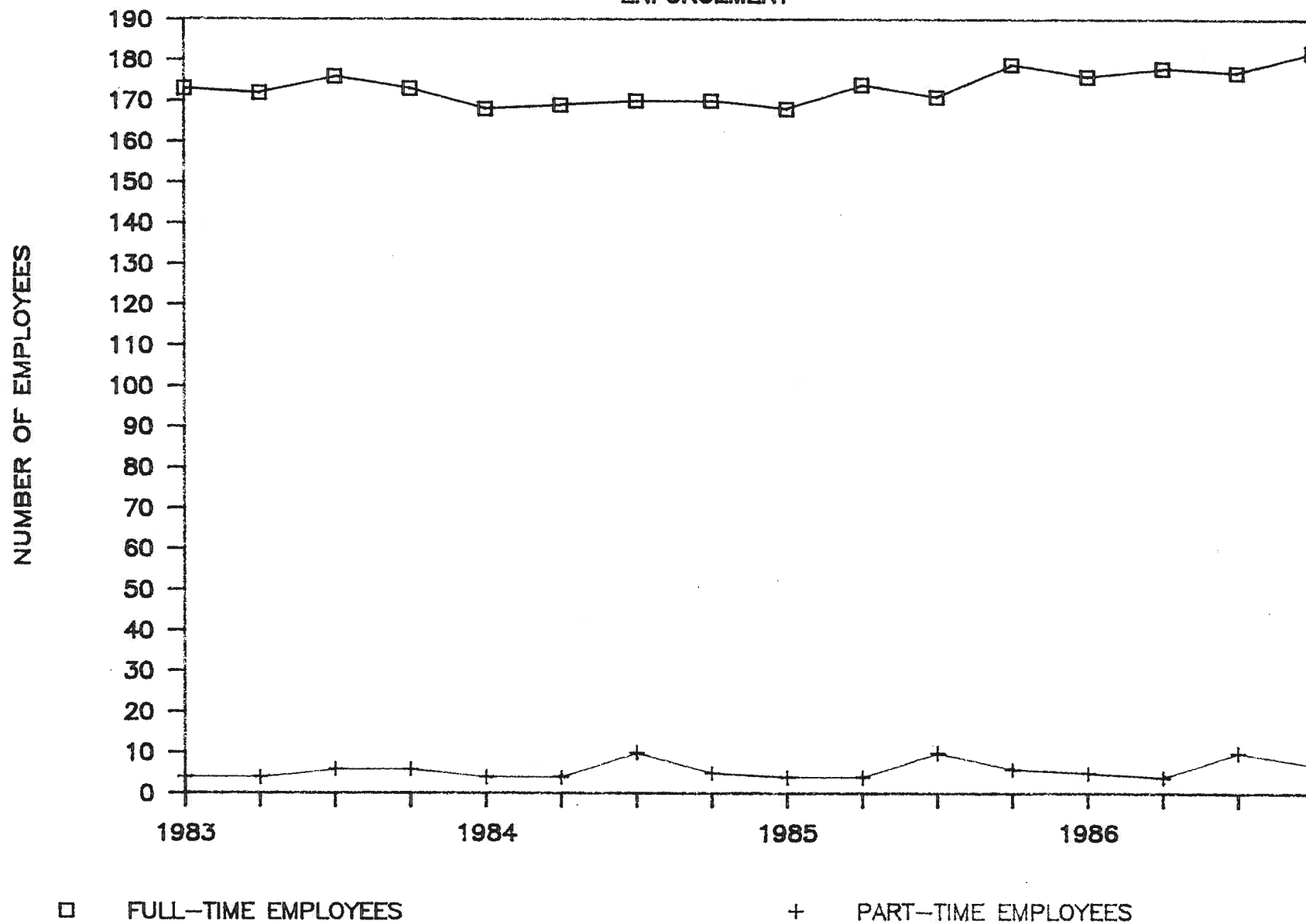
DEPARTMENT OF NATURAL RESOURCES

TRAILS & WATERWAYS: REGIONS



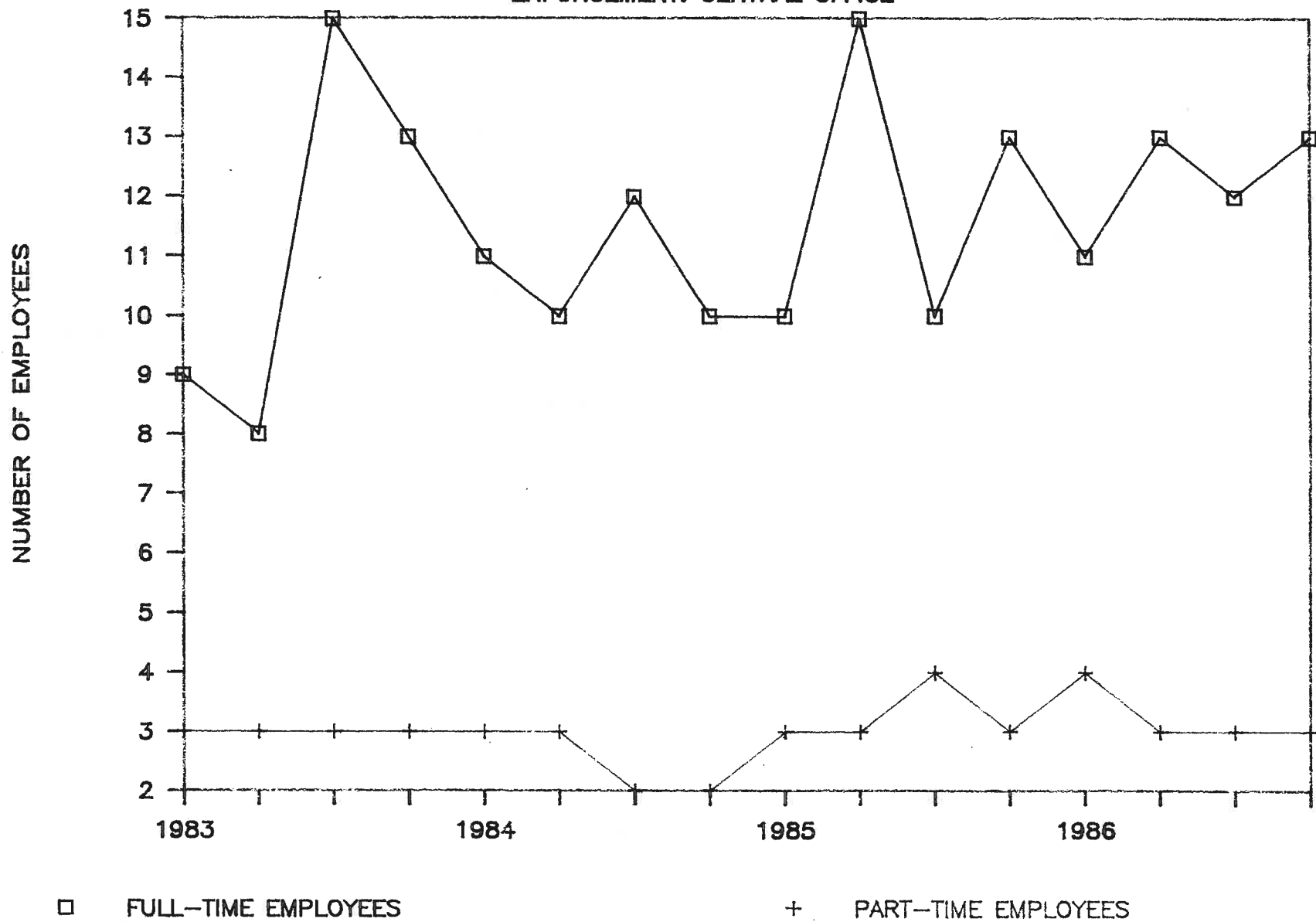
DEPARTMENT OF NATURAL RESOURCES

ENFORCEMENT



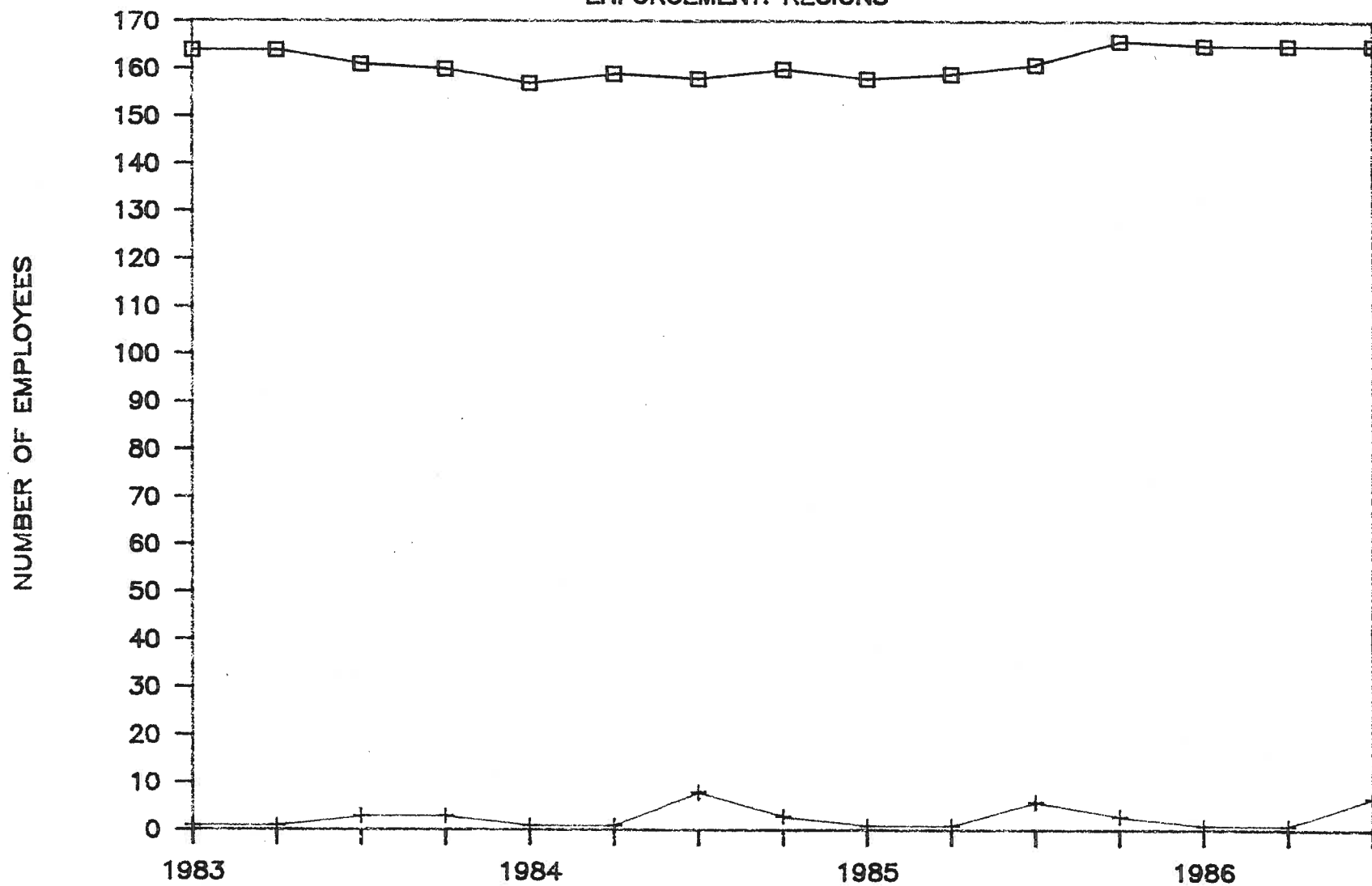
DEPARTMENT OF NATURAL RESOURCES

ENFORCEMENT: CENTRAL OFFICE



DEPARTMENT OF NATURAL RESOURCES

ENFORCEMENT: REGIONS

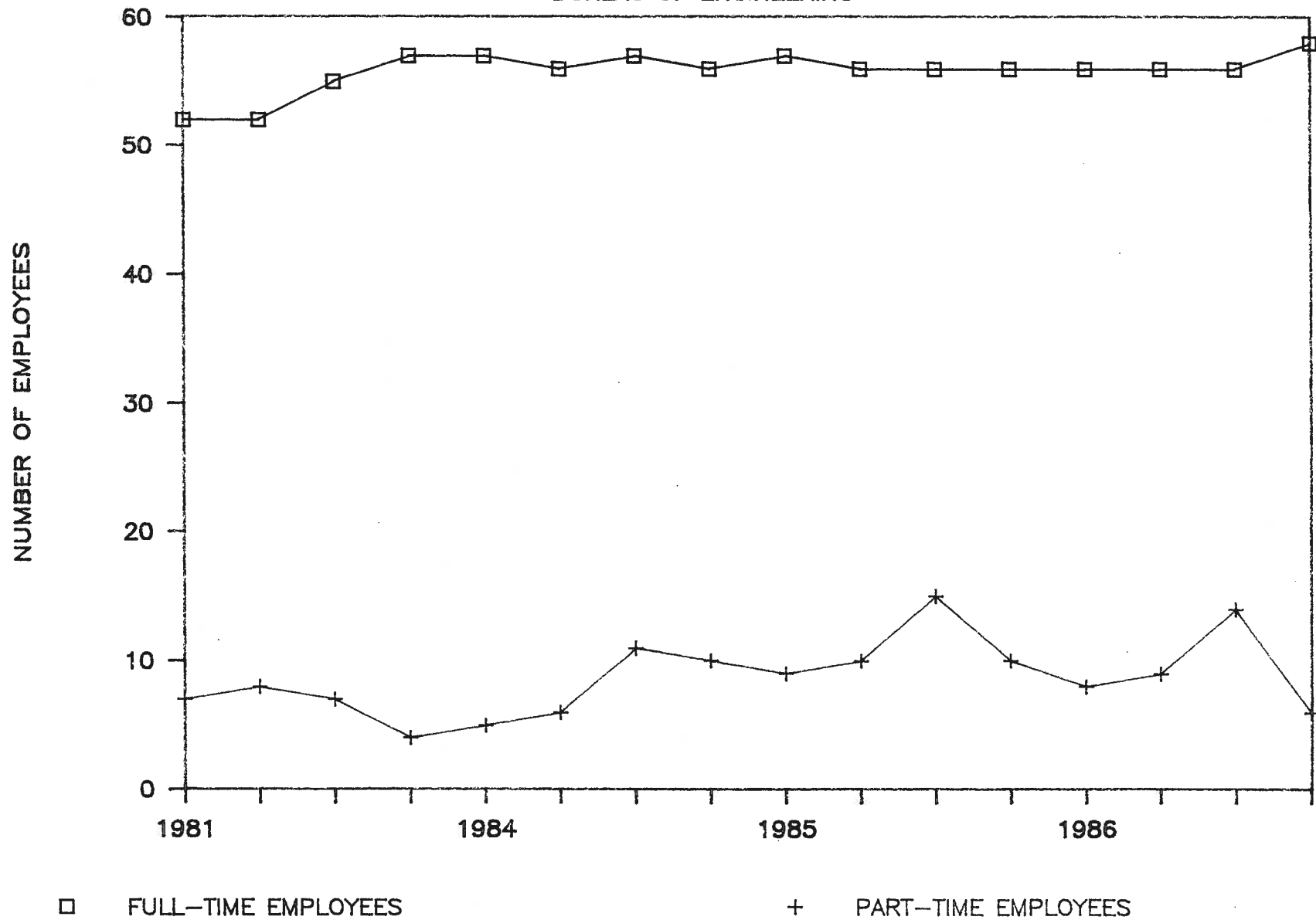


□ FULL-TIME EMPLOYEES

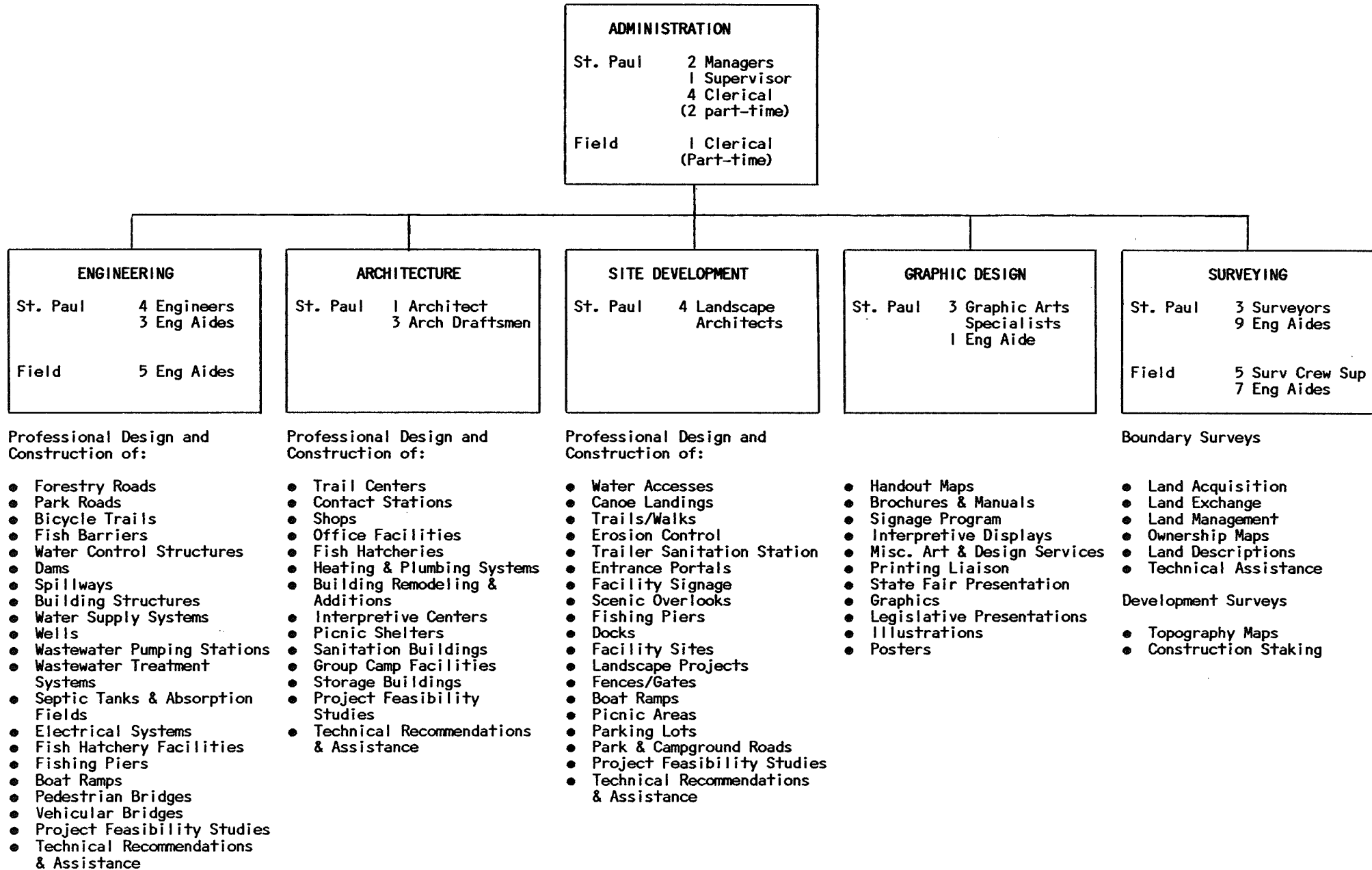
+ PART-TIME EMPLOYEES

DEPARTMENT OF NATURAL RESOURCES

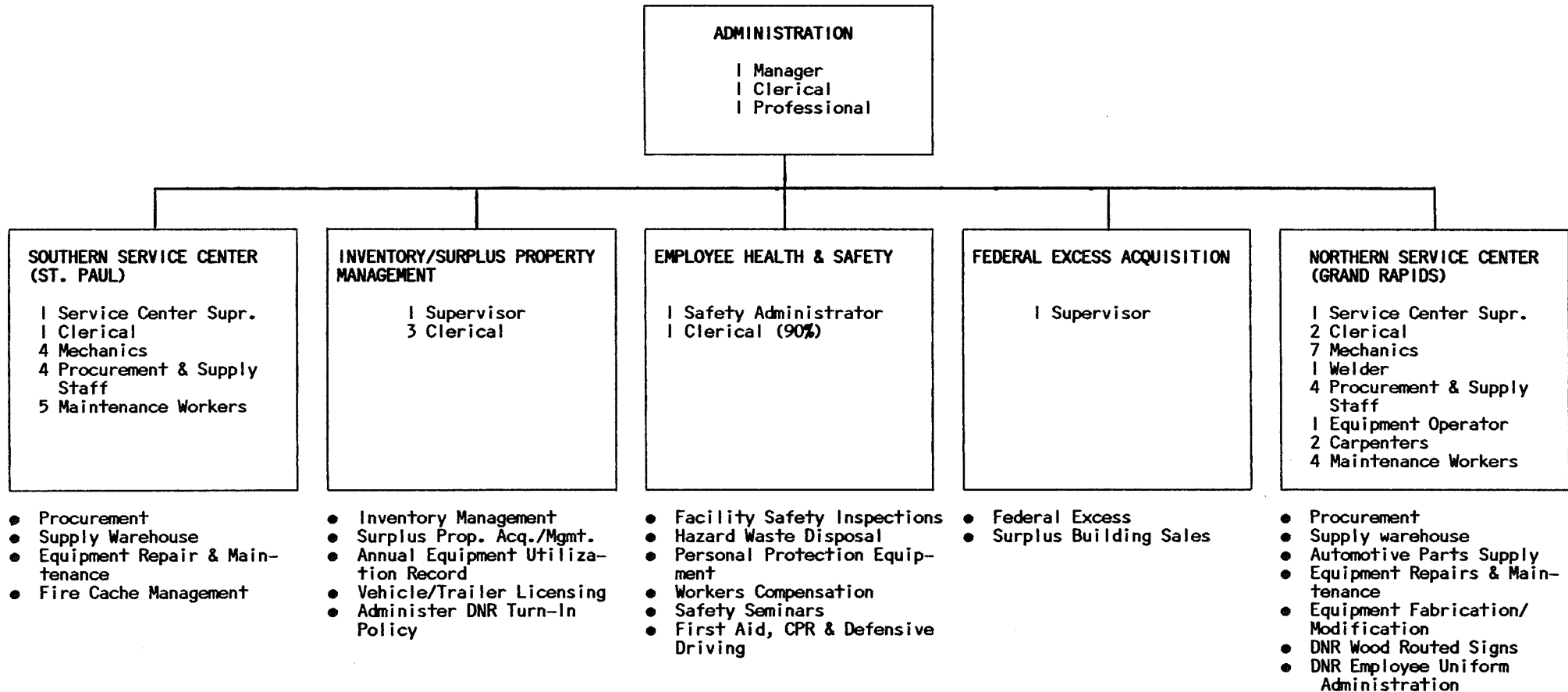
BUREAU OF ENGINEERING



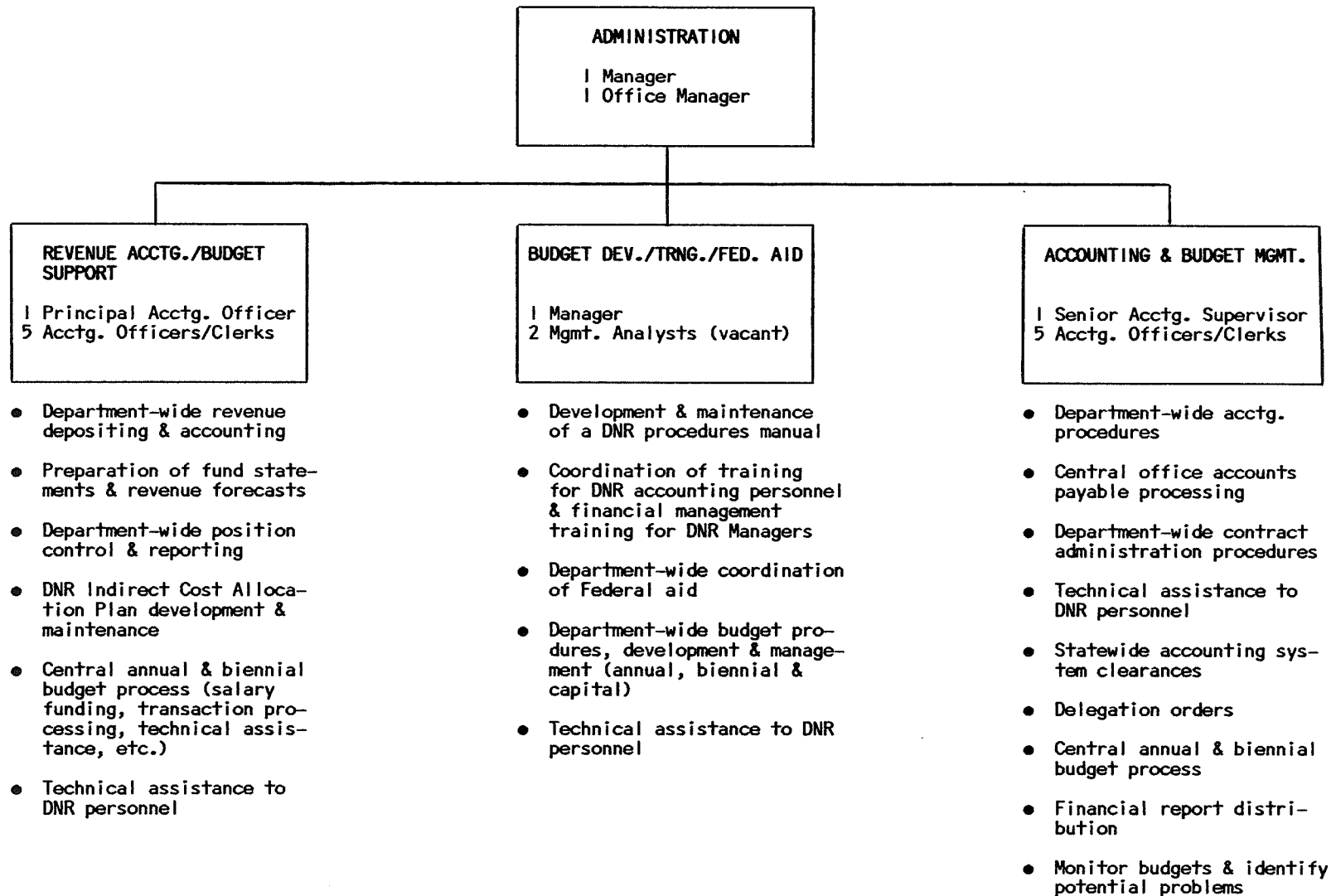
BUREAU OF ENGINEERING



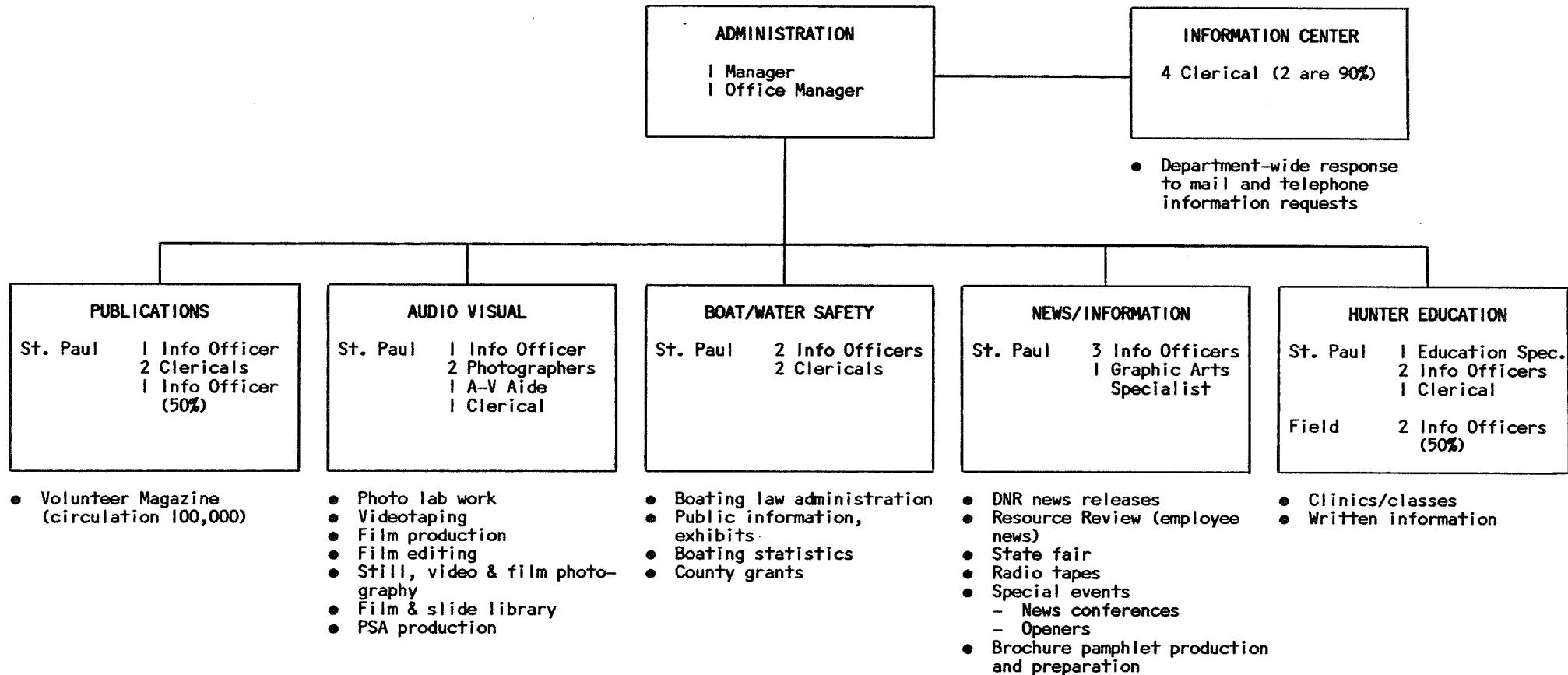
BUREAU OF FIELD SERVICES



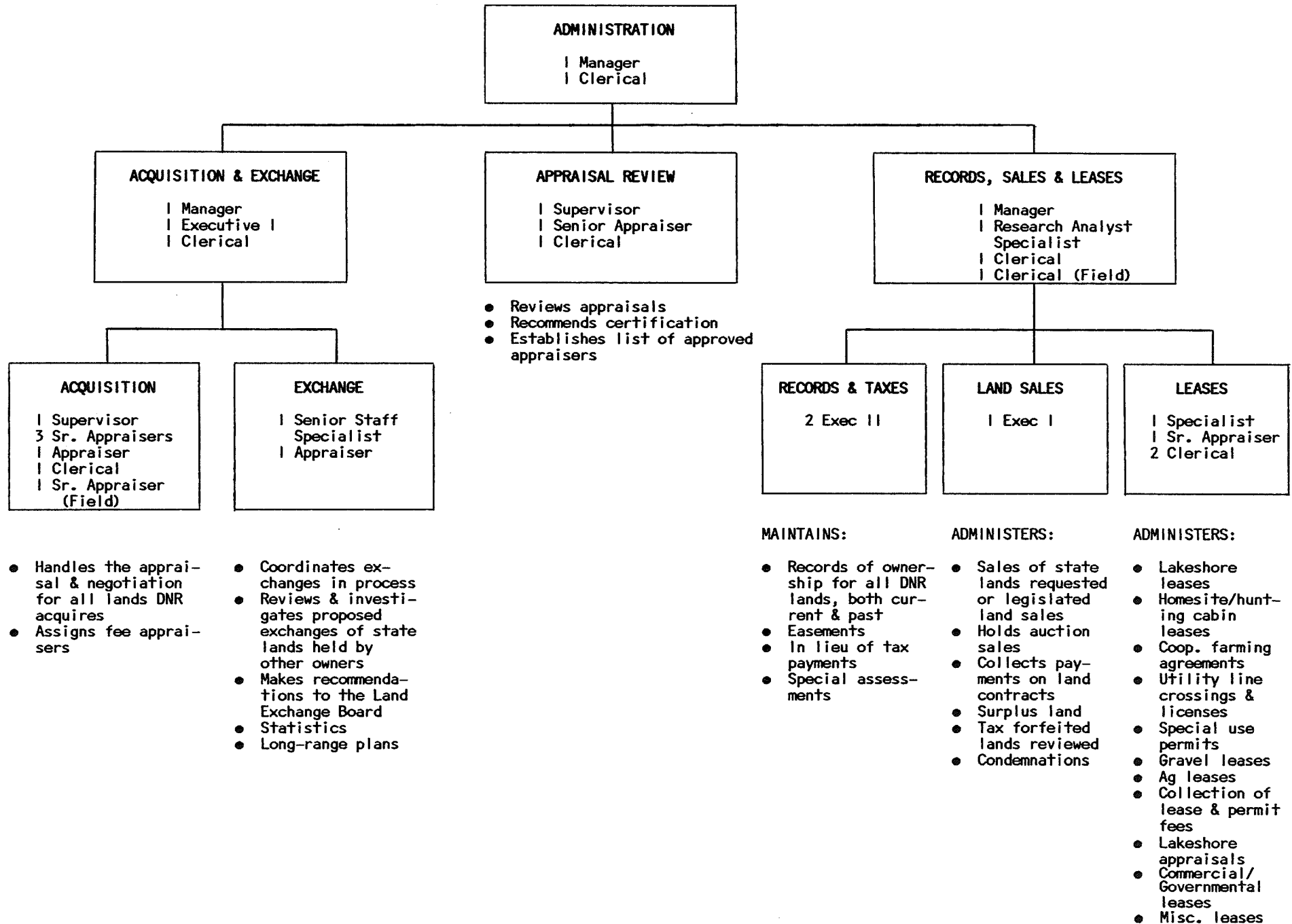
FINANCIAL MANAGEMENT BUREAU



BUREAU OF INFORMATION & EDUCATION



LAND BUREAU



BUREAU OF YOUTH PROGRAMS

ADMINISTRATION

St. Paul 1 Director
 1 Clerical

MCC YOUTH ADULT PROGRAM

St. Paul 1 Supervisor
Field 3 Crew Leaders

MCC SUMMER YOUTH PROGRAM

St. Paul 1 Supervisor
Field Corp Members
 (Numbers Vary)

Region 1 & 2

2 Roving Crews
3 Mini Crews
• Park Rapids
• Heartland Trail
• Thief Lake WMA
5 Individual Placements

Region 3 & 6

4 Mini Crews
• Brainerd, Wildlife
• Carlos Avery WMA
• Moose Lake
Forestry
6 Individual Placements

Region 4 & 5

1 Roving Crew
4 Mini Crews
• Madella Wildlife
• Whitewater WMA
• Lewiston Forestry
• Root River Trail
5 Individual Placements

2 Residential Camps

- Tettegouche
- St. Croix

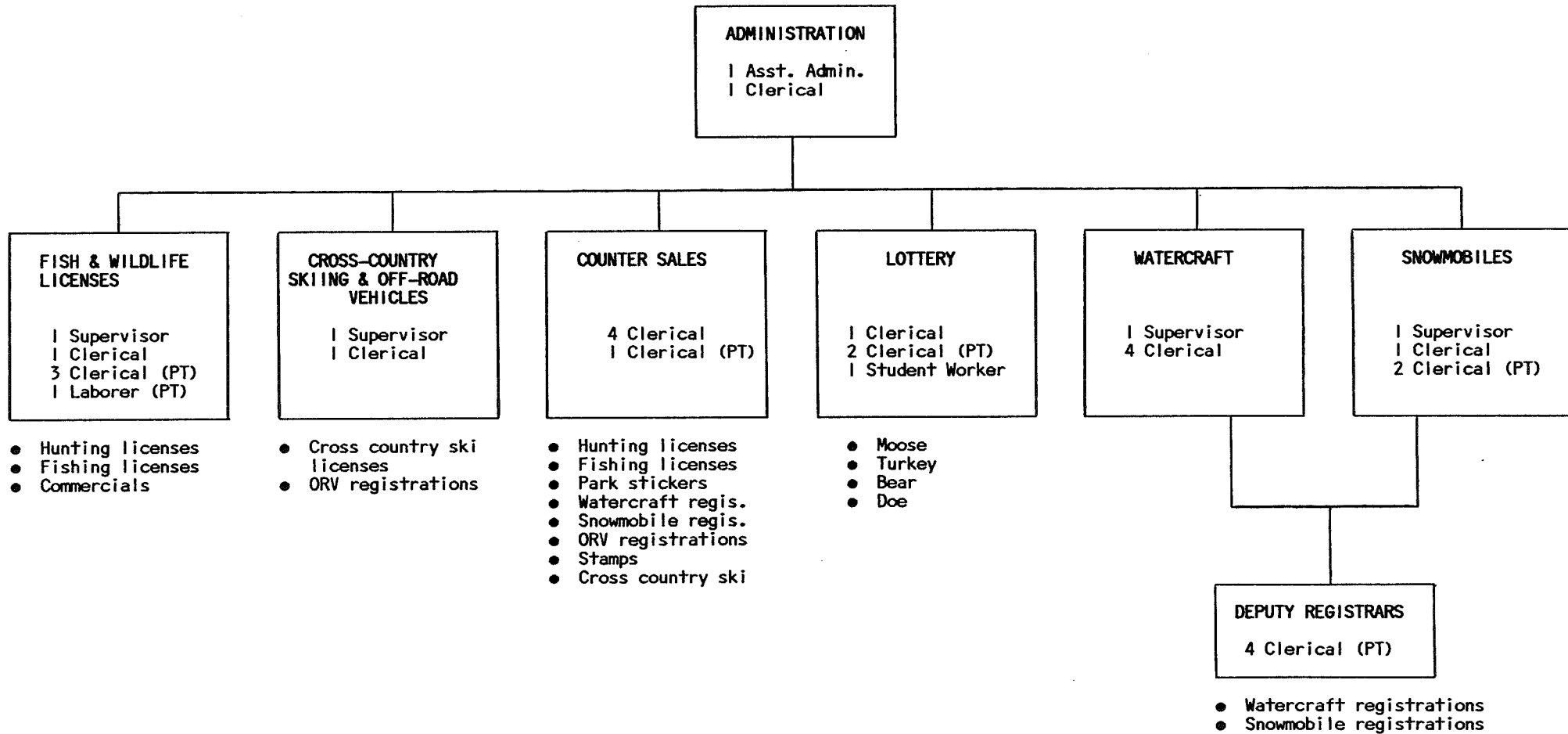
6 Non-Residential Crews

- Flandreau
- Fort Snelling
- Buffalo River
- Afton
- Wm. O'Brien
- Minnesota Valley

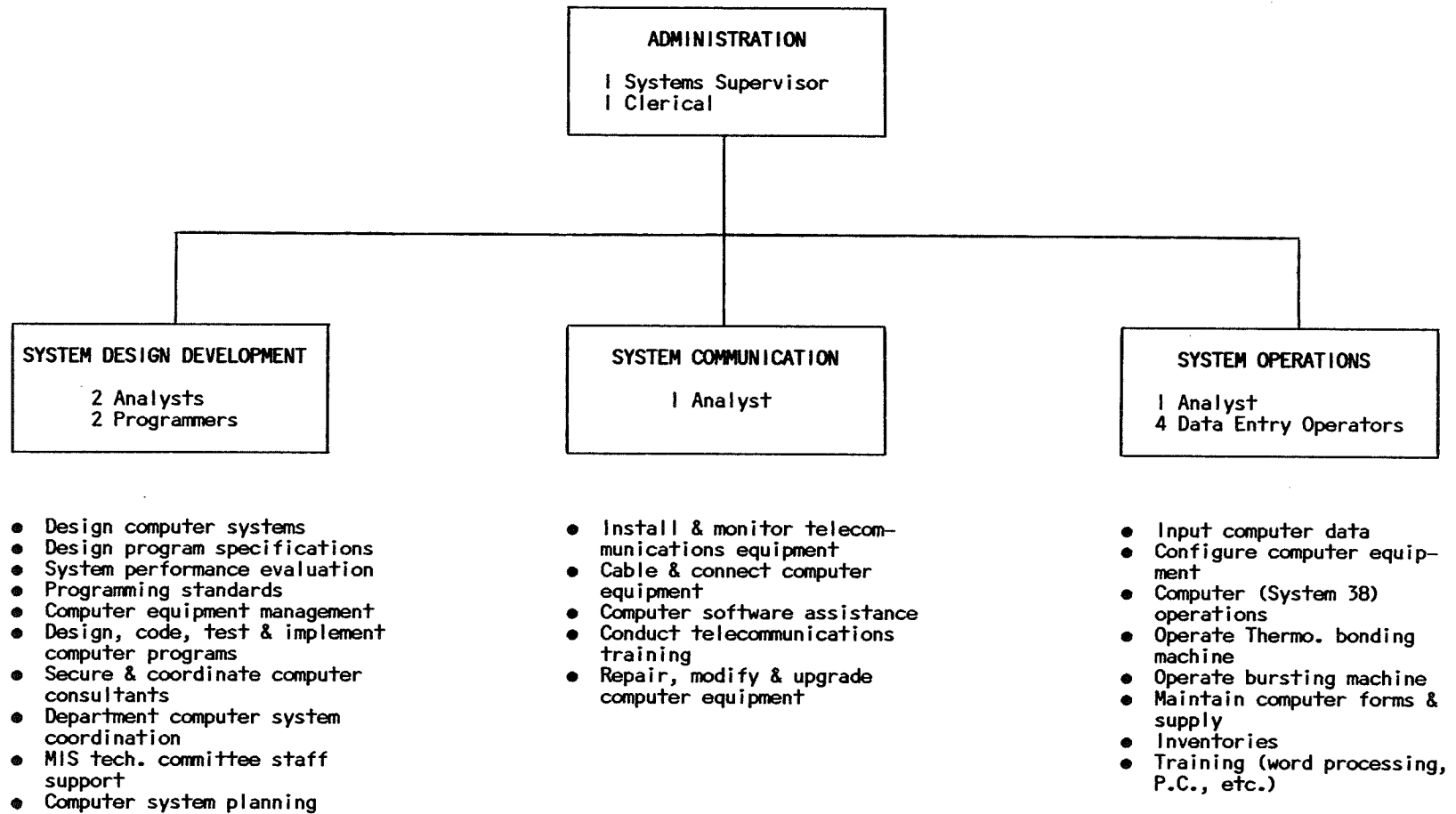
- Solicit, review & select projects from all disciplines
- Recruit, interview & hire MCC crew members
- Perform projects for disciplines, i.e.;
 - Trail development & maintenance
 - Log shelter construction
 - Campground development
 - Timber stand improvement
 - Prescribed burns
 - Fire fighting

- Solicits outside funding (approx. 50% of summer budget comes from outside sources)
- Identifies camp location (with Parks)
- Recruits, interviews & hires 20-30 summer staff

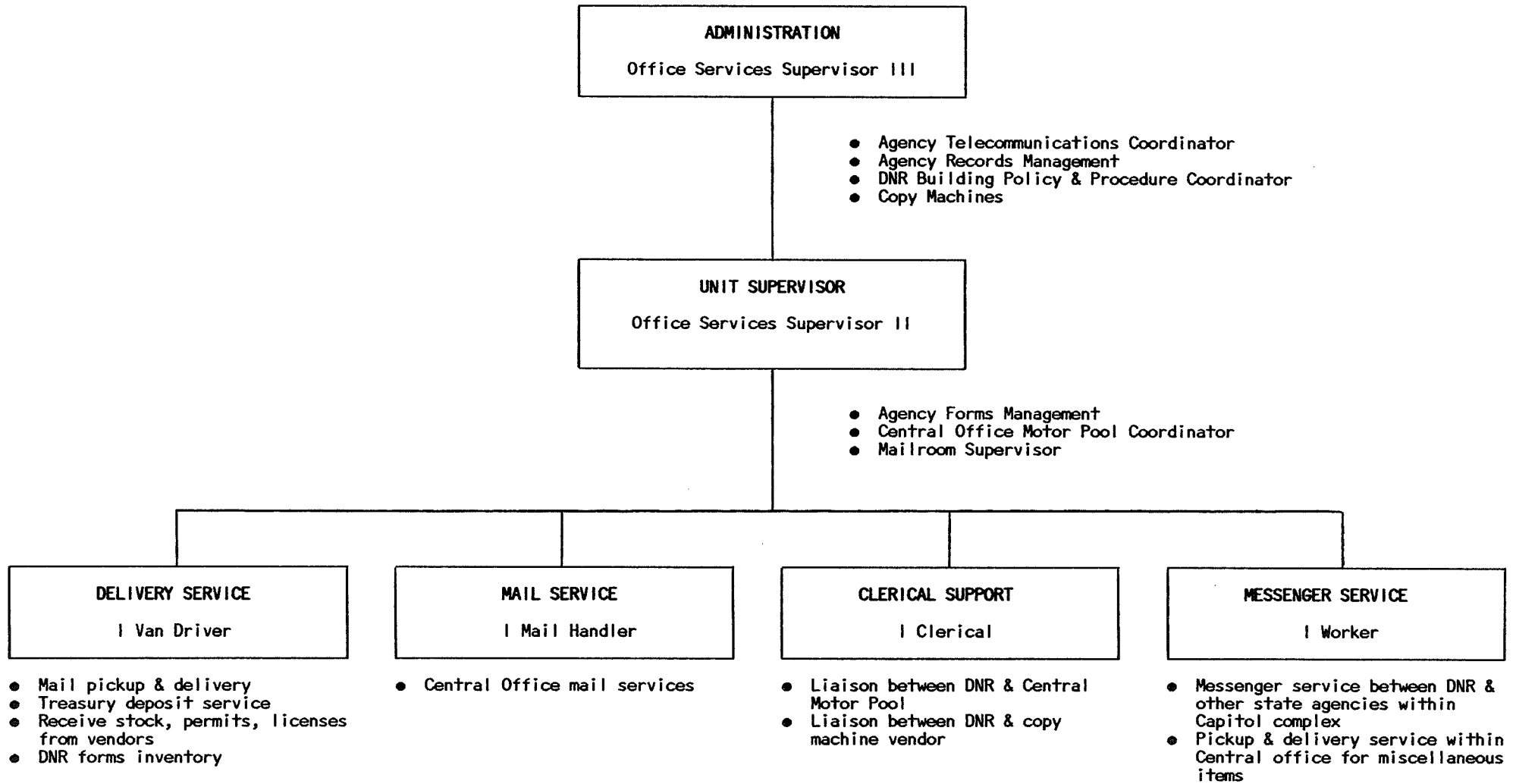
DNR LICENSE BUREAU



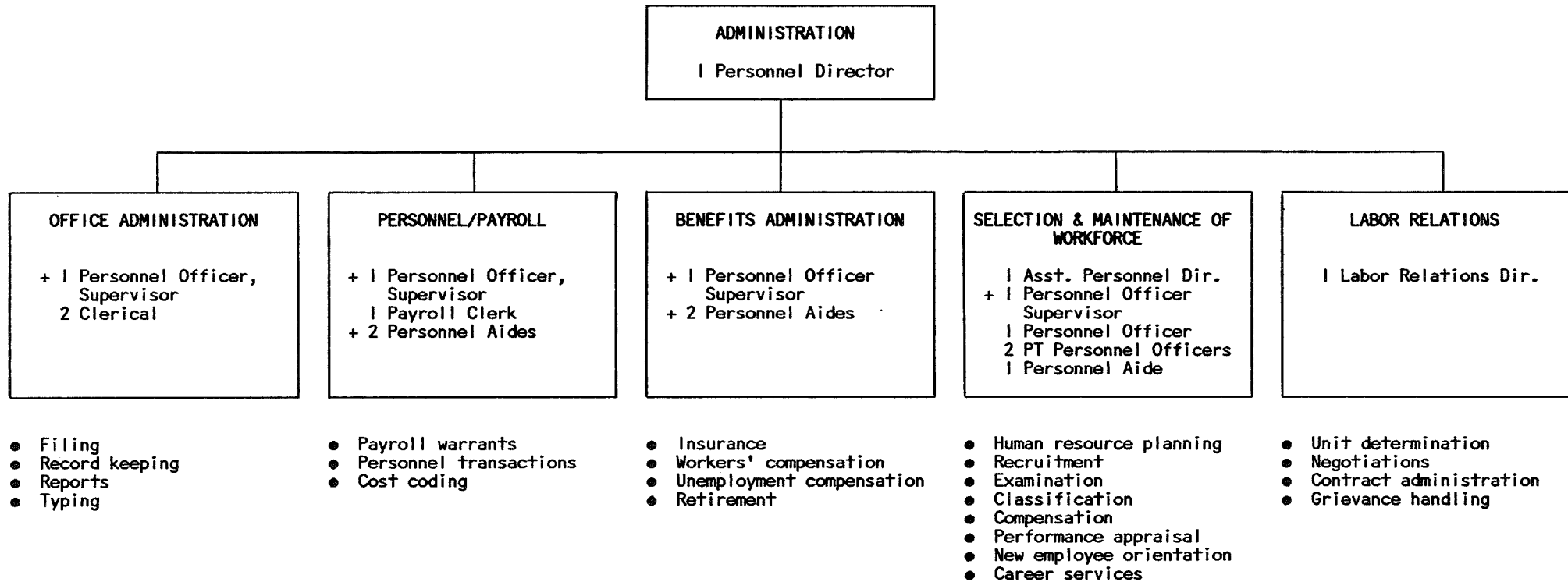
BUREAU OF MANAGEMENT SYSTEMS



BUREAU OF RECORDS & OFFICE SERVICES

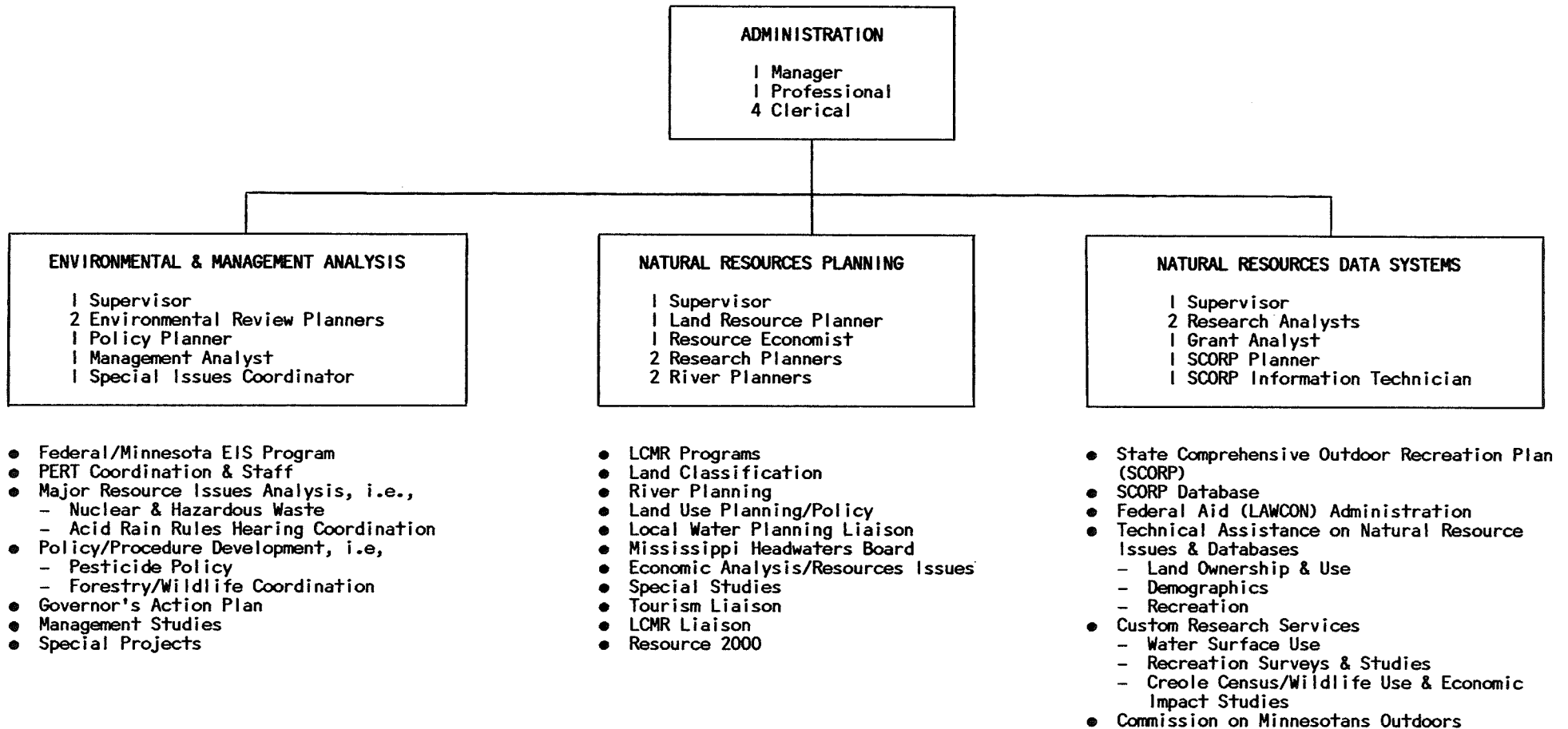


BUREAU OF PERSONNEL

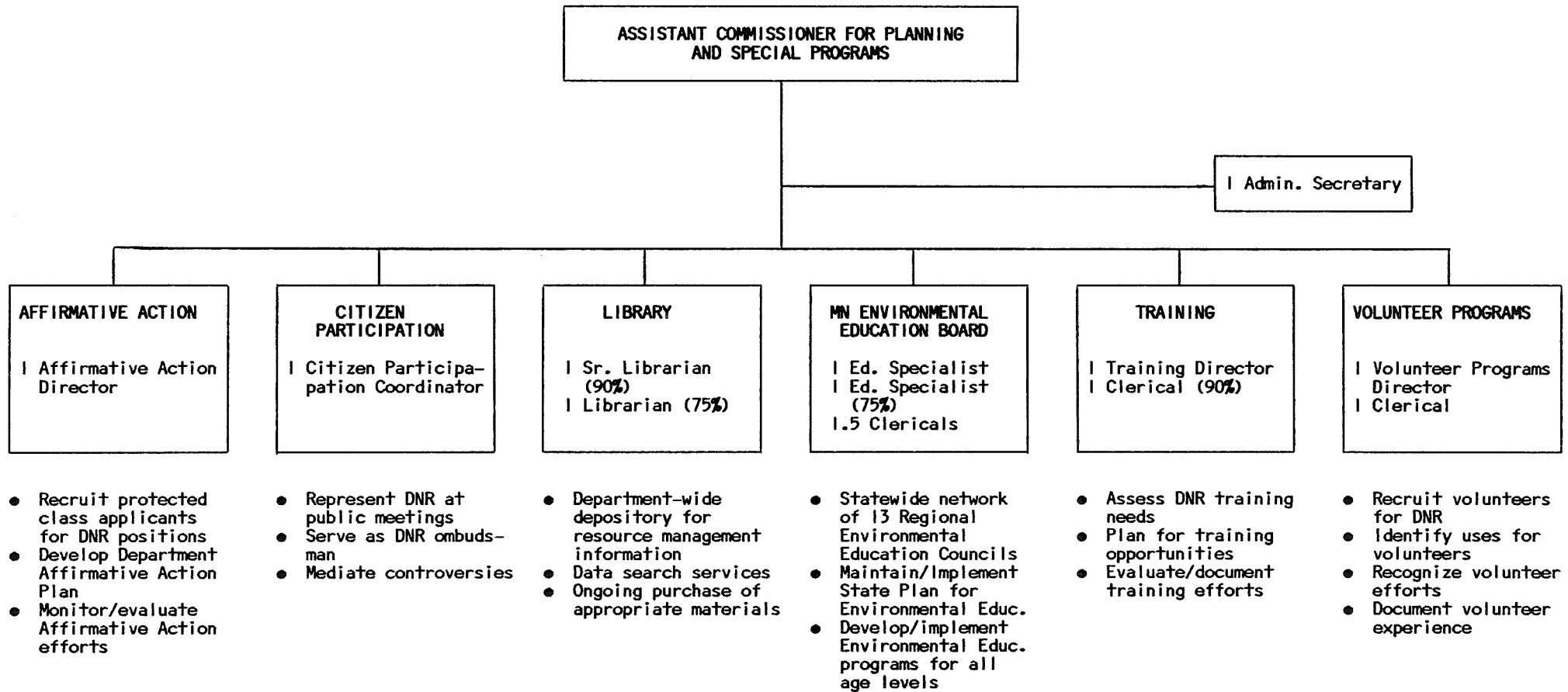


+ These positions have significant responsibility in more than one major bureau function so are listed more than once under the appropriate function. Total complement equivalent equals 12.35 full-time positions.

OFFICE OF PLANNING

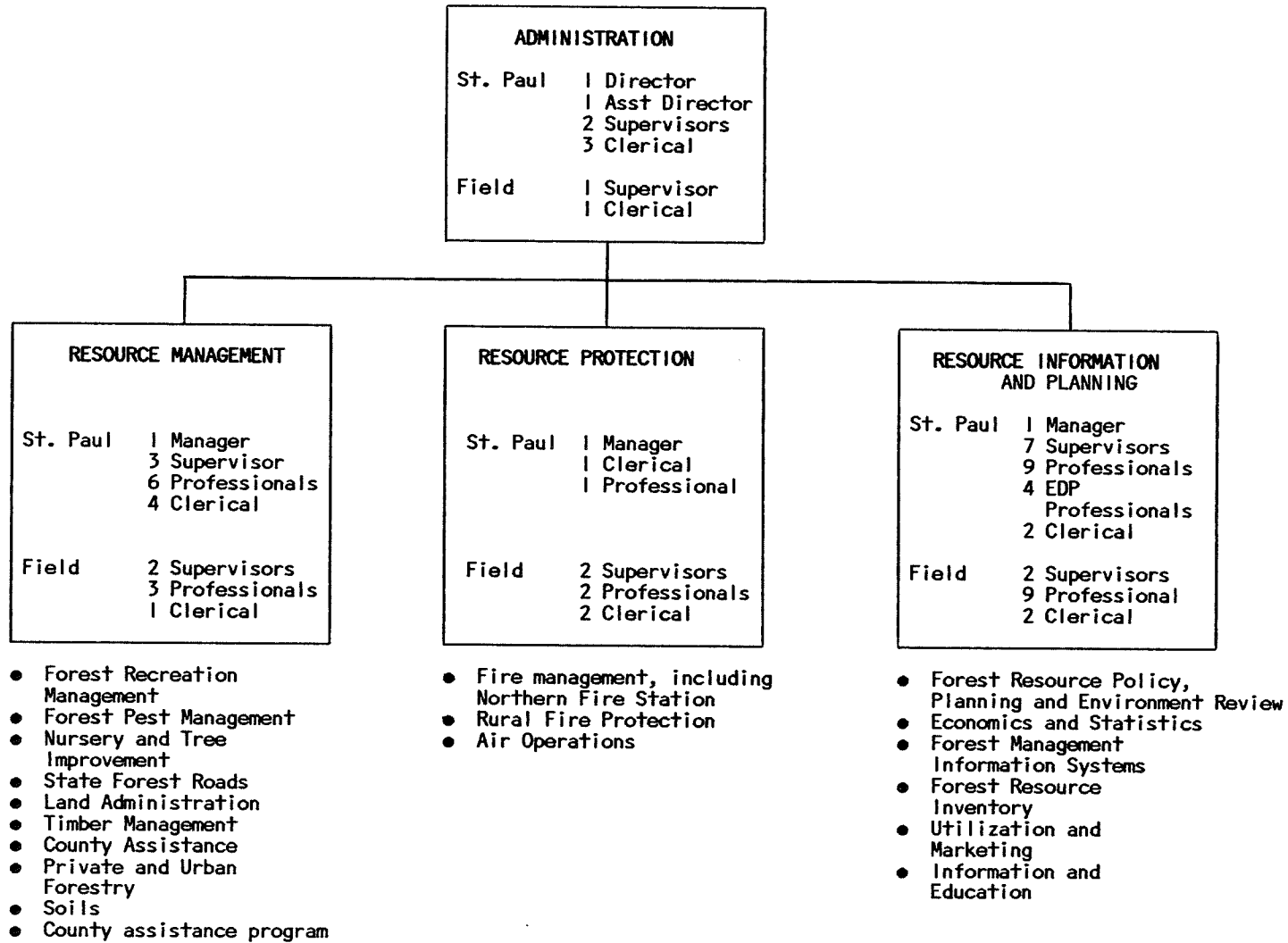


SPECIAL PROGRAMS*

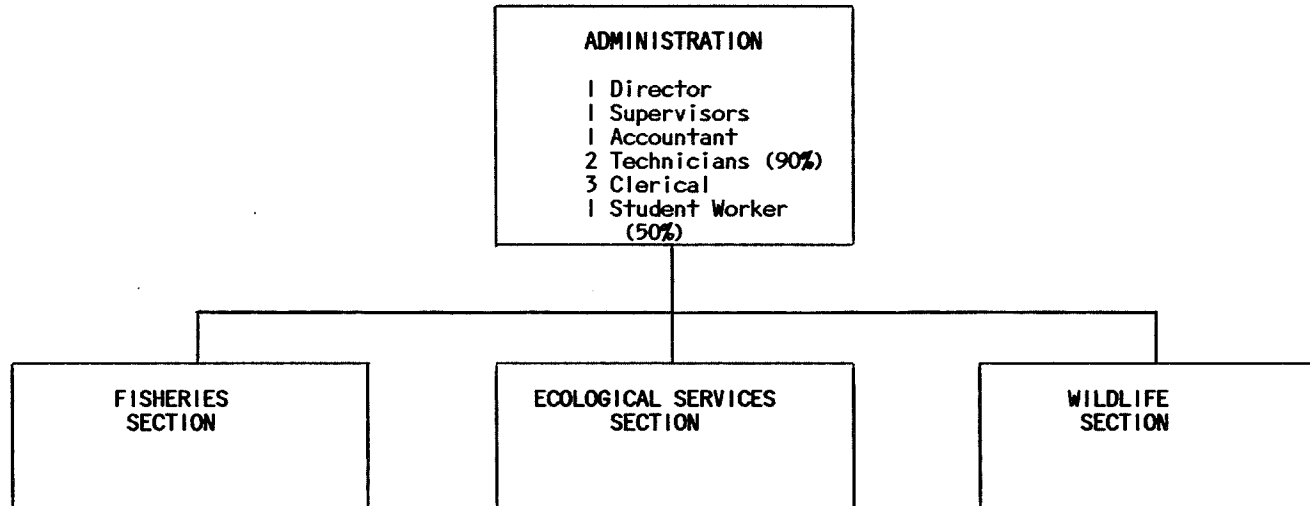


* All St. Paul, except MEEB also has three part-time Ed. Specialists and three part-time clerical positions assigned to the field.

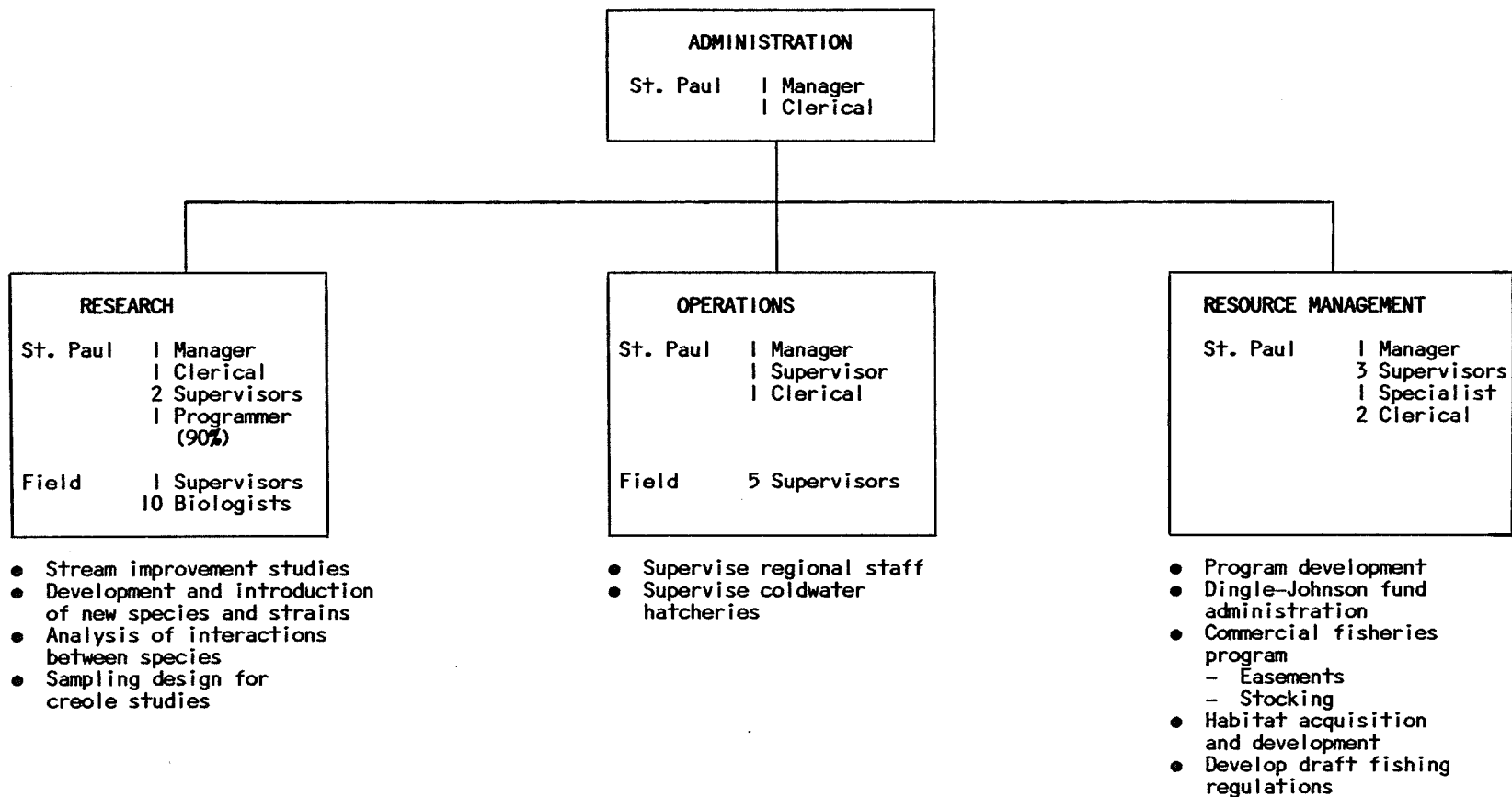
DIVISION OF FORESTRY



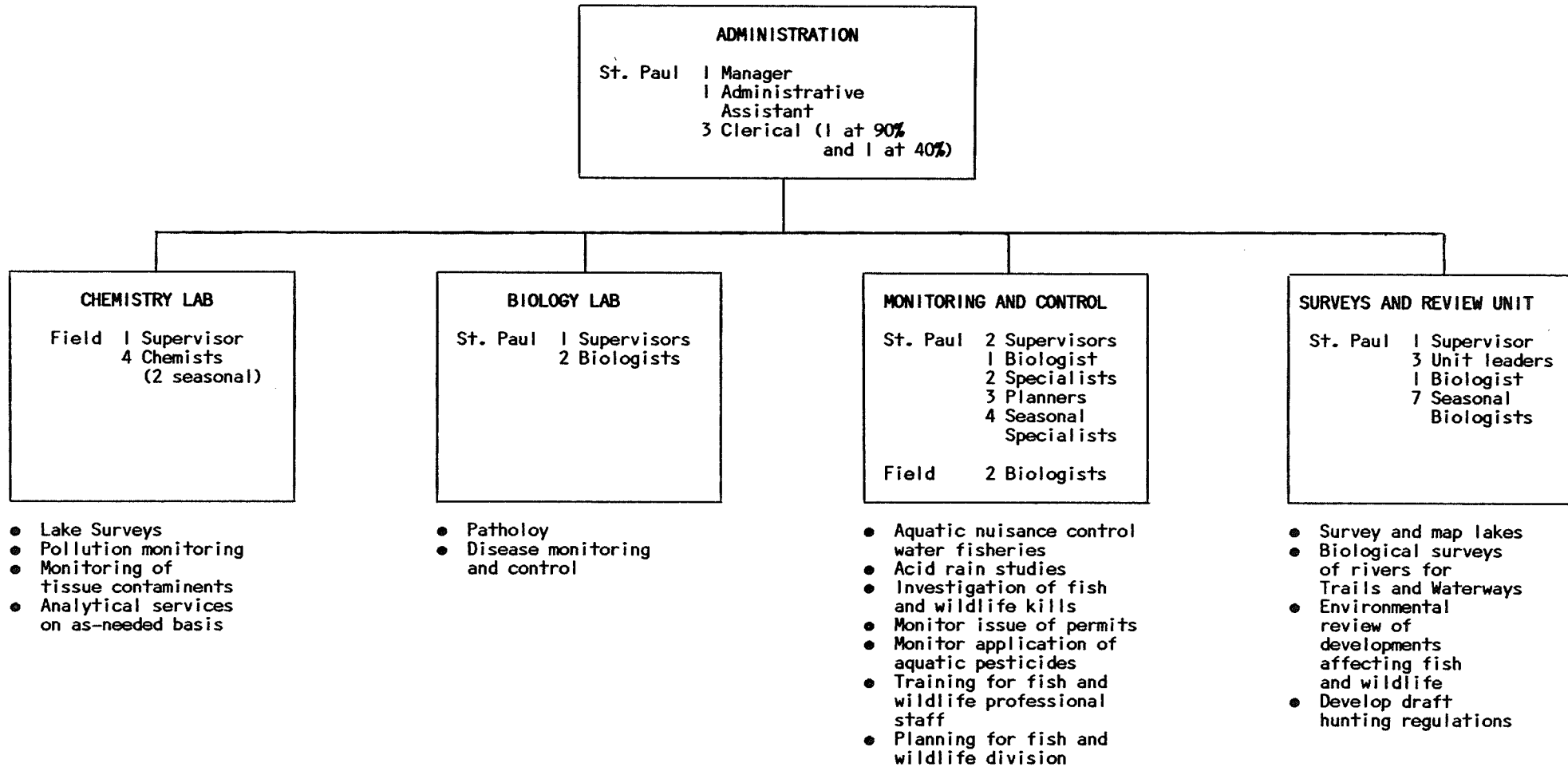
DIVISION OF FISH AND WILDLIFE



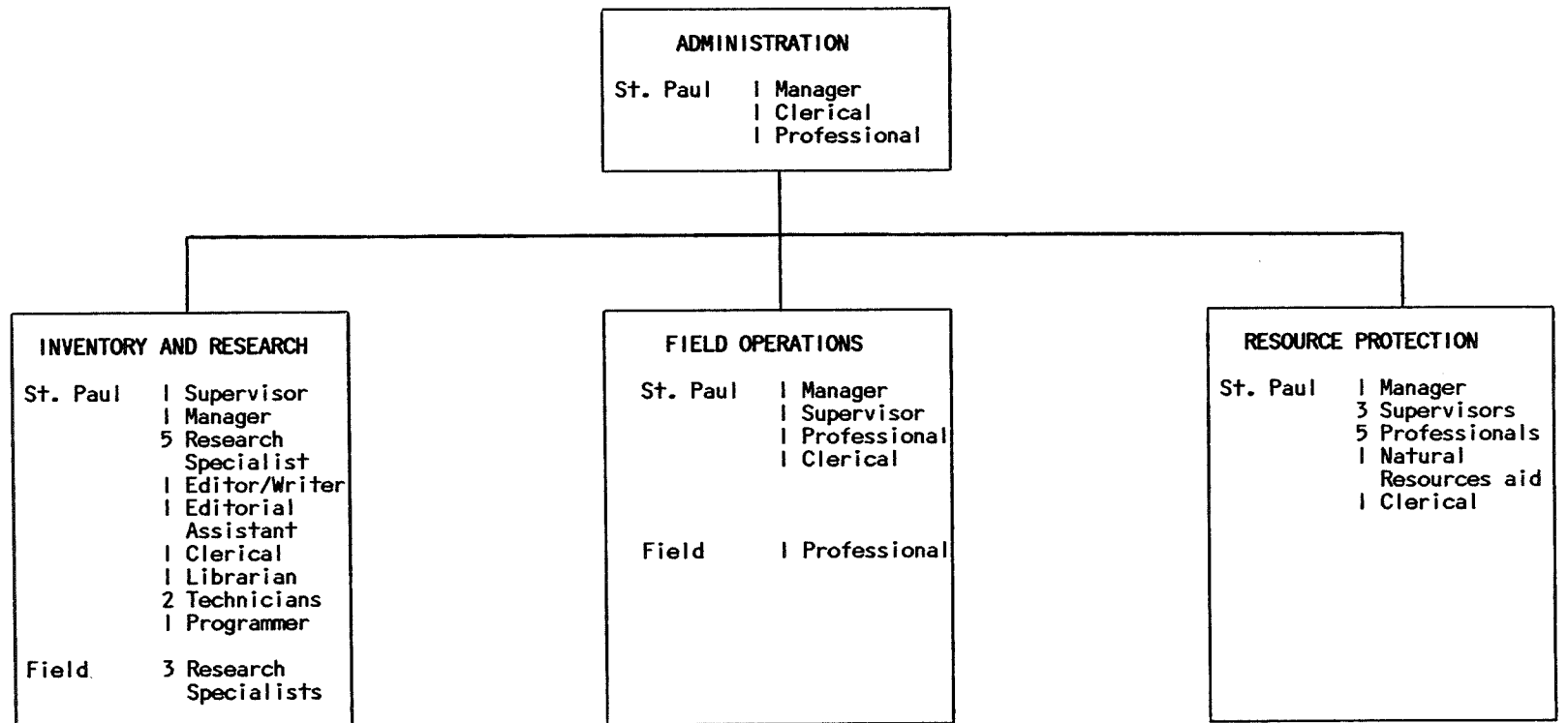
FISHERIES SECTION



ECOLOGICAL SERVICES SECTION



WILDLIFE SECTION

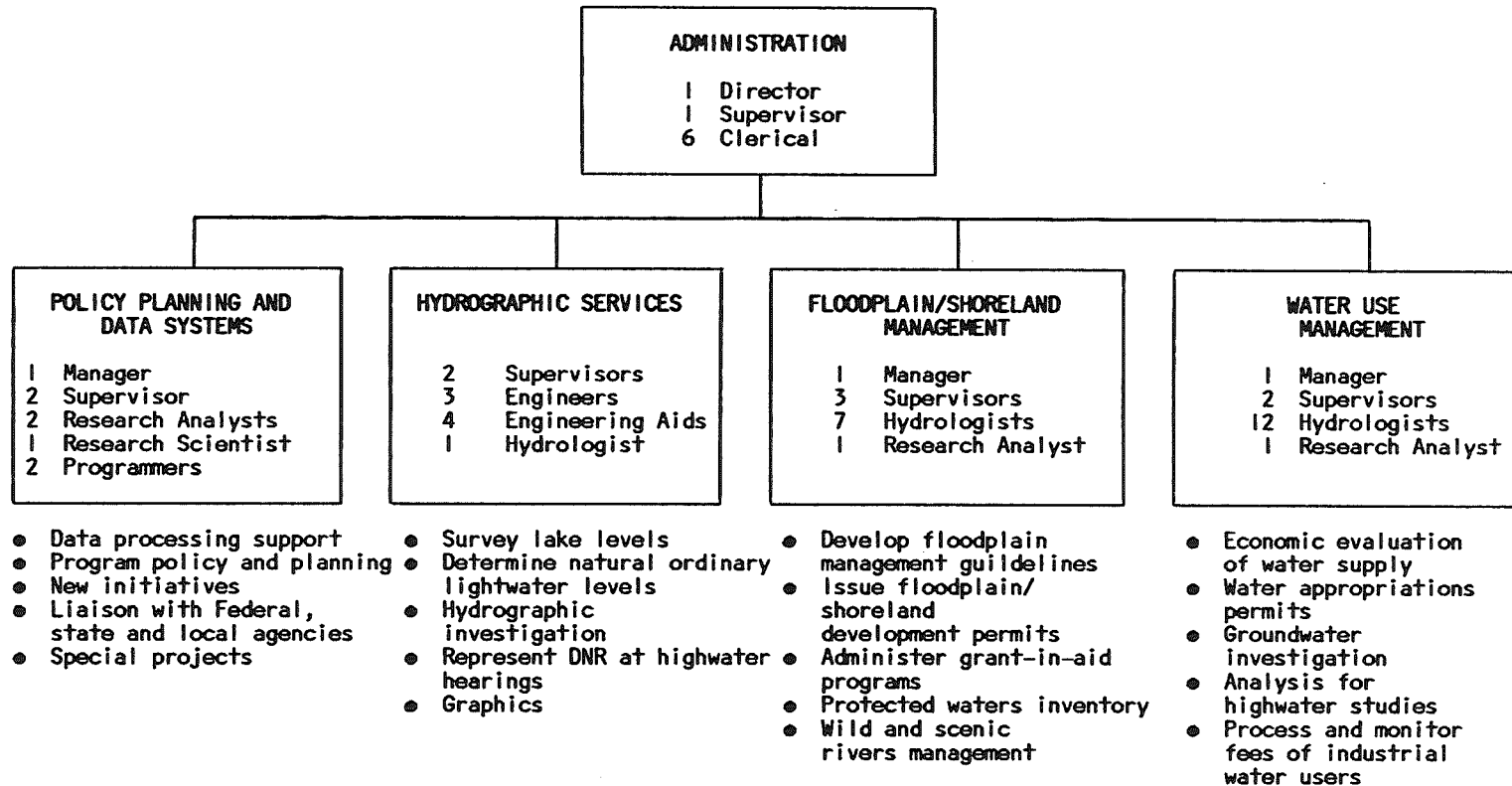


- National Heritage
 - Identify unique wildlife areas
- Censuses and surveys
- Department library
- Special research
 - Farmland wildlife
 - Wetland wildlife
 - Forest wildlife
- Non-game program
 - Program development
 - Promotion
 - Non-game research
 - Coordinate non-game restoration efforts

- Land acquisition
- Survey of shallow lakes
- Coordinate major projects involving capital investment
 - Dam improvements
 - Impoundments
- RIM program
- Pitman-Robertson fund administration
- Supervise field staff

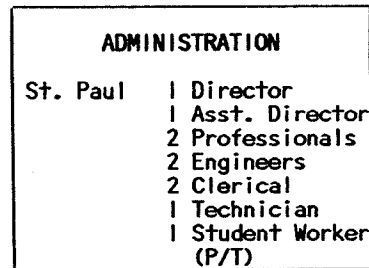
- Program development
- Private lands coordination
- Waterfowl habitat improvement

DIVISION OF WATERS*

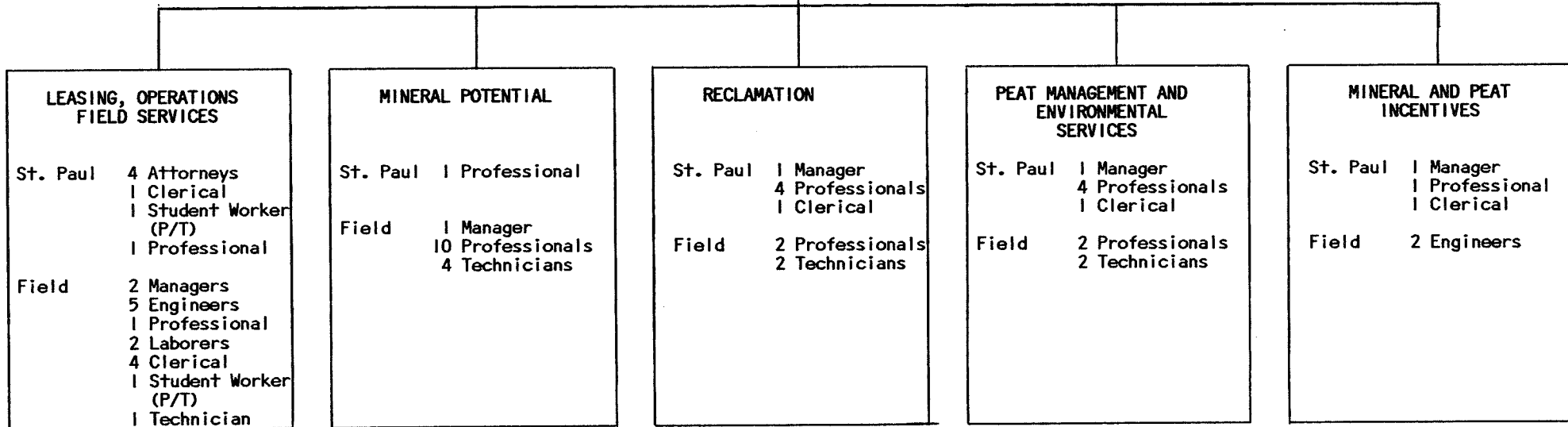


* The entire central office staff is located in St. Paul, except three engineering aids and a supervisor in the hydrographic services unit who have offices in St. Paul but are in the field 3-5 days per week.

MINERALS DIVISION



- Office Services
- Special Projects
- Computer Services
- Economic Services



- Policy and program development
- Sales & negotiations of leases
- Administration of existing leases
- Economics and legal research
- Estimation of state-owned mineral resources
- Field services

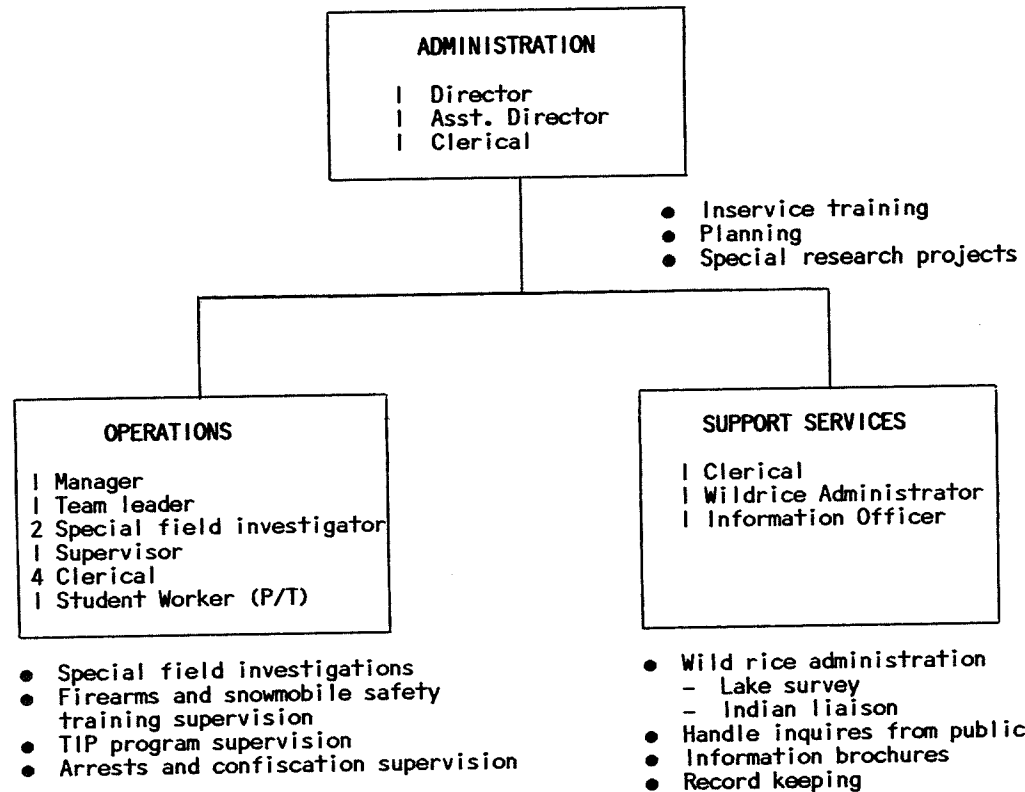
- Evaluation of metallic and industrial minerals
- Provide centralized collection of exploratory data
- Related research
- Related research projects

- Develop and administer mineland reclamation regulations
- Mineland reclamation permitting program
- Coordinate reclamation

- Develop and administer peatland policy
- Environmental review for peat and mineral leasing
- Land sales and exchanges
- Peat inventory

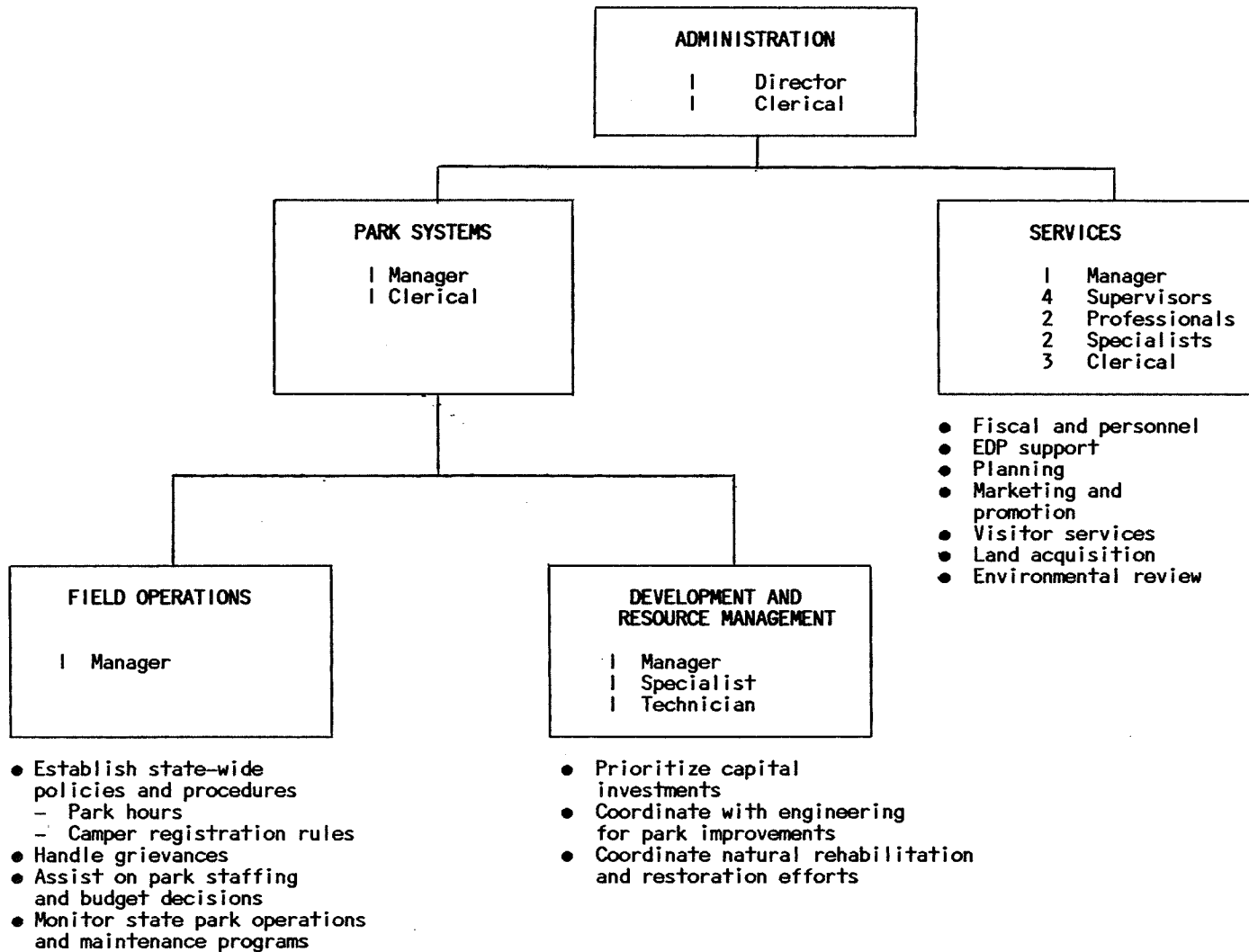
- Sponsor peat development and direct reduction research
- Cooperative research with mining companies

DIVISION OF ENFORCEMENT*

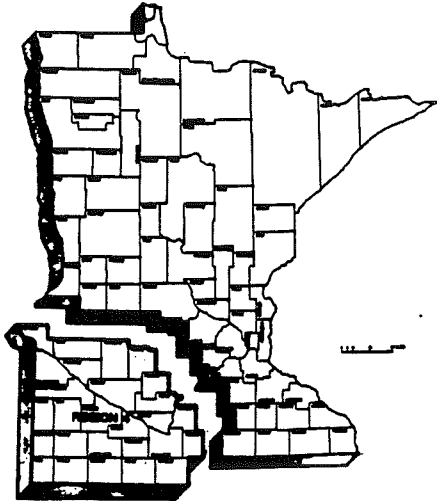


* All central office staff are located in St. Paul, except the wild rice administrator. The wild rice administrator acts as a conservation officer for half the year and as the wild rice administrator for the other half of the year.

PARKS

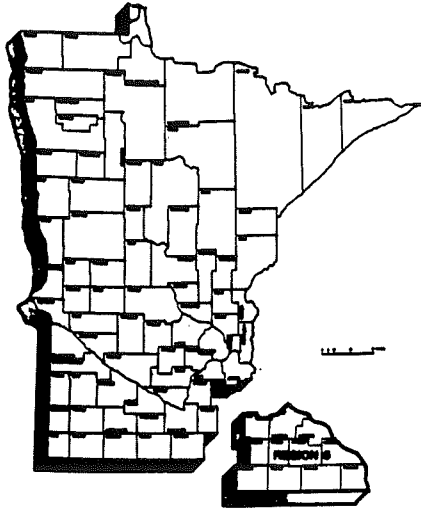


Southwest Region



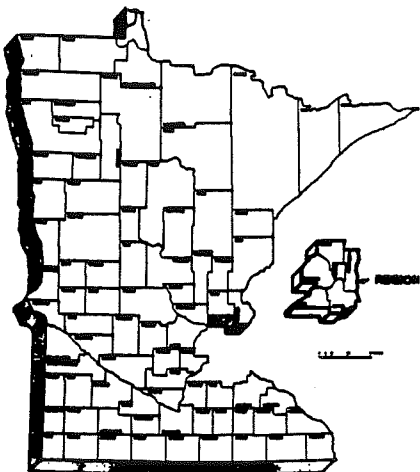
- Geography
 - Very little forest land
 - Heavily developed
 - Large wetland area
- Principle activities
 - Parks and recreation
 - Wildlife
 - Fisheries
 - Trails and waterways
 - Land acquisition
- Major issues/concerns
 - Need to prevent drainage of wetlands
 - Need to preserve healthy habitat for wildlife
 - Conflict between farmers and DNR

Southeast Region



- Geography
 - Not as heavily agricultural as Southwest
 - Numerous sinkholes
 - Mississippi River
 - Steep slopes
- Principle activities
 - Heavy ground water responsibility
 - .. Water level
 - .. Pollution in ground water
 - Land acquisition on steep slopes to provide watershed protection
 - Parks and recreation
 - .. Whitewater state park
 - .. Douglass trail and route river trails
- Major issues/concerns
 - Water level and quality
 - Serious deer deprivation problems
 - Conflict with farmers over land acquisition

Metro Region



- Geography

- Heavily populated
- Three major rivers
- Flooding in some counties
- Urban development affecting water

- Principle activities

- Public information and education
- Close interaction with municipalities and other local agencies in land use matters
- Three heavily used parks - mostly day use
- Trail development
 - .. Minnesota Valley Trail
 - .. Luce Line
 - .. Minnesota/Wisconsin Trail
- Flood control
 - .. Regulatory
 - .. Emergency assistance
- Urban fisheries program

- Major issues/concerns

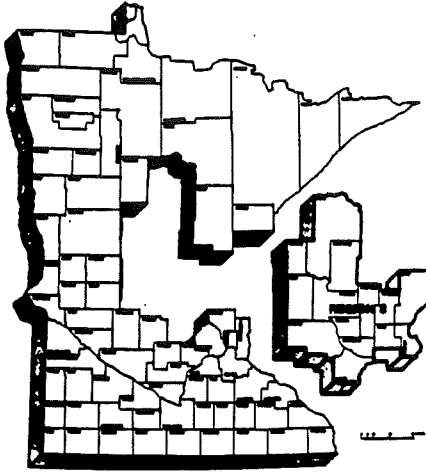
- Urban wildlife problems

- .. Deer
 - .. Geese

- Controversy over public access to lakes

- Local pressure to keep water levels low

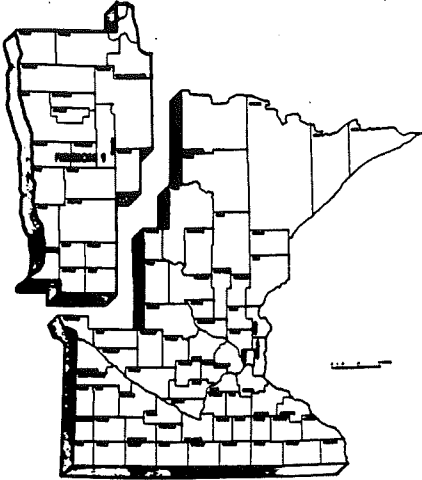
Central Region



- Geography
 - Large number of lakes
 - Transition area between farmland and forest
 - Major recreation area
 - .. Hunting
 - .. Fishing
 - Dense population in southern portion of region
- Principle activities
 - Trails and waterways
 - Habitat development for wildlife
 - Forestry
 - .. Tree nurseries
 - .. Private lands management
- Major issues/concerns
 - Water level of area lakes
 - Dispute over rents for lakeshore lease cabin sites
 - Dispute over use of herbicides in lakes
 - Law suit over illegal deer sales arrest

- Major effort to attract new minerals development
 - .. State owns 20% of Mesabi Iron Range and owns mineral rights to 10 million acres
- Deer and moose management
- Major issues/concerns
 - Enforcement problems
 - .. Lake fishing
 - .. Trapping/fur bearers
 - Mining plant closings create water problems

Northwest Region



- Geography

- Frequent flooding in Red River Valley (western portion of region)
- Large public consolidated conservation lands are valuable to state habitat
- Good timber land in eastern portion of region

- Principle activities

- Eastern portion of region is managed mainly by the Division of Forestry since it is primarily timber land
- Western portion of region is managed mainly by the Division of Wildlife since it is primarily a wildlife habitat

- Major issues/concerns

- Flood problems in Red River Valley and disputes over dikes with North Dakota
- Dispute of whether the State should keep or sell the Consolidated Conservation lands
- Negative publicity over efforts to relocate an elk herd