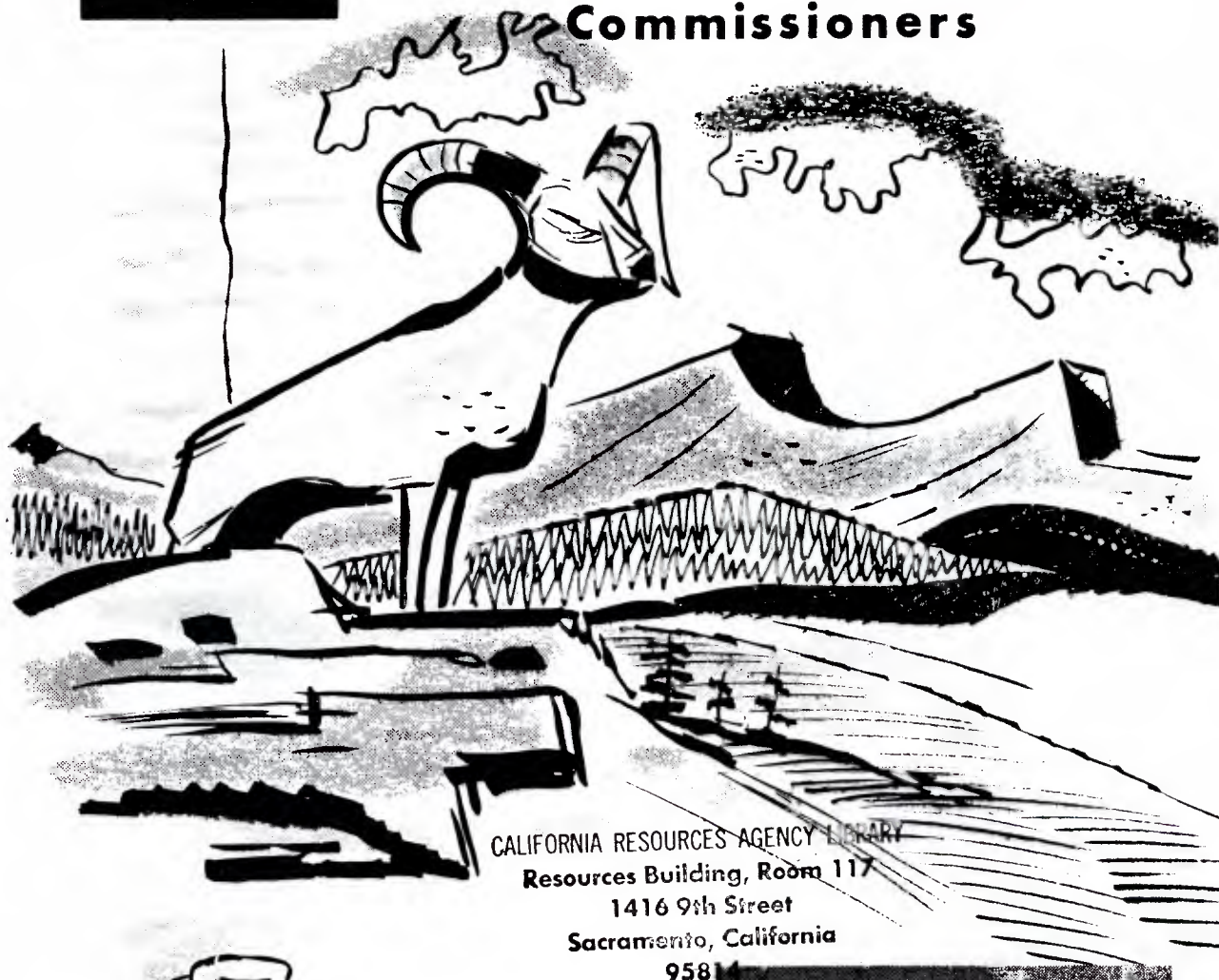




**27th
Annual**

**PROCEEDINGS
of the
Association of**

***Midwest
Fish & Game
Commissioners***



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PROCEEDINGS
OF
27TH ANNUAL MEETING
/ ASSOCIATION OF MIDWEST
FISH AND GAME COMMISSIONERS

Monday, July 18,
and
Tuesday, July 19, 1960

SHERATON JOHNSON HOTEL
RAPID CITY, SOUTH DAKOTA

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

Members

Ohio

Indiana

Nebraska

Colorado

Missouri

Wisconsin

Minnesota

Kentucky

Michigan

South Dakota

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Harry R. Woodward -----President

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TWENTY-SEVENTH ANNUAL MEETING

1960

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Data on Meeting for use by Nominating Committee
Attendance Register

27th Annual Meeting
Association of Midwest Fish and Game Commissioners
Rapid City, South Dakota

Monday Morning - July 18, 1960

PRESIDENT WOODWARD: Fellows, the hour has arrived for the opening of the 27th Annual Convention of the Midwest Fish and Game Commissioners. We have a busy schedule as those of you who came in yesterday recognize and we will want to get underway immediately. We hope that we can keep the meeting rolling along on schedule. We have arranged a number of activities here that we think will be of interest to most of you. We realize that there is a limit to your tolerance. At times, if some of you feel you don't want to make certain field trips we will not be offended if you decide to pass. We do want to provide some opportunities for you to see our Black Hills and to give you the opportunity to understand some of the things we are doing.

As is customary in the opening of the meeting we have a roll call of the states and members and visitors, so we will get into that. Before we do that, I'd like to start this thing off in proper manner by taking off my coat. I hope the rest of you will follow suit. The weatherman tells us it might get up to 97 today. Perhaps we will have to appoint a Sergeant at Arms if some of you persist about the coat business. I assure you we want you to be informal. I hope the entire meeting will be conducted on an informal basis. You are in the West now and western hospitality, we hope, is at its best.

With the roll call of the states, I'd like to call first on our sister state of Colorado. Tom Kimball, will you stand up? Do you have any other representatives from Colorado?

MR. KIMBALL: I'm the only one. My wife's here.

PRESIDENT WOODWARD: We are happy to have you here. Illinois Glen Palmer? (no response) I guess we'll pass to Indiana. Bill Barnes.

MR. BARNES: I'm the only one here except my wife and boy.

PRESIDENT WOODWARD: Thank you, Bill. Happy to have you here. Iowa? Glen Powers.

MR. POWERS: I'm the only one here. I have my wife.

PRESIDENT WOODWARD: And from Kansas, Dave Leahy.

MR. LEAHY: Just one of us. I've got a wife and grandson.

PRESIDENT WOODWARD: Kentucky. Arnold Mitchell

MR. MITCHELL: I'm the only one from Kentucky. I have my wife and family here.

PRESIDENT WOODWARD: Manitoba? Eugene Bossenmaier is here from Winnipeg. Any other representatives from Manitoba?

MR. BOSSENMAIER: No, I'm the only one here.

PRESIDENT WOODWARD: Fine. Glad to have you here, Gene. Michigan?

MR. EDDY: Gerald Eddy and Harry Ruhl. We both have our wives.

PRESIDENT WOODWARD: As we go around I know we will come to some of you who have delegations. I hope you will introduce the whole delegation and will stand when introduced. Minnesota, Mr. Selke?

MR. SELKE: We have Jim Kimball. Both Jim and I have our wives here.

PRESIDENT WOODWARD: I announced before you came in, Jim, that this is an informal meeting and we might have to appoint a Sergeant at Arms to remove your coat. Missouri. Bill Towell.

MR. TOWELL: Harry, up to this point it's been a short procedure but I'm going to be on my feet awhile. I'm proud to announce that Missouri has a total delegation of fourteen at this conference. We have all four members of our Commission. First, the Chairman of the Commission, Ted Butler, next our Vice President E. H. Burch from Maryville, then Secretary Ben Cash, a former automobile salesman from Kennett, and last but not least, the longest term Commissioner Missouri has ever had, beginning his fourteenth year, former U. S. Senator Briggs from Macon. Then we have our staff. Larry Gale, Chief of the Fish and Game Division; Paul Tulenko the Federal Aid Coordinator; Monte Glover, Chief of the Fiscal Office; Jim Keefe, Editor; Kenny Hicks, Field Service Coordinator; Al Hoefelman, our pilot; Don Burkel and Paul Barnickol; and our Secretary Helen Cooper. Incidentally, I have my wife, daughter and grandchildren in addition to this delegation.

PRESIDENT WOODWARD: Thank you, Bill. We're all proud of Missouri. I am sure if all of us could do a better job of getting people to these meetings a great deal of benefit would be derived and we'd all have better departments. I believe Missouri is to be congratulated for the effort they put out to see that their people do get to these meetings.

We have Nebraska, Mel Steen.

MR. STEEN: Well, I'm here and Mr. Kenneth Johnson of the Game Management Division is here, and so is Mr. Don Green, pilot-radio officer; and Mr. Barbee, Chief of our Land Management Division. Mrs. Steen is here and Mr. Barbee's family is here.

PRESIDENT WOODWARD: Thank you. North Dakota. I. G. Bue.

MR. BUE: Well, Harry, I am here, plus my wife and boy. We do have Miss Betty Stevens, Office Manager, in attendance here. She has a very good record of fourteen years in this service which started when she was practically a teenager so she's been doing all right.

PRESIDENT WOODWARD: Betty, we are very happy to have you with us. Those of us who attended the meeting in North Dakota two years ago remember the splendid job you did up there.

Ohio, Hayden Olds.

MR. OLDS: Mrs. Olds is here with me in addition to two members of our Council, Dr. B. K. Jones and Mr. Leonard Johnson. Mr. Mosley in charge of our public service is here. He brought his family by means of a camping trip along the way. I haven't seen his family but Carl just got in. Also from Ohio, Mr. Robert Scott. He's not a member of our Commission but he's interested in the waterfowl problem and has seen fit to come over here and learn what he could. I'd also like to claim myself and the people who were introduced from other states - I'm not mentioning names - but I'd just like to call attention to a number of former Ohioans who are working in other states.

PRESIDENT WOODWARD: And from Ontario. We are sad to learn that Mr. Harkness passed away just a few days ago, as I understand it, from a heart attack. Ontario is represented by Alex Cringan.

Wisconsin is represented by Cy Kabat.

MR. KABAT: I am the only representative.

PRESIDENT WOODWARD: Thank you, Cy. Last, but not least, I want you to know South Dakota is here and I would like to start by introducing members of our Commission who are present at the head table. The Chairman of our Commission, Christ Christian, the Vice Chairman of our Commission Dane Conger, immediate Past Chairman of the Commission Holger Anderson and member of the Commission Jim Dowd. In South Dakota we have a Commission of eight members of which four must be Democrats and four Republicans. They are appointed on eight year terms and two men are appointed every two years. They cannot serve more than one term and when they have served their eight years they are through. We feel the whole broad set up of our Commission is very good. The precise balance of political parties makes a completely bi-partisan organization. People employed by the Department are never questioned about party affiliation or party activities at the time they are employed or at any time later. We are extremely proud of our Commission. I am sorry the other four members of our Commission are unable to be here. Two of them had out-of-state meetings and one intended to be here and came down with mumps over the weekend. The fourth one is busy in his primary occupation and was unable to make it to the meeting.

In addition to the Commission, we have a number of our staff. Many of you have gotten acquainted with them. While they are not in the room. I know you will meet them throughout the meeting. I would like to introduce the Secretary-Treasurer of the organization, Ed Johnson. Most of you have met Ed at the registration table. The work of putting on the meeting of course, has been distributed among our staff people. I might point out that Mr. Virgil Johnson, Chief Game Warden, is in charge of all transportation arrangements. If you have any transportation problems, need to get to the airport, need to get anywhere or have any questions, please see Virgil. Virgil will be in and around the meeting and around the desk

throughout the course of the meeting. Les Berner is Chief of Game Management. Les is in charge of our special field trips and Les is available and will be around the meeting throughout its course. If you have any particular special field trips you would like to have, either during the meeting or after the meeting is adjourned, I'd like to have you get in touch with Les and make arrangements on trips any of you are interested in. Obviously during the night if you want any spot lighting trips, Les would like to arrange that for you. Our trip yesterday, our meeting at the Passion Play and after the Passion Play, was arranged by Superintendent of Custer State Park, Les Price. Les Price will be in charge of the field trip this afternoon. Les is one of the major staff members in the department also. Then tomorrow afternoon and evening our trip to Mount Rushmore will be in charge of our Superintendent of Fisheries, Ted Shields. You will be getting acquainted with these fellows in the near future.

We have some distinguished visitors with us. I'd like to introduce Larry Jahn from the Wildlife Management Institute. From the Wildlife Federation, Bud Morgan of Bismarck, North Dakota. From Sport Fishing Institute Washington, D. C., Mr. Dick Stroud. From Missouri Basin Interagency Committee we have Harrell Mosbaugh who needs little introduction in this group. From the local Soil Conservation office in South Dakota we have LeRoy Shearer. And then to simplify my job I'll call on Bob Burwell to introduce the people from the Fish and Wildlife Service.

MR. BURWELL: Thank you, Harry. We have Allen Studholme, Chief of the Wildlife Division; Bud Elkins, Chief of the Fishery Division; and Don Donahoo, our State Agent of Rodent and Predator Control in the state of South Dakota.

PRESIDENT WOODWARD: Thank you, Bob. Next I'd like to call on Ralph Hill to introduce members of the Forest Service.

MR. HILL: I think Pete Greene is the only other member of the Forest Service here, Harry.

PRESIDENT WOODWARD: Thank you, Ralph. Are there some other visitors I have missed? If you have any at your tables, stand up and introduce them.

MR. McCULLOUGH: Jack McCullough, Director, South Dakota Stock Growers Association. Someone asked me today, Jack, what's the difference between a farmer and a rancher? So I told him if he had one cow on the place he was considered a rancher in this country.

PRESIDENT WOODWARD: At this time, I should like to call upon the Chairman of the South Dakota Game, Fish and Parks to officially welcome you to the Black Hills and South Dakota for the Twenty-seventh Annual Meeting of our Association. Mr. Christ Christian.

MR. CHRISTIAN: Thank you, Harry, and I think I'll take off my coat. I think what brought the coat removal announcement about is that a few years ago when I attended the Itasca Park meeting of the Association of the Midwest Fish and Game Commissioners, Governor Freeman was called upon to make an address. He said, gentlemen, before I start my speech I'm going to take off my coat and throw it on a chair, take off my tie and throw it in a corner, and then I'm going to talk.

Gentlemen, members of the Fish and Game Association, Ladies and guests. I welcome you to the State of South Dakota. The citizens of South Dakota and especially the Game, Fish and Parks Commission, are very happy that a year ago you chose South Dakota as the site of your 1960 convention. I know you have a busy program ahead of you and I'll not take too much of your time. We have a very instructive program coming up. You'll learn a lot. I know people all over the midwest have problems which you will discuss here and I know you will get a lot of good out of your convention. You will have time to enjoy yourselves while you are on the field trips. We are going to see the buffalo herd this afternoon and are going to the Play House this evening. I know if you miss that you will regret it. Then the trip tomorrow night to Mount Rushmore. It's something you won't want to miss. Then we have our moonlight ride home. I know our Director chose that from past experience. He's made that trip many times.

Gentlemen, I'd like to have you all take this Annual Report home with you if you can. In 1910 when the Game, Fish and Parks Department was organized, wildlife had come to such a low ebb in the State of South Dakota that there was practically no hunting. Our forefathers in the Eighties and Nineties shot all the buffalo, deer, elk, grouse and prairie chicken. It was their food when they came out here. It had come to such that in 1910 South Dakota organized the Game, Fish and Parks Department. This map illustrates the situation as it looks today in the State of South Dakota. It is most interesting to see how this Department has developed and is now providing fishing and hunting for the sportsmen of South Dakota and many parts of the universe. They come here from all over the United States to enjoy the wonderful hunting and fishing we have here. So, you see what can be done by resource management. What man has done by management of nature has changed things. Antelope, elk, deer, prairie chicken and grouse had practically become extinct in South Dakota as in many other states. Then the pheasant came into existence in the field. There was a distinguishable difference between the sex of this bird so the research boys and the game management boys had a better system of managing and controlling the brood stock for future generations.

And, gentlemen, I want to say to you again that the citizens of South Dakota and the Game, Fish and Parks Department and sportsmen of South Dakota wish you a successful meeting. We hope you have an enjoyable time. We're happy to know you have come out here with you wives and are enjoying the Black Hills. Thank you.

PRESIDENT WOODWARD: Thank you, Chris.

One thing I failed to mention about the Game, Fish and Parks Department in South Dakota, is that by state law four members of our Commission must be farmers or derive their major occupations from the land. Chris is a farmer member of the Commission and in spite of the fact that he is a farmer-member of the Commission, although you might not suspect it, I don't know of a more devout sportsman than Chris. When he gets his crop laid away in the fall the next sixty days he's a sportsman. Chris never misses a trick as far as fishing and hunting is concerned in South Dakota, and elsewhere as far as that goes.

It is customary for the President to make a report to the Association

at the opening of this meeting and I would like to start out by describing to you briefly the State of South Dakota and tell you a little bit about our operation. Many of you traveled across the state coming to the meeting, many of you have been here before. We in South Dakota call our state the Land of Infinite Variety and that name has not just been a catch phrase. It is indeed true that there is infinite variety in South Dakota. From the Black Hills with Harney Peak at an elevation of 7,292 feet and the highest point in the United States east of the Rocky Mountains to an elevation of something like seven hundred feet in the northeastern part of South Dakota, we have practically every type of terrain and every type of activity and occupation from the standpoint of hunting and fishing varying from the potholes of the east with waterfowl production areas to the high, almost mountain elevations of the Black Hills where we raise our deer. The prairie belt of central South Dakota is well-known to many of you who have hunted here. Many of you are aware that on the Missouri River at the present time a number of large reservoirs are being constructed. These reservoirs, while we have been critical at times of their value, appear to hold potentials in fishing that has been unheard of in any part of our Nation. We are looking forward to a tremendous boom in fishing in South Dakota. Then we have the Badlands and prairies which are rich in wildlife. The sharp tailed grouse and prairie chicken which disappeared from many of your states in years past are found still in good numbers in many portions of our state. We still have an open season on prairie chicken. As we come on west into the Black Hills, deer hunting is a very popular pastime. We kill around 20,000 deer a year. Have killed in excess of 40,000. We have a few elk but not too many. We are very happy to have some of the western states have most of the elk because the elk we do have are largely trouble makers with the ranchers. In recent years we have had a good shootable turkey population. Next, we have trout fishing in the Black Hills. Perhaps it is not comparable to mountain areas in other western states, but we feel that we are harvesting a great number of trout for the amount of trout streams we have. We are also fortunate in being able to have an annual antelope season this year. We are harvesting nearly 7,000 antelope throughout western South Dakota.

Here in Rapid City you find the business center of western South Dakota. Practically all of South Dakota west of the Missouri River uses Rapid City as its business center and, let's say, in the Department we use Rapid City as the center field of operations. This is the regional office for all divisions of our Department. At the present time it is housed in the old building a few blocks east of the Hotel here but just the last month our Commission signed a contract to construct a new office building which will be put up containing office space for about twelve people plus storage facilities and meeting rooms. That will be located on the western edge of Rapid City. By this time next year we expect to be occupying that building. From our headquarters in Rapid City the law enforcement division operates through the west river area. South Dakota is divided into two areas. Actually, for all practical purposes we talk of east river and west river in referring to the Missouri River. We have a trout hatchery on the west edge of Rapid City. I hope some of you have an opportunity to visit it. The ladies will be visiting it on their program this morning. All fire protection, timber management and parks operations are handled out of this Rapid City office. I don't need to tell you, of course, that the Black Hills towns and especially Rapid City

are tourist centers. Tourism is the number two industry in our state, being led only by agriculture. With the advent of interstate highways, with changes in agricultural operations, we can gradually see that the recreation industry is catching up with the agricultural industry. When and if it ever passes the agricultural industry is, of course, a moot question. South Dakota is one of the states that is gaining in population rapidly. As a matter of fact, the recent census shows a gain compared with the national average, I believe, 17 or 18 per cent. So, we are in among those growing areas. We don't have a number of major industries. We do have some meat packing industry. Those of you who went through Lead saw the largest non-agricultural industry in our state, the Homestake gold mine, the second largest gold mine in the world. The future of South Dakota from the standpoint of hunting and fishing probably holds much in comparison with the rest of our nation. We still have some of the wide-open spaces many of you would like to have to accommodate your people. We more or less anticipate South Dakota will become a playground for many parts of the nation with improvement in highways and improvement in air travel. Of course, it will be a simple matter for people on both coasts and anywhere in between to come to South Dakota for their many varied forms of recreation.

I would like to spend just a few moments telling you of the program. You have all been provided with printed copies of the program. This noon you will have luncheon at your convenience. There's a good restaurant in the hotel. We would appreciate if you would plan your lunch hour so you can be back promptly. As a matter of fact, I would very much like to depart from the schedule and open at one o'clock, if possible. We're going to have a busy afternoon on schedule. I repeat, I'd like to convene at one o'clock this afternoon and get the afternoon program started. I'd especially appreciate if you would make an effort to get back here at that time. Then this afternoon I am going to try to close the meeting just a few minutes before three o'clock to give you time to adjourn and get up to your room to change clothes if you wish. We will be out in the field this afternoon so I suggest you bring fairly warm clothing. We would like to load out of the lobby of the hotel promptly at three o'clock if possible. I beg your assistance in this. As I told you before, Virgil Johnson is handling transportation and will assign you to vehicles from the lobby at that time. I think you will enjoy the trip this afternoon. We will go right out into the buffalo herd at Custer State Park where we have 1500 buffalo. Following that we have cocktails and barbecue and those of you who wish can go on to the playhouse and see the play "The Legend of Devil's Gulch". The playhouse is a group of South Dakota university players who have been in operation nearly 15 years and the chief of the dramatics department at the South Dakota University is in charge of the playhouse. Throughout the summer they put on plays in Custer State Park. Incidentally, the play tonight is built mainly around local history of the Black Hills area and I think you will enjoy it. We will return to Rapid City after the playhouse tonight. Probably be eleven o'clock, between eleven and twelve o'clock when we get back. Incidentally, those of you who didn't bring your wives along, will have an opportunity to have coffee with the cast. Of course, those of you with your wives are welcome to come. I think the others, perhaps, will enjoy it more. (Laughter) It will be interesting.

Tomorrow, of course, we have the business session all day and there again I hope to be prompt with our business session and hope to open and close on time. Luncheon again tomorrow will be on your own, in order that you can make proper arrangements and get your lunch and be back and be in session promptly. After the formal program, there will be a business meeting. I would leave it up to the membership of the association if they wish to make that an executive session or any part of it an executive session. If there is thinking along that line, I would like to have the membership advise me of it. We hope to adjourn tomorrow evening at five o'clock in order that we can make a trip to Mount Rushmore to witness the ceremony of lighting the faces at Mount Rushmore. We have made arrangements for a buffalo dinner to be served up there and following the dinner we would like to go into the amphitheater, at which time they have complete program and lighting ceremonies for Mount Rushmore. Following that, of course, you will be on your own or, at least, to your own desires. Those of you who would like to can stop at Rockerville Gold Town, an interesting attraction that holds interest for people of all ages, all inclines. There is a good night club there if that is your interest. For those of you who would like a moonlight ride that Chris talked about, we will provide the ride, but we are sorry this will be in the dark of the moon. But maybe by that time we will have enough light in the faces of these fellows we won't miss the moonlight. The meeting will be officially over, of course, tomorrow afternoon. We'd like to have you stay over if you can and take in the special field trips. As I mentioned earlier, if you would like to arrange field trips we'd like to have you let us know your particular interests and plans and we will see you get transportation and guide service as necessary.

To get back to the problem at hand and business of this Association, I have a few comments to make. This Association is now holding its 27th Annual Meeting. I think that the work of this Association has been important in the past. I hope that we can carry on a vigorous meeting here. I hope that our organization and association can be a vigorous one. All of us who are charged with the administration of the resources for our various states have some terrific challenges ahead of us. We are told for example, in the west to expect population of the western states to develop by the year 2000, we are told 80 to 85 per cent of all people in the country by the year 2000 will be living in cities which obviously complicates all our problems. We are told there will be more older people in our total population. We are told people will have more leisure. We will have to provide more ways and means for people to use leisure time as if we didn't have trouble enough at the present time trying to provide facilities for them. We are also told travel will be much easier and quicker. I am sure the improvements in the last 50 years will prove that point to any of us. Through operations of all of our agencies and our coordinated efforts during these years, particularly during recent times, we are all aware of the fact that we need more recreation land, we are going to have to provide more land, we have to get land acquisition programs in gear soon. In many cases, it is almost too late now. We not only need land we need resources. We have much land and we must get maximum production from it. In order for people to have maximum hunting and fishing opportunities, all this is going to take money and financial support of many types. We are going to be competing with other agencies of government and industry for financial support in order to do the job

that is ahead of us. Perhaps over and above everything else, we are going to have to properly educate people how to use the outdoors. That's one of our problems now. Vandalism, litterbugging throughout the nation which, of course, particularly complicates this question of hunting and fishing on private lands. We cannot expect the private land owner to continue to let the public hunt and fish if our people do not have good manners, do not conduct themselves properly in the field. Can we accomplish all these things in the face of increased competition for land with industry, agriculture, municipalities, more building of residential units, all competing with us for every acre of land in the country. We are going to have to find some ways and means to acquire land we need for recreation purposes. We are going to have to get into this thing with both feet as far as competition for money is concerned. We can't sit back and let other people continue to press their point and get the support, the financial support, the legislative support and other support at the expense of wildlife resources that we're charged with. How we are going to accomplish this is the question that faces all of us. How we are going to cope with increased numbers of people and increased numbers of tourists, is one I don't have the answer to. All this will have a gradual and continual decrease in wildlife harvest and resulting decrease in numbers of game and fish available to our people. These and other problems you are all familiar with, problems we are going to have to face in this situation, problems we are going to bring out here and hope we find some of the answers to. I am sure we will all agree that the best and foremost way to solve these problems is through long range planning followed by long range action on the parts of all of us. Far sighted administration of all of our agencies is necessary moving each and every one of us to look beyond the daily irritations and problems involving us such as personnel problems, little irritations, perhaps occupy more of our time than is justified. We have to look beyond those, have to be forthright, have to bring our problems to the people, have to see people understand our problems and see people give us the support necessary to put long range planning into operation. I think perhaps comment is justified, you all agree we must keep politics and personal considerations out of the administration of game and fish departments. If we can do all these things and in our roundtable discussions come up with some of these answers then we will be doing our job, we will be helping each other in so doing.

To get down to the urgent problems of the day, I have appointed a number of committees. Some of those committees have been active during the year and, of course, as you will recognize, the program committee under the supervision of I. G. Bue, has done a very fine job of preparing this formal program for our meeting today and tomorrow. Other committees have been appointed and will be called upon tomorrow to make their reports. The Auditing Committee was asked to study the question and problem of the termination of the fiscal year of the Association. I talked to Dave Leahy this morning and he said we ought to get out and work on that one too. The last time it was discussed was 15 years ago and we still haven't gotten the job done. The point is, I don't think the termination for the year, especially for the Secretary-Treasurer, is properly coordinated with the rest of the year. For example, the Secretary-Treasurer turned over the books, records, finances, to the new Secretary about a month ago. It is possible that our next Secretary-Treasurer won't get the books for at

least another year. We hope the committee has discussed it and we hope the committee comes up with some suggestions. The nominating committee will come in tomorrow with recommendations for officers. I have asked that they particularly review the question of the meeting place since it has been customary in the association the meeting place and officer personnel are tied together. I think it is desirable for this committee to come to us with long range plans for meeting places for several years in advance. I think this helps the states and may also help in planning future meetings of the Association. The Federal Aid Committee will, I am sure, have a report. I am also hoping the Federal Aid problem will not result in the discussions it did last year and I feel certain that the opinions and problems involved are not as complicated as they were last year. The Legislation Committee under the jurisdiction of Mel Steen is working on several problems. If you have additional suggestions and problems I wish you would bring them to the attention of Mel. If you have additional ideas and thoughts pertaining to legislation, please get ahold of Mel and give him the benefit of your thinking. Then our Resolutions Committee under the supervision of Gerald Eddy, have a number of things coming up. There, again, if you have suggestions for resolutions that should be presented, I ask you to contact Gerald. Gerald, have you set up any time for a public meeting here?

MR. EDDY: We have planned a luncheon this noon in this hotel for our committee. Perhaps we will be able to tell after lunch if we have any future meetings planned.

PRESIDENT WOODWARD: Thank you, Gerald. One of the things suggested for that committee, is that the waterfowl season open a half hour before sunrise. Then there is the administration and acquisition of public lands. Another would be fish and wildlife development on national forests and national grasslands. While we are talking about national grass lands, I think it would be well if I read the entire context of this letter. The letter was written to Bill Barnes and forwarded to me for presentation at this meeting.

"Dear Mr. Barnes: You will be interested in the enclosed Order by the Secretary of Agriculture designating 22 land utilization projects in the Great Plains and Western States as National Grasslands.

The Order provides that the National Grasslands will be permanently held by the Department of Agriculture as part of the national forest system and administered to the fullest extent practicable for multiple use and sustained yield of all the products and services obtainable from them. Additionally, they are to be managed so as to maintain and improve soil and vegetative cover and promote the development of grassland agriculture in the areas of which they are a part. Regulations applicable to the national forest are adopted as the regulations to govern the use, occupancy, protection and administration of the National Grasslands.

The National Grasslands include some 3.8 million acres acquired in the Department's program of land utilization and land-use adjustment begun in the 1930's as an emergency measure and continued under Title III of the Bankhead-Jones Farm Tenant Act of 1937. The lands were managed and developed by the Soil Conservation Service from 1938 through 1953 and

since by the Forest Service. The majority of these lands are in the Great Plains areas that have been subject to wind erosion and recurrent drought problems. They have since in large measure been restored to grass or other suitable cover and are valuable for water production, streamflow regulation, production of forage for livestock, propagation of wildlife and public recreation, including hunting and fishing.

We believe that the Secretary's Order is a significant forward step in assuring stable and conservation-wise management of these valuable public properties. Present uses will be continued and strengthened.

We think that the lands have material capacities for rendering a additional public services and producing additional resources. We hope to fully develop these capacities under the multiple-use directive in the Order.

I assume that eventually you might hear of this action but I want to be sure that you do. Knowing your interest in resource conservation I believe you will agree with me that this is a good move."

That's signed by Richard E. McArdle, Chief of the Department of Agriculture Forest Service, Washington, D. C.

With that, we will go to the program. We are fortunate to have on our program the Regional Director of the Bureau of Sport Fisheries and Wildlife, U. S. Department of Interior, who is, of course, very familiar to all of us and needs no introduction. We are going to hear from Bob Burwell who has agreed to give us a short version of the waterfowl situation. Bob.

MR. ROBERT BURWELL: Thank you, Harry, and I. G. Bue for reserving the next twenty minutes for me. I'll try and make it worthwhile.

First I'd like to bring you up-to-date on Bureau Projects of mutual interest that have developed since we met last year. Then I'd like to bring up a few problems that have developed.

Coincident with control of the sea lamprey, the Great Lakes Fishery Commission--in which we Midwesterners are represented by Director Voigt--has decided that Lakes Superior, Michigan and Huron should be restocked with lake trout. Restocking is to be done jointly by the States concerned, the Canadian Government, and by our Federal Government. Bureau of Sport Fisheries and Wildlife plans were crystalized during this past year.

After examining many sites, we selected the Jordan River site in north-central Michigan for the major Federal hatchery. The land involved is owned by the State of Michigan. Through the efforts of Director Eddy and his staff, the site is being turned over to the Federal Government. Actual construction of this \$900,000 lake trout hatchery will probably begin next year and annual production of lake trout from it should amount to about 2,000,000 yearling lake trout. The Jordan River National Fish hatchery will be the key Federal facility in the restoration of trout in the Great Lakes.

This year we plan to complete construction of the Pendills Creek National Fish Hatchery in Michigan to put it in shape to produce about 600,000 yearling lake trout annually. This is a quarter million dollar investment. Also, we are rehabilitating the Marquette Forest National Fish Hatchery at a cost of about \$100,000 so that it will produce about one-fourth million yearling lake trout annually. The work is about half completed and we plan to finish it up this year.

In addition, we have rehabilitated the Charlevoix, Michigan, National Fish Hatchery to the extent of about \$130,000. That work is completed and this hatchery will produce about 100,000 yearling lake trout annually.

So I think you can see so far as the Federal obligation is concerned, we are well on our way to meeting our lake trout planting requirements for the Great Lakes, or pretty well along.

Elsewhere in the region, we made other significant progress in our fisheries program. By next May we will complete the fine new Gavins Point National Fish Hatchery near Yankton, South Dakota. That hatchery will cost a total of about \$725,000. A feature of this new hatchery will be an aquarium which should be its focal point and a point of considerable interest as a tourist attraction for the tourists and others who visit the Gavins Point Dam, the nearby South Dakota-managed recreational area right next to it, and the new hatchery itself. From the Gavins Point National Fishery, we expect to produce about three million fingerlings annually, made up of northern pike, walleyes, bass and channel catfish.

Now during the past year we have rather completely renovated the Manchester, Iowa, National Fish Hatchery at a cost of about \$240,000. Production now will amount to about 50,000 pounds annually of rainbow and brown trout for stocking in Iowa, Minnesota, Wisconsin, Illinois, and Indiana. This means that we double our fish production from this station.

In Ohio, the Senecaville National Fish Hatchery is being completed, and the Hebron National Fish Hatchery was extensively rehabilitated. As a result, we can expect to double the previous production of catfish and bass.

During the coming year, we will extensively rehabilitate the old Neosho National Fish Hatchery in Missouri, raising the production of rainbow and brown trout there from about 25,000 pounds to 80,000 pounds annually. Trout from this station will be planted in the state of Missouri with some small percentage going to the states of Kansas and Oklahoma. Congress has given us \$320,000 to do this job which we hope to complete the latter part of 1962.

Cooperative fishery agreements have been drawn up and executed between the Bureau and all of the states in the midwest except Ohio, Indiana and Iowa. These agreements guide the distribution of federally-reared fish which are planted in state waters. The agreement also provides for review by state authorities of applications for fish which are received directly by the Bureau. You may be interested to know that about 9

per cent of the fish applications received in the Regional Office are disapproved. About four per cent of these are rejected by us and five per cent are rejected by the state office concerned.

Considering the many factors involved in fish stocking. I believe the achievement of harmonious relations, are good relations, between the Bureau and the State Conservation Departments in the midwest has been outstanding.

During the past year we spent a good deal of time investigating potential waterfowl refuge projects recommended for acquisition by the Federal Government in the Central and Mississippi Flyway Management Plans.

We completed a study covering the excellent marsh area along the shores of Lake Erie in Ohio. Director Janzen approved our proposal for establishment of a national wildlife refuge on these marshes but decided that the project should be given a relatively low priority for submission to the Migratory Bird Conservation Commission. In this connection, Mr. Janzen decided - wisely I think-- that there is little advantage in presenting projects to the Migratory Bird Conservation Commission until there is reasonable assurance that sufficient Duck Stamp money will be available to the Bureau to move promptly on the land acquisition that is involved.

We completed a similar study covering the potential Goose Pond (or Maumee area) in Indiana. Again, the Director approved the Region's proposal for the establishment of this project but determined, as in the case of the Lake Erie marshes, that the project should have a relatively low priority for submission to the Migratory Bird Conservation Commission.

I think you will be interested to know that Mr. Janzen and his staff continue to hold firm to the opinion that the number one priority in the expenditure of Duck Stamp money should be for the preservation of important wetlands in the prairie pothole regions of North and South Dakota and western Minnesota. We have begun purchasing and taking easements on these waterfowl-production areas. On July 1, we set up our first Area Acquisition Office at Jamestown, North Dakota. Additional offices are planned. We are setting up an office about October 1, at Aberdeen, South Dakota and Devils Lake, North Dakota. About half of the acquisition funds allotted Region Three this year -- in the neighborhood of one-half million dollars -- are for this purpose.

To show how eager we were - if I may digress for a moment - we got the money on July 1 and on July 8 we had already bought \$30,000 worth of wetlands. So, we were sure ready.

We also completed investigations of the proposed Rush Lake area in Michigan. The Regional Office study concluded that a project at this location is not feasible at the present time because of excessive land costs and because of potential conflicts with local interests in attempting to hold water levels at a height sufficient to maintain marshes in optimum condition.

Money was given to us on July 1 to continue land acquisition on the Shiawassee National Wildlife Refuge in Michigan. I hope Harry is listening. With the money we have, Harry, we will be able to condemn three key tracts on this project. With the acquisition of these lands, we will have the nucleus of a manageable refuge.

We finished a study of the Kakagon Slough area in Wisconsin. It is the Region's opinion that this project should be approved but given a relatively low priority in the land acquisition program in the Mississippi Flyway. We have not submitted this project yet to our Director's office for decision.

Now we also completed investigations covering potential national wildlife refuges on the White River and Grand River marshes in Wisconsin. Subsequently, the state of Wisconsin recommended that these projects be acquired and developed by the state. So no further Federal action is planned.

A report favorable to the establishment of a national wildlife refuge overlaying the Corps of Engineers' proposed Big Stone-Whetstone project in Minnesota was completed. This project offers wonderful opportunities for waterfowl production and for Canada goose management similar to those which exist at the Horicon National Wildlife Refuge in Wisconsin.

The completed studies covering the possibility of waterfowl developments overlaying the proposed Mid-State project in Nebraska now awaits Congressional action. As Mel knows, that project now awaits Congressional action.

Under investigation at the present time are potential national wildlife refuges involving the Delta Fish and Fur holdings in Wisconsin; the Kassinger Bluff project, a proposed Corps of Engineers project, in Missouri; and a project on the North Platte in west-central Nebraska.

Because time is short, I won't try to cover other highlights of the work done during the past year by our Branches of Predator and Rodent Control, River Basin Studies, Federal Aid, Fishery Management Services, and Management and Enforcement. But working with your staffs, we did make important and significant progress in these lines of work.

Now I would like to take up quickly some of the problems that have developed during the past year.

And, I might just as well start with one that is difficult and touchy -- and that's the problem of controlling and dividing the kill of the Mississippi Valley Canada goose flock. The same problem is going to develop with other flocks, but it is staring us in the face right now with the Mississippi Valley flock of birds. You remember we had troubles with this same flock at Horseshoe Lake several years ago and it was the first time such a problem faced us. Before the matter was finally solved tempers flared, friends weren't speaking, and conditions were far from pleasant for all of us. But we did reach a solution. Solution came

about only after we thoroughly understood the problem and worked together for a solution.

The problem facing us today is in harvesting the Mississippi Valley Canada goose flock and is somewhat different in that heavy gun pressure is occurring in two major harvest areas rather than one. We certainly have learned how to attract and hold Canada's geese to an area, and we have become most proficient in leading them to the gun. Three or four years ago when this flock of birds was prospering and had made a spectacular recovery from the lows of the forties, we were all trying to cash in on the harvest. With our imagination and our initiative -- meaning yours and mine -- our methods were so good that it is now apparent that the geese can't stand them.

Lest some of us think that this is a problem for the Federal Government and the states of Wisconsin, Illinois and Michigan, let me refer to this map. A few years hence the states of Minnesota and South Dakota and the states of Nebraska and Iowa will have this same problem. Note the location of the DeSoto Bend National Wildlife Refuge and Big Stone-Whetstone projects -- similar to Horicon and Necedah. Note Swan Lake, which puts Missouri in line for the same problems that we have in southern Illinois.

Our knowledge of Canada geese is limited and it will take a lot of money, manpower and time before we know the whole story. But right now we know enough to realize that there is danger ahead. With specific reference to the Mississippi Valley flock, we know the location of the breeding grounds within broad limits, the main pattern of the migration routes, the principal fall and spring concentration areas, the wintering grounds, the principal harvest areas, a fair idea of the take on those spots, and through the periodic fall counts and the mid-winter inventory. By using the knowledge we do have of the fecundity of the birds and what rate of production can be expected if the breeding season is normal, we do have some idea of the percentage of the flock that can be harvested.

We know that on the average we can't maintain this flock with a harvest that includes crippling loss of more than about 25 per cent. If we are going to manage for an increasing flock, which I am sure we all want, the kill must be less.

We would all like to see the geese re-occupy their original wintering grounds. Together, we are trying to help them along by developing good areas farther south and trapping and transplanting wintering birds to those areas. But the venture is doomed to failure, I am sure, without an expanding population.

We would all like to share in the goose bonanza and several of us are putting a lot of money into developing new areas. But what chance is there for success without more apples in the barrel to divey up? If one of us runs wild with goose fever, he can put the other fellows out of business -- and if he has the fever real bad, he will put himself out of business to boot.

I think you know the Bureau of Sport Fisheries and Wildlife Service

is vitally interested in the welfare of this Canada geese resource. But we also must consider the hunter and permit a harvest of part of the annual crop as long as the birds can stand it. I would like very much to work with you towards as equitable a harvest as possible between the states, but none of us in the Service want to say how many birds each state can have. I think we can assure you that Federal authority will be exercised to call a halt to goose shooting when the resource or a segment of it is endangered. I know you well enough to know that you would not have it any other way.

I am sure this goose problem can be solved amicably if we all face it squarely, use the methods for controlling the kill that we all have available to us, agree on our fair share of the kill, and then live up to that agreement. But it is going to take the complete understanding and full cooperation on the part of all of us.

This problem might be solved by expanding Federal authority into an entirely new field -- setting kill quotas by states. Or it can be solved by the states, collectively, regulating the kill within fair and reasonable limits. I hope we take the latter course, and promptly. I hope you will give this matter a good deal of thought between now and August 3rd when your recommendations will be sought at the Flyway Council meetings.

Another problem that concerns me is the encroachment on the national wildlife refuges. We are caught in the vise of an expanding demand for more land and water use in a country whose area is static, and we're not coming close to preserving habitat as fast as other uses are devouring it. In fact, more wetlands alone are being dehydrated each year than we are able to save or to create. We are having plenty of trouble trying to preserve the integrity of what we own. We get demands for road, power, and pipeline rights-of-way; commercial uses; civic and organization uses; spoiling, dredging, draining; special interest groups; and even hunting, fishing and boating enthusiasts; and many other types of recreational uses are chewing away constantly, with sharper incisors and with increasing tempo. I certainly hope and I ask that you will help us hold the line by supporting us locally wherever possible, and by defending us wherever you think we are right.

It takes men, money, and time to make all the biological, engineering and appraisal investigations that are necessary to determine whether or not an area is suitable for a national wildlife refuge. None of us can afford to spin our wheels on unprofitable investigations, and still in the past year, the Bureau has been forced for one reason or another to do just that. I would like to ask each of you to make careful selection of those areas in your state that are proposed for federal acquisition in the Flyway Plans. Please don't shift the hot potatoes and the poor areas off on to us. We are all working for the same goal and the element of fast deals and competition can't exist to the benefit of either one of us.

Now, effective law enforcement has always had its share of administrative headaches. There is one particular area of enforcement, however, that some of you have criticized. It is the Region's undercover work. I would like to explain our views on this activity.

It is a highly effective and specialized field of enforcement. The very nature of the work compels that it be secretive. If only one person knows what is going on, it is a secret. If two do, it's no longer a secret. The success of such a venture is in ratio to the number of people who know of the venture. It can be dangerous work when the stakes are high. It often takes years of work and involves a sizeable investment. One unintentional slip can ruin it all.

For these good reasons, knowledge of our undercover operations is exceedingly limited even among our central office and regional office staffs. Even among our closeknit corps of Federal agents, only those officers who are needed to serve the undercover agents know of their mission. We would like to take all of you and all of our enforcement officers into confidence so each of us would always know precisely what the undercover operations are. But in undercover work, I am of the old school which believes that at least half of the job consists of a closed mouth. I wish to assure you that we are not glory hounds. We are not trying to embarrass anyone by making cases in their bailiwick. Our sole aim is to break up illegal operations and, by so doing, give us effective game law enforcement.

Another vexing demand the Bureau is saddled with is for help in wildlife depredations. We are glad to help where and when we can. We expect to carry most of the load when species protected by international treaties are involved. But with the serious problem of increasing black-bird depredations added to the list, it is a right sizeable job. It surely would help if your men could answer the call on some of the local situations.

Too often the only benefits that local citizens see from our refuge and management areas is loss of tax revenue, loss of good farm land, loss of choice hunting or fishing spots, or loss of livestock and crops from predators or bird depredations.

It is most important, I think, that we maintain the good will of the folks who maintain farms and ranches in the neighborhood of our wildlife projects. We will have a hard time adding new projects for wildlife if we get a reputation for bringing trouble to neighboring landowners. That is true whether the projects be federal or state. so we would especially appreciate your help in this matter of alleviating bird depredations.

Since I've offered my opinions so freely, perhaps you will wish to give me yours. I'd like to have them. Thank you for hearing me out, and I would like to express thanks on behalf of myself and our national staff, to your area and to my friends from the Commission in South Dakota for having us here.

PRESIDENT WOODWARD: Thank you, Bob. Bob, are you going to have Allen give us some information?

MR. BURWELL: Yes, if you care to call on Allen. Allen has just completed a short tour in Canada and he would sure like to mention what he found.

PRESIDENT WOODWARD: We would like to hear from Allen. While our time is short, we'd like to have you come up and give us a report.

MR. ALLEN STUDHOLME: Well, as Bob said, I just completed a two-week tour in Canada covering Manitoba, Saskatchewan and Alberta by plane and car and stopping off many places with banding crews and also with the transect men. It's a little bit early, as Bob said before, to say what the real picture is, what it will develop into; however, there are certain things which everybody up there told me about and it was very obvious you could see first of all, generally speaking, water conditions greatly improved over what they have been in past two years, cover conditions also greatly improved over what they have been before. I'd like to point out that there is not water every place but as a whole it is greatly improved. Getting into individual species, I am happy to say, while we have very few canvas back breeders, the ones still with us are very well this year. All the divers are doing much better this year than last year or the year before. The mallards -- very confusing thing -- apparently had very late hatches of birds. They got up there in good time. They got started off the second they got there, practically, but for one reason or another, it is apparent now in early nesting attempts, particularly mallards and in some spots pintail, there was failure. There's speculation of what caused it. We do know after the middle of May, we had over Saskatchewan and Alberta, twelve to fourteen, fifteen inches of snowfall, temperatures down to within fifteen to sixteen degrees. The snow stayed about eight days. Men have reports that the mallard hens were seen walking all over the snow trying to find their nests. Also, another thing that may contribute to the lack or weakness of the early hatches is poor cover conditions that existed in many places the first part of the spring due to the drought the past couple years. So right at the time I was up there I saw two things as far as mallards are concerned. Very, very few Class three mallards. For those who don't know the terminology, the Class three mallards are almost ready to fly. Then there was absolutely nothing from there to the downey stage, nothing in between at all. You saw quite a few lone drakes which is a good indication they hadn't ganged up yet. I also saw quite a few pairs of mallards. That is an indication that at least they are still trying. The last ten days the late mallard hatch appears to be improving. Nobody knows yet how strong it is going to be. Looks like it might be pretty fair at the moment. Banding crews and state men are working with us on it. We are about two weeks too early. Can't find any or very few ducks to get a band on yet. Banding quite a few canvas backs. They didn't get started nesting later than the mallards. They're banding quite a few of them, seeing more than what we expected. As I say, again, the population of breeders is so low that the canvas back is still in trouble. I think coot production will be outstanding this year. Every pothole is swarming.

As a summary I'd like to say the brood counts by transect, on the ground and reports of banding crews, all seem to have about the same thing. Roughly, the hatch is late; divers improved; as far as mallards are concerned the first attempt was almost a bust, looks like the second attempt, the late brood, may be very good; coots are very strong every place. One word I'd like to say is that the history of good production years have been from those when the early hatch was strong. Thank you.

PRESIDENT WOODWARD: Thank you, Allen Studholme. Are there any questions you would like to direct from the floor to either Bob or Allen?

MR. TOM EVANS: I wonder, Bob, if you might have information to clarify the goose breeding grounds location?

MR. BURWELL: Breeding grounds for geese of course, are up on Hudson Bay. Some geese from Hudson Bay, follow the fly lines coming through Michigan and end up at Crab Orchard. If the birds reach southern Illinois they come by the way of Michigan and Wisconsin. About 45 per cent take the route on the east side of Lake Michigan through the State of Michigan and into southern Illinois. I think all of you know generally the situation here. During the past year we have been somewhat at issue with Wisconsin and Illinois over divisions of kill of birds and have tried to decide what percentage should be harvested in Wisconsin and what percentage should be harvested in southern Illinois. Pressure will be on the increase of kill more and more, generally, I think, at the expense of Illinois. I am not trying to take sides in this issue, merely trying to point out what the problem is. Last year Illinois closed the season early in an attempt to hold the kill down. Now the same problem I can see developing in this section of our country where in a few years we have the great bulk of birds coming down through North Dakota, South Dakota, Iowa and Swan Lake, Missouri, eighty per cent. Some ten per cent come down through Minnesota, through Rochester, Minnesota, through Iowa, into Swan Lake. Approximately ten or fifteen thousand birds winter there normally. The Mississippi Flyway Goose Committee, I believe, have ready for you Directors a recommendation on divisions of the kill at your Flyway meeting next month. Is that sufficient, Tom?

MR. EVANS: I was thinking of your rather sharp termination of the breeding areas on Hudson Bay.

MR. BURWELL: I am sorry I didn't have a map to take that into account. Generally we can assume they come from Hudson Bay, a segment on the east side and a segment on the west side which is the source but it's pretty hard, we have so little information on it dividing the birds from Hudson Bay.

PRESIDENT WOODWARD: What's being done on breeding grounds concerning production and managing of these geese flocks?

MR. BURWELL: We tried to get information on that a couple years ago. Men stayed some thirty days on an island. It's a hard area to get into. The best information we have is our friends in Canada who pass along the words of the Indians who live in there. Our experience is that their judgment is good on forecasting. They harvest six to eight thousand geese every year. We don't know much about production, however. With limited money, it's a very expensive operation to dig into.

PRESIDENT WOODWARD: Any other questions? (No response.) The most perplexing problem we have in South Dakota and without question the most perplexing problem we had in 1959 in South Dakota was that of pheasant management. I assume many of the rest of you join with us in being perplexed. It was the action of this Association several years ago to cope

with the problem of Pheasant Management. They suggested and recommended that pheasant experts from our various states in this Association form a Pheasant Council which would meet and digest and evaluate knowledge pertaining to pheasant management. We have today a report from the Pheasant Council which is an integral part of our Association. Our report today is being given by Dr. John L. Seubert, Chief of Game Research here in South Dakota. John Seubert.

DR. JOHN L. SEUBERT: Thank you Harry. Commissioners, Directors, Ladies and Gentlemen and Guests. The Mid-West Pheasant Council is a relatively new organization and it might be well to review briefly its inception. Administrators and biologists have recognized for some time the need for more coordination in pheasant research. The method that had the most appeal was to form an association so that technical people could get together periodically and exchange ideas, and attack problems of pheasant research and management. This idea bore fruit in June in 1957, when the Association started the wheels rolling. The organizational meeting of the Midwest Pheasant Council was held in January 1958, and three meetings have been held since. The member States and Provinces include Colorado, Illinois, Indiana, Iowa, Michigan, Minnesota, Nebraska, North Dakota, Ohio, Ontario, Missouri, South Dakota and Wisconsin. Kentucky administrators have expressed interest in sending a representative to the Council meetings.

Now, my task today is to report on the work, recommendations, and plans and thoughts of the biologists who represent you on the Pheasant Council. This involves a variety of subjects and I will discuss the Soil Bank Program; the disease, equine encephalomyelitis in pheasants; standardization of hunter questionnaires; recommendations of the Council; and, problems confronting the biologist and administrator in pheasant research.

The first item I will discuss will be the Soil Bank. The program has caused considerable interest regarding its possible effect on pheasant populations. Because of this interest, the various Council members were asked a series of questions to try to determine how they felt about the effect of the Soil Bank. I'll give the questions briefly and summarize the results as follows:

The members were asked if they had observed any correlation between Soil Bank cover and pheasant populations during the years the program was in effect. The majority reported that no correlation has been observed. South Dakota and Wisconsin personnel reported possible correlations.

The next question: Do you have any data that might be an indication of the value of the Soil Bank? Again, the majority reported that they did not have any data. Some indications of possible value were reported by several of the states, however. Iowa, for example, reported higher pheasant crowing cock counts in areas of the greatest amount of Soil Bank cover. Minnesota reported that where they had the most Soil Bank cover, they also observed the highest age ratios. North Dakota reported high fall and winter use of Soil Bank areas; Wisconsin observed the lowest reductions in the 1959 kill as compared with 1958, in areas of the largest amount of Soil Bank. Also, Wisconsin game managers believe they see more pheasants in Soil Bank lands. This, again, may be a use factor. South

Dakota has been fortunate in being able to utilize Soil Bank areas for nesting studies to determine if nesting density is affected by the sizes and shapes of fields, and also to obtain data on production. The first year in Soil Bank acres we observed two pheasant nests per acre and a hatching success of 28 per cent, or excellent productivity.

In another question, I asked: Do you believe the Soil Bank has resulted in greater pheasant populations? The majority of the answers were "yes", some with reservations. Personally, I doubt if any state could furnish definite proof, however.

The cooperators also were asked if they believed the Soil Bank had been a benefit to pheasant population? Six responders answered yes; four were not sure, and one decided to abstain.

In another question it was asked if the Soil Bank was more valuable in low or high pheasant population density areas? Most of the states did not have any data. Wisconsin believes it would have most value in the upper part of their optimum range. We in South Dakota believe it is of more value in low density areas, but we cannot prove it.

Another question was asked as to the value of the Soil Bank as nesting cover. Most states had no data. Wisconsin and South Dakota reported the Soil Bank to be excellent nesting cover. In Wisconsin, nesting was as good in Soil Bank as in marsh land, which is considered the key nesting cover in Wisconsin.

The last question concerned the improvements that could be made in the Soil Bank program. The majority of the States suggested the later mowing of Soil Bank lands, and Wisconsin recommended higher payments.

In summary, there is very limited data on the value of the Soil Bank, yet most states feel the program is of value even though they cannot prove it. The future of the Soil Bank program is in doubt. We in South Dakota hope that when Congress reconvenes in August there will be action taken so there is a program for next year.

The disease, equine encephalitis, has been observed to affect pheasants quite adversely, particularly on the East Coast. Since positive blood samples for eastern equine have been obtained from pheasants in Wisconsin, considerable work is being done in the Midwest. There are three types of the disease. The eastern has been found as far west as Wisconsin; the St. Louis in the St. Louis area and westward, and the western is found west of the Mississippi River. It has been found in pheasants as well as other species of birds and mammals. Fifty per cent of a large number of pheasants tested positive in Wisconsin for eastern encephalitis. Of eighty birds collected in South Dakota in 1959, fifty per cent tested positive for western encephalitis. Returns on released Wisconsin game farm birds indicated that birds contacted the disease within thirty days of being released. In other words, Wisconsin released and then picked up birds later on and many tested positive.

Considerable research is now underway at the University of Wisconsin and includes the effects of vaccination, serological surveys with many states cooperating by furnishing blood samples, and the collecting of insects. In summary, these diseases are being watched closely and studied quite intensively. The Council feels no other action is needed at this time.

The Pheasant Council took action on several items which resulted in recommendations to the Association. All, I hope, will be discussed. The first deals with hunter questionnaire surveys. It would appear that before we can make region-wide population surveys, based upon kill estimates there will have to be a uniform method of sampling hunters in all states. We want to be able to map pheasant distribution in actual density values. This is why we need comparable data. Further studies then could be made with a view towards explaining the possible causes of varying densities. Therefore, the Council recommends to the Association that they support a move towards uniformity in the form of licenses. We have to have a method of comparing our bird populations. The Pheasant Council and the Central and Mississippi Flyway Technical Committees would act as advisory committees.

The Pheasant Council believes in cooperative research. This means interstate research. If the Association agrees with us--that joint research is needed-- then the Council would like advice on how to go about getting it done. Some studies require considerable manpower, maybe at peak work periods. It is suggested that a way might be worked out similar to the cooperative waterfowl projects which we are now involved with. I hope this subject can be discussed at your business meeting tomorrow. The Council also has prepared a priority list of needed research, and will be ready to propose some ideas very soon.

A motion was passed at our meeting to ask this group if they would want the Council to supply them with periodic population status reports. This involves the question of whether the Pheasant Council should deal strictly with research or management or deal with both. We all realize that in many states it is difficult to separate research and management. I mention this today so that you can mull it over and discuss it tomorrow afternoon.

We anticipated that you all would be interested in a report on the current pheasant population situation. I polled the Council members regarding pheasant kill for 1958 and 1959, and their 1960 breeding population estimates, and I would like to present this to you now. I believe most of you can see this figure on the comparative pheasant kill for 1958 and 1959. The only state that indicated an increased kill in 1959 was Colorado. There was very little difference in Nebraska, and, I guess, that's about it. The total kill for these states and provinces was 11 million in 1958 and 8½ in 1959, or about a 23 per cent decrease in kill in 1959. I also asked for comments on expected 1960 fall populations as compared to 1959. Maybe this was a loaded question. These are, needless to say, rough estimates. The states of Colorado, Indiana, Michigan, and Wisconsin indicated that fall populations would be about the same as in 1959 if they had average productivity this year. The states of Iowa,

Nebraska, North Dakota (Southeast region), Ohio and Ontario, believe they will have increases of ten-to-fifteen per cent over 1959. The states of Illinois, North Dakota (Southwest region), South Dakota, and Minnesota believe there will be decreases of anywhere from ten-to-twenty-five per cent as compared with 1959. These are just rough estimates and, of course, a lot can happen between the hatch and the hunt. To bring us up to date, I also asked about 1960 breeding populations. Breeding population trends are depicted on the next figure. I hope you can see the contrast. Now the key is a little small, but the green color indicates increases of 16 to 30 per cent. You can see that the northeastern corner of Michigan is the only one sporting a green color, the remainder of the area being in various shades of red, indicating decreases. I made no effort to hook up the states on a regional basis, but you can see that there are several instances where things tie together. For example, southeastern South Dakota and northeastern Nebraska appear to have decreased to the same degree. There were only limited data from several of the states, since some states are not set up to obtain statewide breeding population data. The maps will be here during the conference if any of you want to make a more detailed examination.

Finally, I would like to discuss a little the problems of pheasant research, financial problems and personnel problems. Research quite often must be conducted on a large scale, it must be replicated or repeated in several areas, and perhaps for several years. Too small research budgets are not conducive to good research. Administrators should keep in mind the fact that some studies need to be continued several years before results are forthcoming. This makes the job of the administrator a rough one, particularly when faced with curtailed income. Let's take a good look at research expenditures in the midwest. As you can see in the next figure, the grand sum of \$212,000 is the research budget for this year for Pheasant Council member states and provinces. Now some of the fellows really had to scratch because sometimes research and managements budgets were combined. These figures, however, are the best estimates. They may be low or may be high. We did the best job possible.

Now a few minutes ago you were shown that eight and one-half million pheasants were harvested in 1959. I'm sure a pheasant has a resource worth at least five dollars. Thus, the value of the total kill was forty-two million dollars. Based upon these figures, one-half of one per cent of the resource worth is being spent on pheasant research. Is this enough?

Now, to the men who do the research. It takes considerable time to develop a good researcher. Unfortunately, by the time a man becomes really productive he quite often is attracted by higher pay to administration or management, or is forced into other fields because of family responsibilities. Research suffers as a result. I have been informed that the U.S. Forest Service has recognized the problem and has made it possible for a good research man to receive the same salary as the administrator who remains in the office. All of us, I believe, recognize that most biologists are a rather dedicated bunch, and that if given an environment of adequate financial remuneration, a stable research program, and occasional recognition for their efforts, they can function at their best. Administrators can help researchers do their job by allowing the opportunity for sound and sustaining research programs. With a mutual understanding of

the problems facing administrators and biologists, and with confidence in each other's ability to do his job, resources management will progress. Thank you very much.

PRESIDENT WOODWARD: Thank you, John. I am sure we are going to have questions from the floor. John is up here fellows, and I know, you all have a lot of ideas about pheasant research and the pheasant council, so fire away.

MR. OLDS: I noticed, John, when you mentioned the kill of thousands of pheasants you referred only to cocks. I'd like to make this statement of interest. In Ohio this fall we will also kill hens for the first time in our fringe areas. For many years we have attempted to establish pheasant populations on a state-wide basis and have found it impossible, but we are going to in areas where we do establish pheasant populations. The hens have become a problem. We have stocked certain fringe areas, state-owned lands, controlled lands, where they are permitted to be shot. I believe it is a step in the right direction. For two years we have taken hens and I think California and Montana had experimental shoots on hens last fall. We believe this matter of shooting hens will be studied quite soon. Actually we believe the problem of whether or not hens can be harvested is about one of the number one problems facing us today. If we can harvest hens, we are presently wasting a terrific resource.

MR. JIM KIMBALL: I don't have a question. I'd like to add to the Soil Bank data being worked up. I have gone over quite a bit of the data, and I think we are going to have pretty good information to compare with the past couple years of pheasant population. If we have three per cent or more of the total country in Soil Bank, I think it will help the pheasant population. We will have better information on this at a later date.

DR. SEUBERT: I have considerable data about some comparisons made in South Dakota. It looks like we have good correlation when up to six per cent of the land is in the Soil Bank. I'll say one thing about the Minnesota situation where they had comparable data for eight counties. In this instance they observed a correlation. If you look hard enough, regardless of the state, you may find a group of counties, and observe a correlation or you may go to another part of the state and observe no correlation. It is difficult to conceive that all of this nesting cover was not of some value.

MR. MEL STEEN: I don't want to ask any questions. I'd like to make a few general comments on pheasant management and pheasant research. What I have to say is based on experience primarily. The Great Plains dating back to 1920, right in the middle of the introduction of the pheasant population in this country is where I got started in this business. I can think of some things about pheasant management where you've gone astray. The first point I want to make is this. In my frank opinion, in the Great Plains, on the evidence on this particular species in this section of the country, environment and environment alone is the thing that has led to the results we have seen. Now I think in our management and in our development work we tend to over-emphasize some factors and under-emphasize others. We tend to over-emphasize the size of our breeding populations

and tend to over-emphasize wintering. The truth of the matter is, all information we have or I have seen in my days says that breeding characteristics is a climatic condition or something we find abnormal. Annual turnover is a constant thing, and you start the spring with a splendid population based on what was produced the previous year. The key to pheasant populations is primarily to be found in production. And if you have circumstances that give you an adequate yield or sufficient yield per hen then you are on a rising trend, and if you don't have a sufficient yield then you are on a declining trend with respect to harvest. Hence, there isn't any doubt in my mind at all here in the Plains, that good production will carry you through each year. I want to give you if I can a sort of slogan. Year-around cover is the key to pheasant management in this country. Now, you people had trouble last year in pheasant production. We didn't in Nebraska. And it wasn't because of anything we did, it was because the Lord was good to us during the production period. We have had essentially the same conditions this year, although we may have somewhat a reduced population. We had reduction in yield. We probably will have an increased yield this year, and it will undoubtedly go as high or higher as it did last year. We are wasting an awful lot of hens. We carry them through the winter and they're not producing a thing. They haven't got a chance. They can't mate under the mating conditions existing in this agricultural country. I think you need to pay far more attention to nesting cover and a lot less attention to winter cover. You have to pay more attention the year around. They shouldn't suffer too much. There's ample food, not enough cover. What we obtain in populations depends upon what a population does.

DR. SEUBERT: Thank you, Mel. I would agree wholeheartedly with most of your statements. Nebraska research personnel have for at least five years observed that their production does not depend on the number of total breeders each spring, but primarily upon the amount and quality of nesting habitat.

MR. STEEN: I want to add one more thing I think is indicative of everything I have learned at least about declining populations in ground nesting birds. The failures in reproduction that I have observed is particularly true of the pheasant. I think we need to worry a little more about whether the seed we have in the ground will yield more, not on how much breeding population we have each spring. This is true of corn, true of wheat, also true of the Hungarian partridge, and true of all these birds.

MR. TOM KIMBALL: I was impressed with the sales talk about research concerning the adequate staffing of research sections. I think if a group of administrators got together they would be critical of research programs regarding the selling of research results. I mean, as public agencies we can move no faster than the public will allow us to in spite of research. I think research people as a general group expect to gather information and all of a sudden spring it on the administrator or on to the Commission or on to the sportsman and, of course, expect them to accept that overnight without any questions or without any qualifications. I think that's where we make our mistake. So if I had to make a plea to research groups in general, it would be that before you spring something new or something

controversial, get the information and before you try to sell it, clear it through administrative channels and obtain consent to sell the ideas to the general public. If you don't do that you'll be in trouble with the Commission, the administrators, and the general public and, besides that, you probably won't get your salaries where you want them.

DR. SEUBERT: I think a lot of us know classic examples where mistakes have been made. Research should be ahead of management and management ahead of the public. This I believe is the best chain of command and that most of the selling should be done by management.

MR. KIMBALL: Look, you're putting the bee back on management again. I think a lot of responsibility should be assumed by research before action is required. In other words, a combination of I and E, management, all of the rest of them. It's necessary that a good portion of it be handled by the research worker himself because he understands more about what he is talking about than any other individual. He should assume, in my opinion, a good deal of the responsibility of selling the program he has presented.

MR. LES BERNER: That's the whole problem, Tom. It's mentioned all the time. It's wrong in this respect. If you've got a good research man, he shouldn't have to spend a lot of time selling his products. I'd like to see him turn the stuff over to the I and E boys, managers, and administrators. There's where the selling's got to be, with the cold facts. Not to tell him he's got to be a salesman too. It isn't the way he likes it, but that's the way most of us in the present state have to have it.

PRESIDENT WOODWARD: Tom, I am sure the problem is recognized by most of us.

Dr. Kabat: Wisconsin proposed the addition to the Pheasant Council of some representatives of the administrators of the Association, and Wisconsin proposed in a letter to Mr. Woodward that some administrator be added to the council, simply for the reasons you are expressing right now. There is no point in administrators telling administrators their problems or researchers telling researchers their problems. I think they have to be told to each other periodically as developments occur. Then the question can be reflected in the research approach. How we can do this is by periodical meetings of the Association and periodical meetings of the Council, with expression of comments made here and questions. I disagree very strongly with a point or two. I generally agree, however, that we could communicate then through a group of representatives. The group doesn't have to be very large, perhaps three administrators and three researchers working with the commissioner of the Pheasant Council. If this doesn't work out we may destroy something that hasn't had a real chance. As far as I know, this is the first time the Midwest Fish and Game Commissioners have endorsed as thoroughly our research objectives or given expressions, and I think we have to explore this completely.

The present system is workable, but not adequate. I'm not satisfied with the amount of imagination. I think they're hesitant because they don't want to look to progress. A lot of these proposed endeavors are nothing new. We should be reaching way out into new horizons. They're

so concerned with the immediate problems they obviously cannot get into other things.

PRESIDENT WOODWARD: Thank you. With that, we have gotten to research, I am sure that during the business meeting tomorrow we may have an opportunity to continue some of the discussions started here.

(At this time the meeting adjourned for lunch)

PRESIDENT WOODWARD: We are going to get this meeting called to order right away, fellows. We've got a good program this afternoon and we want to hear it. We've also got a **busy schedule** later on.

We've some announcements to make. First of all, for tomorrow morning the schedule for our meeting place will be in the Crystal Room. Tomorrow afternoon we'll be back in this room. We are showing a film at eight thirty tomorrow morning and opening the meeting at nine o'clock. I. G. Bue has a film regarding predator calling. Some of the states are still fighting this bounty deal, trying to work up something to take care of the situation. This film is photographed in Arizona and isn't out in public yet. It shows how to call up fox and coyotes. Over a period of eighteen weekends the caller called up 495 coyotes, eighteen fox, six bobcats.

FROM THE FLOOR: Where are you going to show it?

PRESIDENT WOODWARD: In the Crystal Room at eight thirty tomorrow morning. I am sure most of us will want to take that in. The meeting will be started on schedule at nine o'clock in the Crystal Room. In the afternoon we will be back in this room.

Fellows, in planning our meeting we did not plan on a banquet. We don't intend to have a banquet. We have a barbecue and chuckwagon planned tonight. We have a buffalo dinner tomorrow night which will be served at Mount Rushmore as soon as we can get there. It is not a formal set up. At this time of the year it is nearly impossible to have the place reserved. We will go up there and be served. They are going to try to reserve one end of the dining room for us. No speeches, we'll just have dinner up there. As mentioned before, there is going to be a program by the National Parks Service for the lighting of the Rushmore monument.

This afternoon as soon as we adjourn here I'd appreciate it if you would go directly downstairs and be prepared to load in the automobiles for the tour. Those of you who went to the Passion Play yesterday and would like to can find the same drivers and travel with them again today. Those of you who did not travel to the Passion Play yesterday, contact Virgil Johnson, Chief Game Warden, under the marquee and he will have you assigned to a vehicle. I think he has all of your names. This is Virgil Johnson in case you want to know what he looks like. He's the big gun on this transportation. If you had your ride yesterday, find yesterday's driver and we will marshall the caravan. With that, I would like to turn this afternoon's program over to our discussion leaders.

Before I do that, Les Berner has a short report on trips for tonight.

MR. BERNER: If any of you want to make any spotlighting trips tonight or any time, include what you want to see in this mountain area. We can arrange anything. We would like to know how many would like to go on a spotlighting trip. After the Play House, in a few hours, we would like to attempt to demonstrate the use of the CO₂ gun, if any of you want to go, will you see me then at three o'clock right after adjournment and I'll get your names and make travel arrangements?

PRESIDENT WOODWARD: If you don't catch Les at that time, you will see him around the Chuck Wagon.

With that, we are going to turn the program over to the discussion leader for this afternoon, Bill Towell. Our program is "What's your Department's Problem."

MR. TOWELL: Thank you, Harry. The greatest problem is keeping on time, as Harry said, and I am going to do everything I can to get our three speakers in. If we have time for discussion, fine, if we don't we'll just have to skip it. I don't think it was intended to imply that financial, personnel and bounties are the only problems. I think these are just symbols of a multitude of problems we all have. I would certainly have difficulty finding any that presented more trouble or more work for an administrator than the first two. In order not to take time of the panelist to get on we will hold any discussion until the last paper, then we hope to have time to discuss.

The first problem will be Financial. To discuss that will be the Director of Fish and Game in Minnesota, Jim Kimball.

MR. KIMBALL: Thank you, Bill. Ladies and Gentlemen. If I had the solution to this matter of financial problems I would be real popular here. As all of you know, I don't. I thought perhaps I might be able to help out in one way. I am presenting a prepared paper at this time. Maybe you will find nothing in it. If there is anything of real value to come out of this thing, it will come from the discussion which follows.

Our program chairman asked me to talk about the financial problems in carrying out a game and fish program. If having problems makes one an expert, I should be well qualified to speak on this subject. However, in speaking to fish and game administrators of the Midwest, I recognize that everyone in the audience has the same problem and is, therefore, equally expert on the subject. And these problems of finance are not confined to our group of 16 midwestern states and provinces - these are international in scope. Everywhere conservation work is caught in a financial squeeze.

Our job is to conserve, perpetuate and enhance those resources which provide much of today's outdoor recreation, and which will be needed to meet the much greater recreational needs of the future. There are many conservation problems, but I think of no greater and more pressing problem than that of securing the funds required to do the necessary job.

How can it be that in these prosperous times we are hard pressed for conservation money? We can afford our luxuries as well as our needs; we demand more services and pay more taxes to get them; we eat better; dress better; give our kids better education; contribute more to the church and charity; and buy better automobiles, boats, guns and fishing tackle. But when it comes to buying needed long-range conservation we pull the purse strings tight. Let me give you a few examples.

Fisherman spend \$2.00 on the average for each of the 50 million game fish caught each year in Minnesota. Of this \$2.00, the portion that goes for lodging, food, refreshments, transportation, boat, bait, tackle, etc. is \$1.95. Only 5 cents per fish is invested in law enforcement, fish stocking, rough fish removal, development of spawning areas and a multitude of other management and research jobs that insure the angler that the \$2.00 fish will be there to be caught.

In Minnesota's 10,000 plus lakes and 15,000 miles of fishing streams, we must manage about 3 million acres of water for fishing. And we must do this big job on funds from fishing licenses that are among the lowest priced in the country. What is more, fishing license fees have not been increased in nearly twelve years. Think of it, in Minnesota a resident fishes for a year for \$1.50 and on the average he fishes about 10 times - 15 cents a trip. And 15 cents doesn't buy much today in the line of fish management and buys a lot less than it did 12 years ago.

Inflation is but one of the reasons for today's inadequate game and fish budgets. As the price of a haircut goes up, you pay it. You also pay ever increasing costs of gasoline, food, clothing and all the rest. When a cup of coffee jumped from 5 cents to 10 cents you didn't stop drinking coffee. But the suggestion or even the thought of a fishing or hunting license increase frequently provokes violent and vociferous opposition. To some, increasing license fees is taken as a "travesty against the inalienable rights of free men" or "infringement of our American heritage." But sometimes it seems that those who protest the loudest are the first to demand more stocking, more intensive management and better law enforcement.

But, inflation is only part of the problem. Increasing revenue in proportion to the increased cost of conservation work would still leave our funds grossly inadequate. There are three important reasons for this.

1. Sportsmen demand and should have greater services than in the past. They need public access to our lakes and streams, public shooting grounds, and access roads to both lakes and hunting areas.

2. More intensive management is needed to maintain and improve hunting and fishing. An example of this is the reclamation and rehabilitation of lakes. In Minnesota we have removed trash fish from about 70 small lakes by use of fish toxicants and then stocked them with stream trout. The annual harvest in many of these lakes jumps from virtually nothing to 20 to 40 pounds of trout per acre of water. The only catch is that it cost about \$40 per acre to do the job.

3. Reasonable investments in conservation now will prevent resources from being lost forever, and will pay tremendous future dividends in many kinds of recreation. We can't raise ducks unless we have waterfowl breeding areas, and we can't provide trout fishing in ruined trout streams.

Providing the means for long-range investment now is by far the most important reason for adequate conservation financing. Tomorrow will be too late. In Minnesota we spend between one-quarter and one-half million dollars annually in purchasing wetlands; but even this is inadequate. With drainage eliminating our remaining wetlands at the rate of 5 per cent each year we cannot win the race against time and save what is needed. This is most unfortunate because these wetlands are much more than waterfowl production habitat. They harbor pheasants and deer, they provide our best public shooting areas, and perhaps least appreciated - they provide a haven for all kinds of wild animals and plants - a small exhibit of what America once was.

If we could manage our fish and game divisions as commercial enterprise is managed there would be no problem. If the total returns from our conservation investments came back to be re-invested, there would be no need for additional funds. But this is not the case. Again, let me give you an example.

Recently we invested about \$60,000 in acquiring and developing a waterfowl area in northeastern Minnesota known as Mud-Goose Lake. The return to the people of the state from this area in wild rice, waterfowl and fur will likely be as great each year as the total initial investment. Our ten-year plan contains many comparable projects. What a shame we cannot afford investments which yield 100 per cent annual returns from now to eternity. Conservation is a successful and paying business but the problem is that while the dividends are rightly paid to the people of the state, too little comes back for re-investment. The income is paid out in dividends to the people who enjoy the profit from outdoor recreation but far too little is re-invested in capital improvements and good management of the conservation industry. And as every businessman knows, dividends must suffer when capital improvements and adequate funds for good management are neglected. We have good northern pike fishing today but in many lakes this dividend will be lost if we do not invest in natural spawning areas. We shoot a million waterfowl a year, but this cannot continue unless we preserve and create waterfowl habitat.

Prior to 1955 we purchased about 7 or 8 public access areas to lakes each year. Since then the program has been expanded until last year we acquired fifty-eight. This figure is still much too low not only in terms of recreation today but, more important, in terms of wise investment for tomorrow. Because of legal restrictions we cannot pay over \$1,000 for each lake access site purchased. Our average cost is the absurdly low figure of \$500 each. In other words, for five hundred dollars we acquire an acre or so of lake shore property on which Minnesota people and their guests can park their cars and trailers - fish, hunt, swim, ski and boat now and forever after - and at a price of \$500. What are the dividends from this investment?

I'm sure each of you game and fish administrators could give examples of big dividends from conservation investments which would equal or top mine. But there is little to be gained from us telling each other about it.

Soon we in Minnesota, like many of you in your states and provinces, will set out to increase license fees and find any other sources of revenue in order that we can invest more in the conservation of our natural resources. You can be sure that we will not be thanked for working to raise this money through license increases. We may well be called "money hungry" or "empire builders". It is seldom realized that the more money we have the harder all of us must work to spend it efficiently - and at the same salary. The only hope of personal compensation is that at some future time when lake shore property is \$100 a front foot someone may be pleased that we had the foresight to buy it for \$5 or \$10.

But, regardless of the criticism, we will do our best to get the money required to buy and build now, to prevent great natural and recreational resources from being forever lost. We will plead for increased conservation financing because it is our obligation. Not to do so would be to neglect and this is a grave responsibility. Here, again, we can use an example.

Minneapolis is justly proud of its beautiful lakes surrounded by public parks and beaches. Many thousands of people enjoy these spots of beauty and recreation within a large metropolitan area. Very few people realize that all this is possible only because of the vision of a man named Theodore Wirth, father of Conrad Wirth our now famous Director of National Parks. We now recognize the foresight and greatness of Theodore Wirth, but his battles 45 years ago against the exploiters and the short-sighted made him no hero of his day. Only because one man fought for public funds for buying, dredging and beautifying lakes on the outskirts of a small town - only because he won his fight, can Minneapolis today be called the City of Lakes.

In Minnesota we created a self-survey and planning committee to analyze critically our current program and to study our needs over the next 10 to 15 years. After months of diligent work, a long-range work plan is nearly completed. It points out many programs which are "critical" and "urgent"- and where a "crash" effort must be made. The plan includes such long-range programs as a system of waterfowl refuges and public shooting grounds extending across the state from the northwest to the southeast. Each area has been studied and planned. Minnesota could make no better investment in the future of waterfowl hunting.

Provided with funds to carry out this long-range plan and the better ones to follow, Minnesota will perpetuate outdoor recreation and the 300 million dollar tourist industry it supports.

The big problem today is how to convince our people that more money for conservation is their best investment for both the present and the future. I admire New York's bold approach in laying the matter squarely before the people and their elected representatives. With no bones about

it they are asking for 75 million dollars now to be used for acquisition and land development for recreation. It is now or never for New York.

There should be no quarreling and bickering among those who seek to preserve our heritage of outdoor recreation. The forces of growing America are overwhelming. Like a veritable tidal wave they are destroying our fish and wildlife, their habitat and our opportunity for out-of-door fun. This is no obvious to us who daily face and wrestle with these problems. Can it be true that to avoid an increase in license fees, those who benefit will just let outdoor fun slip between their fingers? It seems incredible. As to what is coming we have only to look to the Eastern states. Here conservation administrators look with longing and with envy upon our abundant recreational potential -- the available lake shore and inexpensive fish, game and outdoor fun areas. They tell us, "Buy it now - do it now. Tomorrow it is either too late or too expensive."

The east is the "crystal ball" in which we can see tomorrow in the midwest. The image in this crystal ball is not a pretty one. What has happened there can happen here - it is happening now.

I thank you.

MR TOWELL: Thank you. I think that was a mighty fine presentation and I know it will precipitate a great many comments and questions later. In fact, I have a half page here myself. But in fairness to the other speakers, I am going to proceed to the other two portions of the panel, saving time for discussion.

The next problem is prevalent in any business- and this is personnel. Pre-service and in-service training is a very essential part of the personnel program in any department. I think we are finding in our own department in Missouri the importance of pre-service and in-service training. To discuss this problem for the panel is another old timer in our ranks. Mr Harry Ruhl.

MR RUHL: This discussion deals primarily with professional-class employees. One of the very important and first opportunities for in-service training occurs in recruiting, particularly in the professional fields. It is probably just as important in vocational fields, such as law enforcement. Men with educational, game management, forestry, and police administration training are becoming available for enforcement work.

The selection of candidates for employment with a diversity of background, experience, and training among the fields usable in wildlife management is exceedingly important. Every effort should be made to secure the best man, no matter where they went to school or where they were brought up. This means getting a goodly number of employees from other states rather than using home-grown talent almost exclusively. If the Civil Service policies give citizens of any state such an advantage that it is difficult or impossible to hire non-residents, perhaps graduate students enrolled in schools in the state can be considered as residents.

A good group of outstanding people with varied backgrounds in soils,

forestry, mammalogy, ornithology, wildlife management, agriculture, landscape architecture, statistics, veterinary medicine, and similar fields will tend to educate each other. Their wide variety of backgrounds and geographic experiences will make it easier to evaluate the experience, recommendations, policies, research findings, and management programs of other states. It will also tend to prevent groups from becoming too involved with a single small aspect of the conservation field.

May I repeat -- selecting high-potential candidates with a great variety of experience, training, background, and geographic experience is perhaps the most important step in training personnel.

Another important part of in-service training and building of high morale in an organization is efficient methods of service ratings which are objective, arranged on a scientific basis and correlated so that the same rating means approximately the same performance in all units and sub-units of the organization. We insist that each staff member review all positions in his section and the ratings of each employee once a year. Comparisons are made section-by-section by the staff, which includes all section heads, and appropriate rating adjustments made. This is highly important because of promotional examinations. While it cannot be achieved completely, the goal should be one common denominator for all the evaluations.

PRE-SERVICE

Overall working arrangements with major professors of wildlife management, zoology, fisheries, forestry, etc., and their special students at the institutions at which most of your candidates are trained should be planned carefully.

It will help to keep faculties informed of the agency's problems, programs, objectives, techniques, etc., so the schools can better prepare the students for work in the agency.

Some suggested methods to accomplish this are:

1. Participation by members of your staff in research and management seminars at the institutions. This is more easily arranged at those within the state.
2. Invite faculty representatives to attend in-service sessions. Example: At our annual Game Division school we have for many years invited one from the University of Michigan and one from Michigan State University.

Some suggestions:

Ask them to take part in the discussions.

Schedule them as outside speakers on assigned topics

This provides a mechanism for University people to bring the practitioners up to date, and to take the agency's problem to the students.

Such a program will help the teachers to teach and their students will gain a better knowledge and appreciation of the agency's program and problems.

3. On occasion, use faculty members on special projects where extra help or special skill is needed.
4. Distribute examination notices, reports, papers, etc., to training personnel and other agencies.

WORKING AGREEMENTS WITH UNIVERSITY STUDENTS

Working agreements and arrangements which cover specific projects that may involve both certain faculty members and a graduate student.

Examples:

Conservation Aide Program

The Game Division program aspect will be discussed because I am more familiar with it, although other divisions have somewhat similar arrangements. The Fish program is similar to ours.

The Game Division has 35 established Student Conservation Aide positions.

Aides are used for short-term employment and part-time work, as needed.

Aides are often used instead of force account labor and as helpers on specific jobs.

Candidates must be enrolled in a Michigan educational institution in wildlife management or a closely allied field, and are subject to a relatively simple examination by Civil Service to determine eligibility. The student's completed education is used to compute salary rates as follows:

Employee without a degree - B level -- Bi-weekly, \$148.80 to \$172.80.

Employee with a degree - A level -- Bi-weekly, \$153.60 to \$180.00.

Summer employment is possible when the student is not actually enrolled at the university and an Aide can skip a term of the regular school year to work full time.

Students are rated by their major faculty members for such things as their potential ability, knowledge, adaptability, and dependability. Each supervisor for whom an Aide works submits an evaluation statement for each work period. These accumulate in the Aide's personnel file. Aides, particularly the more advanced and promising ones, may be assigned to assist on some research or management problem.

This device is often used as an exploratory venture to determine whether the Aide wants to select his M.S. or Ph.D. thesis problem on this topic or a closely allied one, and whether the agency has confidence in the Aide as a desirable employee, either as a Contract Student Aide or in a regular full-time position.

Contract Aide

This involves a contract between the Student Aide, his major professor representing the university, and the Chief of the Division in the agency to do a specific research job for the agency and to use all or a portion of the contract work as a part of a thesis (usually Ph.D.).

The employment must be approved by Civil Service. If no one is eligible for appointments from regular Civil Service registers (Trainee, etc.), then an informal appraisal of all applicants by a Civil Service arranged committee would be required.

The contract specifies the work in detail, the time the Aide must spend on the agency's problem, pay (usually a fractional I, depending on the qualification of the Aide and the nature of the project).

The work usually is a field problem so the student must be able to complete his course work without enrolling for any additional formal classes. In some studies, such as one on bears, the student might attend classes the winter quarter since little progress could be made in research at that season.

Contracts are usually arranged after the division has seen the student perform and has decided he is a desirable potential permanent employee of the division.

Neither the Conservation Aide nor the Contract job gives permanent Civil Service status. To obtain a permanent job, the student must be certified as one of the three highest on a regular Civil Service register for that position.

In practice, most contractees have taken the Trainee I examination and so can be certified from an appropriate register which demonstrates their qualifications, and thereby gain eligibility to take promotional examinations for higher level positions.

PERMANENT, FULL-TIME EMPLOYEMENT

The Trainee I is the level at which we normally start our full-time permanent employees.

Trainee I - Game, Fish, Forestry, Geology, and Lands

Bi-weekly - minimum \$196.80, maximum \$200.80

Regular Civil Service examination and certification from the register are required.

Full-time employment is involved.

After the training period, the employee must pass the promotional Civil Service examination for the appropriate II position or be dropped. If he passes, he becomes a II. (Bi-weekly - minimum \$205.60, maximum \$258.40).

Trainees employed in classes where a Bachelor's Degree is required are eligible for advancement to the II level in one year if they possess the minimum requirements. If they have a Master's Degree, only six months is required.

Some positions, as that of Conservation Officer, which do not require a college degree, require two years of service to be eligible for promotion to the II level.

Transfers - within same class

Generally several transfers (geographical and type of work) are made in assignments of recruits for new experiences and growth between research, management, and administration. Promotions usually mean a change of responsibility. Usually at least two or three different assignments are arranged, at approximately three-year intervals during the employee's early service.

IN-SERVICE TRAINING

Formal Meetings

District (basically 12 in number with some variation in divisions)

Supervisors, across functions on overall problem - usually monthly

All levels, across functions and includes lower levels -3-4 meetings per year

Regional (3)

Supervisors, across functions - monthly

Regional, functional with District Game Supervisors - 4-6 times a year as needed

Lansing, Divisional Chiefs - monthly

Lansing, Division Staff, Regional, and District Supervisors - about 2-3 times a year

Research Stations - generally monthly with subject matter meeting as needed

Research Stations, program review with Lansing staff members - as scheduled

Subject matter conferences - as needed

Various levels - mostly within division and across levels and functions (research, management, and administrative)

Special committees - Examples:

Land Policy Committee, involves divisional and regional representation - monthly

Water Policy Committee - at least monthly

Rent Committee, interested divisions - as problems occur

Training School Conferences, usually 3-4 days - annual, division

Commission meetings, 2 days - monthly

Nationwide Conferences - limited attendance. We give time for any serious attendance - scheduled so essential work goes on.

International

North American Wildlife Conference

Fisheries

Mammal Society

Ornithological

Forestry

Professional groups - mostly regional (Midwest)

Deer Group

Mississippi Flyway Council

Pheasant Council

Midwest Wildlife Conference

Enforcement Group

Lake States Forestry

Etc.

State - Examples:

Michigan Academy of Science, Arts and Letters

Michigan United Conservation Clubs

Civil Service Employee Study Courses (administration)

Michigan Audubon Society

Etc.

Informal - Contacts and Communications - day to day

Distribution of reports

Important-matter copies of letters and other material

policy statements

libraries and working material

copies of agency publications

agency magazines, newsletters, house organ, etc.

Brief monthly highlight summaries of game activities of each section, region, and experiment station are distributed not only to people in the Game Division but to officers and members of other divisions. This is a way of keeping the units "on their toes" in producing and selling their usefulness. It also lets the other sections know that other folks have their problems, too.

These day-to-day formal contacts are most important because they're more personal. It's important to let field personnel know of Commission actions, and other decisions before or at least as soon as the field employee reads about it in the paper.

By Commission request all formal recommendations on new subjects are sent to the Commission 15 days prior to the meeting. This gives the Commissioners an opportunity to study all recommendations and familiarize themselves with the details involved. These recommendations also go to members of the special outdoor press and to key representatives of sports-mens organizations. The agenda and recommendations usually are distributed to all those who appear at the Commission meetings which are open to anyone. As a usual thing the press carries a statement of many items on the agenda before the Commission meeting.

This might create somewhat of a problem, but it also has many important advantages. The newspaper discussion of proposed subjects on the agenda and presentations of the recommendations which the individual newspaper thinks is of public interest certainly is an in-service training device. It alerts the interested people and field employees of what is coming up and what is being proposed.

Advance presentation of the agenda items and the conduction of Commission business open to anyone tends to give an opportunity for all interested citizens to protest the action and thereby reduce the validity of their complaints after the action is taken. Unless the memorandums are well conceived and the problem thoroughly studied before the recommendation is made, it could be embarrassing either for Commissioners who may

seriously disagree with the staff recommendations, or put the staff on the spot if they do not do a good job or fail to consult others in formulating their recommendations.

Our experience is, however, that this is a very good thing. It tends to keep interested people informed. We believe it gets the Department out of much more trouble arising through lack of understanding or an opportunity to get the entire picture than it does because of advance publicity.

As a good working objective, try

1. to have every employee worrying about the job of the Director.
2. to have every employee know the goals and problems of the agency

Policy

An agency's general policies should foster attitudes receptive to training ideas. These are some of the things to remember as I see them.

Dispense with rigid lines of authority in passing information. Each distillation weakens it. Action must be treated more formally and through line of responsibility.

Manuals and policy letters should include a judicious portion of the philosophy that goes into the making of decisions.

Arrange to help employees know the answers and to help employees know how to get them.

The quality of communications at all levels is very important.

The knowledge that the "Brass" would like grass-root suggestions and would like to let each employee know the agency's position on all public matters helps the agency over some embarrassing omissions.

It pays to provide reasonable opportunity for employees to ask the administration questions about the resource management that they want to know.

We try to provide for participation in the preliminary effort in making decisions whenever practicable.

Encourage (within practicable limits):

1. Leave to take advanced work in the field
2. Adjustment of working hours to take graduate courses which improve the employee's capabilities to do his job.

Employee must put in the required number of working hours, but may use vacation and compensatory time to do so.

3. Use of employee's regular work findings as a thesis

4. Transfer of employees to facilitate their technical advancement

With this listing, some of you may ask what do the people do besides go to meetings. May I assure you they get the work done. The objective of the meetings is to train field personnel to make the right local decisions and reduce the number of problems that come to the central office. All meetings are not equally productive. In spite of such imperfections, a well-rounded and diversified training program is the only way we know to prepare employees for the more difficult jobs ahead. It is the only way we know to have people available and qualified for vacancies at higher levels which are bound to occur.

In-service Training is expensive and requires work to make it effective. We believe that such training reduced operating costs, permits effective decentralization of action and handling more decisions at the local level, and that it is a good investment.

It is the only way we know to train an adequate backlog of employees ready for new positions, and more difficult assignments. It's the best way for an organization to be ready for the increasingly complex tasks ahead.

Thank you.

MR. TOWELL: Thank you, Harry, for that very enlightening discussion. I'm extremely sorry my personnel officer is not here to listen to your paper but I will see that he receives a copy. Again, I think you have brought up points that will precipitate a great deal of discussion if we only have time for it. But I would like to move on so we will have an opportunity for all three panelists to be heard. I'll do my best to leave time for discussion later.

The next subject is on bounties and may be a greater problem in some states than in others. I am sure all states will have or have had or at some future time will have bounty problems. I think it is timely for us to discuss what has been done and will be done in our work. I am particularly pleased that this subject is going to be handled, not by a professional wildlife man, not an administrator, but by a Commissioner. Maybe some might not agree, but I think Commissioners take more active part in our Association and also in the International Association, so I am pleased to present one of the Commissioners of South Dakota. He has been a Commissioner for five years. He's a rancher and raises both cattle and sheep. He's Vice Chairman of the South Dakota Commission. I am very happy to present, Mr. Dane Conger.

MR. CONGER: Mr. Towell and members of the Association. Sometime ago when your President called me and asked me to appear before this group, I was quite pleased. It isn't often a rancher in Western South Dakota has the opportunity to appear before a group of professional people of this kind. I think it's quite an honor.

First of all, I am a rancher and as you were told I am involved in both cattle and sheep business. The second thing is as both a cattle

and sheep operator I work hand and glove with the Rodent and Predator section of the Fish and Wildlife Service. The third thing is that for the past five years as a member of the Fish and Game Commission I've had a real good look at finance, some administration, and the background of the whole problem. I hope some of the ideas I will pass on here today will be of some use to you people in your various states. Perhaps it will be well to begin with discussion of just how the bounty law is set up in South Dakota. First of all, we have a two-cent tax on cattle and sheep which is collected through the regular tax channels. When it reaches the state capitol it is put into predatory animal control fund. Nothing in a feed lot is taxed. When this amount of money has been used up in bounty payments then the remainder of the fund comes from license money or revenue money. Now, administration of the program, briefly, is this. The County Auditor checks the animal to be bountied, removes the lower lip and then turns over the claim to the County Commissioners to be approved. The affidavit is supposed to be signed only by the person who actually killed the animal. Now the County Auditor processes these claims pays them after they have been approved by the County Commissioners and forwards them to our headquarter offices in Pierre. The cost of administration of this thing is over and above the actual bounty payment stood by the Fish and Game Department. I don't know, I've never seen any figures of actual cost but when you consider the numbers processed in South Dakota I am sure you will agree it costs us quite a bit. There is only one advantage of throwing this into the particular setup we have. That is, all the game birds, and animals in the state are under Fish and Game Administration. We have one pocket. I'm not going to say whether that is an advantage or disadvantage, but that's the way the set up works in South Dakota. I think it has some sort of bearing on the legislation we have had in the past. To me, the advantages of a bounty system or rather say bounty law type we have here is simply this. All the people who are in any way gaining any benefit from the elimination of predators are paying for it. In other words, ranchers out here, myself included, when we can eliminate the predator, then we have some benefit from it. We had instances where the County Auditor did attempt to add a little tax on voluntary contribution to clean out an area of coyotes. Our problem is some won't contribute. Those who stay out get the benefit of elimination of certain predators in areas where they are a problem. The disadvantages are plain waste of money. In our case, we have no control over payments. Every bounty hunter in South Dakota has written a blank check on the Department fund. Don't think it isn't a problem. We have no way of knowing how to budget. In every publication I have been able to find, I have yet to find an instance where a bounty system controlled predators. I quote from a report from Pennsylvania - "Pennsylvania's bounty system is one of the oldest in our nation. It failed to control predators by bounty. It was an especially interesting report. In a survey made in 1940 on red fox and grey fox in Pennsylvania, it was found they they increased at the same rate for 12 years. In Missouri they failed to try to control coyotes and red fox both by bounties. They both kept right on increaseing. It can be frankly stated that any fox bounty paid is of little value in reducing fox numbers. Now North Dakota has somewhat the problem we have. They also have an agreement of some type, I'm not sure of the details - with the Rodent and Predator Control section of the Fish and Wildlife Service. During the period of 1945 to 1947, bounties on coyotes were down 67 percent. I think there is some significance in that figure because there

was a reduction for some other reason than bounties. In Indiana, fox increased and decreased over several decades both in counties which paid bounties and those which did not. Bob cat, for example, is one of the numerous predators we have to deal with. In years 1955 to 1958, the bounty business ran along at about 150 per year. In 1958, it started to increase, in 1957, 1362 bob cats were bountied. It dropped off for a couple of years and started back up again. In commenting on it, I think you understand the situation better than I do. Coyotes bountied 1955 to 1957 were over 2,000 and dropped down to a low in 1958 of 1,793 coyotes. It's begun to pick up a little now. Getting to the fox case, the pictures don't compare. We haven't done any control on the fox to amount to anything. It started out at 4500, in 1955. It gradually went to 9,000 in 1956, 11,537 in 1959 and in 1960, 18,503. Those figures are only adult foxes and did not include pups. Badgers total about 13 to 15 thousand annually since the bounty was put on in 1952. We have bountied in this state, 125 thousand badgers. In the past five years here's the comparison of the amount of game money put in the bounty fund - \$1,486,655.69, and from the predatory animal control fund, which the stockmen pay, \$748,643.00. It's cost us a whale of a lot of money!

Now I think the conclusion can be drawn. If the bounty system is to be maintained some other means of financing is going to have to be found. We have along with the bounty system in this state, a Predatory Animal Control Agreement with the Fish and Wildlife Service. In 1960, federal funds amounted to \$34,358.00. Our Department contributed \$938,571.10 and the counties contributed \$1132.62. Add to those figures 244,529.50, the amount the Department paid out for bounties during 1959-60, and you will see we are spending a lot of money on predatory animal control.

Now to me, a big advantage of the Predatory Animal Control Agreement with the Fish and Wildlife Service is that you don't have to try to eliminate the predators all over the state. You take areas where they need elimination only. For example, the coyote is a problem with the sheep man. He has to keep the coyote from harrassing his sheep too much in the western part of the state.

A disadvantage is the relatively high cost for the number of animals taken. The bounty hunter gets the easy ones; the predatory control agent gets the tough ones, for what amounts to the same work. The rodent and predator control people poison a lot of animals. Again, if you use poison in this business you better have poison used by a man that knows how to use it. Many people lack the knowledge to use certain of these poisons and that's why there's a general misunderstanding as what has been attempted, what the reasoning was or what the poison actually does.

I am sure predators can also be controlled in given areas by paid trapper system.

I have covered a lot of ground here. I've probably talked longer than I should have in giving you a few of my own ideas in handling or getting rid of the bounty system. What approach should we use? I think the first thing is to have some kind of substitute the people will accept. A good public information program can convince the people that they don't need the bounty system.

An important step in getting rid of the bounty system would be to approach the legislature with the problem. We have a few friends in the legislature willing to help us. The important thing is to approach them at the right time to accomplish anything. Unless you have the aid of a lot of people in the state friendly towards your Department you have to be prepared to get out and do a lot of leg work. Wildlife organizations can also be helpful. A good I and E program is very important. We've turned our I and E boys loose working on articles for the Conservation Digest, separate reports etc. I am sure Harry or any of our people will provide you with copies of this material if you want it.

In closing I'll just say this. We are trying to bring the facts to the people of South Dakota. I don't know what the outcome is going to be. We've got our fingers crossed. Any other states watching us can avoid some of the pitfalls we have experienced. I'd sure like to get rid of the bounty system. One thought I'll leave in closing is this, As wildlife conservationists, all of us have one responsibility in this bounty fight. I think it is simply this. We should bring all the facts to the public of any state we happen to be in. Thank you.

MR. TOWELL: Thank you, Mr. Conger. That was a very forthright statement. I, as one administrator, think you would make a very fine Commissioner.

I could take all of the ten minutes myself on discussing each of these three papers but because we are so short of time I'd like to give the rest of you an opportunity to comment or ask questions.

MR. TOM EVANS: I'll direct this question to Harry Ruhl on personnel. He mentioned every employee would look forward to being transferred about five times during his tenure, sometimes without any compensation.

MR. RUHL: I applied that to technical people. That's about right in the Game Division. That's the way to get to the top of the heap. If you don't want the chance to grow, we will transfer somebody else.

MR. TOM EVANS: How does that work?

MR. RUHL: Here's what happens. The wife and family have roots where they are and they don't like to move, but generally after they move they're glad they went.

Mr. Evans: What about enforcement officers, do you do the same thing there?

MR. RUHL: To a limited degree. I can't tell you how much, but there is considerable transfer when they first start work. We transfer the good ones, you understand, more often than the poor ones. Some get old and lazy and want someone else to do the work.

FROM THE FLOOR: I must comment a little on Jim Kimball's problem. I can't help but be impressed by your statement that you are pressed for money in these prosperous times. How can you afford such a problem.

You said resident fishing licenses were only \$1.50 per year. Unless I make a mistake, your non-resident licenses are considerably higher. Have you considered passing some of the burden onto the residents where it rightfully belongs?

MR. KIMBALL: I can see you're not a resident of Minnesota. Well, actually most of our residents don't pay \$1.50 for a license. Most pay one dollar. Our non-resident license is \$4. Do you think residents should pay the bulk of it?

FROM THE FLOOR: Yes Sir. I think it's a state responsibility.

MR. MEL STEEN: We non-residents coming in don't exactly feel that way.

MR. KIMBALL: Half a minute. The thing we didn't discuss, is a new source of revenue. We have hit the point where we can't depend on the hunting and fishing license money to cover the taking care of outdoor industry. It isn't the man going fishing, it's the man who takes the family along and while he's fishing they are water skiing, boating etc. Its one of the things we should have gasoline tax on. I'm sorry - Mel Steen?

MR. STEEN: I was going to say something about financing too. Perhaps a little something about predators. I think we have made one serious mistake in our business. Perhaps we didn't make it, perhaps something just happened. The public has acquired the idea that the license fee is something they pay for license or permit that should give them the right to take home a certain quantity of fish or game. I am reminded of the statute of our State of Nebraska which says anyone fishing, hunting or trapping shall first pay license for management protection of these resources. He shall pay that license by buying a permit. Actually, I think we made the mistake of conveying that game or fish is something you pay for like an admission ticket to a theatre. We carry that idea still further. Start with the assumption everybody under the sun, ex-service-men, young people, old people, most everybody who thinks he belongs to a particular class or group that should not have to pay for getting into the theatre. He should be exempt from this tax but we don't exempt classes from licenses in other fields. The question is whether or not you are going to have the money to do the job. Take the state I am from now, as an example. The four years I have served there I have been able to more than double the total income of the Department. It is half of what is needed to do a decent job. I think the situation is the same in any state but we have built up the idea something should be free and it isn't so. A permit is a taxing device.

The question of other resource taxing will come in the future. States should be considering legislation for setting aside gasoline tax for recreation. The skier, boater and picnicker, contribute very little towards the cost of services they enjoy.

I want to say I enjoyed the presentation of Mr. Dane Conger. I think it is one of the best discussions I have heard in a long time.

I agree with you, Bill, I think he would make a wonderful Commissioner. I'd like to have him on our Board. I think we need men of this sort in our work. We need more participation. Dane did a real fine job.

MR. TOWELL: Thank you, Mel. Any other question?

MR. BILL BARNES: I have a question for Mr. Kimball. Jim, you pointed out you had not had any increase in license fees. Has it been your experience even with the same price for licenses sold you have had a decrease in the number issued? Would that be a reflection of poor hunting and fishing, people losing interest, or be a reflection of some other problem? I know people stop fishing, for example, due to racing motor boats. different recreation taking place on your waters. What effects do you think they have had on fishing, for example?

MR. KIMBALL: We have had some decrease, but there is certainly an increase in the use of parks and outdoor camps. I suspect it's sort of a transfer of recreation interests.

LARRY GALE: I believe Mr. Ruhl made the statement that they give Commission recommendations to the press before their commission meets. I'd like to ask if that applies to all recommendations and if they get any kick-back or meet any difficulties on this score.

MR. RUHL: No, it doesn't get anybody into difficulty. On formal matters a memorandum goes to the Commission from the Director's office 15 days before the Commission meets so the Commissioners have a chance to read and think about it. It also goes to the press; people who cover the meetings and to outdoor writers. Of course, if we aren't careful we may recommend something we haven't complete information on and we find that we should change it. All we can do is change it. I don't see as there's any danger.

LARRY GALE: They still want it that way?

MR. RUHL: I think there would be more trouble if they didn't get it to the press before the meeting. You, of course, can talk to the Commissioners before you make a recommendation. If there's a problem, there's no reason why you can't confer with the Commissioners about it.

LARRY GALE: Without prolonging this too much, I wonder if this has anything to do with the difficulty you have had in selling an any deer season?

MR. RUHL: No, I would think not. I think the very fact that our recommendations are known in advance by the public and covered in the press shows the citizens what to expect. It's an advantage rather than a disadvantage. If some fellow doesn't agree he writes it up that way. You might as well face it.

MR. ELKINS: Mr. Conger indicated with the animal head tax and other ways that the ranchers are pitching right in on this coyote problem. Blackbirds also damage the farmers crops. I'd like to ask Mr. Conger if

the same attitude or the same philosophy applies to those people to want to help themselves or not?

MR. CONGER: Well, I don't come from the part of the state where we do have that problem. It's a problem in the eastern half of the state. However, I think when the time comes it gets serious enough as the coyotes did out here, those farmers will pitch in on him. I'm just sure they will.

MR. TOWELL: Thank you, Mr. Conger. Thank you all for a very fine presentation.

MR. WOODWARD: Thank you, Bill. The Resolutions and Legislation Committees will both meet at seven-thirty in the Coffee Shop.

(At this time the meeting was adjourned for the day at 3:00 P.M.)

July 19, 1960, at 9:00 A.M., the meeting was reconvened in the Crystal Room.

MR. WOODWARD: Fellows, we are long overdue to open our session this morning. In spite of the fact that a number of our members apparently overslept, I think we will go ahead and get under way.

I would like to announce first that the Resolutions Committee is meeting at the present time in the Hills Room on the Third Floor. Any of you who have resolutions and would like to present them should get up and present your case to them this morning. They anticipate completing their work by ten or ten thirty.

Tonight we go to Mount Rushmore immediately after we adjourn. The schedule calls for us to leave promptly at five thirty. We will need to know - and I will call on you a little later today - to advise me whether or not you are going to Mount Rushmore so we can notify the cafe up there the number of people to expect.

With that, I would like to turn the meeting over to I. G. Bue who will lead the panel discussion "Should We Have An International Waterfowl Commission?" This question has been discussed frequently. It's one that little progress has been made on towards completion but one, I am sure, that is of definite interest to all of us. It is one that needs to be discussed more fully, more thoroughly in this meeting and other related meetings. With that, I will turn the panel over to Dr. Bue.

DR. I. G. BUE: As you know, Tom Evans is Chairman for the Waterfowl Study Committee of the International Association of Game, Fish and Conservation Commissioners. Possibly the big problem he's had to work with is to get something firmed up on this before the International Association meets in September. My thinking is everything brought up on this particular subject now will help him to firm up ideas to take before that meeting in September. It's a big job, one that takes a lot of work and searching into to find out exactly what you can do. This morning, no doubt, there will be a little repetition between the three of the panel members regarding certain problems that come up but I think that is good.

With that, I think I will call on Tom Evans, Superintendent of the Game Management Division of Illinois.

MR. TOM EVANS: Thank you, I. G.

Before starting out on this subject at hand, I am going to take two or three minutes just to mention something else in connection with waterfowl in a little bit of a report, you might call it. Some of you, perhaps not all of you, are aware of the fact that this year and for the first time, the Bureau set up a little program for showing representatives of the four Flyway Councils some of the breeding grounds in Canada. The way it was set up was that at least one representative from each of the four Flyways was to be present. I think Gabe was to be there from the Institute and one or two people from the states. The idea was to better acquaint the states with procedures that are used on breeding grounds so

as to give them an actual look at this territory. We met in Regina on the 10th of July. Three Flyways were represented. One Flyway was unable to find anybody free to get up there. They first took us on a ground tour working out of Regina. We went to Moose Jaw. The next day we made a long flight from Regina out to Medicine Hat, Alberta, and northeast up to Prince Albert, Saskatchewan, southeast to Yorkton near Manitoba and back to Regina. I don't know if this is right, but somebody said it was about eleven hundred miles. Sounded strong to me looking at the map.

MR. PAYNTER: Well, we're not much bigger than Texas, Tom.

MR. EVANS: Anyway, we covered a lot of territory. Saw some good; saw some bad. I'm not giving a report; Allen Studholme told you yesterday what the thing looks like. As of now I couldn't say any more than Al. I couldn't say as much. I am sure if a fellow went back up there this week he would see many birds - which is mainly the way the thing goes. I thought you might be interested in this since it was the first time it has been tried. I, myself, recommend it be continued if possible. I think it's very worthwhile.

To get back to the International Commission, Dr. Bue has already indicated this panel discussion was conceived as an aid to the Waterfowl Study Committee of the International Association of Game, Fish and Conservation Commissioners. As chairman of this Committee, I sincerely hope this discussion will provide some real guides for us to use.

Frankly, the task of this Committee is one of the toughest I have every tackled. The one objective is to try and determine the need, desirability and feasibility of establishing an International Commission to help solve some of the most perplexing waterfowl management problems in both Canada and the United States. I will not go into those problems since the rational basis for establishing a commission is to be discussed by Mr. Cringan.

The idea of an international waterfowl commission is not at all new. By that I mean that at least the bare suggestion has been made at several points the past several years. In 1957, the International Association's Waterfowl Needs Committee offered such a suggestion. The 1958 report of the same committee refers to this 1957 suggestion and recommends that it be given serious consideration. Support for the idea was also expressed at the 1958 meeting of the National Flyway Council. The Mississippi Flyway Council in the first report of its Habitat and Planning Committee dealing with the initiation of the new Duck Stamp Fund acquisition program pointed up the need for spending U. S. funds in Canada in the interest of maintaining duck production. It states that, "Criteria, used to establish acquisition priorities, indicate that 80 per cent of the Duck Stamp funds should be used to acquire production habitat," that, "Ways and means must be found to preserve the prime waterfowl production habitat located in Canada and to solve the associated problem of crop depredations," and that, further, "serious consideration be give to establishing a Migratory Bird Commission that would serve as the administrative vehicle to handle waterfowl population and habitat problems within the entire range of the birds."

All these suggestions and proposals were brought to a head in the 1959 report of the International Association's Waterfowl - Wetlands Committee. In preparing that report, committee chairman Bue, circulated a paper by Mr. Cringan, a member of this panel. Mr. Cringan's paper presented a concrete proposal for formation of an International Commission. This is the first time that I, at least, have had an opportunity to discuss the proposal personally. I hope he will elaborate on some of his ideas.

As a result of this latter committee's report and recommendations, a resolution was adopted by the International Association at Clearwater, Florida, which recommended that, "a committee be appointed to study the most efficient and practical means of coordinating the waterfowl management effort in such a manner and by such means as the best interests of waterfowl may be served," the international commission approach to the problem has become the major objective to this committee.

Is there interest in such a commission? The answer is definitely yes. Dr. Bue polled the states in preparing his 1959 committee report. The number one question was, "Do you think that an International Waterfowl Commission should be formed?" Of 29 states replying, 21 said yes with 6 of them being qualified. Four said no and four were uncertain.

More recently two of the flyways have been polled by members of the Waterfowl Study Committee. In the Mississippi Flyway six states responded, a poor percentage, and all but one approved the idea particularly from the standpoint of somehow saving Canadian breeding grounds from destruction. The sixth state agrees that all the stated needs exist but wonders if present agencies, including the Councils, can't handle the problem.

In the Atlantic Flyway, Committee member Thomas Wright contacted all states either personally or by mail. He states that, "In general there is complete agreement with the need for work in Canada relative to research, management and depredation studies and possible payments."

There are, however, reservations in everyone's thinking revolving around the total authority of such a commission and how it should be financed. Among the reservations and suggestions are: (a) possible use of state personnel on other projects similar to present duck banding and depredation studies in Canada; (b) that no additional fees should be charged and future expenditures should come from Duck Stamp revenue; (c) depredations payments, if authorized, should be a fixed percentage of the revenue allotted; and (d) all existing agencies, commissions, etc. be completely explored to determine if the proposed aims of an International Commission could be carried out without its formation.

One potential area of activity for a Commission that most all agree on is that of research. Both of the fishery commissions mentioned earlier do coordinate and conduct research. There are two fishery commissions to be mentioned later who do. Certainly much research remains to be done before any large scale international waterfowl management program is undertaken. Some of the needs are covered in Mr. Cringan's earlier

proposal, and I will not go into them here. If necessary, they can be covered in the discussion which will follow.

The two primary controversial questions are reflected in the foregoing reservations and suggestions. These are the authority and the financing.

It seems to me that there is no point in considering a Commission unless it is to be adequately financed and has adequate authority to act in at least certain specified aspects of waterfowl management. That International Commissions can and do perform a useful function in the management of international resources has been amply demonstrated. The convention for the protection, preservation and extension of the Sockeye and Pink salmon of the Fraser River System has been in operation since 1937. As originally entered into the Convention it was concerned only with the Sockeye salmon. The work of the resulting Commission was sufficiently successful to warrant inclusion of the Pink salmon through a protocol consummated in 1956.

The Great Lakes Fishery Commission is another example of this proposed type of resource management. This Commission was created as a result of a Convention entered into by Canada and the United States in 1954.

I will not discuss these Commissions further since I believe Mr. Cringan is prepared to do that.

As to finances, I fear we bury our heads in the sand when we say additional fees shall not be charged. Preserving the all-important waterfowl breeding grounds as well as migration and wintering grounds will not be accomplished with peanuts. I am afraid the waterfowl hunter will have to dig deep if his favorite sport is to be preserved. I wonder, too, if we don't need to think more about saving or replacing production areas and less about creating larger and more attractive harvest areas.

I couldn't help but feel when we stopped out here, I guess at the Wall Drug Store, after seeing all the signs people stick up. One struck me there - one with about twenty letters in it and deciphered means "Quit Your Bellyaching." And unless waterfowl hunters are willing to dig deep then they better quit bellyaching because we're not going to do anything about it without money.

I am sure this is an over-simplification of the proposition, but I can't help but feel it boils down to this. Production habitat must be preserved in Canada along with the solving of all problems involving increased production or even maintenance of production at present levels. This means buying or leasing land and paying for or controlling crop deprecations. U. S. dollars provided by the great army of hunters who harvest the greatest portion of the duck crop will have to pay the freight. If lands can be bought only by placing title in a province or the Canadian Federal government, so let it be. I'm sure there is no limit to what use can be made of U. S. appropriations so long as sufficient benefits accrue to U. S. citizens, and so long as that use is authorized by Congress.

It is my conviction that an International Waterfowl Commission is the most feasible approach to solving the major problems of waterfowl management facing us today. Many, many problems will have to be solved in getting such a commission established. Several years will be required. We can't start any earlier. We should have started years ago. We can only hope it will not come too late to do an effective job. The present committee can do little more than look into the need for and the possibilities of such a Commission. The hard core of effort as to details will fall to subsequent committees and perhaps fulltime effort on the part of someone. The work of such persons will require the full support and cooperation of all interested organizations and agencies.

Thank you.

DR. BUE: Thank you, Tom. If we don't get a chance to go over everything during the discussion, any of you that have any ideas in regard to this Commission Study, make them known to Tom because he does have a very thankless job. You hardly know where to start.

The second member of this panel is a fellow I am sure you are acquainted with. He's a next door neighbor to us. Ernie Paynter, Director of Wildlife - Saskatchewan. He's an ardent supporter and we've been fortunate in having him on our committee all three years. We are fortunate that the last two members are from Canada. I sometimes think they realize the need for this probably more than we do. Actually they're the ones sending a lot of ducks down our way. With that, I'd like to have Ernie come up here and give us his story.

MR. ERNIE PAYNTER: Thanks, I. G. Fellows, I sure want to thank you for a warm reception. I think it was ninety when I got here yesterday. One reason I come down to these meetings is to keep trying to impress you people with the serious situation we have up in Canada. It is indeed a privilege to take part in this panel discussion "Should We Have an International Waterfowl Commission?" with two distinguished people in the wildlife field and Dr. Bue from my sister province as moderator.

While Tom and I have been pretty close to the waterfowl problems for a number of years, I feel that Alex Cringan, at least recently, has been in a position to sit back and take a more impartial look at the whole situation as was shown in his paper on the "North American Waterfowl Commission" last year.

I think we will all agree that the Canadian Prairies are the great duck factory of the continent, and as Saskatchewan lies in the heart of this area, we are very close to waterfowl and management problems for at least seven months of the year. The state of our wetlands holds the key to whether or not there are shootable populations of ducks for many United States sportsmen: granted, of course, that your wintering grounds are capable of supporting the parent stock.

Before we can take any serious steps toward maintaining and improving waterfowl habitat our depredation problems must be solved. Ten or twelve years ago when I would mention this point before the Flyway meetings it was apparent that few of the U. S. People had any appreciation of

the problem. This situation has changed in the interim since many of the State and Federal People have come to the prairies to participate in the depredation studies.

Agriculture in many areas has encroached on waterfowl habitat. Since the introduction of modern harvesting methods the duck has also changed his habits and taste to some extent so that he is now encroaching on agriculture - taking advantage of the table laid for him in the fields each fall. The cooperative research on waterfowl depredations, our wildlife crop damage insurance and recent statistical surveys expose this situation forcibly. In 1959, 275 farmers were paid approximately \$150,000.00 for damage caused by wildlife, chiefly ducks. Only 407 farmers availed themselves of this protection though probably at least 20,000 suffered slight to very serious losses. At the International Game, Fish and Conservation Directors meeting at Clearwater last fall, I stated that after some research, in my opinion, the average yearly losses to Canadian Prairie farmers was in the neighborhood of \$6,000,000.00. A survey taken by our Federal Service indicates that losses could have been nearer twice that amount in the fall of 1959.

It is apparent that no agency could acquire funds sufficient to go out and pay for all such losses. A combination of management with substantial cash to back it is necessary in the first instance. For example, a great many people could be hired to protect crops during the crucial period for \$1,000,000.00. This would mean moving the ducks to fields which were already harvested, unharvested fields which were purchased for their use or even hurry them down here where your cereal crops have been harvested.

The Prairie Wetlands situation is not too good. In Saskatchewan (and I am not proud of this) as yet water use for recreation and wildlife has no official status. I can't speak for other provinces in this regard. While much of it is still the property of the Crown, landowners adjacent to it can, by forming a water users association, nullify its use for wildlife through drainage. Land acquisition by purchase or lease is a must and at an early date. Ducks Unlimited has been carrying on some creditable work in a wetlands survey in Saskatchewan in the last three years, having categorized between six and seven hundred water areas of one section and over in the grasslands region, but this is only a beginning. A full scale survey of the prairie duck producing area is most necessary. Our small pothole area is the most important and it has not been scratched as yet. Estimates of wetlands necessary to maintain a shootable duck population from the prairies have been placed at 7,000,000 acres of wetlands. Fortunately much of this is still Crown property, though a great deal of the best producing areas are privately owned and we have no soil bank program to encourage the farmers to leave them that way. Under present conditions probably desired wetlands could be purchased for an average of ten dollars per acre.

It has been suggested that continental waterfowl management on a basis could better be handled through coordination rather than a commission so that no agency would fear the danger of losing its sovereignty. Some people feel working with wildlife agencies concerned they are going

to lose their sovereignty. It is my opinion that this could not go far enough. Population, kill, depredation and possibly other research such as a wetlands survey could be carried on satisfactorily. However, if sizeable funds are not available soon to assist with depredations and land acquisition there will not be shootable ducks left to manage. The only way I can see to facilitate this is through an International Waterfowl Commission.

I have not dealt with methods of financing such a commission. You have a Federal duck stamp here which is quite effective and it would appear that it is time we took a close look at establishing the same in Canada - certainly, \$1,000,000.00, if we had it to spend now for land acquisition would save many millions in a few years.

It would appear that certainly in some of the provinces, provincial governments will probably be prepared to participate by having land acquired held in the right of the crown and dedicated to waterfowl production. When speaking to a recent meeting of the Federal-Provincial Wildlife Conference in Regina, the Honorable A. G. Kuziak, Minister of Natural Resources for Saskatchewan, stated that the waterfowl depredations problem was so great that an International Commission or some such organization, with sizeable financial resources and manpower at its disposal, was necessary if waterfowl were to be perpetuated in numbers necessary to satisfy North American sportsmen.

Gentlemen, I submit that such a Commission is desirable and necessary. Certainly there will be some pains over the possible loss of authority by some agencies. However, the same applies now to the Migratory Birds Treaty. I visualize the same agencies working on research and management as are doing so now but with the advantages of better co-ordination and finances to attack the depredation problem and land acquisition.

Thank you.

DR. BUE: Thank you, Ernie. This matter of an International Waterfowl Commission has been brought up from time to time and possibly the one fellow here that brought it to a head a couple of years ago when he was Chairman of the International Wetlands Committee was Mr. Cringan. He was instrumental in getting this thing on the way. As Chairman of the Wetlands Committee, he has a difficult job to do. He sent me a copy of a proposed set up for an International Waterfowl Commission which I circulated. We have been trying to work this idea up ever since. Alex has been doing a lot of thinking. He put his ideas on paper which most of us never have done. With that, Alex Cringan of Department of Lands and Forests of Ontario, will give us a few of his ideas.

MR. ALEX CRINGAN: Before I start with my contribution to this panel discussion, I would like to comment on this marvelous state you have. I have never been further west than Saskatchewan. This is all new to me. Although the boys kept me up until half past two which is five o'clock our time, I managed to stumble up here this morning. The first point I would like to bring up is the further delving into International basis in

the coordination of Migratory Birds. There was regional international coordination as early as 1900 when Ohio legislation provided for joint regulations between Ohio and two other states. In 1916 we acquired broad coordination between Canada and the United States.

I think you will agree that there is both a biological basis and an economical basis for such coordination. After all, waterfowl constitutes an international resource. They require at least four major types of habitat; nesting, post-nesting, migration and wintering habitats and in most cases these essential requirements are found in not more than one different country. If we accept this biological basis for coordination, we can go on looking for a moment to the economical basis.

I like to think of wildlife management as the manipulation of the factors of production and consumption. Adam Smith would have called these land, labor and capital. I think the modern economist would refer to them as natural resources, human resources and cultural resources. The point I want to make must consider both production and consumption regarding waterfowl management.

Regarding waterfowl management, most of North America's waterfowl, 80 per cent or so, are being hatched and produced within Canada on a solid base of Canadian resources. I do not want to underestimate the value of migration and wintering habitat management in the U. S. A. in making it possible for Canada's breeding waterfowl to survive the winter, nor the value of the results of research by American scientists as applied to management in Canada. North American waterfowl management is noteworthy for its already well-developed international coordination. On the other hand, consumption of waterfowl occurs mostly within the United States, with perhaps 80 per cent of the birds produced in Canada being harvested there. The reason for this is difference in population of the two countries; 180 million or more people in the U. S., more than ten times the Canadian population of 17 and a half million.

These facts suggest a basic problem, which is: Is our present system of coordination adequate in the degree to which the beneficiaries of waterfowl management (the consumers of waterfowl) pay the costs of producing waterfowl?

If this question can be answered affirmatively, then there is no need of an international waterfowl commission. If the answer is negative, if the present distribution of costs is not fair, then an innovation in systems is needed to remedy existing inequities. An International Waterfowl Commission is one such possible innovation.

The next question that might be raised is "Are Waterfowl Management needs met by existing organizations?" At the risk of being blunt, I would say harvesting management needs in Canada, at least, are not being met. In my own province of Ontario, there appears to be a reluctance to spend money, 80 per cent of which is going to be harvested in this country and it is easier to get money for upland game and big game than it is for waterfowl. I think I am safe in saying the Dominion Government has not shown any major shift to harvest, acquisition and management.

This, of course, could change in the future.

As early as 1930, the idea of transfer of money across international boundaries was expressed by Aldo Leopold in his 1930 report of game policy committee to the 17th Annual Game Conference: "The Canadian treaty recognizes, and to a certain extent fills, this need with respect to restrictive legislation. There is an even greater need, as yet unfilled, for international action in preserving and restoring and improving habitats. Land purchases to prevent drainage of Canadian breeding grounds, and control of nesting mortality on them are international betterments, deserving of international financing and support." Were Aldo Leopold alive today, I think he could repeat those remarks. The need he expressed is perhaps more urgent than it was thirty years ago.

Seth Gordon mentioned again in his paper to the 25th convention of the International Game, Fish and Conservation Commission in 1931. His point was: "Cooperation with Canada. Provide that any part of this fund may be expended in the establishment of migratory bird breeding grounds in Canada under a workable plan to be evolved by the officials in charge, or by an International Migratory Bird Commission established for that purpose."

So, it is no new idea. It would be interesting to trace the Commission studies through the years. During the great depression I think they must have forgotten about it. I haven't been able to find any mention of it. Even in 1947 and 1948, when the Continental Waterfowl brought up the subject "Is Wild Fowling On The Way Out?" In short, I say that one of the main deficits in North American waterfowl management is an organization responsibility for the administration, collection, transference across international boundaries and disbursements of funds for purposes of waterfowl management in support of programs which benefit persons within two or more countries.

One question which has been asked repeatedly is "Could not existing organizations fulfill this need?" As Harry Ruhl pointed out in his 1958 Report of Waterfowl Needs Committee, Ducks Unlimited provides one means of accomplishing this end but it is doubtful if methods of collection and disbursement are equitable. To this question I would say the answer is no. I don't think it could generate enough transfer funds to do the job required.

Another question related "Could this job be done?" and study certain existing international commissions. I would like to refer to the Great Lakes Fishery Commission. According to the articles of the convention which established the commission in 1954, among the commission objectives: (a) to formulate a research program or programs designed to determine the need for measures to make possible the maximum sustained productivity of any stock of fish in the Convention Area which, in the opinion of the Commission, is of common concern to the fisheries of the United States of America and Canada and to determine what measures are best adapted for such purpose; (b) to coordinate research made pursuant to such programs and, if necessary, to undertake such research itself; (c) to recommend appropriate measures to the contracting parties on the basis of the findings of such research programs; (d) to formulate and implement a comprehensive program for the purpose of eradicating or minimizing the sea

lamprey populations in the convention area; and (e) to publish or authorize the publication of scientific and other information obtained by the Commission in the performance of its duties. Subsequent articles give the authority to the commission to conduct investigations or to enter into contracts with existing organizations to have research and management done. During the organizational meeting of this commission in April 1956, a financing arrangement was agreed upon to comply with Article 8 of the Convention. The commission agreed to recommend until it determines otherwise the funds contributed to be on the basis of 69 per cent by the United States and 31 per cent by Canada and that costs of administration be shared equally.

Here is a precedent. An international commission which receives its funds from the two Federal governments. The funds then lose their international identity and are subsequently disbursed back to the research and management arms of the Federal governments and to existing agencies within the states and part of Ontario, represented where existing organizations do the work with money which has already lost its international identity and to my way of thinking, the fisheries of the Great Lakes, an international source in themselves, have demonstrated that they deserve to be managed by an international commission of this nature.

It appears to me that waterfowl, if anything, are even more international in their basic nature and, hence, I feel that there is a very logical basis for an international waterfowl commission of the type under discussion.

Thank you.

DR. BUE: Thank you Alex. I see our time is running out. At this time I'd like to have some questions from the floor. I am sure one of the three up here can answer anything pertinent to this particular subject.

MR. TOM KIMBALL: Just how would the financing of this operation take place? Would it be your idea that it would be on a percentage basis, say, based on the kill of ducks? I detected that possible procedure in your remarks.

MR. CRINGAN: I would think that the revenue of the commission would either be so much per waterfowl hunter or so much per unit harvested, provided the fact finding done is on valid statistical basis. The collection of revenue would probably be quite simple contrasted with the process deciding how to spend the money. Each project might have to be evaluated and suppose a breeding ground project was conceived which produced an extra million dollars, one quarter harvested in Canada and three-quarters which harvested in the United States. Then statisticians and economists have to figure out the joint responsibility for the project.

MR. KIMBALL: The next question I am going to ask is do you feel it would be better to all concerned if you have some idea or some stipulation written into the laws to be enacted to govern the expenditure of the funds? Thinking now primarily of the duck problem in Canada, various

wetland acquisitions in Canada. From my own thinking, I think it would be much better to acquire the necessary lands to take care of the depredation rather than pay out to farmers for expense. You could go on forever if there's not some determination of policy.

MR. CRINGAN: I would think the answer to that question is yes. It would have to be and the job of the commission would be to endeavor to spend the money where it was going to produce the most waterfowl that would be enjoyed by international users.

MR. KIMBALL: One final question. How are all the various agencies now conducting research? Do they have personnel to do the research? Is it similar to how it's handled in the fishery group? Just make contract with Canadian Wildlife Service for their biologists to do research in Canada or have those in the states do it? Would all the personnel work under the supervision of the commission?

MR. CRINGAN: As I conceive it, it would be the former. The commission's main job would be to channel this money across international boundaries to where it can be spent for greater international benefit and to work through contracts with existing organizations rather than setting up an extra body that would carry out research development on its own. I'll give you a specific example. The International Association of Game, Fish and Conservation Commissioners does a lot of work in Canadian breeding grounds. It's better to continue that or have Canada give them money through the International Committee to finance the operation and provide information for the United States on that particular aspect.

MR. PAYNTER: I don't object to getting more wetlands until we look after depredation. Acquisition of more wetlands up in Canada doesn't look after depredation.

FROM THE FLOOR: Couldn't you acquire land, Ernie, or perhaps rights to provide feed on lands owned by the Government? It would be more long term rather than paying damages to farmers.

MR. PAYNTER: This is the difficulty. I don't think we can begin dealing with this problem until we do that. If you were up in my office this time of year you'd find everybody working on it. We would like to have your suggestions. There aren't enough technicians and research personnel in Canada to look after this problem. We've got to depend on trained men. I don't think there's any change at all. This might be amplified by a number of United States people working up in our country.

MR. EVANS: I'd like to carry a little bit further some of Tom's questions. I am sure all of us agree there have to be some spelling out of duties, responsibilities of this commission, even as to what comes first. As I see it now, however, and I think this is certainly true, the hands of such a commission should not be tied.

One question I want to be sure and raise is one of the points Al brought up. I hadn't had a chance to talk with him. This came up when Ernie and I were talking about this in Regina last week. That is the/
question

of proportion of Canadian to United States hunters. Ernie, I think you raised this question. We sell two million plus or minus duck stamps. We don't have two million hunters. A lot of stamps are sold to other than people who hunt. I am beginning to wonder if the actual kill is as great as we sometimes think it is. Do you have any idea of the number of hunters harvesting waterfowl in Saskatchewan alone?

MR. PAYNTER: No I don't. I was basing that on small game license sales up there. Certainly in Saskatchewan and Manitoba and probably some of the other provinces, the farmer doesn't need a license to hunt on his own land. So a lot of them fail to buy a license in Saskatchewan. I don't know what you do down here. It's quite possible more of our fellows do hunt.

FROM THE FLOOR: A more equitable basis in contribution to international funds would be on the basis of ducks killed rather than hunters. Limit in Canada of 20; we may have one of four in the United States. That ought to be the determination, I would think, rather than the number of hunters.

FROM THE FLOOR: We have to go a long way yet to know accurately what the kill would be.

FROM THE FLOOR: I think there is more to this problem. We talk about equitable amount of money contributed by Canada and the United States. You have to realize Canada is not educated anywhere to the extent the U. S. is. Canada takes hunting for granted - in Manitoba they are not required to have a license to hunt anywhere. It's been suggested in recent years the farmers be licensed. It seems to me the United States hunter will be asked to contribute more than his share initially. If we wait until the Manitoba farmer is willing to contribute his fair share it will be a long time before we get the Commission.

MR. KIMBALL: (TOM) The way I envision the proposal would be that the total monies would come from the Federal governments of both nations. A draft would be made out to Canada, whether it be a direct appropriation or whether it would be the case of United States money taken in from the duck stamp. In this instance, if that money already is allocated for the purpose of wetlands acquisition in the United States it would seem to me our contribution would have to come from some other source. So probably the matter of whether Saskatchewan or Manitoba farmers directly contribute is a moot one at the present time. It would be whether or not the Canadian government wants to put up 20 per cent of the total funds to operate this commission in the form of a treasury.

FROM THE FLOOR: That's why I say we are going to have to dig deeper. This is going to have to be on top of what we have. I am sure as far as the U. S. duck stamp is concerned, I wouldn't want to rescind the law which is an attempt to restore waterfowl habitat in the U. S. at the expense of acquisition in Canada. We need both.

FROM THE FLOOR: Another aspect, if we take the present duck stamp acquisition funds and spend them in Canada, the Canadian farmer, probably

other Canadian people too, are going to say, what's the big idea coming up here preserving our lands - that's the problem to us. We've got to maintain the program at home too, to put this program on top.

DR. SEUBERT: Do you have any figures on the present harvest expenditures in the United States and Canada. How much additional money is needed to initiate the required program?

MR. CRINGAN: As far as Canada goes, almost nothing on the acquisition of wetlands for waterfowl management. Ontario is approaching acquisition of wetlands for public shooting ground proposition but acquisition for production of birds seems to be in the future. I think it is true that most provinces have no idea funds would be available. As Ernie mentioned, at the present time, one million dollars would go a long way.

MR. JAHN: In regard to that particular question, isn't it true that legally the Dominion Government of Canada cannot acquire lands. A statement was made in some past meeting - I'm not sure of the exact terms of it, other than I think the provinces are reluctant to purchase lands, they feel that it is a Dominion responsibility.

MR. PAYNTER: I think it would be policy so far as the Dominion is concerned. I am sure in Saskatchewan our Government would be very happy to maintain any lands acquired for the use of waterfowl in the name of a commission. I don't think it would be any problem. So far as buck passing, yes, there's a certain amount. We have given up on the Federal Government doing too much. We hope to purchase wetlands next year and a sizeable area for waterfowl management is included. The only reason I can do this is a marsh area is going to be there anyway on account of acreage the Department of Agriculture is taking and in order to try to control the depredation which will occur, why, we have been able to acquire land in the area necessary to manage it.

MR. HARRY RUHL: I envision that this Commission would have Dominion and Federal and State representation so part of the buck passing would be right among the Commission. You have to evolve some of these things. It seems to me one of the things that's very important, for example, is the keeping of areas already in ownership by some other action public investment. You have to play all the keys together to get a symphony. I don't think you want to bind the commission. Don't bind something you have to take away. I am assuming that the Federal government will appoint a few on both sides of the border representing the commission some way in every province or every state. The buck passing will kind of narrow down.

MR. PAYNTER: Just to carry that a little bit further, if I may. The commission is made up of two sections, Canada and the United States, three commission members each. If it has advisors made up of groups of state people, province people and I agree, I think the same pattern would follow here without question.

DR. SELKE: I think we should be very careful that we do not hamstring

any commission that might be appointed by having too many specifications and detailed conditions imposed upon them. I do feel it should be different representation of provinces and states and the Federal governments of both sides of the boundary. Of course, I think the important thing is to say we have this representation from the states and provinces, Canadian and United States governments and then pay particular attention to the kind of people we are appointing to the commission rather than to pay so much attention to details imposed upon these people. I think you can see the desire for qualified people on the commission and freeing them to do what you expect and research will teach them what they ought to do.

MR. STEEN: What I was going to say in a sense is also very serious. It comes by way of relay. This comment was made between the papers and I am giving it to you to do with as you wish. This great and mighty nation of ours gives millions of dollars to people, including millions to Japan to build fishing boats to compete with our people. We ought to be able to give a little money to the best friend we have in international circles to produce a crop we harvest.

MR. TOM KIMBALL: At the last Secretary of Interior Advisory Committee Meeting held in Washington a few months ago, it was suggested that we propose to the Congress of the United States to make available to the U. S. Fish and Wildlife Service 150 million dollars immediately to be able to acquire this 7 and a half million acres of wetlands needed in the United States. The reason for that being we have to wait thirty years yet to pay duck stamp money and there will be a good portion of wetlands not available at any price. They will be gone. If past experience is any guide the cost will also be two or three times as great. Something should be done about it by providing the necessary funds immediately to do the job in Canada while they've still got ten dollar an acre land up there. If experience is any indication, thirty years from now we'll be in the same boat we are now but land will be a hundred dollars an acre in small amounts that agriculture hasn't already drained.

DR. BUE: I'd like to go on but we're behind time and now is the time for our coffee break.

(Recess for Coffee Break)

MR. EVANS: I just thought of two or three minor points I wanted to point out. Number One, is the business of regulations and I know it is my own personal thinking that a commission such as this should not get involved in the business of regulations. I wonder if there is any reaction to it?

FROM THE FLOOR: Do you think they will have enough to do without it?

MR. EVANS: I think so.

FROM THE FLOOR: Tom, you well know I have felt we already have the basic organization we need. I do agree we need all the things you mentioned. We need to spend money in Canada. I think we are going to have to appropriate funds augmented directly to give Canada. We must have

better Canadian representation and we must have legal status so that they can perform these duties. I think maybe we are thinking along the same lines but I am stumbling over the terminology. As I see it, there is considerable benefit in having an organization which would have control over both functions, not only management on the land but regulations as well. I think it could be better coordinated. I think research could be better coordinated and we would save considerable overhead and cost and duplication of effort and personnel if handled all through one setup.

MR. EVANS: Regulations and everything?

FROM THE FLOOR: Yes sir.

MR. EVANS: I rather suspect I might be the minority opinion but I don't want to drag this out.

MR. BURWELL: I'd like to make an observation. There has been quite a bit of discussion about the proposal of the Bureau for a large sum of money and to pay for acquisition over the years out of the income from duck stamps. I wonder if we do get a large sum of money to spend, if we are not going to run ourselves out of business. I am thinking of the National Cattlemen's Association, Sheep Growers, and others who are looking sort of sideways right now. If we attempt to spend five million, ten million, twenty million dollars in a period of a few years in concentrated areas if we are apt to run into so much opposition we will get cut off.

FROM THE FLOOR: MR. BUE: One other thing I want to mention and that is we have talked entirely about Canada and the United States and one mistake I don't want to make is to limit it to those two countries. While the Mexican government is not represented on our committee, I think we do want to be sure the Mexicans are brought in on this thing as a member at least. They are not involved at this time but I understand their feelings will be hurt rather easily and it might be wise to bring the Mexican government in at least for participation in the final consideration of this thing.

DR. BUE: I want to thank the group here for this discussion. This is best expression of concrete support, ideas, suggestions received so far. Thank you for it.

The suggestion was made to me that after we adjourn this session it might be a good idea to have a resolution drawn up in support of the proposal to carry forth the idea of establishing a commission. If there is no objection to such a resolution, I'll go ahead and have one prepared.

PRESIDENT WOODWARD: I would like personally to thank the Canadian representatives who came and participated in this last discussion. There is a lot here we could gain by closer association with this group.

The next panel discussion is one that will be of considerable interest in most states in this Association. Some of you have been in the business of managing controlled hunting areas for a long time. Some of the rest of us are newcomers in this field and anxious to know what your experiences are so we may benefit from them. We have a very able panel under the

supervision of Mel Steen. Mel.

MR. STEEN: Thank you. This panel will get into problems of controlled hunting on state-owned lands. My experience in this field indicates that these problems vary across the country and vary I think, in proportion or ratio to the intensity of hunting pressure in a given area. I think that in the eastern part of the Midwest Association area everyone has problems with hunting and control of hunting, on state-owned lands. Some sections in the great plains don't have such problems. I think my own state of Nebraska is an example. In the eastern half of the state we do have problems with respect to hunting on state-owned or public property, particularly involving waterfowl. The areas we have there are publicly owned to provide waterfowl hunting. We are to the point already where we have to arrange hunting rights or hunting opportunities and on private land in that part of the state you don't hardly hunt at all unless you have a lease or the owner happens to be a particularly good friend of yours. In central-eastern Nebraska we have a good deal of public land. No control is necessary. Even western Nebraska, when it comes to pheasant hunting, has no problem. We have many areas where every weekend we see one or two hunting parties on areas the whole weekend. There we have a lot of space and alot of game. It isn't a problem now, but it's going to be eventually. I mention this because the panel here consists of three gentlemen, all of who come from states where, I think, they have perhaps rather serious problems with respect to hunting opportunities, use, and distribution on any public owned hunting area. No matter whether it be waterfowl, upland game or what have you.

FROM THE FLOOR: Mr. Chairman, may we have a further clarification of the title. Are you limiting the discussion to state-owned land or lands publicly owned with hunting controlled by the state?

MR. STEEN: I read the title to include lands which are under lease or under control of the state for hunting purposes. And I don't think it makes too much difference whether land is owned fee simple title or whether you have control over it for the purpose of providing hunting, at least, this is my interpretation of the title. Anyway, the problems would be the same and it's problems we are discussing. I think we will hear from Mr. Glen Palmer of Illinois first.

MR. PALMER: As far as hunting pressure goes, I think Illinois probably has as much as any state in the midwest and perhaps more than any state in the midwest. The last census showed officially just under ten million people in Illinois. Frankly, when you arrange places for those who like to hunt or fish, you've got a big problem to cover the territory as far as free hunting is concerned. There's no such animal. In fact, I was very much surprised in coming through Wyoming Saturday - Mrs. Palmer has relatives in Nebraska and we stayed all night in Nebraska and drove up to Wyoming. The wide open spaces are some sight. Outside of a fence post, you don't see anything. When you see signs "No hunting allowed" in that territory, you can readily understand the problem we have in Illinois. It's terrific. As Mel said, if you've got a darn good friend he better be a good friend. There isn't a farmer in Illinois that hasn't got friends. You've got to know them otherwise you've got to depend on a club. The

controlled shooting areas of which we now have approximately 120 in Illinois--- looks like it will be close to 130 by fall - are all on state and federally owned land. Our control is definitely by permits. We have to have it that way in most of the areas. Pheasant shooting is so many permits per day. We can't produce enough wild birds with the intensive farming in the state to take care of the hunters. I think some of the gentlemen present don't look too kindly towards game farms. But they do produce a lot of pheasants. The pheasants are released the night before the hunt and so many permits are issued. We try not to overload an area. We string them out, put them in different sections in the morning so we know where everyone is. So far, it's been very successful. I don't think since early 1940, when the project was started, that anyone has been killed by another hunter. There were two fatalities through carelessness, but it wasn't the result of hunting pressure. Duck permits on state-owned lands are also issued. We do arrange to issue advance permits for certain days during the season. The applicant gets a permit to go to a certain area. He must be there by five thirty or six o'clock for the drawing. If a man has a permit that day he goes by and draws a number and the number he gets denotes the blind he gets that day. Within the area there are only so many birds and it may be a good day or a poor duck day. But that's the only fair way to do it. They take their chance. If you get a poor blind and someone else moves out early you are permitted to move to a better blind. The same applies to goose hunting. So many are issued pits per day, two men to a pit. That's the way we operated the goose area.

Deer hunting again comes into the problem. It's getting to the place if you want to hunt you have to know a farmer and get him to let you hunt on his property; otherwise, it would be on federally or state-owned lands. We have a fair amount of deer, especially in southern Illinois. It isn't a license, it's a permit. They designate the county and send a \$5 fee in advance. When the letter and request gets to us he has two choices. If the first boys filled their quotas then he has a chance at a second choice and that way we can control a number of hunters in a certain county, control the kill as to size of deer and have what I think is very good control over deer hunting. Usually we allow only shot gun slugs, no rifles or buckshot. It isn't hurting the deer. They're increasing every year and we do have what I think is a very good control because during the seasons we have had, 1957, 1958, 1959, 3 people I believe, have been wounded and one man killed. The one man was killed by his own partner. Two hunters saw a deer run into a cornfield. One hunter saw the corn stalks moving but couldn't see the deer. He fired and shot his own partner. That can happen.

I believe that about covers our control, outside of controlled shooting areas, and I don't think that's part of this program, is it Mel?

MR. STEEN: Tell us a little something about it. I think we have time.

MR. PALMER: We started thirty years ago and raised pheasants on game farms. We do believe in them. We have increased the number of native ducks. We have public shooting areas going back to controlled shooting areas. We have promoted this every way possible. Seven years ago we had

10 or 12 controlled areas in the state of Illinois. Today we have approximately 120.

MR. STEEN: Glen, may I interrupt one moment? Explain when you are talking about put and take shooting as opposed to controlled areas where you make no charge?

MR. PALMER: Talking about controlled shooting and breeding areas of 320 acres and not exceeding 1200 acres. One man or a group of men can release pheasants, ducks, squab, anything else they may wish to raise and release. October 13 to March 15, they shoot throughout the season. Its the same thing as preserve shooting. Duck shooting can be the year around with us but upland game as stated is from October 13 to March 15. You can shoot as many birds as you can pay for. All have been artificially raised birds. It's certainly proved very popular and is not hurting the public shooting areas. The birds in most areas are on farms beyond the public shooting areas. Without such areas I feel it would not be possible to take care of 150 thousand hunters. The law is set up so they only shoot about 80 per cent of what they release. There is no reason why they shouldn't operate and, frankly, I think there are a million reasons why they should be in operation.

MR. STEEN: If I may, I'd like to hold the questions until we finish here and give all the panelists the time they need for discussion.

Indiana has its problems also and I do know they have some public hunting grounds over there, waterfowl hunting grounds, in particular. I remember the first project in Indiana known as Hovey Lake Game Preserve area. Would you like to talk about it, Bill?

MR. BARNES: Mr. Chairman. Mel covered the first part of my paper. The first state property acquired as a public hunting and fishing areas was the 885-acre Hovey Lake Game Preserve. The purchase marked the initial use of Pittman-Robertson funds as Project 1-L in 1939. Since that date, the Division of Fish and Game has established six such properties located in different parts of the state containing 27,825 acres.

In the 1930's, the philosophy was to create large refuges. Some of these were managed in conjunction with game farms and comprised some 10,500 acres. Currently, we have also opened portions of two refuges for migratory waterfowl hunting.

The U. S. Forest Service and State Division of Forestry jointly own approximately one-quarter million acres. Public hunting has always been permitted on Federal forest land. However, up until 1944, the 125,000 acres of state forest holding were closed to hunting, primarily because of the fire hazard. These were opened and operated on an experimental basis in 1944 and 1945, with a check-in system for the purpose of proving that hunters were no more of a fire hazard than other causes. Forest fire prevention literature and hunting maps were distributed and no fires were attributed to this source. Since that time, controlled hunting regulations have not been necessary. In other words, you can hunt any place on Federal or State forest land without any control at all.

The Division of Fish and Game acquires land for the primary purpose of providing hunting and fishing. Prospective areas must have topographic features suitable for future development of lakes or marshes. The creation of such combination qualities provides a well rounded program for enjoyment of the sportsman. Water areas with migratory waterfowl and fishing possibilities will greatly aid in placing such properties on a self-sustaining basis. The overhead for operation and maintenance is proportionately lower and permits more efficient management.

As has been aptly pointed out by Gabrielson, management of the hunter usually entails about 95 per cent of the total effort with 5 per cent allotted to wildlife. Problems are many and varied; some of the more important will be enumerated.

Size of Area. Our largest fish and game area, Willow Slough, contains 8,300 acres, compared to the smallest, Hovey Lake, with 885 acres. Hunting pressure and use will therefore vary. Hovey Lake contains 30 blinds for duck and geese hunting and offers no other type of hunting. Willow Slough accommodates 50 duck blinds and 50 goose pits. Squirrel hunting begins on August 15 and, with the exception of a two-week period, there is a continuous open season on one or more species until the close of the rabbit season on January 10. Without exception, all areas become overcrowded. It is often necessary to limit the number of hunters using a particular area at any one time. We have accommodated as many as 800 hunters on 2,000 acres in one day. This is done through the checking station, with the initial release of 300 hunters and refill of each compartment as hunters return.

Location of Areas. The second problem is location of areas within the state. The great difference in land values in various parts of the state poses a particular problem. Usually, centers of population are surrounded by high priced land, making it impossible to satisfy demands for public hunting areas within short driving distances. The common statement of many years standing is "You spend our money in parts of the state where you receive the least income from license sales." Naturally, in less populated sub-marginal regions, more acres can be acquired for less money. Thus, state forest purchases have been gained at an average cost of \$15 to \$20 per acre.

On Fish and Game areas, we have not followed this same acquisition policy. Consequently, some projects have averaged \$200 per acre in the northern section of Indiana. Fort Wayne, South Bend, Gary and Evansville with high human populations are within a 60 mile driving radius of such areas.

Next problem is acquisition. When a new hunting area is selected and announced, an immediate barrier is established if the purchase area boundaries are delineated. Prices skyrocket within the acquisition area and in valleys subject to inundation. Usually, land owners hold protest meetings and the whole affair gets bogged down in controversy. One of the main objections stems from the policy of taxation, as the state does not pay taxes after vesting. Generally, we must maintain all roads and a special allotment is assessed for each child residing on the property and attending school.

Wherever possible we refrain from making any announcements of project boundaries and future development.

The next problem is selection of hunters. One is always confronted with the problem of selection of daily participants. Thus, we must choose between reservations or first come - first served,. We have tried both systems and have decided on the latter.

The prime complaint from hunters in opposition to the first come - first served method is that it favors the local nimrod. They do not feel like driving a 200-mile round trip to draw a blank. Conversely, in the Willow Slough region, hunters who drive in excess of 100 miles round trip from the Calumet district, adjoining the Chicago metropolitan area, are in the majority much opposed to the reservation system. We have a different problem than you have in Illinois. Their arguments are to the effect that they will take their chances on coming down for the drawing. If Indianapolis hunters complain, why don't we establish a hunting area for them closer to home? Then, too, our drawings are for duck blinds and goose pits only, and those unsuccessful can still hunt for small game. On the opening day of the duck season at Willow Slough, as many as 1100 hunters have drawn for a maximum of 150 available shooting privileges.

One system used to eliminate repeats after the opening day is a punch design through their license and duck stamp. This appeared to favor sportsmen with more wordly means and again the rank and file hunters were in favor of unlimited drawing each morning at 4:30 A.M. When large crowds are encountered in upland game shooting, we use the punch to limit them to three hunts per season.

The reservation system is probably the fairest means of selecting hunters, if the administration is sufficiently staffed to handle all the detail. In our case, we are not. In taking reservations for migratory bird hunting, the administrators must know the length of season and the date of opening. The day when some hunters are assigned may occur when the marsh is completely frozen over, thus precluding hunting from blinds and boats.

Under the first come - first served system, the hunting party is often not predetermined, thus mixing veterans and novices to a greater degree.

Next problem is hunter assignment and control. After the hunter arrives at the area, problems have arisen on proper dispersal. We have run the gamut from boat races at Hoven Lake, started at the shot of a pistol, to the orderly selection of blinds by drawing. That's the way we first started out - had a big boat race. One group of fellows drew the same blind 27 times during the season. Hunters must, therefore, assemble at a central checking station or stations. Where migratory waterfowl and upland game shooting are both available, it is necessary at Willow Slough to conduct three separate operations. The drawing for selection of blinds or pits are held simultaneously at different locations, thus eliminating a mad rush of unsuccessful persons from one drawing to another. A hunter must, therefore, first choose whether he wishes to hunt ducks and geese from a boat and blind or geese only from a pit. All blinds and pits are

enumerated on paper discs in a box with the proper number of blanks in accordance with the size of the crowd. A checking-in deadline is previously announced before the open season and the number of parties is determined each morning by passing out cards to the declared parties, with one card only being given to the person who will draw for each party. The card must be presented when drawing for the disc and eliminates the old problem of late comers and of unsuccessful persons cutting back to the end of the line and drawing again. If the hunter is unsuccessful, he may wait until 7 A.M. to be checked through for small upland game hunting of pheasants, cottontails, bobwhites and Coturnix quail, which does not require a drawing. Regardless of the type sport pursued, each hunter must surrender his hunting license; receive an arm band; and, upon completion of the hunt, return to the checking station to report his hunting success and retrieve his license.

Upland game hunting is handled by assigning a predetermined number of hunters to each numbered hunting compartment. Maps are distributed showing location of parking areas. Upon initial assignment of hunter groups in the morning, problems are encountered in that too many hunters leave the same area at the same time. It is, therefore, necessary to spread them out as thinly as possible by having a larger number of smaller parking lots around the periphery. It might be well to point out that with thousands of hunters using these areas over many years, only one fatal accident has occurred. This involved a hunter who was trying to club a pheasant to death with the butt of his gun and this type of accident could happen in the wilds of South Dakota.

The checking-in system presents quite a problem for squirrel hunting. Where a few persons desire to pursue this sport and usually start early in the morning, it is not practical to maintain checking facilities. At Willow Slough, this is solved by hunters going to the boathouse which opens at 4:00 A.M. for fishing. Our season opens on squirrel hunting August 15. At Tri-County and Winamac, a self-checking booth is maintained, where an automobile windshield card is obtained along with a kill report blank. The automobile license number is recorded at the booth for later check by state personnel in the field. This has not given reliable hunting data, nor total hunter control.

We don't make a practice of checking all hunters every day. Some send the card in and return it; some don't return the card. So, we do not have complete hunter control and do not get reliable hunter data. On the other hand, we do not think it practicable to hire someone to check in hunters before daylight.

The next problem is hunting success. At the best, we can provide only quantity rather than quality hunting. With as many as 1,000 sportsmen using a larger area on some days of the small game season, we have no area that is naturally producing enough game. Our blinds and pits for migratory birds are also closer than the average spacing on private clubs, but with sufficient distance for safety. Last year, on all public hunting areas, we had a total of nearly 32 thousand persons who bagged 16,916 pieces of game. On Willow Slough alone, a breakdown shows 76 hundred plus hunters in the blinds and pits; 794 squirrel hunters; 7,058 rabbit,

pheasant and quail hunters. These persons didn't hurt the waterfowl population very much. These persons bagged only 1,837 ducks and coots; 481 geese; 475 squirrels; 3,025 pheasants; 142 cottontails; 1,099 bobwhites; and 526 Coturnix quail. Also, 32,583 fishermen caught 3,569 bass; over 67,000 bluegill; 32,000 bullhead; 47,000 crappie, and a number of minor species.

Ringnecked pheasants, bobwhite quail and Coturnix quail are the three species liberated on a put-and-take basis. This means either releasing them the preceding night or before daybreak on the day of the shoot. True these birds are not of the quality of wild stock, but we have never encountered an unhappy hunter with them in his hunting coat.

In the northern part of the state, especially, the average nimrod has few chances to even flush a covey of native bobwhites. The pheasant season does not usually extend more than two weeks, and the ringneck is released daily during this period. At Willow Slough an average of 82 per cent of the pheasants are bagged. When this short season closes, our hunting pressure drops off drastically. As the quail season is of 40 days duration, releases are made of bobwhites and Coturnix when pheasants are no longer legal game. This has resulted in a continuing heavy use, with a peak of 96 bird dogs on one Saturday.

Notes have been made of the preference for bobwhites. They are a much better sporting bird. However, they are more difficult to raise and the supply for any hunting season is a questionable factor. In their absence, the average participant will readily substitute Coturnix. Our game farm managers, on the other hand, do not like to raise the stubble quail. On Willow Slough, percentage returns are 80 for bobwhites and 86 for Coturnix. Now that isn't our average for all areas. In some of our other more suited areas signed returns go down 50 per cent or so.

The next problem is hunting charges. It is our policy to charge for services rendered rather than for hunting. There is a fee of \$1.00 per person for boat and blind, as well as the same charge for goose pit and decoys. In shooting from a blind, each party must have a minimum of 6 decoys or they may be rented for \$1.00 per dozen. There is no charge for hunting of small game, released or wild. Willow Slough is self-sustaining from fees and farm crops. All of our other areas are not.

In conclusion, public hunting and fishing areas in Indiana are a definite asset. It has never been contended that they will provide more than a fraction of the total hunting efforts in our state. Acre for acre, they will furnish more game species for the gun. If quality shooting is desired, then this can be found on private areas at \$5.00 to \$10.00 per bird. Neither area will afford hunting equal to that for wild stock on private farmland, if permission can be obtained to hunt. Fish and game funds spent for acquisition and development today will be like money in the bank in the future.

MR. STEEN: Thank you, Bill. We'll move right on as time is short.

The great state of Wisconsin, I think, is one of the first states to

go into put and take shooting or controlled shooting; also, one of the original states, I believe, to go into state-owned or controlled areas where the public in general hunt without paying any particular fee. For one I recall getting quite a kick out of this. It happened that I was Federal Aid Supervisor in this region, the first one when Federal aid first started. My region included all the present states in the midwest plus one or two more. Mr. Cy Kabat of Wisconsin will discuss their problems in this field.

MR. CYRIL KABAT: The term "controlled hunting" has several meanings depending upon the purpose that is under consideration. Since Wisconsin does not have the authority to limit the number of hunters that can use any area whether state or privately owned, it would be pertinent to present a report on the philosophy of controlled hunting as it has affected the state.

This report is divided into a section on general and basic problems, Wisconsin's experience with managed hunting, methods used to accomplish the objectives of managed hunting and specific problems where additional authority is needed to conduct managed hunts.

The first problem confronting us in Wisconsin is with the term "controlled hunting" itself. It psychologically infers a deprivation of constitutional rights and elicits opposition from vociferous hunters. The hunter doesn't know specifically why he is opposed to "controlled hunting," he just is. We believe that if we had used another term such as "managed hunting" there would have been less opposition to any proposals made for legislative authority to regulate the number of hunters using any one area. Therefore, with your indulgence we prefer to use the term "managed hunting" at this time.

The second problem concerning managed hunting involves its definition. Managed hunting has several implications which range from a state having complete authority to designate the number of individuals that can hunt on any given unit of land and what can be hunted to merely requiring the purchase of a license and abiding by general bag limits, shooting hours and season lengths.

The third problem is to clearly determine the objectives of managed hunting. What are we actually trying to accomplish? The following items compose some of the objectives of conducting managed hunting and they are not necessarily in the order of priority.

1. Protecting the breeding population of the species under consideration.
2. Protecting habitat and preventing crop damage to such products of the soil as forest and agriculture.
3. Providing an equitable distribution of the opportunity to people to hunt the available surplus. For example, the habits of both the hunter and the pheasant results in a rapid depletion of the available stock on public hunting grounds in the first two days of hunting. It is desirable to distribute the opportunity to hunt pheasants and other species such as

waterfowl to as many hunters and over as long a period of time as possible.

4. Providing quality hunting which includes the distribution and number of hunters. To do this it is important to establish the type of regulations that will prevent hunters from destroying quality hunting by such actions as: sky-busting, ground shooting, careless discharge of firearms and general disregard for other people present.

5. Providing protection for public and private properties including land, buildings and other property.

6. Providing human safety both for hunters and non-hunters.

Here it is also necessary to recognize that wildlife species at times can be a safety hazard. For example, an over population of deer will result in many highway accidents.

The fourth problem is that of obtaining public acceptance. This involves overcoming the tradition of unrestricted hunting by helping the sportsman to understand that it is becoming a thing of the past through education which includes performing convincing demonstrations and conveying clearly that there is a solidarity within the Department on the principles of management and objectives.

First of all the Wisconsin Conservation Commission does not have the authority to restrict the sale of licenses in areas where a licensee may hunt on private or state-owned and controlled lands. Legislation has been introduced in nearly every session of the Wisconsin Legislature since 1947 which would give authority to the Commission to restrict the sale of license numbers either generally or specifically for the deer season, always under the title of "controlled hunting." There has also been a lack of clarity over the years as to whether the management of hunters through drawings constitutes a lottery. This has created considerable confusion in the past.

Complete managed hunts have been held on only federal refuges. These include Necedah and Horicon in Wisconsin. Here we relied on the federal government's authority to restrict trespass on their lands as the basic vehicle for having the legal authority to conduct the hunt. The Necedah managed hunts took place in 1946 and 1947 and concerned only deer. Recently the Horicon Marsh refuge was opened to geese, deer (both bow and gun hunts) and pheasant.

Public acceptance of controlled huntings on federal lands generally has been excellent. Except for minor legal problems during the first year no major problems have been encountered since.

The success of conducting managed hunting on federal lands indicates that the same could be accomplished on state or private lands if the authority were available to do this.

Since Wisconsin lacks the authority to conduct complete managed hunting the objectives of this have been sought through what might be considered partial managed hunting. Actually the objectives of managed hunting

apply to almost any of the state lands but are more concerned on public hunting grounds where state hunter's money is directly spent to develop them.

Using the authority at our disposal we have attempted to attain as many of the objectives of complete managed hunting as possible with the following approaches.

Closed Areas: The Commission has the authority to establish a wide variety of closed areas which make it possible to achieve the following results on specific areas, both large and small:

- a. Establish closed seasons on one or several designated species.
- b. Specify effective dates of season.
- c. Specify the method of hunting designated species.

These areas can effectively ameliorate hunting pressure as compared with that on adjacent areas where no restrictions other than general seasons are in effect. The main problem that arises in establishing closed areas involves the objections of private landowners to state control on their lands, primarily over their own hunting or that of their friends. The practice currently is to obtain landowner consent before establishing a closed area, either by lease or written agreement.

Exercising Flexibility in Establishing Open and Closed Seasons: Included in this approach are the setting of varying bag limits, the length of season, zone lines and restricting the use of various weapons on specified area basis.

Employing the authority that we have to designate variations in hunting pressure according to management needs. Presently this effort is aimed at harvesting deer although modifications are used for other species such as sharptailed grouse, ruffed grouse and geese. The drawback is that complete flexibility is not possible because of established administrative procedures and lack of public sympathy as of this date to complete species management.

Using Special Permits: One that has been effectively used in the past three years is the deer party permit which authorizes a group of four or more licensed hunters who obtained a permit to take one extra deer in certain areas. It is an example of a limited liberal harvest method. The problem here is to obtain more flexibility in setting the minimum party size that is needed to harvest the given number of deer in different areas. The law now allows the taking of only one extra deer per party of not less than four hunters.

Cooperative Hunting: A new program has been established whereby sportsmen's clubs, farmers and the Conservation Department can enter into an agreement for limiting pheasant hunting on private lands. Sportsman clubs can obtain day-old chicks from the Conservation Department and rear these for release on private lands with the owner's cooperation which will

be open to hunting by club members, farmers and their guests. The Conservation Department will provide the general supervision and direction as well as day-old chicks.

Specific Problems Where Authority to Manage Hunting is Needed: Need for Complete Authority: Unless complete authority to designate numbers of hunters, species that could be hunted and the method of hunting can be obtained it may never be possible to hunt some of our scarce species. At present limited populations of turkey and prairie chicken exist in Wisconsin. It is recognized that even in scarce populations there is always some surplus that can be harvested providing the means for limiting the kill is available.

Closer Management of Hunters. More and more cases are developing where certain species in certain areas need to be hunted under limited conditions. Some of these currently in existence in Wisconsin include (1) deer - on limited areas where hunting pressure is great due to accessibility, (2) geese - where firing-line problems are involved on the periphery of intensively managed sites, (3) sharp-tailed grouse - on a limited few management areas where through special effort this species is increasing and simultaneously hunter interest will grow disproportionately to the population of birds, (4) it may also be necessary in the future to designate the spacing of waterfowl blinds in major hunting areas where the pressure is affecting quality hunting with the harvest being either too heavy at the beginning of the season or throughout, (5) pheasants and other upland game species - on public hunting grounds where pressure is much too heavy.

Summary of Possible Ways to Secure Hunter Management:

1. Obtain general authority through the Legislature.
2. Obtain specific authority through the Legislature for certain species, areas and period of time when managed hunting can be carried out on an experimental basis, if necessary.
3. Obtain the authority to require that hunters have special licenses such as stamps or permits for those species needing protection in one form or another.
4. Legislation to provide more flexibility under our present deer party permit.

Thank you.

MR. STEEN: As I said before hunting pressure is the crux of this whole subject. Mr. Kabat the last speaker discussed not only the control of the hunter but also the managing of a resource. This is rather an unusual situation because I think practically all states have authority restricting the take of species.

Illinois talked about put-and-take hunting and advisability of having the hunter pay for services rendered.

Indiana discussed this and Illinois, too, and I think this is an important point where you rear the birds or game that is released. Of course the taker should pay the cost for you.

I would like to say, Mr. Barnes, in the Great Plains we don't club our pheasants to death. If they need further attention, we shoot them again on the ground.

The floor is open to questions.

MR. MOSELY: (Ohio) It would appear to me from some of the remarks, that there are many attempts to regulate the hunter. I would like to ask Mr. Palmer how they process permits for the various hunting areas and in all cases is there a charge?

MR. PALMER: The process is first come - first served. For example, for pheasant, duck and grouse permits we set a deadline of September 1, when they can apply. The first letters that come in, we try to take care of. Sometimes there are four letters for every permit. There are a limited number of permits put out each day for our pheasant areas, duck areas and grouse areas. We issue the permits, then we have a drawing. We do try to carry on as fair a program as possible. We do permit a number of them to draw numbers and if the permittee is lucky to get one, he is issued a permit for that day. There is a three dollar charge for pheasant permit and a five dollar charge for a grouse permit to use the area.

MR. MOSELY: Do you use a key punch system?

MR. PALMER: In issuing the cards? No.

MR. MOSELY: I heard some states do use that and I was wondering if there would be one here where the application was made on a punch card?

MR. PALMER: We do not.

MR. BERNER: There is a tendency among several states having controlled waterfowl hunting programs to provide too many services to the hunter. Do you attempt in your charges to take care of all expenses involved in providing there extra services?

MR. BARNES: Our farm clubs are put on a self sustaining basis. We charge one dollar a day for boat and blind and so forth. We feel that is a very reasonable charge. Also, you note, I mention we do not make any charges for small game hunting.

MR. BERNER: I was referring to waterfowl only. You feel that you pay for additional management?

MR. BARNES: I think the states should charge sufficient fees to pay the cost of providing any of these services which the user wishes or requires. I think you should make a sufficient charge to pay for costs of providing those services. No, fair-minded hunter can object to this. If he goes somewhere else he not only pays the cost of providing them he pays

insurance benefits, what not, involved in private operation.

MR. PALMER: I would like to make a statement on that question as to waterfowl. I think our best illustration is Horseshoe Lake refuge in southern Illinois. There are six thousand acres of farm crop land which is state-owned land, which is used for goose feeding to carry the flocks through the winter months. We feel the five dollar charge does not cover the cost of operation but anyone in Illinois has a right to go hunting. I feel we should use some state-owned money to develop the flock and hold it there. It doesn't pay for itself but it certainly pays dividends getting the flock of geese.

MR. STEEN: Referring to management of species and feeding operations through the winter, you may have something. I am referring to the specific service rendered the hunter, the specific costs of duck boats, blinds, all special services rendered him. If he goes anywhere else and requires special services he expects to pay. The state delivers them at cost with no profit.

MR. MOSELY: Another advantage these state-owned areas have is that it is possible on those to extend the season for upland - not referring to waterfowl - well on into winter, beyond the time when the season closes on private lands. We do that in Ohio with considerable success.

MR. STEEN: The put and take operation can run the year around if you want it to.

I would like to say I am sorry for that man from Wisconsin who can't control hunting on state lands. I thought he gave an erroneous impression that they don't manage hunting up there. They draw for elk license and draw for antelope license.

I think in the discussion we got a little bit afield. Actually, the discussion was consigned to the problems of controlled hunting on state-owned or controlled lands. Apparently the control of the hunter got to the question of controlling hunting for the purpose of managing a species.

MR. MOSELY: Do any of the states represented on the panel refund a permit fee particularly in a case where a marsh would freeze over?

MR. BARNES: Not under any circumstances.

MR. KABAT: No, you take a chance when you send for it.

MR. PALMER: I misunderstood that. Deer permits you pay in advance. Other permits you pay the day you go to the checking station. I might say, Indiana copied everything.

MR. BARNES: Yes, you started before we did and we did take up a lot of the same methods you use.

FROM THE FLOOR: If the person making application sent a fee in with

the application, those you couldn't fill, are they returned?

MR. BARNES: We have no collection in advance. If you show on that day - there's no reservation - if you are successful in drawing a pit or blind you pay. Otherwise, there are no advance charges.

FROM THE FLOOR: May I ask this, do any states attempt to regulate spacing of blinds on private lands located near public owned area other than Illinois? Do I make myself clear?

MR. STEEN: Your question is whether or not anybody makes a charge for services on public hunting grounds which adjoin federal grounds?

FROM THE FLOOR: I am thinking of the small public areas for hunting next to the boundary - has any state except Illinois attempted to regulate how far back the blinds must be?

MR. BARNES: We have a buffer zone of state land back of all our pits and blinds in on each where hunting outside will have no effect on it. All of ours are inside.

MR. MOSELY: I am wondering, Mr. Barnes, in Indiana have you had August 15th squirrel opening for a number of years? If not, is public sentiment against the early opening?

MR. BARNES: Yes, we have had that opening for many, many years. At one time it was on August 1. We run for sixty days. At that time there was a two week season in Ohio which didn't happen to be seasonable to us. We have some variation in opinion from the north. In the north they would like the season to open later. In the south, earlier, I think, in most opinions in July.

MR. STEEN: Well, apparently we have a lot of problems in this field but this discussion was intended to cover controlled hunting on state-owned lands. We have the question of managing the hunter. I think this all relates itself to hunting pressure. Most hunting is done in the water areas. This is logical. Naturally in a state like Minnesota - if I remember the figures right - 3 per cent of the area is water; also true of the Great Lakes states. In a state like Nebraska less than one per cent of the state is water. Upland hunting is 99 per cent of the area. Well, of course, if you have intensity of hunting you have problems of regulating the hunter. The states in this area who don't have problems better start wondering and worrying because they are going to have them.

Thank you.

PRESIDENT WOODWARD: Thank you, Mel. Members of the panel, this was a most interesting discussion.

I would like to make an announcement about this afternoon. There may be complications. There is no schedule. We have no way of predicting how soon the business meeting is adjourning. We are going to Mount Rushmore for dinner and are limited in the space they have for us. There is considerable pressure from the general public using their main dining room.

(Meeting was adjourned for lunch at 12:00 Noon and was reconvened at 1:20 P.M. of the same day.)

PRESIDENT WOODWARD: Fellows, we are about ready to come to order for the afternoon session. I apologize that we are late opening due to a conflict the hotel had a meeting in this room.

I would like to restate the problem of getting to Mount Rushmore this afternoon. Those of you other than official state representatives who can be free from the business meeting, can start loading in cars for Mount Rushmore at 4:30. We would like to get at least a contingent of people up there in that first trip. It is absolutely necessary that you keep your convention badge on while we are at Mount Rushmore so you can be identified from the general public so you will get properly directed when you get there. We intend to take in the program of the lighting of the faces after supper. After the program is over, we will leave it up to the individual groups to decide how and when they want to come back to Rapid City. The drivers have been instructed to follow your pleasure and instructions coming back. You can travel over Iron Mountain and stop at Rockerville, the gold town, where there are a number of types of entertainment. If you want to come directly back to Rapid City, I am sure that will be very fine also. Please let the drivers know what you want to do. As I mentioned before lunch, there will be certain problems in connection with loading. I expect we will have to practically reorganize when we get to Mount Rushmore in order to come back, especially in family groups. I am sure we can solve that one. If you have any problems again in coming back, Virgil Johnson is in charge of transportation arrangements and he will be there and I ask you to take your transportation problems to Virgil.

This afternoon we have a very fine program arranged with the subject of I and E. We had some suggestions from the National Wildlife Federation to include more I and E programs in our annual meeting and as a result we saw fit to include this next program.

At this time it is with great pleasure I introduce to you James F. Keefe, the Information Officer of the Missouri Conservation Commission, and he is going to tell us how to get the most effective use from our I and E Staff. Jim.

MR. KEEFE: Thank you, Mr. Woodward. I enjoyed being here sampling the South Dakota hospitality. I have my family with me, numerous as they are. We camped all the way out and stopped at one place south of Wall and camped. You've got a soil erosion problem there.

In Missouri we grappled with the problem of getting the most effective use of our I & E Division two years ago, and we came up with what we think is the best possible solution: do away with it!

I notice an ear cocked here and there and disbelieving looks. Well, what I said isn't literally true - what we did was divorce I from E, thus doing away with an I & E Division. We think that, on the whole, it has worked out rather well.

While it is the usual pattern in fish and game agencies over the country to organize an I & E Division, I have found that old Debbil semantics comes between me and a full understanding of what other states call "information" and "education." Some state's education setups are properly public relations. Their information setups may be what we in Missouri call education. In the "show me" state.

In Missouri - prior to the reorganization - we were organized like this: we had an information section and an education section within what we call the I & E Division. Information's job was to work with mass media of public communication: newspapers, radio, television, motion and still photography, printed matter in the form of leaflets, bulletins and department magazines. Our education section had as its mission the influencing of youngsters in organized educational setups, especially school systems, but also other organized efforts like 4H, FFA, Scouts and summer camps. Education's efforts then were more narrowly channeled - rifled, if you like; while information's efforts were shotgunned to the public at large.

Missouri has always operated on the basic premise that to have a successful program of fish and game management you have to have an informed public to back you up. There have been informational material projects in the "show me" state since the mid-1920's, and the present Missouri CONSERVATIONIST magazine dates from almost the present Commission's beginnings in 1938. The motion picture program began at about the same time, and regular press releases have always been an informational "fixture." Radio programming was begun in the early 50's, but we have not gone too deeply into television work, chiefly because we've been so successful in our other, less expensive media, communication.

Missouri has believed in education for the long haul, too, and had a good program of getting conservation education into schools as quickly as possible after the present Commission was organized. I believe that Missouri's staff of information and education personnel of over 20 people was for many years the nation's largest and certainly most active.

So we believe in these things - education and information - down there. There is no use debating the relative necessity of the various divisions that make up a fish and game department. Some of my colleagues in the I & E work in various states argue that the education-information set ups should be paramount within the Fish and Game Division. This is a little fatuous, like saying we can get along with a head, but the body and arm isn't necessary. Well, I believe that the body of an organization like ours is the fish and game division. The arm is the protection or law enforcement staff, the head the administrative staff and at least the eyes, ears and mouth, is the education-information staff. But, just as the head and arms are strictly from nowhere without a body, so an I & E man is whispering in the dark when he says that HIS function is all-important.

To pursue that analogy above a bit further, a body without its head and arms is just a blob. So it needs those members too. And I & E is important - but no more so than any of the other service functions of a fish and game agency - its administration, its protective staff and above all its fiscal staff, from whence the pay checks flow.

Agreeing that I & E are important tools in getting fish and game management across (and, incidentally, in perpetuating our programs and ourselves), it's a good idea to critically examine those two public contact functions. We did that in 1957 and 1958 in Missouri and concluded that we'd been wrong for almost 20 years in our organizational set-up. Maybe, it's a bit strong to say we were wrong all those years, but certainly such a set-up was wrong for us in this day and time.

We felt that the two groups had objectives that were poles apart. Sort of like taking a rifle to shoot skeet, or a shotgun to a pistol match. Actually, there is no good reason why Information should be tied to Education in our thinking and good reasons why it should not be.

Primarily information is a staff function. Its job is to work closely with all divisions and with the administration in working out a program and then selling it to the public. It is central, and should be. But education is NOT a staff function but a field activity (at least as practiced in Missouri) and why should it not be closely coordinated with other field activities? Here, I might digress to call attention to our organizational set-up, where we have a director's staff, including assistant director, information officer, personnel and fiscal officers, sub-office managers and aircraft pilot; a field activities division composed of protection staff, field service agents (which roughly correspond to extension service or "applied game managers") and an educational staff; and a fish and game division, composed of fishery section, game section and engineering section. Missouri also has a forestry division, which few other fish and game agencies have so closely allied.

Thus, with this breakdown in functions, it seemed logical that more efficient use could be made of education if it were a field function and more efficient use could be made of information if it were divorced from education and made an administrative arm.

Under the old organization of an I & E division, we found a certain amount of friction resulting from an inability of one group to understand or appreciate the other. Information men were considered radical, sloppy, impatient and possibly dangerous by some education people. On the other hand, information people felt that educational staffers were hidebound, stodgy, unimaginative and unnecessarily restrictive. Put that set of viewpoints into one division, then watch the division chief go slowly insane. Those opposing viewpoints are not bad things to have though. A good info man ought to think in terms of the big picture and the moment. A good education man ought to be playing a close game for the long haul. But in Missouri we thought it could be done best if the two groups weren't sitting on each other's necks. We think things have worked out well, thus far.

Inevitably, under a divisional set-up the chief is going to be personally biased one way or the other. As an information man, I have always thought it unfortunate that too many departments had I & E chiefs who were from the educational side of the camp. This cramps the imaginative flights of information men, and results in stodgy programs. But an education man might justifiably curse the I & E chief who is an ex-newshawk. He feels

he is a little lost lamb in a situation like that. It may be a matter of temperament that (to me at least) so many departments have education men in the driver's seats. Information men tend to change jobs more and educational men pile up the longevity. Thus when an opening occurs for a promotion the education man has the seniority to grab it. But if you think I exaggerate the problem, ask any info man working under an education-minded chief.

Splitting I from E is the best way I can think of to obviate the problem of philosophical differences between education and information.

Now, I'll drop education from my discussion and get down to cases on getting more out of your information staff. First of all get them onto staff status, where they are kept abreast of every activity of the Department. I think a good man has to know what NOT to release as well as WHAT to release. Staff status will keep him well informed. Also, I think if you are wise you will also have your information men in on program planning. If he has to sell a program he is entitled to a voice in its shaping. As an expert in his field he can counsel you and the rest of the staff in what will sell and what won't.

Assuming you already have information men, pay enough to keep them. Missouri has looked for information men and good ones are hard to find, harder to keep. If you want a good program, though, you must have good dedicated men, and to get and keep them you're going to have to pay. Be sure you have a big enough staff to do the job expected of them.

When you have to secure an information man don't get fooled by the old argument that a biologist can do the job as well as the next guy, especially if he has published an article or two in the department magazine. Information and publicity is a special craft, like game management, and few indeed are the men able to make the grade in a crossover. I have biological degrees myself, but I got them AFTER I had been a newspaperman and writer, and while writers can learn enough biology to report it intelligently, few biologists have the certain knack that makes good publicists. I think when it gets to the matter of the research staff selling a program, I'm not sure it's wise.

Once you've got a good staff see that they get to AACI meetings regularly (and go yourself occasionally) and see that they also get a chance to take occasional short courses and attend conventions in the printing and publicity fields. Ours is a rapidly expanding field - this public relations business - and one that needs as much attention and study as an M.D. needs to keep abreast of wonder drugs. Let your information men grow professionally - all of them.

Always remember, in your dealings with information people, that they belong to a creative bunch and some of their ideas may sound a little screwball to you as an administrator. The final decisions must be yours, of course, but don't discourage some "way out" thinking on the part of your staff. Don't kill the goose that lays the golden eggs. Gently tame down their wilder ideas and possibly you'll find that they can come up with some real nuggets occasionally from these wild ideas. In Missouri we call it thinking outside the nine dots - which is a personal joke with us - but by

which we mean that crazy ideas have a way of becoming tomorrow's standard operating procedure. But it's always easier to tame down wild ideas than to think up new ideas, so use your idea men and don't kill that creative urge.

Now, like Lady Godiva at the end of a hard day's ride, I'm drawing near my close.

In ringing the curtain down on this little talk, let me further suggest that you give your information staff your confidence and some money to work with. It doesn't really take a tremendous budget to get good informational programs swinging, but it can't be done for a pittance either. If they need money to increase magazine circulation, give it to them. They'll reach a wider audience. If they just want more money to go to four color covers you might show your teeth abit. That may be needless extravagance. But if they sincerely believe they can do you a better job, give them your confidence and a light hand on the rein. Creativity never works well in an atmosphere of distrust and nickel nursing. To sum up, here are eight points that I believe will help you get the most effective use of your I & E staff (with emphasis on the I):

1. Separate information from education for a clearer deliniation of purposes and programming.
2. Put your information chief on staff status, with rank equal to your other top lieutenants, with power to work across division lines, and a voice in shaping policies and programs.
3. Hire good specialists in the communications field and hire enough to do the job expected of them.
4. Pay them well enough to keep them.
5. Give them your trust and encouragement.
6. Especially encourage their creativity - the goose that lays the golden eggs.
7. See that they all get on the job training by meetings with other communications specialists and short courses.
8. Give them enough budget to work with.

And as a possible ninth item, get used to the fact (in your own thinking) that information work is going to become increasingly important to over-all fish and game management, as populations grow and certain opportunities become less.

Thank you.

PRESIDENT WOODWARD: Thank you, Jim. I don't think you should run off, I'm sure there are going to be some questions. I might start out by supporting Jim in one thing. AACI, especially the next one, is meeting in

the Black Hills next May. I'd like to pose a question to you. Many organizations, institutions, now moving rapidly towards woman's programs, especially, using a woman on the staff. Do you have any comments to make on this?

MR. KEEFE: Well, woman's programs have been a fixture in Missouri for a number of years. You realize particularly the garden clubs, for instance are a woman's association. In our way of thinking, we have found them good allies in many programs. I can give you an example. Two years ago at a conservation federation meeting in Missouri there was a woman sitting in the audience representing the garden clubs - I believe she represented the garden clubs - who had learned the State Highway Department was putting a highway through a remote prairie preserve along Highway 40. She was against it. We had never heard of that. She wanted to know who to write to. Said if you give me the address I will have five thousand letters on his desk Monday morning. You can't underestimate the power of a woman. I think a woman on the staff - more or less in a professional capacity other than a stenographer is fine. In Missouri we have had for a number of years on the education staff. I don't think as a rule we would use anyone on the Information staff. By and Large, the newspaper profession is still mainly male. I think in news work there wouldn't be much use for a woman at this time. We also have Doctor Elizabeth Schwartz who works for the conservation division. I think there is plenty of room for a woman.

MR. OLDS: What emphasis and importance do you place on sports, sportsmen's shows, State Fairs, County Fairs? Frankly, we are bothered with them.

MR. KEEFE: This subject comes in for a lot of discussion at AACI meetings. I feel most exhibits are worthwhile as public relations tools. It depends on how much money you want to spend to do this. In Missouri we limit ourselves to the State Fair and at present two regional fairs and three sport shows. Our budget for exhibits is something like 12 thousand dollars a year. We make available out of that twelve thousand dollars, three hundred dollars to each of seven field districts for preparation of small exhibits they feel are vital, like a County Fair. Of the seven districts I don't believe but three ever use the money. We try to play down fairs if we can. I don't think it is justified. We do get certain political pressure to put on exhibits.

FROM THE FLOOR: You mentioned you don't agree research people, for example, should attempt to sell their findings. Where does the membership of the organization fit into the information program. Do you feel that should be held solely for the Information Division to handle without any assistance or aid from other divisions in the Department?

MR. KEEFE: No I don't. If I gave that impression I wish you would excuse me. I don't think we should make it a charge on research workers to sell their own program. I think they should be loyal to the department program after it is established. I think it is bad for a biologist to decide the state hadn't had a turkey season and to suddenly go out and try to sell a turkey season without consulting the staff and administrator as to what the program should be. I think to charge a turkey biologist with that is unfair to him. In Missouri we have a turkey biologist and we wouldn't want him going out daily to sell whenever he thought he should sell.

FROM THE FLOOR: After that is decided by the administrator, what should they try to do, how do they fit in the picture?

MR. KEEFE: We urge them to sell the thing. John Lewis our turkey biologist - we called on John to speak at an outdoor writer's program to sell the thing himself. He is well qualified. Not every biologist presents a good public appearance, has the savvy, know-how.

FROM THE FLOOR: Do you try to train them in that field?

MR. KEEFE: Not particularly. No.

FROM THE FLOOR: Why not?

MR. KEEFE: We haven't got the organizational set up to do it. I don't feel it is primarily the responsibility of the research men. Other people can go to the front and deal with the public.

FROM THE FLOOR: You agree, though, that's one of the major problems of the department, selling the program to the public?

MR. KEEFE: Yes, it's the whole problem. You use every man you can. Every person who works in the department is a salesman for that department and should be.

FROM THE FLOOR: You have in-service training program in you state. Don't you believe that it is your responsibility to train these people so they can do an adequate selling job in the field or is that a waste of time?

MR. KEEFE: No I don't. We have in-service training. When a new man joins the staff he is indoctrinated in all phases of the department. He gets news release preparation, certain amount of public relations and publicity training. He is necessarily somewhat confined for a couple of days. You can't teach a man much in that time. Last January a special school was set up for what was it - 34 of our personnel representing every strata of the organization, all divisions and sections and all levels of the organization. That was a communications work shop. It lasted a full week. That was a mighty valuable thing for all personnel. Out of 450 people you pick the key ones, the ones most able to profit by it, and do a selling job. It is not a compulsory set up. We've got a number of biologists that have never written an article for a magazine and never will. They don't have it in them. Its the same with public selling. Lot of them never will be very able to give and take with the public.

PRESIDENT WOODWARD: Thank you, Jim. I am sure we all got a great deal out of your talk. Since we have been meeting here several mentioned to me an interest in the program South Dakota has in the department of the tourist industry and recreational facilities in this area. I might point out to you that over a considerable period of years tourist interest in South Dakota has been brought about by an organization known as the Black Hills and Badlands Association primarily financed by the people in this general area. They work somewhat on the Chamber of Commerce type of set-up. But I would say they have gone far beyond the Chambers efforts

in promoting western South Dakota. They are developing better programs and better recreation facilities. I think this organization is perhaps unique in the country. They have been very highly successful. I would like to introduce to you their present manager, Mr. Paul Bessilievre from Sturgis who is in charge of the Association. Paul came in to visit with us awhile this afternoon. Glad to have you here, Paul. There is a change in the program. As a result of discussions with I. G. Bue, we have about 15 minutes we can allocate to the next discussion. It will be something of interest to you. Mr. John Cowan has been with us during the meeting and he has done some very interesting work in propagation of prairie grouse. At this time I would like to hear from Mr. Cowan. I know he has some very interesting comments for us. I told I. G. I would have him introduce Mr. Cowan to you, so I call on you, I. G.

DR. I. G. BUE: I asked Harry if we might have Mr. Cowan on the program for awhile in that I have known Mr. Cowan many years. He is doing, I think, a pretty good work with a Captive Research Grouse Project. Too many people, I think, have had the idea of thinking in terms of getting game farms established for grouse. Mr. Cowan is primarily interested in trying to work out methods of raising grouse in captivity so they may be further studied. He has had some success in this. I should say that I have had information from Dr. Cottan who in all respects has a very high regard for Mr. Cowan. Some of us have tried to help Mr. Cowan along in his work by furnishing grouse that he might work with. We are not trying to sell any game farm for grouse. Probably Mr. Cowan is thinking more along terms of getting a technique for raising them. If any state desires information for establishing captive grouse projects of their own for study that would be the place for this type of work. I think that I would like to have Mr. Cowan come up here and explain his work. I should say that later on I hope that we will be able to get the backing of this group, just more or less as an indication that we are interested in this work. Mr. Cowan does have financial backing available to him if enough interest is shown by states in this program. I wonder if Mr. Cowan would come up.

MR. JOHN COWAN: Thank you, Dr. Bue and Mr. Woodward. I appreciate this opportunity to discuss some interests I have had and I would like to propose a captive grouse research project with a goal of learning how to rear all native U. S. grouse in captivity. The techniques and procedures of handling grouse in captivity is not adequately known and practically nothing is known about rearing any of them; therefore, I should like to see a Research Unit set in operation where we could learn these techniques and procedures. When these are learned, the knowledge can in many instances be applied to help increase and reestablish in places, our depleted stock of wild grouse. Had this been done years ago we probably would still have the Heath Hen with us, and unless something along this line is done soon such excellent species as the Atwater Prairie Chicken and probably a number of other gallinaceous birds may be headed for oblivion. My observation leads me to feel many questions will never be answered if the source of the answer is wild birds only, and on the other hand one might learn partly or completely some of these unknowns from captive reared birds.

With such a project in operation, wildlife specialists could come to the Research Unit and study captive birds at will, where a library emphasizing grouse would be available for their use as well as for the men doing

the rearing on the farm. Included in this library could be film covering the life cycle of both pen-reared and wild birds. The film might be loaned for educational purposes, such as schools and clubs which in turn would increase the interest and desire to learn more about these birds. If grouse can be raised, interest increased and more knowledge generally acquired as to how to increase and preserve grouse, the project would be an overwhelming success.

General breeding habits and behavior habits, feather study, and disease study are just a few things that will help advance study in the wild, and these can be learned from captive birds. This is not to mention the aesthetic value from knowing the birds could never become extinct because man could produce them and thus save them. Isn't it a challenge to man to learn the unknowns, and grouse have not been captive produced to any degree; therefore, captive rearing of them can be considered an unknown.

If the general public had the opportunity to view any and all grouse in their courtship show, interest in the future welfare of the birds would zoom upward and the public would demand that work be done to save and protect them. Certainly there is no group of birds that has a more interesting courtship than has this family of birds. Any person who can see them "dancing" will long remember it as a fete of nature. Exhibit pens could be set up at the Research Unit where the public could see them and if advisable a fee could be charged for this fine show of nature.

With present day "know-how", feed and medication, grouse can be raised if the task is undertaken by a person keen to observe when and where detail work is necessary, and one who will spend long hours mastering the job. I do not believe it can be accomplished in a year or even two years, but I do feel that in a period of time a successful conclusion can be expected. I speak from experience when it comes to handling Sage and Prairie Grouse, Had I not been willing to devote many many hours of work and study and observation, I would not have in my pens the many birds that are now there. Even though the outcome has not been phenomenal, I have learned a lot of do's and don'ts that will help in the future experimenting with these birds.

The initial cost and operation of such a Research Unit is beyond the average individuals income, and even if one did successfully carry it through the results would not be available to the public. People of means who are conservation minded, corporations that would ultimately obtain possible financial returns from such a project, and state game departments should all lend aid to the accumulation of this knowledge.

A Research Unit of adequate size with proper equipment and manned by competent personnel should be set up. The location is of the utmost importance and the following things should be considered and kept in mind. 1. The climatic conditions best suited to the majority of the birds is of the utmost importance. Likely the central part of the U. S. would be best. 2. The soil should be of a sandy type which is best suited to rearing healthy birds. 3. Adequate and readily available supply of water is essential. 4. The location should be accessible to as many modes of transportation as possible. 5. A competent wildlife pathologist should be readily available.

My desire and interest in the project would be to further carry out work started on my own that I am unable to pursue further because of finances, and be in charge of the unit. With the upland game breeding experience that I have had plus my sincere and earnest desire to study these birds, I believe that I can accomplish the goal of rearing these birds.

The past twenty-five years, I have had some kind of upland game bird at all times, including exotic pheasants, all native quail, some francolins, and various grouse. I raised commercially game pheasants before the war. Since 1950, I have maintained one of the best collections of native quail, and have raised more Mearns quail the past three or four years than any other breeder and likely more than has been raised by all breeders in the U. S. 1960 looks like it will be a banner year also, and Mearns are considered one of the most difficult of all the quail to breed and rear. The same applies to Black Partridge Francolin, which is still difficult for many breeders to handle.

Six years ago, the first grouse - a pair of Lesser Prairie Chickens - was obtained and since then some grouse have been raised every year, including Lesser and Greater Prairie Chickens, Sharptails and Sage. The first known Sage Grouse to be reared to maturity was raised by me in 1958 from eggs collected in the wild for me on a Research Permit, and again in 1959. Sharptails were trapped in 1959 and 1960. In 1959, the breeding season was started with seven hens and I got 65 eggs from these birds which were trapped in February. Twenty-five chicks were hatched and of these nineteen were reared to maturity. The 1960 birds partly wild trapped and pen-reared, laid some 80 eggs, but there was not a fertile egg in the lot. I also had no fertility in the 1960 Greater Prairies at all.

I have had some wild trapped Ruffed grouse, which laid very good but the eggs were not fertile.

Three pair of young Blue grouse were trapped for me in August 1959, and held until the weather permitted shipping in November.. The birds were paired in March 1960, and soon after the pairing two pair of them died. The remaining birds did not lay. I have had access to very little material on these birds and have never observed them in the wild; therefore, I have had little chance to study them.

I mention this only to show my sincere interest in studying the grouse family of birds. Several long expensive trips have been made into states with wild native grouse for the one purpose of learning more about these birds and to secure either birds or eggs to work with. Many people have been very nice, helpful and interested in what I wanted to do. This was appreciated more than anyone will ever know. My salary is not sufficient to secure the place adequate for my project, but I felt that in time I might get a proper place if I proved that I could and would raise a few of these wonderful birds. My job would not permit my caring for and giving the attention that I wanted to give the birds, but I maintained help when possible. The salary that I could pay made the grade of help very poor; nevertheless, I tried and some success has been forthcoming. Sincerely and earnestly, I feel that this problem can be handled if the opportunity to pursue it is given me.

I should like to ask the assistance of the men here who have the Prairie Grouse native to their states. It has occurred to me since fertility of all the Prairie Grouse in my pens was practically nil this spring that this might be a low cycle year in the wild. Two of my friends who have a few grouse have also reported no fertility or very low fertility. If captive held birds do happen to run in the same low cycles as the wild birds, it would be most interesting, because when there are in captivity enough birds to use as proof of this, states with regulatory powers could use it in setting the hunting season and limit.

I have a fine pair of Sage Grouse that were mounted by the taxidermist at the U. S. National Museum, and if there is anyone in this group who knows of someone interested in securing these I would be glad to talk with them.

FROM THE FLOOR: What would you propose this group do, Mr. Cowan?

MR. COWAN: As much as anything, give some good moral support, possibly a little financial support if it is absolutely necessary.

MR. KIMBALL: Moral support is fine. If financial support means to pay something into the project, it would be difficult for us because it wouldn't be state-controlled. However, if the prairie chicken, for example, could be raised, birds could be purchased by the states pretty readily. Your problem is getting into a position to sell them.

MR. COWAN: My problem is getting the project into operation so I can work at it full time.

FROM THE FLOOR: Mr. Cowan, to whom would you be responsible to for this project?

MR. COWAN: That would be left up to where the financial help came from. I have some financial help. But that would have to be set up, an organization suitable to everyone concerned.

FROM THE FLOOR: Is your suggestion limited to the Midwest Association or to all other states?

MR. COWAN: No. It's not limited to any association.

FROM THE FLOOR: As a suggestion, it might be well to have a committee investigate the possibility and give us a report. All states would be considered. Would that be proper?

PRESIDENT WOODWARD: This will come up for discussion during the resolutions so we will have some discussion on it at that time.

MR. ERNIE PAYNTER: Did I understand, Mr. Cowan, that the eggs that were infertile were all from pen raised birds.

MR. COWAN: Yes. This year's eggs were all infertile. Last year the only eggs I have had were Sage Grouse.

MR. PAYNTER: Previous to this have you used any eggs collected from wild birds?

MR. COWAN: I have never secured any eggs from wild birds except Sage grouse. All have been captive produced.

PRESIDENT WOODWARD: The time has come to move to the business session in our program. We will have a coffee break and then go ahead with the program. If later on in the session as we get to resolutions, or particular business discussions if there is sentiment on part of the states, that this should be an executive session, I wish you would convey that to me. No one has indicated anything of this sort at the present time. This is an executive session. The visitors are entirely welcome to stay with us.

The first order of business, of course, is to have the reports from our various committees. I would like to say, first of all, while no report is necessary or has been called for, I would like to personally express thanks to I. G. for his services as program chairman this year. I think the program speaks for itself. I think it has been an interesting and productive program from beginning to end. I know it was Bue's idea to get more of the directors to participate in the program. It was his idea that we should have a panel discussion to get more items of interest to inter-department interest to exchange ideas on how we can all do better. Thank you, a lot, Bue.

I would like at this time to call for a report from our Secretary-Treasurer, Ed Johnson.

MR. ED JOHNSON: Thank you Harry. These are data from last year as collected by John Allen, past Secretary-Treasurer of the State of Indiana. It is customary that I read the receipts and disbursements.

Receipts from Wilbur Boldt, the previous Secretary-Treasurer during the year 1957-58 were \$1,642.99. Receipts from Convention Registration and banquet, \$147.50. The annual dues of \$35.00 were received from each of the following member states: Colorado, Illinois, Indiana, Iowa, Kansas, Kentucky, Manitoba, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, Ontario, South Dakota, Wisconsin. This brought the total receipts to \$2,350.49.

On the other side of the ledger, the disbursements: Advertising Specialties for badges \$16.00; Advertising Specialties for host ribbons \$3.00; Purdue Memorial Union for banquet and ladies breakfast \$167.50; Lesh Paper Co. for cover stock for program \$5.44; Ferguson Composition Service, program and annual report \$14.70; Brothers Print Co. Stationery \$63.00; Speaker system \$2.00; Wm. Daniels - Stenotypist \$440.50; Western Union \$1.68; Photo-litho for annual report \$25.10; Covers \$9.76; Typing annual report \$125.00; Binding annual report \$28.80; postage \$32.44; After all bills were paid there was \$1,415.57 in the treasury.

This amount was submitted from John Allen the past Secretary-Treasurer, to Harry R. Woodward and Edward B. Johnson on June 13, 1960, and entered then into a new account.

MR. TOM KIMBALL: Mr. President, your auditing committee comprised of Dave Leahy of Kansas, and myself audited the books and find them correct as reported to the convention, so I would move, therefore, the Secretary-Treasurer report be accepted.

MR. LEAHY: I second the motion.

PRESIDENT WOODWARD: Any further discussion? If not, all in favor say "Aye" - those opposed "No." The motion is carried.

MR. TOM KIMBALL: Mr. President, at your suggestion, your committee considered the problem that has arisen since the inception of our organization on the time of transfer of the books and business records of the Association from one Secretary-Treasurer to the next and the problem is this: that we will elect a new President and Secretary-Treasurer at this convention, yet the old Secretary-Treasurer has the responsibility for printing the transactions of the conference, mailing out to the individual member, yet he is no longer an official of the Association. Consequently we have considered a proposition which would correct this and we would like to suggest or make it in the form of a motion that whoever is elected as the next President of the Association be directed to inform the member-states in writing that the tenure of the succeeding officers of the Association would be from January 1 of each year through December 31, to be voted on at the next convention. That is according to the by-laws. You have to notify each member-state in writing one week before any action can be taken. If that be voted on favorably that would enable officers of the Association to be elected at the convention but take office the following January, which would give the Secretary-Treasurer time to act in his official capacity and make official transfer of the records as of the first of January each year. So, I would like to make that in the form of a motion the incoming president be directed to notify the member states of this change voted on at the next convention.

(This motion was seconded by Mr. Leahy; there was no further discussion; a vote was taken and the motion was carried.)

PRESIDENT WOODWARD: I have taken the liberty to change the order of reports to a slight degree and in so doing it is my desire to hold the election of officers early in the reports rather than at the tail end; however, I would assume there that after the election of officers I would continue to preside until the close of the meeting when I would turn the chair over to the new President. I do this for a purpose and I think it is worthy and worthwhile to have the election early in our business meeting so we don't sort of tack it on the tail-end of a rather long business session. It is important, I think, to give full consideration to appointment and election of our officers. Do I assume the auditing committee made a full report?

MR. KIMBALL: Yes.

PRESIDENT WOODWARD: With that, I would like the report from the nominating committee and Mr. Jim Kimball is Chairman of that Committee.

MR. JIM KIMBALL: Woody, Gentlemen. The Nominating Committee consists of Mr. Barnes of Indiana; Mr. Powers of Iowa; Jim Kimball of Minnesota. We had no trouble in nominating a president. Gerald Eddy of Michigan was nominated. As was customary we discussed with him who he would like to work with him as Secretary. However, at this point we ran into the same problem as the national committee gets into. It seemed more difficult to nominate a president. I'd like to discuss this with you a little bit out of order perhaps, a little unusual, but I think we should. As you know, when we nominate a vice president that determines where the meeting will be held in 1961. We studied the records very closely where the meetings were held in past years and it would seem Manitoba would be the logical place. However, we have had to rule that out. In view of time and number of meetings held, it seems Ohio would be the next logical place. It was held once before in 1948. Nebraska hosted the convention twice with the last meeting in 1949. We mentioned having it in Michigan in 1961 and in Ohio in 1962. To have two consecutive meetings in the east concerned some. I should say here while we haven't put anybody up for Vice President at this time, people in both Ohio and Nebraska are willing to take either of the two years. I'll turn this back to you as to who you want. Some are much concerned with two meetings in the east so we will follow your dictates.

PRESIDENT WOODWARD: This discussion, Jim has brought up is very important. In going over records of the Association, it was observed that two members had never been to the annual meeting. I asked Jim and his committee to consider that and review the situation, so this thing could be adequately passed around. As far as the question is concerned about whether we hold two meetings in the east consecutively or jump back and forth, the Chair is open to your discussions.

FROM THE FLOOR: Jim, did your Committee discuss setting up complete rotation for the fourteen states?

MR. KIMBALL: We considered that and wondered if we wanted it that way or maybe the members want to schedule it informally.

FROM THE FLOOR: Did you say you had invitations from both Nebraska and Ohio and it would be acceptable either way?

MR. KIMBALL: Yes.

FROM THE FLOOR: In that case in order to get the thing solved you'll have to alternate back and forth. I am going to inject a thought here. I wonder, would it be in order to ask a motion here to designate Michigan for the site of the 1961 convention and follow that with a motion designating the next state?

MR. KIMBALL: I so move Michigan be designated as the 1961 convention site.

(The motion was seconded by Mr. Towell; vote was taken; motion was carried.)

MR. KIMBALL: Now I make a motion Nebraska be the site for the 1962 convention:

(Motion was seconded by Mr. Eddy; vote was taken; motion was carried.)

MR. KIMBALL: The Nominating Committee strongly recommends that Mr. Mel Steen of Nebraska be your Vice President. At this time that concludes

our report.

PRESIDENT WOODWARD: Any nominations entered from the floor for any of these three positions?

MR. KIMBALL: I move the nominations cease and that the secretary cast a unanimous ballot.

(Motion was seconded by Mr. Barnes, vote was taken; motion carried)

PRESIDENT WOODWARD: There is no further discussion. The motion was carried and your officers are elected for next year. Congratulations to you new officers.

We will take a coffee break at this time.

(Coffee Break)

PRESIDENT WOODWARD: Meeting will come to order. To proceed with reports from Committees, I call on Glen Palmer with a report on the Soil Bank Committee or I should say the obituary.

MR. PALMER: Here is a memorandum which I am going to read: To the Soil Bank Committee: We will be interested in having the obituary of the Soil Bank given when your committee reports are called. Perhaps you will be able to give us some specific accomplishments in your report. Thanks. Harry R. Woodward, President. May I add to that "Thanks to Tom Evans" who wrote this report for me, I will give you the report.

The die was well cast, more or less already sealing the fate of the Conservation Reserve Program, before this Committee was appointed in 1959. As a result this has not been a particularly active Committee this year.

As you may recall there was grave doubt, at the time of the Association's 1959 annual meeting, as to renewal of the Conservation Reserve Program for 1959-1960. At the last minute the program was saved but at least one Senator made it very emphatic when he agreed to restoration of the fund cut by the House that that was the last time he would vote for the program at all. Apparently many others felt the same way.

In spite of the gloomy outlook there was a time in May when interest in extending the program was revived. Many bills were introduced in both the House and Senate which seemed to indicate considerable interest in extension. However, no progress was made.

When things looked up a bit in May this Committee contacted a number of key Congressmen and Senators in an effort to push one of the bills through. However, the Committees took no action and as a last minute attempt the language of S.3335 was proposed as an amendment to S.2759, the wheat bill. Here again the full Senate Committee on Agriculture and Forestry rejected the amendment.

The attempt was again made to amend S.2759 on the floor of the Senate but was beaten by a vote of 59 - 32.

Opposition to the program seemed to revolve around two premises, (1) that it makes little contribution to the reduction of surplus farm commodities and (2) that in areas where sign-ups were heavy entire communities were being disrupted economically.

Support for the program, at least as stated by Senator Hickenlooper, author of the amendment, centered around the strong support given to the program by hunters, fisherman, etc. He stated that "Conservation Reserve Program has found more acclaim and support on the part of hunters, fishermen and other larger urban sportsmen's clubs and federations than any other agricultural action program." Senator Hickenlooper went on to predict that if the amendment were adopted the wheat bill would find support on a much wider basis overnight than it could ever develop by other means. Urban taxpayers, said the Senator, are impressed by the more than 2,000,000 acres of trees, 7,000 water reservoirs, and 300,000 acres of special wildlife cover accomplished during its (the C.R. Program) brief lifetime."

Certainly most conservationists will agree with Senator Hickenlooper. Here was an agricultural program aimed directly, though not primarily, toward benefiting fish and wildlife. No land use program has placed such strong emphasis on wildlife habitat and none before ever paid a landowner to do something of benefit to wildlife.

There has never been a situation where the administrators of an agricultural program solicited the aid and support of game and fish agencies as they did under the C. R. Program. In Illinois, and I am sure in many other states, the A. S. C. personnel accepted and put into practice virtually all the recommendations of the game and fish people so long as they were compatible with the basic regulations. They leaned over backwards to make the program as beneficial as possible to fish and wildlife interests.

In spite of its brief lifetime we believe that the soil bank program has done a great deal to bring agricultural and game and fish interests closer together. Perhaps there will be some lasting benefits resulting from these improved relationships.

In recognition of this cooperative spirit this Committee recommends that the Association adopt a resolution, to be sent to the Secretary of Agriculture and to each state A.S.C. administrator, commending those people for the work they have done in the interest of game and fish management. Respectfully submitted, Soil Bank Committee, Harry Ruhl, Michigan; Hayden Olds, Ohio, Arnold Mitchell, Kentucky; Glen D. Palmer, Illinois, Chairman.

PRESIDENT WOODWARD: Do we have a motion to approve the report of the Soil Bank Committee?

(It was moved by Mr. Cy Kabat; seconded by Mr. Mel Steen. There was no further discussion. A vote was taken and the motion was carried.)

PRESIDENT WOODWARD: During the past year, we were requested by the Fish and Wildlife Service to appoint a Dove Committee from this Association, this committee was charged to work with the Fish and Wildlife Service in developing policies and programs for national management of doves. I

appointed to this committee, Fred Warders of Kansas, as Chairman; Arnold Mitchell, Kentucky and Bill Towell. Since Fred is not here he forwarded a report and I will ask Arnold Mitchell to give the report at this time.

MR. ARNOLD MITCHELL. Mr. Woodward, members of the Association. This report concerns primarily the results of the Dove Committee that met in Washington last month and since I wasn't able to attend that meeting with the other members of the committee, why, I am going to read this report to avoid leaving out anything that should be or would be of importance.

On June 27, 1960, the Bureau of Sport Fisheries and Wildlife scheduled a meeting of interested organizations to discuss the results of the annual mourning dove call-count survey and to evaluate other information concerning the status of both mourning and white-winged doves. The Association of Midwest Game, Fish and Conservation Commissioners was represented at this meeting by a Committee appointed by President Woodward. The meeting convened at 9:00 A.M. in the Secretary's Conference Room at the Interior Building, Washington, D. C., with Mr. Paul T. Quick acting as chairman. The group was welcomed by Mr. Lansing A. Parker.

After an introduction of those persons attending the meeting, two reports on the status of doves were presented to the group by Mr. Walter Crissey and Mr. William Kiel of the Bureau. These reports covered the results of the 1960 mourning dove call-count survey and in general the method for determining the framework of dove hunting regulations has been established on the basis of eastern and western groups of states. An analysis of banding data in recent years indicated that there were three units of mourning dove populations in the United States that are largely independent of each other. Apparently each unit produces most of the doves harvested in the unit and does not produce many doves that are harvested in other units. On the basis of present information, the Bureau seems to feel that establishment of three units -- Eastern, Central and Western -- most nearly meets the criteria of an ideal management unit.

Results of the 1960 mourning dove call-count survey indicated that the 1960 population of the nation as a whole is up 6% from 1959 and up 40% from 1953. In the Eastern Management Unit (all states east of the Mississippi River and including Louisiana), the breeding population is up 5% from 1959 and up 38% from 1953, with a constant gradual increase from 1953 to 1960. The Central Management Unit, including the states of Arkansas, Colorado, Iowa, Kansas, Minnesota, Missouri, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas and Wyoming, has an increase of 14% from 1959 and an increase of 69% from 1953, with a constant substantial increase from 1953 to 1960. In the Western Management Unit, including the States of Arizona, California, Idaho, Nevada, Oregon, Utah and Washington, the trend is down 10% from 1959 and down 5% from 1953, with moderate annual fluctuations from 1953 to 1960.

After conclusion of the status reports, a report on recommendations for the 1960 hunting regulations was presented by Dr. John D. Findley of the Bureau. The recommendations of the Bureau for the three Management Units are as follows:

In the Eastern Management Unit, the outside dates within which specific seasons may be selected were September 1 through January 15. The states within this Unit may select a season of 70 consecutive half days or two periods totaling 70 half days. There would be no penalty for a split season. The recommended daily bag limit was twelve, with a possession limit of 24. Hunting hours would be between 12:00 noon and sunset.

In the Central Management Unit, the framework dates were from September 1 through January 15. A daily bag limit of 15 with a possession limit of 30 was recommended. This, you will note, is an increase of 5 daily and 10 in possession over last year. This increase was due to continued improvement in general status of the mourning dove in the Central Unit. A hunting season of 60 consecutive full days or two periods totaling 60 full days were recommended with no penalty for a split season. Hunting would be permitted from one-half hour before sunrise to sunset. Fifty consecutive full days or two periods totaling 50 full days was recommended for the Western Management Unit within a framework of September 1 through January 15. There would be no penalty for a split season. A daily bag limit of 10 with a possession limit of 20 (except Arizona and California) was recommended with hunting permitted from one-half hour before sunrise to sunset. A white-winged dove season was recommended for the states of Arizona, New Mexico and certain counties in California and Texas. The season framework would remain the same as last year, from September 1 through January 15. The season length would be the same as for mourning doves. The daily bag limit recommended for Arizona was 25 with a possession limit of 25; for New Mexico, 10 and 20; for California, 10 and 10; and for Texas, 10 and 10. In all states except Arizona, the daily bag and possession limit must be included in the established daily bag and possession limits for mourning doves.

A general discussion followed the report on recommendations for hunting regulations. In general, a majority of the states from the Eastern Unit were satisfied with the recommendations for their area, however, it was unanimously suggested that a longer season with a reduced daily bag and possession limit be given consideration. Representatives from the Central Unit were more than satisfied and very happy with the recommendation for increased daily bag and possession limits. Western Unit states requested consideration be given for an increase in the daily bag and possession limits with the season length to remain the same. This discussion period also promoted several comments regarding certain established dove hunting regulations, with emphasis on "baiting." The matter was referred to the Bureau's Law Enforcement Division for further consideration.

A report was presented by Mr. C. Edward Carlson on the Bureau's dove research program. The presentation generally covered past and present activities relating to the call-count survey, banding programs, and banding research data. Plans for the future include studies on mortality rate, nesting loss, disease investigation, and expanding the banding program. It was pointed out that the mourning dove range is possibly extending farther north with some nesting now reported occurring in Canada. The Bureau is considering assigning a biologist to work out a dove study program with Canadian personnel.

In a final report, Mr. James Webb of South Carolina discussed the International Association of Game, Fish and Conservation Commissioners Dove Committee program. Mr. Webb pointed out that because of considerable interest being brought up and shown at past meetings, the International has asked for more participation regarding the mourning dove on future agendas. To show a desire for increased participation, the President of the International has appointed a dove committee with Mr. Webb of South Carolina as chairman. It is the purpose of this committee to bring together as much information as possible on the dove and promote the conservation and status as a game bird. It was also noted that the dove will be featured at the North American Conference.

Prior to adjournment, Chairman Quick requested suggestions as to whether meetings of this type should continue in the future. It was the general opinion of the majority that annual meetings would be helpful in presenting an opportunity for all organizations and groups interested in the mourning dove to sit down together and discuss present and future problems, and to work out any disagreements which may develop.

The meeting adjourned at 1:00 P.M., after a Missouri Conservation Commission film had been shown to the group. Respectfully submitted, Fred Warders, Chairman.

We, as members of this Committee, move this Association adopt this report.

(The motion was seconded by Mr. Towell: there was no further discussion; vote was taken; motion carried.)

PRESIDENT WOODWARD: I rather assume that for the new administration of the Association, this dove committee will be a permanent fixture.

At this time I would like to call on Mel Steen, Chairman of the Legislation Committee to make his report.

MR. STEEN: This report will be very brief. I had to confer with the members of the Committee here and with the Resolutions Committee concerning things we should consider.

You heard the report of the Soil Bank Committee. I think you are aware of the fate of the conservation reserve, so it won't be necessary to discuss that.

Other possible legislation which is of importance to most of us is legislation having to do with taking land or acquisition of lands. H.R. 6198 has already passed the House and is awaiting action in the Senate. I believe, however, the Resolutions Committee will have a resolution for you on that subject. The Chemical Pesticide Coordination Act, I should say, of course, I think everybody favors. It has gotten a lot of support from this organization in the past and has apparently been considered very carefully. I have been in touch with several congressmen and senators on it and they seem to think it will make the grade.

The Sikes Military Lands Bill, as amended, is approved by most states, I believe, and is getting considerable support. I suggest those of you who are in favor of it, however, advise your Congressmen, Senators accordingly.

The surplus property bill to make surplus property available for Fish and Wildlife work is, of course, popular and its fate is somewhat questionable. It's going to need considerable support. Those of you who are particularly concerned about it, ought to do work on it, particularly with Congressional representatives. There is considerable opposition on the part of other agencies who already have priority rights. There is some interest in Congress too on the part of some who don't think this disposition of surplus Federal property should be enlarged.

I think everyone is in favor of continued support for the Water Pollution Program and it has gotten a lot of support in the past from members of this Association. We, of course, recommend you continue that support.

At the present time it appears the minimum appropriation which will be available in this next budget is the one recommendation of twenty million dollars. However, we have never failed to double that in the past and we came within a half of quadrupling it in the 1959 budget. One hundred million dollars passed both houses of Congress but it was vetoed by the President and Congress failed to override the veto. I think, however, we will get at least twenty million.

These measures are all in the resolutions that you will consider. I think that for consideration in the future perhaps the Legislation Committee and the Resolutions Committee should work rather closely together at the convention because many of the things which the Legislation Committee are concerned with are matters which should come before the Conference and actually the Legislation Committee is hardly authorized to take position for or against measures prior to the time it has been considered by this Conference.

There is one item of legislation which we might suggest. This could be both state and federal legislation and it has to do with the tax on gasoline used by the motorists of the nation and your respective states. Now, I don't think all members of this Association have as their responsibility the policing of the water traffic and development of facilities for the power boaters of their states. But a good many of us do and one or two states in this Association have provisions that are already in effect which provide for the earmarking or setting aside of gasoline tax used for marine purposes. Their funds are earmarked to provide access parking lots, ramps, other facilities for the boater. It's a very considerable project, an expensive one, and generally speaking the income from registration alone is not adequate to do the sort of job which needs to be done in this field. Most of the states have set up in their boating laws a relatively small registration fee and in some states this covers a registration period of three years, so actually income from that source would be hardly enough to pay for registration enforcements. The gasoline tax then paid for marine purposes is a source of revenue that very logically should be used in this field. It is just as logical to use the marine tax in this field as it is to use the tax paid by land vehicles in construction of roads, development of roads, etc.

This constitutes the report, Mr. President, and we move the adoption of the report. The members of the Committee happen to be Mr. Ruhl of Michigan, Mr. Arnold of Kentuck and the speaker.

The motion was seconded by Dr. I. G. Bue

PRESIDENT WOODWARD: Is there any further discussion regarding the report of the Legislative Committee?

FROM THE FLOOR: Did you discuss the Federal Fishing Stamp Act?

MR. STEEN: We did. My legislative committee was unanimous in opposition. In the resolutions committee, the majority of the members were opposed and we recommended to the resolutions committee that they enter a resolution opposing the Federal fishing stamp.

FROM THE FLOOR: That will be discussed in the resolution, will it not?

MR. STEEN: Yes.

FROM THE FLOOR: I want to ask Mel if they have in mind giving more discussion to this tax on gasoline?

MR. STEEN: I offered that just as a suggestion. There is a possibility it could be considered on a national level because of the 34-cent tax imposed nationally.

FROM THE FLOOR: With respect to tax on gasoline used for marine purposes, we have that in Ohio. The tax only comes from those gasoline dealers who are licensed as marine dealers. Our problem is catching a lot of stations not classified as marine dealers. It is very easy for any filling station to become a marine dealer. All he needs to acquire is a dollar license. The headquarters of the major oil companies encourage their dealers to become marine dealers so the tax can come in for marine purposes

(There were no further comments on the motion. A vote was taken and the motion was carried.)

PRESIDENT WOODWARD: I would like to call at this time Bill Towell, Chairman of the Federal Aid Committee.

MR. TOWELL: Harry, members of the Association. Again I find myself associated with the Federal Aid. Last year we prepared a report that was rejected and later we made another report which was also rejected. It appears that the best way to keep the job is to be on the wrong side.

Your Federal Aid Committee consists of Dr. Selke of Minnesota, Mel Steen of Nebraska, Les Voigt of Wisconsin, - Cy Kabat is here for Mr. Voigt.

Since the last meeting of the Midwest Association, the Solicitor General has confirmed the ruling for the U. S. Fish and Wildlife Service of the Department of Interior, that "paid license holders" as expressed in the Pittman-Robertson Act shall be interpreted as the actual number of

individual license holders for calculation of apportionments for the various states, whether purchasing one or more hunting permits. All states were instructed by the Fish and Wildlife Service to certify "to the best of their ability to do so" in conformity with this interpretation. Six states - Michigan, Wisconsin, Minnesota, Missouri, Colorado and Montana - submitted certifications that were rejected by the Service and portions of the apportionments to these states were withheld. Two states - Montana and Missouri - have subsequently submitted revised certifications that have been accepted and their apportionments have been released. The other four states - Michigan, Wisconsin, Minnesota and Colorado - lacking sufficient information to eliminate all duplication of license holders in their certifications and upon advice of States' Attorneys did not submit certifications acceptable to the Fish and Wildlife Service. As a result, only partial apportionment has been made to these four states and the balance, based upon paid license holders, has been withheld pending acceptable certifications. Each of these four states has filed petitions in Federal Court for a ruling on the controversy and requesting release of funds. These suits are pending.

In view of the current situation, it is the recommendation of your Federal Aid Committee;

1. That no action be taken by this Association either in approval or disapproval of the opinion of the Federal Solicitor or in recommendation for any amendment of the Pittman-Robertson Act until the Courts have acted upon these pending suits.
2. That the Fish and Wildlife Service be urged to take a firm position in administration of the Pittman-Robertson Act to insure that all accepted certifications are fully substantiated and on a fair and equitable basis.
3. That if after the ruling of the Federal Court is known it appears advisable to a majority of the states that amendment of the Pittman-Robertson Act be necessary or desirable, that consideration be given to an apportionment formula based one-half upon state dues and the other half upon total state license income, with maximum and minimum limitations plus an escalator clause to prevent drastic and sudden reductions in individual states apportionments.

That we take no action now; that we make no recommendations for amendment to the law until the Courts have acted; that, secondly, we urge the Fish and Wildlife Service to take a strong position in making all certifications on a fair and equitable basis to all states; and that we require those states to prove that duplication has been eliminated to the best of their ability. Thirdly, if and when the Courts ever act and the majority of the states feel some amendment is necessary, that we should have the states and this Association consider a formula based upon total license income.

One other brief item was considered by your Committee and that is problems related to excise tax.

Mr. Chairman, I move the adoption of the report of the Federal Aid Committee.

(The motion was seconded by Mr. Cy Kabat.)

PRESIDENT WOODWARD: Any further discussion?

MR. OLDS: Mr. Towell, could we have a little more explanation of what is implied by the Number Two item? In other words, you imply the Fish and Wildlife Service has not taken a firm stand in certifications?

MR. TOWELL: I didn't mean to. Some of the states do have possible duplication. Some of them have done rather intensive surveys; others have been very cursory. Actually, to be one hundred per cent correct, all should do rather intensive surveying. Even though the certifications have been accepted they are probably not as accurate as they could be. Bob, I think you understand what I meant by Number Two?

MR. BURWELL: I certainly do.

MR. BARNES: I'd like a little clarification on that fifty-fifty total income?

MR. TOWELL: As the formula now stands, one-half of the appropriation is based upon area. The other half on paid license holders. Three words - paid license holder - cause all the trouble under the interpretation - that now only number individual not permit duplicate licenses. The Committee feels that if it is necessary, to amend the Act that a good deal of consideration be given to a formula change. We would use area as the present formula and the other half based upon total license income. That figure is readily available to all states. It would require no special survey. The record of what the state is actually charging for license, whether for single license or multiple license, would I think, reflect what the state is doing for itself in financing its own game program. My personal feeling is, and other members are of agreement, that this looked like it might be the fairest solution to all concerned.

PRESIDENT WOODWARD: Your report is that a new formula be given consideration in your recommendation?

MR. TOWELL: Yes. After the ruling of the Federal Courts is known.

PRESIDENT WOODWARD: I wanted to comment on that particular point, Bill, before you got away from it. Do we consider this is the Committee's report? It would be my impression that we would not be binding the Association in any way by accepting this report in this form?

MR. TOM EVANS: This proposal of a fifty-fifty split in income bothers me quite a bit. It gives more to those who have and takes away from those that have not. Another question - I am sure the Committee considered this - how does that differ in receipts from total number of licenses sold? It would merely reflect, as I would see it, the total number of licenses with the exception of those states where they do sell separate permits.

MR. TOWELL: That's right. The total license income is a figure that is readily available. In answer to the first part of your question, I think one of the principal advantages of this suggestion is that it offers the necessary encouragement and inducement for states with the low license income to get their fees up to where their income is up and they can make themselves available for more financial aid. It's a strong point.

PRESIDENT WOODWARD: I think it's obvious before this Association or any association can support this or any other proposal there will be a lot of debate on the subject.

A motion has been made and seconded to accept the report of the Federal Aid Committee.

(A vote was taken and the motion was carried.)

MR. EDDY: President Harry, members of the Association, the Resolutions Committee has come up with the usual big bundle of resolutions. The excellent entertainment and the wonderful scenery of this state has made it very difficult to get the Committee together. We had a meeting yesterday noon and this morning. Before I go into the resolutions which have been recommended by the Committee which consists of Hayden Olds, Bill Barnes and myself, I understand Mr. Bue has a resolution he would like to offer from the floor.

DR. I. G. BUE: Thank you, Mr. Eddy. This resolution got to the Committee pretty late and they decided I should take it to the floor. I think more recognition of the work that has been done and giving a little moral support to an individual who has been working pretty hard at something does not bind the Association to any particular thing but I think it will do the job it's set out to do in helping Mr. Cowan along the way in proceeding in his activity. I'll read this.

Whereas, Mr. John Cowan has spent a great deal of his life and much personal money in successfully working with and rearing native prairie grouse to maturity under captive conditions; and,

Whereas, there is a great need for information on the prairie grouse species that can be obtained from rearing these birds in captivity; and,

Whereas, Mr. Cowan is unable to continue this program on his own; and,

Whereas, several states have indicated their desire to aid this project to the best of their ability; now,

Therefore, be it resolved by the Association of Midwest Game, Fish and Conservation Commissioners assembled at their Annual Meeting in Rapid City, South Dakota, on this 19th day of July 1960, that we recognize Mr. Cowan for his outstanding work and encourage him in future endeavors along this line.

In other words, what we are doing, I think is acknowledging the work and possibly helping with the moral support to Mr. Cowan's work in the future.

That's it, Mr. Eddy.

(The motion was made by Mr. Bue; seconded by Mr. Jim Kimball; no further discussion; vote was taken and the motion was carried.)

MR. PALMER: I didn't get up and ask for the floor when you asked if there were any further comments for the reason I did want the motion carried. First of all, the President of the North American Wildlife Federation is very, very interested in Mr. Cowan's work, is interested in it to the point - I am sure Mr. Cowan doesn't mind my saying this - he paid his expenses here. This resolution is a resolution I know he wants because I talked to him last evening or rather late yesterday afternoon in his office in Chicago and I know he wants this resolution to go to some of the members of his organization to, if possible, get some financial backing for Mr. Cowan on this project. He's very much interested in it. In case some individual states care to contribute to such a movement they could have some of the grouse. Such an organization could produce as large numbers as a game farm, so to speak. It would be an advantage to individual states to get some of those birds. I can say this, Illinois will be very glad to contribute some of their funds for the project. This is not meant as a motion, it's meant as a suggestion. Thank you very much.

PRESIDENT WOODWARD: Thank you. I'll turn the meeting back to Mr. Eddy.

MR. EDDY: The remainder of our report is divided into three categories. First, I would like to recommend separate action on two resolutions. Resolution No. 1 - The Association of Midwest Game and Fish Commissioners mourns the recent death of W. J. K. Harkness, Chief of the Ontario Fish and Wildlife Branch, Member of the Great Lakes Fishery Commission, and a member of this Association.

We hereby honor his memory and acknowledge his many contributions in these activities, as well as in the academic profession during those years prior to his entry into fish and wildlife administration.

We extend our sympathy to his wife and son in deep respect for this dedicated conservationist.

Mr. Chairman, I move the acceptance of this motion.

(The motion was seconded by Mr. Jim Kimball and the motion was carried.)

MR. EDDY: Resolution No. 2 - Whereas, South Dakota, the host state for the 27th Annual Meeting of the Midwest Association of Fish, Game and Conservation Commissioners has done an outstanding job in the arranging for and the conducting of this meeting, and

Where as, Members of the South Dakota Department of Game, Fish and Parks, including Director Harry Woodward, Chairman Chris Christian and other members of his Commission in attendance, and the rest of the Department staff have done an exceptional job in entertaining visiting members

and guests of the Association and have demonstrated true western hospitality;

Now, therefore be it resolved by the Association of Midwest Fish, Game and Conservation Commissioners in its 27th Annual Meeting at Rapid City, South Dakota, July 17 - 20, 1960, that the State of South Dakota be commended for one of the finest meetings of the Association.

Be it further resolved that copies of this Resolution be sent to Harry Woodward and his Commissioners.

I am going to usurp the perogatives of your presidency and assume the chair to see this motion gets through. I move it myself we entertain the motion. I will entertain a second to my motion.

(The motion was seconded by Mr. Barnes and carried.)

MR. EDDY: The motion is carried. At this time I would like to have a round of applause for Mr. Woodward. (Applause.)

The committee felt it necessary to draft a new resolution of the Committee's recommendations and we reaffirm and acknowledge the action taken last year. Resolution No. 1, Resolution No. 3 and Resolution No. 4 and Resolution No. 7 and we have also as a carryover from the 1958 Annual Meeting a resolution there providing for fishery research. Senate Bill 1262 on this has been amended. It originally applied only to the Missouri Valley Projects. So, Mr. Chairman, to facilitate things I move we reaffirm our position taken on this one resolution in 1958 and the others in 1959.

(The motion was seconded by Mr. Evans; no further comment; vote was taken and the motion was carried.)

MR. EDDY: These next resolutions which are numbered three to twelve may or may not be controversial. I don't think there was too much argument this morning. I'll read all the way through them and if any turn out to be controversial, if there is an explanation needed, the committee members or I will try to give this to you.

Resolution No. 3 on Land Retirement.

WHEREAS, There presently exists a burdensome surplus of certain food crops; and

WHEREAS, Production practices of the Agricultural Conservation Practice Program encourages increased production of such crops; and

WHEREAS, Such incentive practices encourage tillage of marginal lands and mining the soil of its fertility; and

WHEREAS, these production practices of ACP offset, and are contradictory to, gains realized by the cropland retirement program of the Department of Agriculture; and

WHEREAS, Cover crops established under programs of long term land retirement are valuable to game and other wildlife and retain fertility of the soil against possible future needs, now

THEREFORE BE IT RESOLVED, That the Association of Midwest Fish and Game Commissioners favors a long term cropland retirement program which incorporates establishment of cover beneficial to wildlife and opposes those ACP practices which encourage increased production of crops presently in surplus.

Resolution No. 4 on Small Watershed Projects.

WHEREAS, a growing number of small watershed projects are designed to drain surface water from the land rather than encourage its storage in the soil, and

WHEREAS, Such drainage, which includes channel deepening, straightening and clearing, provides an outlet for and encourages the drainage of natural reservoirs which tend to decrease the rapid run-off of rain or snow melt; and

WHEREAS, Such drainage makes increased acreage available for production of crops presently in surplus; and

WHEREAS, These natural reservoirs are important to reproduction of wildlife; and

WHEREAS, Waterfowl on the American continent today are in dire need of more surface water on breeding grounds of northern states in which much of this drainage takes place; now

THEREFORE BE IT RESOLVED, That agencies responsible for the planning and construction of these projects be petitioned to take full advantage of all existing natural water storage which is of substantial value to wildlife as determined by the Secretary of the Interior within project areas, and land treatment to increase water storage in the soil be practiced in place of drainage.

FROM THE FLOOR: Could we amend that to drainage projects?

MR. EDDY: If that would be agreeable to the Chairman?

PRESIDENT WOODWARD: Sure.

(Resolution so amended.)

MR. EDDY: Resolution No. 5 - Broadening the Administration of Public Domain Lands.

WHEREAS, the Public Domain now administered by the Bureau of Land Management has become increasingly important as a source of forage for big game animals in the western states to the extent that many game herds are dependent for their continued existence upon certain strategic areas of the Federal range, and

WHEREAS, To the present time the administration has failed to protect adequately the forage resources on many of these lands; and

WHEREAS, The basic legislation, the Taylor Grazing Act, and the administrative regulations drafted to guide the administration of these Federal lands, the Federal Range Code, fail to provide a clear-cut authority to provide for and recognize the needs imposed by the presence of the game herds on those lands, and

WHEREAS, the basic act, the Taylor Grazing Act, is largely a restrictive, single purpose act designed to set up livestock grazing as the primary, and recognized near exclusive, use of Public Domain, and

WHEREAS, other public needs such as recreation and water are becoming increasingly significant to the well-being of human populations, and

WHEREAS, the Taylor Grazing Act recognized and left open the matter of final disposal of public lands in Section One of the Act in the words: "That in order to promote the highest use of the public lands pending its final disposal," and

WHEREAS, It is now apparent that the highest use of these public lands is to be attained only through a program of multiple use administration.

NOW, THEREFORE BE IT RESOLVED, That the Association of Midwest Fish and Game Commissioners urge amendments to the Act of June 28, 1934 (48 Stat. 1269) which will provide clearcut authorization to administer the public lands for the benefit of all segments of our American society and all resources represented on these lands including livestock, game animals, recreational needs and water production.

BE IT FURTHER RESOLVED, That the Bureau of Land Management Advisory Boards be broadened to include representation of all segments of our society interested in these multiple uses. Such enlarged representation would provide recognition commensurate with the importance of these uses and resources of public lands, to the end that these lands may be utilized to provide a maximum contribution to a growing population increasingly dependent upon them.

I am not familiar with the details of the Bill which the President recently signed, the so-called Multiple Use Bill. Maybe someone here is qualified to talk on that?

MR. TOM KIMBALL: Mr. Chairman, that doesn't do the job as far as BLM lands are concerned. It does the job for U. S. Forest Lands. This attempts to do the same thing as far as Taylor Grazing lands administered by the Bureau of Land Management. Up to now the administration was solely for livestock grazing. This broadens it out.

MR. EDDY: More comment on that by some of you gentlemen of the Western states? (No response.)

I'll proceed to Resolution No. 6 which is Control of Surplus Game Populations within the National Parks.

WHEREAS, The National Parks are inviolate game refuges and this protection to wildlife has resulted in surplus game populations which are severely overusing their habitats in and adjacent to some of the larger Parks, and

WHEREAS, One of the objectives of National Park administration is to preserve the flora and fauna of the Parks, and to accomplish this objective it is essential that game populations be controlled, and

WHEREAS, Present methods of control have been for the most part ineffectual and costly to administer and direct control by killing animals by Park officials is objectionable to the general public; and

WHEREAS, the National Parks are maintained, among other things, for recreational pursuits of the people and recreational use should be expanded whenever possible, and

WHEREAS, Sport hunting as well as fishing is a recognized recreational pursuit and is enjoyed by a large segment of the people of the Nation, and control of surplus game in National Parks by sport hunting is much more desirable than control by natural mortality, starvation, or control by Park officials who are assigned to kill surplus game animals; and

WHEREAS, Hunting by sportsmen could be accomplished at a time when other recreational uses of the National Parks are at a minimum, and

WHEREAS, It is possible to obtain an orderly harvest by drawing upon the experience of state fish and game departments through a cooperative endeavor by issuance of limited licenses to control the hunt;

NOW THEREFORE, BE IT RESOLVED By the Association of Midwest Fish and Game Commissioners, that action be taken toward accomplishing control of game populations by sport hunting in National Parks, and that the National Parks Service be requested to give serious consideration to this proposal, and that the National Park Service adopt appropriate regulations to handle the problem, or if necessary, that the Midwest Association and the National Park Service support legislation to authorize the National Park Service to enter into cooperative agreements with states concerned to implement such a program.

PRESIDENT WOODWARD: Mr. Eddy, I would like as a member here to ask for an amendment or correction to your resolution. In the opening stages, you have pointed out that this problem exists in larger National Park areas. We have some very similar problems in small National Park Areas and Monuments. With your permission I would like to suggest that "larger" be taken out and insert in lieu "National Park Areas."

MR. EDDY: That is agreeable with the Chairman, Harry. In fact, I intended to comment upon that

FROM THE FLOOR: Mr. Chairman, would that include monuments?

MR. EDDY: Should it be agreed then to amend it to read "National Parks and Monuments"?

MR. KABAT: I wanted to offer another amendment in addition. I'm not sure about the wording but something along this line. "Be it further resolved that this Association urge Congress to include in future legislation to create National Parks and National Monuments a provision for cooperative wildlife management in National Parks and National Monuments and to make it clear that hunting per se is not inconsistent with National Parks and Monument management." Something to that effect.

This should be done in order to cover all or any areas managed by the Park Service in the future so that states retain rights to manage fish and game on those areas.

MR. KIMBALL: You say that in any areas in the future which are to be administered by the National Park Service that the states be permitted the rights to manage fish and game within those areas? Just an amendment like that, I think would take care of it.

MR. KABAT: I'll withdraw my amendment and second his.

FROM THE FLOOR: I wonder if you want to put in "Regulate the harvest of.?"

MR. EDDY: Management, includes the harvest of surplus. Any further comment on that amendment? If not, we will adopt that in final form and add it to the resolution.

Resolution No.7. Inclusion of Highway Construction Plans in Coordination Act.

WHEREAS, The construction of modern highways is in some instances detrimental to fish and wildlife in that they block fish runs, cause material damage to stream alignment and spawning beds, and block deer and other big game migration routes, and

WHEREAS, Public access to important hunting and fishing areas is not always adequately programmed in highway construction plans, and

WHEREAS, Public Law 732, better known as the "Coordination Act" has been determined as not applicable to highway construction by a ruling of the U. S. Fish and Wildlife Service,

NOW, THEREFORE BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners does hereby urge the U. S. Fish and Wildlife Service to apply the principles of the Coordination Act to Federal Aid Highway Construction and to any roads constructed or planned by the U. S. Bureau of Public Roads, and

BE IT FURTHER RESOLVED that in the event Congressional action is needed to implement fully this program, that this Association does hereby endorse the necessary amendments to the Coordination Act to accomplish this objective.

MR. KABAT: A question in my mind is, does it include possible

amendments to interstate highways now being built.

MR. KIMBALL: It was intended, Mr. Kabat, to cover all highways built with Federal Aid funds. The Coordination Act would require that Federal and State Highway agencies make a report prior to construction so that any problems like realigning of streams, access for hunting, etc., could be discussed prior to construction work.

FROM THE FLOOR: I'd like to offer an amendment that the Department of Interior be substituted for U. S. Fish and Wildlife Service because the Fish and Wildlife Service does not have that authority.

MR. EDDY: That's good and I think that's more proper.

(The amendment was approved for Resolution No. 7.)

MR. EDDY: Resolution No. 8. The Acquisition and Administration of Federal Reservoir Lands.

WHEREAS, billions of dollars are being expended by the Federal Government for water development projects, and

WHEREAS, there has developed an increased recognition of the recreational value of such projects,

NOW THEREFORE BE IT RESOLVED, that the Association of Midwest Fish and Game Commissioners in its 27th Annual Meeting at Rapid City, South Dakota, July 18, 1960 -

a. Support and endorse Federal legislation designed to recognize recreation as an integral part of any new flood control legislation, water supply, hydro-electric or reclamation project and that recreational benefits be evaluated and considered as a partial justification for such projects.

b. Request consideration of a change in the present land acquisition policy of the Federal Government to provide for the acquisition and development of an adequate acreage in fee simple to guarantee public access and use for recreational purposes and that the cost of these lands be included as a part of the non-reimbursable project cost.

c. Request consideration of the development of recreational and access facilities as part of the cost of approved projects.

d. Endorse, approve and urge the continuance of the present policy under which the United States Corps of Engineers and the Bureau of Reclamation make available recreational areas under lease or license to state and political sub-divisions, civic and service non-profit organizations.

Resolution No. 9. U. S. Fish and Wildlife Service 10 Year Plan.

WHEREAS, Several Federal Agencies have developed five year plans or ten year plans outlining work programs and objectives for presentation to Congress, and

WHEREAS, Such outline of objectives has proven advantageous to these agencies, to Congress and to the public, and

WHEREAS, the U. S. Fish and Wildlife Service has discussed but never completed such a program,

NOW THEREFORE BE IT RESOLVED that the Midwest Association of State Game and Fish Commissioners urges the U. S. Fish and Wildlife Service to develop and present to Congress without delay, a ten year outline of objectives and plan of operation.

Resolution No. 10. Ohio River Project.

WHEREAS, the Corps of Engineers, U. S. Army, in accordance with the wishes of the United State Congress, is conducting a comprehensive review study of the Ohio River and Tributaries for the development of flood control, navigation, hydro-electric power, and other purposes; and

WHEREAS, There is urgent need for recreational facilities to meet the demand created by increasing human populations; and

WHEREAS, There is authority under the Fish and Wildlife Coordination Act;

NOW THEREFORE BE IT RESOLVED, That the Association of Midwest Fish and Game Commissioners does urgently request the Congress of the United States and the Corps of Engineers, U. S. Army, to include the following items as a part of the project:

1. The acquisition and development of an adequate number of public access areas large enough in size to meet the public needs in providing free access to the project.
2. Appropriate fish and wildlife features including land acquisitions and development for that purpose.

Resolution No. 11. Oppose Federal Fishing Stamp.

WHEREAS, There is now pending in the House Merchant and Marine and Fisheries Committee a bill H. R. 11410 known as the Federal Fishing Stamp Act, and

WHEREAS, Proposals such as this are an encroachment on the rights of various states in that the legal title to, and the protection of the fish and wildlife of these states is vested in these states, and

WHEREAS, The Federal Government has no authority to impose a fish license fee or charge for fishing in the public waters of the states, and

WHEREAS, This act is an unprecedented invasion of States' rights in collecting their own revenue for the preservation, propagation and management of its resident fish population,

NOW THEREFORE BE IT RESOLVED, That the Association of Midwest Fish and Game Commissioners assembled at its annual meeting in Rapid City, South Dakota, request Congress to defeat this undesirable legislation.

Resolution No. 12.

WHEREAS, The most urgent problems facing us today in the field of waterfowl management are international in character and require the expenditure of vast sums of money in both Canada and the United States, and

WHEREAS, There is need for an International Agency, composed of representatives of Canada, the United States, Mexico and the various provinces and states of these three countries, to better coordinate waterfowl research and management and to spend funds made available to it anywhere within the entire range of these birds,

BE IT THEREFORE RESOLVED, That the Association of Midwest Fish and Game Commissioners in convention assembled at Rapid City, South Dakota, July 17-20, 1960, endorses the proposal for an International Waterfowl Commission, that specific recommendations pursuant to this proposal be presented to the annual meeting of the International Association of Game, Fish and Conservation Commissioners in 1960, and that the International Association be urged to move as rapidly as possible toward establishment of an International Waterfowl Commission.

That completes the list of Resolutions, Mr. President, and I would be very happy to read or go over those on which there are questions.

PRESIDENT WOODWARD: I would like to ask before I call for a vote if there are specific resolutions stated here on which you want to discuss briefly before I call for a vote or take up separately; otherwise, I suggest the Chairman make one single motion concerning the resolutions he has presented. Do we have any comments from the floor?

MR. EVANS: This would not be for deliberation. May we recall the Soil Bank Committee report and include as follows:

WHEREAS, the Soil Bank Program has been one of the best agricultural programs to benefit Fish and Wildlife, and

WHEREAS, they have been cooperative in working with Fish and Game Agencies,

BE IT THEREFORE RESOLVED, this Association commends the Department of Agriculture for what it has done.

Send to the Secretary of Agriculture and to each State ASC administrator.

PRESIDENT WOODWARD: Is it the pleasure of the Association that this resolution be added to the ones formerly discussed by Committee?

MR. BARNES: I move it be adopted.

PRESIDENT WOODWARD: Informally I accept your motion. Any further comment? If not, I'll ask the Chairman of the Committee to move Resolutions Nos. 3 through 13 be adopted.

RESOLUTION NO. 13

WHEREAS, The Soil Bank Conservation Reserve Program has been one of the best agricultural programs from the standpoint of benefits to fish and wildlife, and

WHEREAS, Department of Agriculture administrators at the State and National levels have been extraordinarily cooperative in working with fish and game agencies,

BE IT THEREFORE RESOLVED: that the Association commends the Department of Agriculture for this program and what it has done for fish and wildlife and that the Secretary be instructed to send copies of this resolution to the Secretary of Agriculture and to each state A.S.C. administrator.

MR. EDDY: I will make such a motion, Mr. President, including amendments which came from the floor.

MR. BARNES: Second.

(Vote taken.)

PRESIDENT WOODWARD: The motion is carried. Thank you, Mr. Chairman, your responsibility has been well discharged.

We have several items yet to discuss. Yesterday you heard the report from the Pheasant Council which was and is an integral part of our operations. Some recommendations were made.

MR. BUE: In the report yesterday on the Pheasant Council there were three recommendations brought out by this report and were as follows: request the Association to decide on whether the Pheasant Council should make periodic population status reports, (for instance, July 1, September 1, or other times;) whether they would approve cooperative research programs involving travel across state lines; and a request for support from the Association in modifying hunter questionnaire surveys. I'd like to bring this up and see what the group desires.

PRESIDENT WOODWARD: I brought this up at this time in the event there was indication from the floor that you wanted to include resolutions pertaining to this subject.

MR. KABAT: Just a bit of comment first. Then, if resolutions are in order, I will make one.

This could be easily worded by the Resolutions Committee if that's necessary. I'll write it myself, if desirable.

I feel there isn't any question that these things have to be endorsed.

We're only fooling ourselves if we don't. We picked the best brains there were in the Fish and Game Departments to analysis problems. If we fail to recognize the research and if we fail to recognize the Council's recommendations we will certainly be discrediting our own efforts. I still feel as I did previously.

There was some question about what I said Monday. That some administrator should be appointed to work with the Council. If nothing else, to review in detail the reports made annually. Council reports are far too voluminous to present at this meeting. Dr. Seubert should be complimented on his digest, certainly.

If a resolution is in order, I move the adoption of a resolution which can be stated very simple, and which is to the effect that this association endorse the recommendations, accepts the report of the Council, and endorses their recommendations.

PRESIDENT WOODWARD: Is there a second to this motion?

MR. OLDS: Seconded. I'd like to have an amendment also, commending them for their efforts as well as recommending and accepting their recommendations.

PRESIDENT WOODWARD: I assume you will prepare this complete resolution for our Secretary, Mr. Kabat?

MR. KIMBALL: Could we have a review of those recommendations before we vote on it?

DR. SEUBERT: The first recommendation quite simply asks if the Association desires the Council to furnish them periodic population status reports. The second recommendation, asks the Association to support the Council in their move for what modification is necessary in hunter questionnaire surveys, so we can compare pheasant densities between states and use the results as the basis for further studies. As mentioned yesterday, many modifications will be based on recommendations made by the Central and Mississippi Flyway Technical Committees, as well as the Pheasant Council. Many states could combine questionnaires for waterfowl and game. In South Dakota, it would be quite simple to modify our questionnaire, at little or no extra cost.

The third recommendation dealt with cooperative research. We feel the time is here for cooperative endeavors. Many states are faced with reduced budgets, and if we can become more efficient and allow biologists to cross state lines and work on cooperative projects, all will benefit.

Those are the three recommendations. Are there any questions?

FROM THE FLOOR: John, wasn't there also a recommendation that some administrator should be assigned?

MR. KABAT: I recommended that be considered. It hasn't been given a great amount of encouragement and I didn't include it in the resolution.

DR. SEUBERT: I think the Council would welcome something like that.

PRESIDENT WOODWARD: Any further comments on the resolution and motion?

I would interpret your motion to be that the Association is strongly endorsing the work of the Pheasant Council, is that correct?

MR. KABAT: Yes

RESOLUTION NO. 14.

WHEREAS, the Association establishing the Pheasant Council composed of wildlife biologists from its member states and provinces concerned with pheasant research and management to study and evaluate problems, make reports, and recommendations thereon; and

WHEREAS, The members of the pheasant Council were selected by the administrators as the most informed people on pheasant research and technical problems.

THEREFORE BE IT RESOLVED, by the 27th Annual Conference of the Association of Midwest Fish and Game Commissioners that the Pheasant Council be commended for its work.

BE IT FURTHER RESOLVED, that the Association of Midwest Fish and Game Commissioners accepts the 1960 report of the Pheasant Council, and endorses its recommendations of (1) submitting periodic pheasant population status reports, and (2) urges states to support a cooperative pheasant research program, and the standardization of hunter questionnaire surveys.

(The motion having been moved and seconded, a vote was taken and the motion was carried.)

PRESIDENT WOODWARD: Is there any old business to bring before the Association?

A few weeks ago I wrote most of you and asked you if there were items you would like to have discussed in our business meeting. I did hear from a number of states. At this time I'll go through them briefly and see how much discussion you would like to have on them at this time. One very important came from Ohio. I have asked Mr. Olds to give us a brief report of his attendance at the National Rivers, Harbors, Conservation and Wildlife convention.

MR. OLDS: Very briefly, Mr. Chairman. One day out of the clear blue sky I received a letter from the President of the National Rivers, Harbors, Conservation and Wildlife - I'll not attempt to express what that organization is to this group. I think all of you know. They decided to name a new committee which is called the Committee on Wildlife and Recreation. I was asked to serve on that Committee. I didn't know who else was on the Committee. I didn't know until I went to Washington and met the group. On my floor of the hotel there was a director from Maryland, one from New Jersey, one from Washington, and there were six or eight directors of the

State Fish and Game Commissions on that committee. John Bates and I were able to write several resolutions almost exactly like the ones adopted today. In fact, one resolution requesting the Federal Government to buy adequate land around reservoir projects was adopted by the National Rivers and Harbors Congress.

Now, I would only end this by saying that I certainly urge any member of this group if they are asked to serve on that committee they do so. As I said originally, I don't have to express to you the objectives and power of the National Rivers and Harbors Congress. If we can infiltrate a little bit it would be to our advantage.

PRESIDENT WOODWARD: Sounds like you did some excellent work for all of us there.

Some of those who answered my request for topics to be brought up here might have misinterpreted my request. Minnesota, for example, requested we discuss new trends in fishing rules and regulations. Do you want to enlarge on that, Jim?

MR. JIM KIMBALL: That was just proposed for a topic on the agenda. I don't think we have time to bring it up.

PRESIDENT WOODWARD: Thank you, Jim. Minnesota also made a couple other recommendations on state and federal relations, problems on boundaries, etc. There was also a request for a discussion about conflicts between recreation and fish and wildlife. The overall aspect I think, is probably entirely too broad to discuss now. And the other subjects were, I think, in the same category. I will pass them.

I would like at this time to ask if there are any additional matters you would like to bring up before the Association before I turn the meeting over to the new President?

MR. KABAT: For four years, I guess, I have been working on a committee on soil conservation - this is on Wetlands Committee. We finally prepared a report, adopted it and I think each state received a copy of this. It was furnished to the agricultural agencies, national and state and related organizations such as the Wildlife Federation. I don't know if you received the reports. I hope you haven't just thrown those away because at the next annual meeting which is in Ontario in August, I am going to defend this report. There is some question about it - some people think it's gone too far. The idea for more cooperation on wetland projects, wetland problems. I could amplify on it but it would take too long. Look at your reports and you will see what this is aimed at. Here is a chance for personal contact if the executive council accepts the proposal. An article on this report will be published or reprinted in the journal. The journal is mailed to over ten thousand people and advances all our interest in wetlands.

PRESIDENT WOODWARD: Thank you, Cy. I would like to make a particular comment on this. I know we in South Dakota are particularly interested in the wetland report. If it will be of any value to the Committee I would like to be specific. In fact, looking over the selection of the Committee

I was most disappointed it appeared that whoever appointed the Committee left out representatives from the pothole states. We felt we were not properly represented on the Committee. It's certainly not a reflection on you but we were concerned about and wondered why the pothole states didn't have representation.

MR. KABAT: I am sorry to say it is a reflection on me because I picked the Committee. We had one from Nebraska and I am from that general region. You couldn't pick a man for every state you came across. It was rough to pick a man for every three or four states. I might point out the committee included representatives from about every organization involved in land use so when the report was approved it had the endorsement of about every one.

PRESIDENT WOODWARD: I can't speak for all but I note they didn't have representatives from North and South Dakota and Minnesota. I hope you don't take that as a personal matter, Cy. When those things come out you take a look and wonder what thought there was for selection of such a committee. It assures us to know you played an important part.

MR. KABAT: If you look at the report very closely, our recommendations are much higher than any other agency.

PRESIDENT WOODWARD: Any other matters to be brought before the Association?

I would like to ask you to contact Les Berner this evening or as soon as possible if you have any particular requests or desires about field trips tomorrow or advice in planning routes from the meeting. Les will be at Rushmore. We will have facilities and men available to do what you desire. We need to hear from you if you would like to have some assistance.

With that, it gives me a great deal of pleasure to turn over the chair to your new President. In turning the Chair over to him I would like to present him with a gavel. You will note this particular gavel was made from Black Hills spruce. It wasn't made from just any tree, this particular tree was one of the finest specimens in the Black Hills. In 1955 the tree was taken to Washington where it was erected on the National White House grounds and was the National Christmas Tree. This gavel was made of a portion of that tree. With that, it is with a great deal of pleasure I turn over this helm to Mr. Gerald Eddy of Michigan.

MR. EDDY: Thank you, Harry, very much for those fine remarks and this token of thanks. It is greatly appreciated. I will find it difficult to follow in the footsteps of Harry. One thing, I happened to sit down at the table between Jim Kimball and Bill Barnes of the Nominating Committee and I'd like to explain I seconded the nomination for Mel Steen for Vice President.

I look forward very much to seeing you in Michigan next year. I don't know where the meeting will be held. Personally, I would not like to meet in Detroit.

I appreciate very much being elected President of the Association.

Any new business? If not, we are adjourned and I'll see you in Michigan next year.

(Whereupon the above proceedings were adjourned, July 19, 1960)

DATA ON MEETINGS FOR USE BY NOMINATING COMMITTEE

(Officers indicated as year of election)

Number of year Meetings	State or Province	:	Officers Elected		
			President	Vice President	Secretary-Treasurer
1	1934	Iowa	John R. Foley Minnesota	Frank O'Connell Nebraska	I. T. Bode Iowa
2	1935	Minnesota	H. W. MacKenzie Wisconsin	Oscar Johnson South Dakota	Frank O'Connell Nebraska
3	1936	Wisconsin	Oscar Johnson South Dakota	Frank O'Connell Nebraska	John Foley Minnesota
4	1937	South Dakota	Frank O'Connell Nebraska	Ernest Swift Wisconsin	C. McFarlane Minnesota
5	1938	Nebraska	Ernest Swift Wisconsin	M. L. Hutton Iowa	G. Walters South Dakota
6	1939	Wisconsin	M. L. Hutton Iowa	G. Weaver Minnesota	E. G. Adams South Dakota
7	1940	Iowa	I. T. Bode Missouri	Lewis Martin Illinois	Fred Schwab Iowa
8	1941	Missouri	W. L. Struk Minnesota	Wm. J. Lowe North Dakota	J. W. Cluett South Dakota
9	1942	Minnesota	L. E. Osborne Illinois	W. J. Lowe North Dakota	N. F. Mosbaugh Indiana
10	1943	Illinois	W. J. Lowe North Dakota	N. F. Mosbaugh Indiana	Paul Gilbert Nebraska
11	1944	North Dakota	H. F. Mosbaugh Indiana	Dave Leahy Kansas	Fred Schwob Iowa
12	1945	Indiana	Elmer Peterson South Dakota	H. D. Ruhl Michigan	Ernest Swift Wisconsin
13	1946	South Dakota	H. D. Ruhl Michigan	Dave Leahy Kansas	R. C. Parks Illinois
14	1947	Michigan	H. A. Rider Ohio	C. Wilson Nebraska	E. L. Wicklitt Ohio
15	1948	Ohio	Paul T. Gilbert Nebraska	Ernest Swift Wisconsin	Lloyd P. Vance Nebraska

			President	Vice President	Secretary-Treasurer
16	1949	Nebraska	Ernest Swift Wisconsin	Dave Leahy Kansas	W. E. Scott Wisconsin
17	1950	Wisconsin	Dave Leahy Kansas	B. F. Stiles Iowa	N. Lutz Kansas
18	1951	Kansas	B. F. Stiles Iowa	W.J.K. Harkness Ontario	L. F. Faber Iowa
19	1952	Iowa	W.J.K. Harkness Ontario	I. T. Bode Missouri	C.H.D. Clarke Ontario
20	1953	Ontario	I. T. Bode Missouri	Thomas L. Kimball Colorado	M. O. Steen Missouri
21	1954	Missouri	Thomas L. Kimball Colorado	Chester Wilson Minnesota	J. D. Haat Colorado
22	1955	Colorado	Glen D. Palmer Illinois	James Kimball Minnesota	Sam Parr Illinois
23	1956	Illinois	James Kimball Minnesota	H. R. Morgan North Dakota	Gordon Wollan Minnesota
24	1957	Minnesota	I. G. Bue North Dakota	Bill Barnes Indiana	Wilbur Boldt North Dakota
25	1958	North Dakota	Bill Barnes Indiana	Harry Woodward South Dakota	John M. Allen Indiana
26	1959	Indiana	Harry R. Woodward South Dakota	Gerald Eddy Michigan	Edward B. Johnson South Dakota
27	1960	South Dakota	Gerald Eddy Michigan	Mel Steen Nebraska	

- ATTENDANCE REGISTER -

<u>COLORADO</u>	Thomas L. Kimball	
<u>ILLINOIS</u>	Glen Palmer Tom Evans Wm. B. Barnes	
<u>IOWA</u>	Glen G. Powers	
<u>KANSAS</u>	Dave Leahy	
<u>KENTUCKY</u>	Arnold Mitchell	
<u>MANITOBA</u>	Eugene F. Bossenmaier	
<u>MICHIGAN</u>	Gerald E. Eddy H. D. Ruhl	
<u>MINNESOTA</u>	James Kimball George A. Selke	
<u>MISSOURI</u>	William E. Towell Jim Keefe Ted Butler Ewart H. Burch Ben Cash Frank P. Briggs Larry R. Gale	Paul Q. Tulenko Monte Glover Ken Hicks A. C. Hoefelman Donald L. Burkel Paul Barnickol Helen Cooper
<u>NEBRASKA</u>	Willard Barbee M. O. Steen	Don Green Ken Johnson
<u>NORTH DAKOTA</u>	I. G. Bue	Bud Morgan
<u>OHIO</u>	Hayden Olds B. K. Jones	Carl Mosley Lenard Yochum
<u>ONTARIO</u>	Alex Cringan	
<u>SASKATCHEWAN</u>	Ernie Paynter	
<u>TEXAS</u>	John M. Cowan	
<u>WISCONSIN</u>	Cy Kabat	
<u>SOUTH DAKOTA</u>	Harry Woodward Christ Christian Dane Conger Jim Dowd Holger Anderson James Shields Les Berner John L. Seubert	Edward B. Johnson John Weiderhold Lee Ingalls George Driscoll Harvey E. Lancaster Earl Ellwanger Virgil Johnson E. L. Woods

Darrol Brady
Cecil Albers
Kenneth Scissions
Clyle A. Novak
Les Price
Fred Priewert
Jack McBride
R. Kleth Stewart

Robert L. Krumm
Ray D. Hart
Charles Griffith
Edward M. Cassell
E. E. Allgier
Gary Teaney
Don Kennedy

SOIL CONSERVATION SERVICE

Le Roy Shearer

U. S. FISH AND WILDLIFE SERVICE

R. W. Burwell
W. A. Elkins
Allan T. Studholme
Don Donahoo

U. S. FOREST SERVICE

Ralph Hill
A.F.C. Greene

SPORT FISHING INSTITUTE

Dick Stroud

U. S. DEPARTMENT OF THE INTERIOR

Harrell F. Mosbaugh

NATIONAL WILDLIFE FEDERATION

Larry Jahn