



PROCEEDINGS

OF THE

33rd ANNUAL MEETING



HOTEL LASSEN
July 12-14, 1966





1966 OFFICERS, DIRECTORS AND COMMITTEES OF THE ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

OFFICERS

President - George C. Moore, Director, Kansas Forestry, Fish and Game Commission.
Vice-President - Everett B. Speaker, Director, Iowa State Conservation Commission.
Secretary-Treasurer - David C. Coleman, Chief, Game Division, Kansas Forestry, Fish and Game Commission.

DIRECTORS

COLORADO - Harry R. Woodward, Colorado Game, Fish and Parks Department, Denver.
ILLINOIS - William T. Lodge, Director, Illinois Department of Conservation, Springfield.
INDIANA - Woodrow Fleming, Director, Division of Game, Indianapolis.
IOWA - Everett B. Speaker, Director, Iowa State Conservation Commission, Des Moines.
KANSAS - George C. Moore, Director, Kansas Forestry, Fish and Game Commission, Pratt.
KENTUCKY - Minor E. Clark, Commissioner, Department of Fish and Wildlife Resources, Frankfort.
MANITOBA - G.W. Malaher, Director of Wildlife, Department of Mines and Natural Resources, Winnipeg.
B. Kooyman, Director of Fisheries, Department of Mines and Natural Resources, Winnipeg.
MICHIGAN - Ralph A. MacMullan, Director, Department of Conservation, Lansing.
MINNESOTA - Wayne H. Olson, Commissioner, Department of Conservation, St. Paul.
MISSOURI - William E. Towell, Director, Missouri Conservation Commission, Jefferson City.
NEBRASKA - Melvin O. Steen, Director, Game, Forestation and Park Commission, Lincoln.
NORTH DAKOTA - Russell Stuart, Commissioner, State Game and Fish Department, Bismarck.
OHIO - Fred E. Morr, Director, Department of Natural Resources, Columbus.
ONTARIO - C.H.D. Clarke, Chief, Fish and Wildlife Branch, Department of Lands and Forests, Toronto.
SOUTH DAKOTA - R.A. Hodgins, Director, Department of Game, Fish and Parks, Pierre.
WISCONSIN - L.P. Voigt, Director, Wisconsin Conservation Department, Madison.

COMMITTEE CHAIRMEN

PROGRAM: Fred Warders (Kansas)
RESOLUTIONS: L.P. Voigt (Wisconsin)
AUDITING: Woodrow Fleming (Indiana)
NOMINATIONS: Wayne H. Olson (Minnesota)
FEDERAL FARM PROGRAM: Clayton Bushong (South Dakota)
WETLANDS: Earl T. Rose (Iowa)
FEDERAL-STATE RELATIONS: Harry Woodward (Colorado)
LEGISLATION: Thomas R. Evans (Illinois)

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PROGRAM - 33rd ANNUAL MEETING OF THE ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

MONDAY EVENING, JULY 11

7:00 - 9:00 P.M.	Registration - Mezzanine Floor, Lassen Hotel

TUESDAY, JULY 12

Morning Session	President George C. Moore, Presiding
8:00	Registration Desk Opens
9:00	Call to Order - Secretary-Treasurer, Dave Coleman, Chief, Game Division, Kansas Forestry, Fish and Game Commission Roll Call of Member States and Provinces Announcements
9:15	Welcome - Honorable William H. Avery, Governor of Kansas
9:30	Keynote Address - Jack Lacy, Director, Kansas Department of Economic Development
10:00	Break
10:30	Cost Sharing on Federal Reservoirs (Fed. Law 89-72) - M.O. Steen, Director, Nebraska Game, Forestation and Park Commission
11:10	Land and Water Conservation Fund - Experience of Fish and Game Departments to Date - Bureau of Outdoor Recreation Representative, Washington, D.C.
11:45	Adjourn for Lunch
Afternoon Session	Everett B. Speaker, Director, Iowa Conservation Commission, Presiding
1:00	Report of Legislative Committee - Tom Evans, Supervisor, Game Management Division, Illinois Department of Conservation
1:30	Ducks Unlimited Report - Dale E. Whitesell, Executive Vice-President, Ducks Unlimited, Inc., Chicago
2:00	Waterfowl Status - Arthur Hawkins, U.S. Sport Fisheries and Wildlife Flyway Representative, Minneapolis
2:30	Experimental Teal Season - James T. Shields, Director, Division of Game and Fish, Minnesota
3:00	Break
3:30	Cropland Adjustment Program - Robert Elliott, Assistant Director, Colorado Game, Fish and Parks Department
4:00	Committee Reports by Chairmen Wetlands Committee - Earl T. Rose, Chief of Fish and Game, Iowa Conservation Commission Federal-State Relations Committee - Harry Woodward, Director, Colorado Game, Fish and Parks Department Federal Farm Program Committee - Clayton Bushong, Assistant Director, South Dakota Department of Game, Fish and Parks

4:45	Adjournment
6:00	Hospitality Hour - Hosts: Wichita Chapters of Isaac Walton League and Ducks Unlimited; Kansas Forestry, Fish and Game Commission

WEDNESDAY, JULY 13

Morning Session	Dan Armbruster, Chief, Ohio Division of Wildlife, Presiding
9:00	Investigations Concerning the Use of Channel Catfish for Commercial Fish Production - Dr. Otto Tiemeier, Kansas State University, Manhattan
9:30	Public Land Law Review Commission and Its Importance to State Wildlife Agencies - Ralph MacMullan, Director, Michigan Department of Conservation
10:00	Break
10:30	Panel Discussion - In Service Training Programs - Larry R. Gale, Assistant Director, Missouri Conservation Commission, Moderator Panel Members: Walter Scott, Assistant to the Director, Wisconsin Conservation Department Merrill L. Petoskey, Education and Training Supervisor, Michigan Department of Conservation Ray Wells, Personnel Officer, Missouri Department of Conservation Bill Lodge, Director, Illinois Department of Conservation
12:00	Adjourn for Lunch
Afternoon and Evening	Arrangements by host State to include tour, hospitality, buffalo barbecue and fish fry

THURSDAY, JULY 14

Morning Session	President George C. Moore, Presiding
9:00	Midwest Pheasant Council Report - Chairman
	Midwest Technical Dove Committee Report - Chairman
9:30	Secretary-Treasurer's Report - Dave Coleman, Kansas Forestry, Fish and Game Commission
9:45	Resolutions Committee Report - L.P. Voight, Director, Wisconsin Conservation Department
10:30	Auditing Committee Report - Woodrow Fleming, Director, Division of Fish and Game, Indiana Department of Conservation
	Old Business
	New Business
	Nominating Committee Report - Wayne Olson, Commissioner, Minnesota Department of Conservation
	Election
	Unfinished Business
	Adjournment

REGISTRATION OF ATTENDANCE - DELEGATES AND GUESTS

33rd Annual Meeting

1. Ernie Allen (Guest), Regional Director, Bureau of Outdoor Recreation, Bldg. 41, Denver Federal Center, Denver, Colorado.
2. W.H. August, Commissioner, Colorado Game, Fish and Parks Department, Brush, Colorado.
3. Mrs. W.H. August (Guest), Brush, Colorado.
4. Honorable William H. Avery (Guest), Governor of Kansas, Topeka, Kansas.
5. Willard R. Barbee, Assistant Director, Nebraska Game, Forestation and Parks Commission, State House, Lincoln, Nebraska.
6. William B. Barnes, Assistant Director, Division of Fish and Game, Department of Conservation, Room 605, State Office Building, Indianapolis, Indiana.
7. Bob Barratt, Superintendent of Game, Iowa Conservation Commission, Des Moines, Iowa.
8. Ken Beghin, Administrative Assistant, Wisconsin Conservation Department, Madison, Wisconsin.
9. C.D. Besadny, Administrative Assistant, Wisconsin Conservation Department, Madison, Wisconsin.
10. Mrs. Jean Birdzell, Secretary, Law Enforcement Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.
11. Harlan Boxberger, Commissioner, Kansas Forestry, Fish and Game Commission, Russell, Kansas.
12. John Brasch, Assistant Superintendent, Fish Management Division, Wisconsin Conservation Department, Madison, Wisconsin.
13. Lloyd Brown, Commissioner, Kansas Forestry, Fish and Game Commission, Columbus, Kansas.
14. Homer Burkhart, State Game Protector, Kansas Forestry, Fish and Game Commission, Lakin, Kansas.
15. R.W. Burwell, Regional Director, Fish and Wildlife Service, Bureau of Sport Fisheries and Wildlife, 1006 W. Lake Street, Minneapolis, Minnesota.
16. Clayton Bushong, Assistant Director, South Dakota Game, Fish and Parks Department, Pierre, South Dakota.
17. Stephen Capel, Big Game Biologist, Kansas Forestry, Fish and Game Commission, McPherson, Kansas.
18. Farrell Copelin, Assistant to the Director for Federal Relations, Oklahoma Department of Wildlife Conservation, 1801 N. Lincoln, Oklahoma City, Oklahoma.

19. C.H.D. Clarke, Chief, Fish and Wildlife Branch, Ontario Department of Lands and Forests, Toronto, Ontario, Canada.

20. Mrs. C.H.D. Clarke (Guest), 26 Lockie Avenue, Agincourt, Ontario, Canada.

21. Miss Mary Clarke (Guest), 26 Lockie Avenue, Agincourt, Ontario, Canada.

22. Stephen Clarke (Guest), 26 Lockie Avenue, Agincourt, Ontario, Canada.

23. David C. Coleman, Chief, Game Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

24. Mrs. David Coleman (Guest), 309 South Taylor, Pratt, Kansas.

25. Gene Cook, Northeast Regional Manager, Colorado Game, Fish and Parks Department, 609 Birky, Fort Collins, Colorado.

26. Robert G. DeLaney, Chairman, Missouri Conservation Commission, Charleston, Missouri.

27. Donald J. Dick, Regional Game Manager, Kansas Forestry, Fish and Game Commission, Jamestown, Kansas.

28. Robert Elliott, Assistant Director, Colorado Game, Fish and Parks Department, 6060 N. Broadway, Denver, Colorado.

29. Mrs. Robert Elliott (Guest), 6757 Everett, Arvada, Colorado.

30. Master Steve Elliott (Guest), 6757 Everett, Arvada, Colorado.

31. Miss Susan Elliott (Guest), 6757 Everett, Arvada, Colorado.

32. Thomas R. Evans, Game Supervisor, Illinois Conservation Department, 100 East Washington St., Springfield, Illinois.

33. Larry R. Gale, Assistant Director, Missouri Conservation Department, Jefferson City, Missouri.

34. A. Gene Gazlay, Administrative Assistant to the Director, Michigan Department of Conservation, Lansing, Michigan.

35. Edwin Gebhard, Regional Law Enforcement Supervisor, Kansas Forestry, Fish and Game Commission, Meade, Kansas.

36. Clem Gillespie, Regional Law Enforcement Supervisor, Kansas Forestry, Fish and Game Commission, Arkansas City, Kansas.

37. Edwin H. Glaser, Planning Officer, Missouri Department of Conservation, Jefferson City, Missouri.

38. Richard A. Gragg, State Game Protector, Kansas Forestry, Fish and Game Commission, Wellington, Kansas.

39. Richard O. Hager, Regional Game Manager, Kansas Forestry, Fish and Game Commission, Burlington, Kansas.

40. Bill Hanzlick, Regional Game Manager, Kansas Forestry, Fish and Game Commission, Regional Office, Hays, Kansas.

41. Charles D. Harris, Deputy Director, Michigan Department of Conservation, Lansing, Michigan.

42. Walter C. Harrison, Chief, Field Services Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

43. Mrs. Walter C. Harrison (Guest), 423 Lawrence, Pratt, Kansas.

44. Arthur S. Hawkins, Mississippi Flyway Representative, U.S. Bureau of Sport Fisheries and Wildlife, 1006 W. Lake St., Minneapolis, Minnesota.

45. James C. Helfrich, Supervisor, Education and Information, Illinois Department of Conservation, 400 S. Spring St., Springfield, Illinois.

46. Charles T. Henderson, Supervisor, Development and Management, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

47. Mrs. Charles Henderson (Guest), 1013 Champa, Pratt, Kansas.

48. Ewing Herbert, Commissioner, Kansas Forestry, Fish and Game Commission, Hiawatha, Kansas.

49. A.C. Hoefelman, Chief Pilot, Missouri Department of Conservation, Box 180, Jefferson City, Missouri.

50. Larry Jahn, Field Representative, Wildlife Management Institute, 129 Juneau St., Horicon, Wisconsin.

51. Miss Agnes Klassen, Ontario Department of Lands and Forests, Toronto 5, Ontario, Canada.

52. Mr. Jack Lacy (Guest), Director, Kansas Department of Economic Development, Topeka, Kansas.

53. Aaron J. Lane, Engineer Aide IV, Field Services Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

54. Goodman K. Larson, Regional Personnel Officer, Bureau of Sport Fisheries and Wildlife, 1006 W. Lake, Minneapolis, Minnesota.

55. J.D. Lichlyter, State Game Protector, Kansas Forestry, Fish and Game Commission, El Dorado, Kansas.

56. Stanley Lievense, Technical Assistant to the Chief, Fisheries Division, Michigan Department of Conservation, Lansing, Michigan.

57. Paul C. Lies, State Game Protector, Kansas Forestry, Fish and Game Commission, Hutchinson, Kansas.

58. William T. Lodge, Director, Illinois Department of Conservation, 400 South Spring St., Springfield, Illinois.

59. Frank L. Lombard, Commissioner, Kansas Forestry, Fish and Game Commission, Enterprise, Kansas.

60. Leroy Lyon, Informational Counsel, Information-Education Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

61. Ralph A. MacMullan, Director, Michigan Conservation Department, Lansing, Michigan.

62. Darrell Montei, Regional Game Manager, Kansas Forestry, Fish and Game Commission, Hutchinson, Kansas.

63. George C. Moore, Director, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

64. Mrs. George C. Moore (Guest), Pratt, Kansas.

65. H.R. Morgan, Midwestern Field Representative, National Wildlife Federation, 1005 W. Sweet Avenue, Bismarck, North Dakota.

66. J.C. Morgan, State Game Protector, Kansas Forestry, Fish and Game Commission, Valley Center, Kansas.

67. Noel Mullendore, Attorney, Kansas Forestry, Fish and Game Commission, Howard, Kansas.

68. Robert McWhorter, Regional Game Manager, Kansas Forestry, Fish and Game Commission, Manhattan, Kansas.

69. Mrs. Robert McWhorter (Guest), 800 Bluemont, Manhattan, Kansas.

70. James Norman, Small Game Project Leader, Kansas Forestry, Fish and Game Commission, Regional Office, Hays, Kansas.

71. Wayne H. Olson, Commissioner of Conservation, Minnesota Department of Conservation, St. Paul, Minnesota.

72. M.L. Petoskey, Supervisor, Education and Training, Michigan Department of Conservation, 2408 Arlington Road, Lansing, Michigan.

73. Ernest D. Premetz, Deputy Director, U.S. Department of the Interior, Bureau of Commercial Fisheries, 5 Research Drive, Ann Arbor, Michigan.

74. Earl T. Rose, Chief, Fish and Game Department, Iowa Conservation Commission, Des Moines, Iowa.

75. Burton W. Rounds, Wetlands Program Coordinator, U.S. Bureau of Sport Fisheries and Wildlife, 1006 W. Lake St., Minneapolis, Minnesota.

76. Mrs. Edith Scantlin, Secretary to the Director, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

77. Charles R. Schmidtberger, State Game Protector, Kansas Forestry, Fish and Game Commission, Marion, Kansas.

78. Roy E. Schoonover, Chief, Fisheries Division, Kansas Forestry, Fish and Game Commission, 1012 Welton, Pratt, Kansas.

79. Marvin D. Schwilling, Waterfowl Project Leader, Kansas Forestry, Fish and Game Commission, Great Bend, Kansas.

80. Walter E. Scott, Assistant to the Director, Wisconsin Conservation Department, P.O. Box 450, Madison, Wisconsin.

81. Ted Shields, Director, Minnesota Game and Fish Division, Minnesota Department of Conservation, St. Paul, Minnesota.

82. Everett B. Speaker, Director, Iowa Conservation Commission, 2901 Shady Oak Drive, Des Moines, Iowa.

83. George E. Sprecher, Assistant Director, Wisconsin Conservation Department, Madison, Wisconsin.

84. Leonard M. Springer, Federal Aid Supervisor, Bureau of Sport Fisheries and Wildlife, Region III, Minneapolis, Minnesota.

85. Mrs. Arlene Stonecipher, Secretary, Game Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

86. Sam Stranathan (Guest), Soil Conservationist, Soil Conservation Service, El Dorado, Kansas.

87. Russell W. Stuart, Commissioner, North Dakota Game and Fish Department, Bismarck, North Dakota.

88. Otto W. Tiemeier (Guest), Professor of Zoology, Kansas State University, Manhattan, Kansas.

89. George Valyer, Informational Counsel, Information-Education Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

90. Don Vogtman, Supervisor, Minneapolis Area Office, River Basin Studies, Bureau of Sport Fisheries and Wildlife, 711 W. Lake St., Minneapolis, Minnesota.

91. Robert E. Ward, Chief, Fiscal Division, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

92. Fred Warders, Assistant Director, Kansas Forestry, Fish and Game Commission, Pratt, Kansas.

93. Mrs. Seth Way (Guest), P.O. Box 905, Pratt, Kansas.

94. Dale Whitesell, Executive Vice President, Ducks Unlimited, Inc., Chicago, Illinois.

95. Mrs. Robert Wood (Guest), 529 Parklane, Pratt, Kansas.

96. Walter Zelinske, Assistant Chief Warden, Wisconsin Conservation Department, Madison, Wisconsin.

Summary

Number from Each State and Province

State or Province	Number
Colorado	8
Illinois	4
Indiana	1
Iowa	3
Kansas	45
Michigan	6
Minnesota	8
Missouri	4
Nebraska	1
North Dakota	2
Oklahoma	1
Ontario	5
South Dakota	1
Wisconsin	7

PROCEEDINGS OF

33rd ANNUAL MEETING

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

Hotel Lassen - Wichita, Kansas

July 12, 13, 14, 1966

Morning Session, Tuesday July 12, 1966

PRESIDENT MOORE: Gentlemen, coming to attention, we will start this 33rd Annual Meeting of the Midwestern Fish and Game Commissioners and we hope this meeting is enjoyable and informational. We are going to try to make it as typically Kansas as possible, and we ordered the weather to go along with it, as you probably see. It wouldn't be Kansas if it wasn't this type of weather.

We have several things planned for you and we hope you enjoy it. We hope all of you can stay for the full meeting and hope you participate. We hope you can contribute and if we can help you in any way, we certainly want to.

If any of you need any information or need any help, check the front desk. We've got extra people to run errands for you, or take you wherever you want to go and help in every way possible.

Tommorrow afternoon we've got a tour set up for the group through the Coleman Company; we have a little luncheon and tour for the ladies tomorrow at 10:30 -- I haven't seen many ladies yet, so we will see how many are here -- but at 10:30 the ladies should get together immediately behind the registration desk, then go through the building and across the street to the Fourth National Bank. They have a tour there, through a very unusual and unique building, and they will have a luncheon there with a little talk on fashions and styles. I think the ladies will enjoy it, so be sure they know about it.

As soon as the tour through the Coleman Company is complete, we will have busses to take you out west of Wichita about fifty miles to a commercial catfish hatchery. You know Kansas is noted for its catfish! We are going to have a typical Kansas buffalo barbecue; jackrabbits, catfish and hushpuppies. We're going to have booze, too, so I hope you enjoy it! We'll try to treat you right.

The Pioneer Room, almost opposite the registration desk, is for your convenience for any group that wants to get together -- the committees, any persons that want to have a little meeting for any reason -- the Pioneer Room is available for that purpose.

This evening at 6:00 o'clock we will have a little social function in the Walnut Room. It's up on the left going back towards the desk, on the left as you go north. We will be looking forward to seeing you at six. The host will be Ducks Unlimited and the Wichita Izaak Walton League. We think you will enjoy it.

I'm asking each one of you that has a paper, or if you're presenting a paper, to leave copies here. We have a court reporter who will take notes and will take down discussions, so I will also ask each and every person that's going to say something to go to the mike, either in the middle of the floor or up here, and identify himself and his state so it can be reported.

With those remarks, since we are running a few minutes late, I'm going to ask Dave Coleman, who is serving as Secretary, to call the roll of the states so that we will be sure who is here for the voting when we get down to the business meeting.

MR. COLEMAN: Thank you. I will call the roll of the states and provinces, and if one individual will stand and identify himself, this will constitute your roll call.

COLORADO - Robert Elliott, Assistant Director, Colorado Game, Fish and Parks Department.
ILLINOIS - William T. Lodge, Director, Illinois Department of Conservation.
INDIANA - William B. Barnes, Assistant Director, Division of Fish and Game, Indiana Department of Conservation.
IOWA - Everett B. Speaker, Director, Iowa Conservation Commission.
KANSAS - George C. Moore, Director, Kansas Forestry, Fish and Game Commission.
KENTUCKY - [not represented]
MANITOBA - [not represented]
MICHIGAN - Ralph A. MacMullan, Director, Michigan Conservation Department.
MINNESOTA - Ted Shields, Director, Minnesota Game and Fish Division, Minnesota Department of Conservation.
MISSOURI - Larry R. Gale, Assistant Director, Missouri Conservation Department.
NEBRASKA - Willard R. Barbee, Assistant Director, Nebraska Game, Forestation and Parks Commission.
NORTH DAKOTA - Russell W. Stuart, Commissioner, North Dakota Game and Fish Department.
OHIO - [not represented]
ONTARIO - C.H.D. Clarke, Chief, Fish and Wildlife Branch, Ontario Department of Lands and Forests.
SOUTH DAKOTA - Clayton Bushong, Assistant Director, South Dakota Game, Fish and Parks Department.
WISCONSIN - George E. Sprecher, Assistant Director, Wisconsin Conservation Department.

Thank you. That completes your roll call.

I would like to remind all of you who haven't done so, to be sure and register as soon as possible. We would like to know who will be participating in the various activities the next day or so.

Also those of you who will be speakers and who have printed copies of your text, I would appreciate having one copy for the secretary's file.

Thank you.

PRESIDENT MOORE: Does anyone have any announcements, or who would like to have their committees meet at any particular time?

MR. SCOTT: I would like to meet for lunch with the other members of the Resolutions Committee. We may have to make some adjustments to add to this Resolutions Committee and we can get in touch with them later, but if we can have lunch together, this will be fine. I'm supposed to be serving for Les Voigt as chairman of the Resolutions Committee.

The other announcement I have is this: if the Auditing Committee would meet at 4:45 in the Pioneer Room after adjournment, this would be appreciated.

PRESIDENT MOORE: Does anyone else have any announcements or do you want to plan any committee meetings at this point? I assume all of you are familiar with the committee assignments and know who the chairmen of these various committees are, therefore I won't go through those.

I want to make one announcement, or comment, that we are handling this meeting a little bit different than it has been in the past. I hope you will approve and I hope the results when it's all over with will warrant our change. We are not having a banquet this year. We are substituting the field trip which will be about 50 miles west of Wichita and the barbecue and fishfry for that. Therefore, when you return from the barbecue and fishfry tomorrow evening and get back to Wichita, you are free for the evening.

This evening we have nothing planned other than the little social function at 6:00 o'clock. You are free to see the highlights of the city and, from what I've heard, some of you really took them in last night.

If you want to get some information on what to see and where, there's a certain man here I understand is running for president, and he's got a big room and I think a lot of refreshments in it, and he wants to know how we grew cows so big. He claimed somebody ordered him a half cow last night, and I heard he didn't order it, but he ate it anyhow.

The next man on the program is due about now -- I'm sure he will be on time -- and just for a moment we'll just sit and relax until the Governor gets here.

MR. SCOTT: I have one other thing I would like to say: If anyone has suggestions for resolutions I certainly would like to have them. If you brought one along with you, be sure and get it to me before noon today.

PRESIDENT MOORE: I think that's a real good point. You know, sometimes we have resolutions that come up the last day.

I might also point out that there were some questions brought up in a letter that was sent around, I think to all the member states several weeks ago, and we will, somewhere in this program, try to cover this. Chances are it will be covered in Ernie Allen's talk, but if any of you had any particular questions regarding this letter that Russ sent to me -- I believe he sent it to all the other member states -- if you have questions you want to throw back at Ernie when he gets here, have them ready.

If any of you have any questions or anything that you need assistance on, either contact the desk or the manager down in the hotel. We'll do the best we can to help you out.

Any other comments or announcements?

We are certainly delighted to have at least one Canadian member represented. Past President Doug Clarke over there, and Miss Klassen is down with him.

This is almost the west part of the region, but last year when he had it up there, it was almost out of the country, or at least it seemed that way, so we're just kind of paying him back. We are glad to have him here.

We will stand at ease for a few minutes; I'm sure the Governor will arrive in just a little while.

[Short recess.]

PRESIDENT MOORE: Gentlemen, we are fortunate -- even though a little bit late, but knowing the Governor as we do, he's on the go all the time, and he's certainly a real busy man -- in having the Governor of this state to address us. Governor Avery is a native Kansan, born about 125 miles due north of here in the Republican River Valley, where he still owns a considerable chunk of land. He went to Kansas University and graduated in political science and he's been in politics ever since -- probably was in school!

Governor Avery served in the Kansas Legislature for a number of years, served ten years in the United States Congress, came back to Kansas two years ago and ran for Governor and was elected. He's serving on his first term; he'll start a second one next January.

And I'll say this of Governor Avery, he's certainly interested in the economics of Kansas and the whole country. He's not an ardent hunter and fisherman, but he certainly sees and appreciates all types of recreation and the part that most of us are most interested in, the hunter and fisherman. We can't separate the two, so he has been extremely instrumental in the state since he's been Governor in pushing all types of tourism and recreation. Today I think we are extremely fortunate to have someone who has the interest that Governor Avery has in recreation to welcome you people to Kansas and we appreciate his taking time from a busy schedule to come down for a few minutes. Governor Avery.

HONORABLE WILLIAM H. AVERY, GOVERNOR OF KANSAS: Thank you George, and a special word of greeting to our visiting directors, members of the Kansas Forestry, Fish and Game Commission and other observers such as myself that might be present.

It is a sincere honor indeed for Kansas, a state that is known to be as far away from any large body of water as any state in the Union to be simultaneously hosting the National Campers' and Hikers' Association about 50 miles from here and then have the directors of various fish and game departments, or a position of similar description at least, meeting in Kansas at the same time.

I don't suppose that's ever happened before in the history of our state -- I might even suggest a question if it has ever happened in any other state, to have these two very important segments of our outdoor life and conservation supporters to be simultaneously gathered in the same state.

Several suggestions or thoughts have come to me that I might share with you this morning.

One is that if the State of Kansas could attain as much free legal advice as we obtain free advice as to how to run our Fish and Game Commission we could save the state more than $100,000.00 a year.

I have never yet met the man -- and I doubt if any of you have as professional directors -- who has confessed that he didn't have all the answers to the fishing problems and all the conservation problems, and how to best develop and manage a game preserve. It seems as though in Kansas at least we are blessed with experts in this field in abundance and without exhaustion. And their advice is such that we do not have to seek it out; it's forthcoming!-- before every legislative committee, before every hearing of the Fish and Game Commission and sometimes, may I add, in my mail intermittently.

There is a serious aspect to this, though, because I think it reveals a very serious concern and interest in the conservation and propagation of such wildlife as we still have remaining here in Kansas and is considered, most of it, native to this part of the nation, this part of the world -- and even some that has been introduced and successfully propagated that was not native to this particular part of the nation. And this is the only way, of course, that such a program can be effective, is to be able to stimulate and generate and have the support and, yes, the concern -- even if it means criticism -- of this broad cross section of our citizenry in this country, in this state and in this region. Certainly we do have that here in Kansas.

I am not sure how many states are represented here, but I presume at least we have pretty much of a cross section of representation throughout the land, and this particular circumstance that I'm about to address myself to of course would vary from one region to another, but it has been rather an amazing thing here in Kansas that our propagation and preservation and development of wildlife started not very long ago on a professional and on an intensified basis. I would suggest less than twenty years. And at that time, at the time it was commenced at the insistence of a very few individuals and was mostly kind of a demonstration project, kind of a museum piece, if you please, and perhaps for the convenience and pleasure of a very few individuals -- relatively few individuals. More of a curiosity than anything else.

Now, bear in mind, I place this back twenty years ago, and that's give or take five years, perhaps. We'll say post World War II. Bear in mind that from that very meager beginning to now, this point in 1966, that this has built in addition to the curiosity and to the recreation and to the conservation aspects, this has built up to an industry that is really hard to measure and evaluate, but perhaps between an annual cash outlay of 50- to 150-million dollars.

Now this is just the reflection that we see through state resources and has no bearing at all as to how much additional business or income this generates through the related industries that serves this vocation or this form of recreation.

So the point I want to make, whereas in Kansas this department or this agency started out more or less as a pet or a conservation measure, perhaps, it started out in a very meager form, but it has changed now where it is not a dominant, but a major force in our economy in what has been described as land-locked Kansas.

This would certainly be true for all of the plains states. When we move into New England, an area where there has long been an interest and concern over the preservation of wildlife, probably it would not be so dramatic, and it would not be

so in the mountain states, but here in the Midwest and the Plains States I think this is pretty much representative of what has taken place in all the states.

Well, where do we go from here? This is what you're going to talk about and I learned a long time ago that as an observer certainly I should not test my judgment against that of the professionals, but I think we do have a common area of concern, and this bears on the comments that I have just made.

We are all aware now that we have not just a conservation program, but we have a rather overwhelming responsibility to keep our program projected and planned ahead to where it can accommodate and make provision for this very accelerated use of our facilities and demand of the public -- I want to change that around so you will understand clearly what I mean -- public use areas that will provide this type of recreation and this type of native game and fish for the public that will demand it in ever-increasing quantity and varieties.

I think this brings up, then, the second question: What is the relationship between state initiative, planning, responsiblity and financing and this ever-powerful force, standing off in the wings, of Federal regulation and control? Perhaps the Federal Government has been involved in conservation of wildlife about as long as it's been involved in anything, and it's a little bit better managed there, I might say; the relationship is a little more compatible and has evolved on a basis that appears to be realistic and more acceptable than in some other areas of our economy. I think there's not very much mystery about this -- I've made this statement several times -- as the Federal Government begins to intrude into these various areas, if they were required to do this on a revenue-raising basis, the same as the states, so we could move along on an equal power of negotiations and agreement, we would be able to keep these two forces in a reasonable balance, and this is what the Federal Government has done generally in the field of wildlife conservation.

When it moves into an area where there's no concern over the origin of revenue to support the federal program and merely taxes it onto the general revenues of the nation, this is where these two forces get out of balance; the Federal Government moves in with a great force of dominance subjugating the role of the states. This has not happened -- generally speaking this has not happened -- in the area of wildlife and other game preservation and recreational development and I hope that it will not, but this again places a challenge to those of us who have positions of responsiblity on the state level to not let it happen, and to keep our programming sufficiently flexible, sufficiently long range in its perspective that we will be able to manage for ourselves and to develop for ourselves the plans that we think will be adequate, that will be compatible with the needs and with the express desires to the extent that we can accommodate them here on the respective state levels.

So gentlemen, may I conclude by saying again, we are honored indeed to have you select Kansas as the national meeting point. I don't know as we need to apologize for the inconvenience of transportation that some of you may have encountered. I think it's sort of a tribute to the wisdom that you have displayed when you selected Kansas in the first place; I don't think you knew there would be an airline strike when you selected Kansas perhaps a year ago, but it certainly reveals that your intuition is well placed, because Kansas is the geographical center of the United States, so it is easier to get to than any other place in the world.

Thank you very much. We're happy to have you here.

PRESIDENT MOORE: Thank you, Governor Avery.

I was just inviting him out to the Kansas feed tomorrow afternoon. He didn't know whether he would make it or not; he might. He's got to get back to Topeka and I certainly can appreciate it because he's on the go in the state all the time. I don't know how he gets around, and I've been in Topeka many times at eight in the morning and there he is in his office. That's more than I can even do and I don't have to do anything but walk across my back lawn to get to the office at eight o'clock! So he is well versed, he does his homework real well and he does a good job. I'm sure you will all concur one hundred percent that there's no lack of experts in this racket we're in. All you have to do is go down to the barber shop and they'll prove it to you!

Our next speaker this morning is also from Kansas -- he's not a native Kansas boy, he's a Colorado Jackrabbit, he's got a friend back there, too, Bob Elliott over there. Jack Lacy graduated from Colorado University in journalism. He's had considerable experience in the journalist profession and public relations and chamber-of-commerce management and that kind of thing. Jack has been in Kansas now about three years, something like that, as director of the Kansas Economic Development Commission. Kansas has been real fortunate to have Jack Lacy here. He's a real salesman and I believe Jack will reveal to you, when he presents his talk, that he is a salesman. He does a real good job of talking -- whether it means anything, that's up to each one of you, but Jack does a real good job. I think Kansas has been real fortunate to have Jack Lacy to come in to sell the economics, tourism, and tourist promotion and so on, and I think we're real lucky to have Jack Lacy to talk to us this morning.

--- KEYNOTE ADDRESS ---

JACK LACY, Director, Kansas Department of Economic Development: Good morning, gentlemen; thank you, George.

I never know what George Moore is going to say about me; it always worries me, but you all worry me. I never know whether he's going to tell the truth and hurt me or lie and hurt himself. We got through this one pretty good today.

I want to welcome you, also, to join the Governor in welcoming you distinguished guests here, members of the Midwest Fish and Game Commissioners.

You know, when it comes down to introductions, George, when I left Colorado they introduced me as Colorado's favorite son; frankly if I could introduce myself, I would say "a self-made man". This relieves God of a horrible responsibility.

As the Governor told you, I guess, this is Outdoor Week -- last night he was welcoming those campers and hikers at Lake Kanopolis and then, of course, we have this important meeting here today.

I visited that Campers' and Hikers' Convention, Sunday, and I must agree as far as the temperature is concerned, I think you gentlemen made the wise decision. It was so hot out there Sunday I saw one dog's nose burn a hole in a camper's tent.

The weather was a common subject out there. There are folks from all over, and I was talking to some of them about the weather. They don't seem to mind it too much. I met a fellow from the Panhandle of Texas. He said, "Now, down in the Panhandle of Texas, that wind really blows down there. As you travel around the

Panhandle of Texas you'll find lying on the front room floor of most homes an old cow hide, and when two men can't hold that cow hide over a keyhole, brother, you better not try to play tennis."

I know what he means. Down in that part of the country the fellows tell their sons, "Son, you marry a girl from the Panhandle, because no matter how bad things get, she's seen it worse." When they say "she blew in for a weekend" they mean it!

I was talking to a fellow from Arizona; he said folks go there for asthma, and they usually get it.

Another fellow from New Mexico said, "All we need is a little more water and a better class of people." That's all hell needs!

Every state has some interesting remark to make about their weather.

When I was in St. Joseph, Missouri, as manager of the Chamber of Commerce, we didn't have air conditioning. We had fog, though.

We measured all of our distances by the curves in the road rather than miles, and that fog would come in from that Missouri River so thick that the birds would walk.

I remember on night my dear wife, What's-her-name, and I were invited to go from St. Joseph to Kansas City to give a talk there. It was one of those nights, I mean the fog was in so thick you couldn't see even the hood ornament on the car. There were fifty-three curves from St. Joseph to Kansas City, and I began counting those curves and all of a sudden I saw in front of me a set of taillights, and I said, "Here's a guy that knows where he's going." So I did, I followed. He would take a curve and I would take a curve; he would take a curve and I would take a curve. All of a sudden he stopped and I didn't! I hit him. We both got out and said a lot of things about which we were sorry later, among which I said, "Mister, why didn't you stick out your hand before you stopped?" He said, "Why in hell should I, I'm in my own garage!" So, no matter how bad visibility gets, there's always places where it's worse! I'm glad to be here -- and I tell you, in this world of confusion, I'm glad to be anywhere.

You game and fish commissioners, you live a lot like a lightning rod salesman caught in a thunderstorm with a handfull of samples; you're going to get hit, you just don't know when! Everybody is ready to jump to conclusions. They hear something -- it's not bad enough -- they want to make it worse! Everybody's finger pointing -- they say it's the Commission's fault; it isn't either, it's the Democrats', labor's, the farmer's -- somebody blaming somebody for something. They don't know half the time what they're blaming somebody for!

Why do we get into this situation? You know, it's just like the rooster that I heard about last Easter Sunday prowling around the farm yard, came across this nest of Easter eggs and jumped the fence and whipped hell out of the peacock! We are all moving too fast.

The fellow standing in front of the judge, the judge said, "Can you describe the man who hit you?" He says, "That's what I was doing when he hit me."

We've got to slow down and think things through. Like the glass blower who got the hiccups -- he blew sixty percolator tops before they got him stopped. The psychotic thinks two plus two is five, the neurotic knows two plus two is four and it worries him. This is the difference.

When I was living in Colorado I was out hunting rabbits in the brambles one day on the Colorado River near Pueblo -- and they have a hospital there for people who worry too much -- I heard this rustling in the bushes and here went this lady dashing back through the bushes and behind her was a man in a white coat and behind him another man in a white coat and another man behind him in a white coat, but he was carrying a bucket of sand. My curiosity got the best of me and I asked, "What's going on?" He said, "It's the lady. We have to catch her." I said, "Why the bucket of sand?" He said, "I caught her yesterday; this is my handicap."

You talk about thinking things through, a Texas friend of mine went back to New York awhile ago, and while there he visited Coney Island. They have a fabulous shooting gallery there, with jets of water that work up and down and a lot of celluloid balls on these and you take your rifle and shoot those. The guy picked up a gun and fired three times and nothing happened. Tex picked up the rifle; bingo, one shot, the water stopped, balls fell. The guy turns to him, says, "How did you do it?" He said, "Nothing to it; I shot the man who was running the pump." This is thinking things through.

Gentlemen, you know in our lifetime and the lifetime of most of us here in this room we have seen civilization come farther than any similar period of time since the days of the Egyptians. You think about that for just a minute, because it's true. In my lifetime -- and I don't consider myself as being an old man, particularly, but in my lifetime I've seen explosives develop all the way from black powder to the atomic and hydrogen bombs; in my lifetime I've seen transportation evolve from the horse-drawn vehicle completely through the reciprocating gasoline engine to the missiles in orbit; in my lifetime I've seen communications evolve from one cent postcards to a television set you can turn the dials on and see something happening half a world away, and many of you have done just this very thing, watch something happen half a world away through a satellite in orbit. To paraphrase Winston Churchill, "Never have so many had it so good for so long." You know, they tell me that 90 percent of the scientists that have ever lived in the history of mankind are alive and working today, and as the result of this we have built one of the most complex societies of mankind.

In a story Arnold Toynbee puts it to us this way: "Nations will live and die according to their ability to meet the challenge of the times." I would like to paraphrase that by putting in "States", and I believe that's what you're here today to talk about -- the challenge of the changing times, at this 33rd Annual Meeting of the Midwest Fish and Game Commissioners.

You know, 33 years is a long time, gentlemen. This organization started back in the days of the depression, probably some of you here remember that along with me. You know, that was back in the days when if you wanted to be a ring leader you had to be the first one in the bath tub; that was back in the days when the boys cut their hair -- today they look like an iron pig with eyes. I admit I have reached the metallic age, I have silver in my hair, gold in my teeth and lead in my pants. They tell me life begins at forty; the only thing I've found that begins there is the bulges, bifocals and the inclination to tell the same old story. I remember chasing girls but I don't know what for.

I've reached the point I would rather not have a good time than try to get over it; I've stopped having emotions and have started having symptoms. Why, the last time I had a gleam in my eye there was a short in the electric blanket. And exercise -- I get out of bed and take a fast walk, to the rocking chair. I've never yet seen a mailman that looked to me like he could whip a truck driver -- but everybody has problems today.

Just stop and think about it, the average man is sixty-five pounds of muscle and about three pounds of brains and that explains a lot of things, too. It's so easy to make mistakes in this world of ours. I heard of a young wife who got her aspirin tablets and birth control tablets mixed up. She had three pregnancies without a headache. Like a little fellow on Art Linkletter's show, he asked what was alabaster and he said an illegitimate Mohammedan. Everybody makes mistakes!

It didn't used to be this complex, men. Of course we didn't have as many people and people were not demanding as much service and we didn't have as much government, and we certainly didn't have as much outdoor recreation and we weren't as outdoor conscious and we didn't have as many areas in which to do something after we got there. You know, this business of outdoor recreation has become deeply imbedded as an American way of life, and the majority of Americans today that are seeking this outdoor recreation are seeking a facility with water.

Now, they want to go fishing and they want to go hunting, and they want to go swimming and camping and boating and picnicking and this expanding population about which the Governor told you, with more leisure time and more purchasing power and more mobility, is creating all the new demands and you people -- you men in this room -- are constantly charged with the responsibility of developing and conserving and using the resources of your respective states to contribute to the outdoor recreation opportunities, fishing and hunting and what have you.

And the benefits which you afford your state through the multiple use of land and water areas has become an important part of the economic development and that's why, as Director of the Economic Development Department of the State of Kansas, that's why I'm particularly privileged to have the few minutes to come and visit with you and give you my side of the story.

In view of the fact that your work has become so closely associated with the demands of our people in America today, recreational development and the development of fishing and hunting and outdoor areas should be given full consideration along with other social-economic factors in any state's long-range development program.

Well, you see there is this mounting demand for closer cooperation between state, local and federal government agencies, and I think you will agree with me that recreation is a major tool in our economic development. There is being written now a whole new chapter in the history of outdoor recreation in these United States, through the high mobility of the citizens, and the vast development of our land and water resources. You know, this mobility is an interesting thing to talk about. The automobile, in just the last few decades, has changed the United States from a rural society of isolated communities into an urban society always on the move.

Now, I am a small town boy and I'm proud of it. I was raised in that old rural society. I was born in Rocky Ford, Colorado -- in case you don't know where that is, it's between two Burma Shave signs down on Highway 50 in the southeastern

part of Colorado. My town was too small to have a full time village idiot. We had to take turns doing that. I remember the time they put the one way street in and my Dad got caught going the wrong way. The officer said, "Man, didn't you see the arrow?" He said, "Hell, I didn't even see the Indians." Now, I'm not trying to tell you I was born in a log cabin, because I wasn't. Folks moved into one as soon as we could afford it. We knew poverty before the government knew how to make a living out of it.

There's a little ritual my mother had that I think would be appropriate for me to share with you -- she would take us to the inside of the pantry door and there we would stand as straight and tall as we possible could, as youngsters, and she would place a ruler on top of our head and she would place a mark on the inside of the pantry door, and if you go through there you would find the growing log of that family, because on such and such date John was this tall, Mary this tall, Melner this tall, and Jack was the little squirt running around -- but the reason I think it's important that I share that experience with you, there's not a man or woman in this room this morning who hasn't stood back to back to be measured with someone, or who hasn't measured someone. We're constantly measuring each other in our progress today because we know as individuals and as commissioners, we are not going to stand still, we are either going to grow in our work or shrink, and that's why you have these meetings, this is why you are here today.

If you want to see how things have really changed, gentlemen, you should come with me and visit the National Campers' and Hikers' Convention. I was amazed. I'm convinced now that the initials NCHA stands for Honda. I've never seen so many hikers riding motorcycles. Every rig that came in there opened the back door and out came motorcycles -- big cycles, little cycles, medium-sized cycles. They are on wheels. This is why the state had to build 35 miles of new road in that park.

They have their own supermarket. They have a supermarket there complete with delicatessen and six snack bars. They haul in 80 tons of ice a day, and a semi-trailer load of canned pop, and the city is complete with theatre, amphitheater and covered-wagon rides.

It wasn't that way when I got my merit badge for camping. I can remember lighting a kerosene lamp -- I used to say "coal-oil" lamp, but they haven't called it that for 30 years. One day they came to our house and put electricity in and put that little green string in. The first night, Dad said, "Somebody blow out the light." I climbed up on a chair and I blew and I blew and I couldn't blow that thing out, so I took from my pocket a knife and I cut. I have never seen so much hell come out of one little green string! Remember those things?

I remember when they put the telephone in our house, and that sat there for three days before it finally went off, and when it did Dad picked it up and said hello, and the other guy said hello. Dad said, "That ain't going to be worth a damn until they take the echo out of it."

I remember hearing my first radio, they came by my house in an old Essex car, took us out to the ranch to hear the church services. He had an aerial that would stretch from here to tomorrow, brought in three stations at once, perfectly, and this particular Sunday was bringing in the Sunday church services, county agent's poultry report and a highway report all three at the same time. Sounded something like this: "In order to save your soul, you'll have to use clean straw and detour three miles south of the henhouse." If you listened closely enough, you could pick out what you wanted.

Today, you get a little bit of snow on your television, you're going to call up everybody and raise all kinds of hell. People are demanding more. My golly, you even have heart burn pills now you can get heart burn immediately, don't have to wait until 3:00 o'clock in the morning; they've got filter tip cigarettes, so you don't get cancer, you just get collapsed lungs from drawing so hard.

As these people expect more, they're expecting more from their fish and game commissioners, too. Don't forget it. It's not going to stop, because this program is being launched in all foregin countries and more state advertising budgets are being allocated to inviting outsiders, and your line of duty is going to stretch across the world.

I brought to George Moore this morning, just off the press, a handful of what we call our "four-season folders" that the State of Kansas has just produced. This is the first time we've ever embodied all of our fishing, hunting, camping and outdoor information in one colorful folder. Kansas has been a little slow in this, but we now have it, and the Department of Economic Development is picking up the tab because we realize the economic opportunity and advantage that is being given to us by George Moore and his department. These will go all over the world, that's why I say your line of duty stretches around the world.

And, as the Governor told you, as people continue to demand more outdoor recreation facilities, then we are beginning to be forced to structure our programs according to the rules and regulations in Washington, in many instances, rather than the local needs, to become eligible for grant and aid funds.

Now, gentlemen, I know that it's rather difficult to separate the parks and recreation and hunting and fishing, but just remember this, that you look at that proliferation of bills annually introduced in Congress to bring more seashores and lakeshores and scenic parkways and fossil quarries and other prospective playgrounds and recreation areas and fishing and hunting areas under federal sponsorship and I suggest the program could turn into another political pork barrel except in this case it would be a "park" barrel. In this case, the clamor for recreational funds seems to keep swelling. The public demand for outdoor programs is expected to out strip our population growth, as more and more Americans cluster in the urban areas and seek recreation in the suburban outdoor recreation areas.

Now, the review commission set up by Congress and headed by Lawrence Rockefeller in 1962 predicted that while the number of people in the United States was expected to double in 1960 -- by the year 2000, the demand for outdoor recreation would triple, and that commission's report blazed the legislative trail that's set up this new conservation fund.

Well, this new conservation fund is an interesting thing, The Land and Water Conservation Fund. I know you are all going to be interested in seeing what kind of political jockeying goes along in this thing, because the officials foreseeing this -- Secretary Udall and others -- are stressing this planning and the firm policy and they are relying on this new report from the Bureau of Outdoor Recreation which is supposed to have this nationwide outdoor recreation plan ready to submit by the middle of 1967.

This will concern you, gentlemen, because there are 20 federal agencies that will be searching and looking at this fund, and the state governments in turn are going to have to undertake statewide recreation plans to qualify for matching

federal grants from the 60 percent of the conservation fund that comes back to the states. Now, federal officials insist that the only way this thing is going to work is by the stimulation of massive spending by state and local governments.

Now, let me remark, what is this conservation fund, this Land and Water Conservation Fund? Where does it come from? It's coming from the sale of bumper stickers and individual entrance fees and cabin rentals, and it's coming from campsite utilities and firewood and mechanical boat launches and other special services and such fees are already being charged and they are bound to increase as wide spread use of these facilities is provided. We know the trend is toward public willingness to pay for this, because we are charging the National Campers' and Hikers' Association $5.00 parking fee just to park for a week at Lake Kanopolis.

But before we get stars in our eyes, over all these wonderful things that are going to come out of the wheel of fortune, let's remember this, that there is not yet agreement among the federal gencies themselves on how these funds should be distributed. The National Park Service, and the U.S. Forest Service and the Sport Fisheries and Wildlife Bureau are all going to be eligible to buy land with this money and the Park Service and the Forest Service traditionally have differed in their philosophy of management of land. Of course, Freeman and Udall have said a new era of cooperation is in process now.

The Army Corps of Engineers has now discovered in recent years that providing for water recreation and sports can be as much a public purpose as navigation, and they already have Congressional approval to spend money for these purposes and they are going to start with allocating this money back to the states according to the fees that each state receives and each area receives.

Now, this is going to be a good scheme if the inter-agencies can establish some sort of uniform system for counting visitors and agree upon this, but remember this, Congress has said that they will retain the power to appropriate the money in any way they see fit. But in the final analysis, while we look at this Washington wonderland and all these great things that are going on, who is getting the blame for the lack of maintenance? Who is going to get the blame for the lack of supervision? Who is going to get the blame for the lack of official enforcement? Congress? I don't think so. I'm afraid these birds are going to come home to roost in each of your offices. It's great to build vast recreation areas, it's entirely another problem to see that the facilities are provided and properly maintained. You know, in Kansas, in my humble opinion, I believe that it will take a generation to provide adequate facilities and develop the recreational areas we now have. I'm talking about hunting lodges, about resort areas, vacation lodges and hotels, modern camping areas, so that we can take advantage of this vast system of lakes and reservoirs that's been constructed and we can be a destination state rather than a place to drive through.

You know, we have learned through experience, I think, in this business and I think with my years of experience with Chamber of Commerce in different states, I can tell you that it is possible to haul in more wood that you can chop. It is possible. You know, 33 years ago when your Association of Midwest Fish and Game Commissioners was formed, we had things then known as the WPA, and the PWA and the CCC camps and all these things going on, and maybe if you will look back we learn that it's easier to build more parks and it is easy to build more buildings and recreational sites than can be maintained. All you need to do is look around and you will see some dilapidated lookout towers, park gates, things like this

standing as monuments to lack of maintenance. The quality of recreation areas must be constantly improved and maintained to meet the increasing pressures on state facilities.

Gentlemen, this fact of providing and distributing adequate outdoor fishing and hunting opportunities to the residents of each of our states is going to be costly, complex and difficult. And this is the challenge of your 33rd annual meeting. The presence of an adequate outdoor program -- all of the fishing and all of the hunting that everybody wants -- to me is one factor in influencing the attraction and creation of new industry and it bring in increased tax reveneus and increased property values. I agree with Secretary of Interior Udall when he says recreation is a good investment for state and local communities seeking industrial development; also, as the Secretary went on to say, that the communities and the states and the regions that failed to do this are going to be the Appalachians of tomorrow.

Well, gentlemen, to meet the ever-growing demands of Americans is going to require the development of a real partnership involving all of the major recreation agencies working with private enterprise. That is why you are here. I commend you for your high purposes; I commend you for your 33 years of progress, and your continuing efforts to solve your own problems.

Thank you.

PRESIDENT MOORE: Thank you, Jack Lacy. I think he made a very good point there. I'm going to repeat about three words, when we get all this money we better find out how we're going to raise the money to maintain what we are building.

We will now adjourn for our coffee break, as I see the ladies are ready.

[Morning recess.]

PRESIDENT MOORE: Gentlemen, we are running almost on time, so we will get started.

The next speaker on our program is not the one listed on your program. Mel Steen had a conflict and he called me after this program had gone to press, so we are making a substitution, but I'm sure we are getting an awfully good man to substitute for him. Willard Barbee is a native of Kansas, so he told me. Just a native of Kansas coming home. I don't know whether he's going to stay or not, but if there's any chance we could hire him, I would give it serious thought.

Willard Barbee is the next speaker and he's going to discuss cost sharing on the reservoirs. Most of you are familiar with it; Public Law 89-72. I'm sure you are all very much interested in what he's going to say. I am, and we've got some real problems and have done some deep thinking about it. Willard, come on up. We hope the discussion will be good, and again I want to ask you to go to the microphone if you have something, identify yourself and give your name and state, and then direct your question to whoever you would like.

COST SHARING ON FEDERAL RESERVOIRS (PUBLIC LAW 89-72)

MR. WILLARD BARBEE: Thank you, George.

Filling the shoes of Mel Steen is no easy task, particularly when the chore at hand is keeping Federal Agencies from telling the states how and where they shall commit their hard-earned revenue.

Mr. Steen would be with you this morning except that a meeting of the Lewis and Clark Trail Commission necessitates his being in Billings, Montana. He has asked me to extend to each and every one of you his personal "Big Howdy" from Nebraskaland.

As for me, there are few administrative tasks I enjoy more than removing the gloves and getting down to bare-knuckle sparring with the various federal agencies whom I consider subservient to the states, particularly in the area of outdoor recreation and fish and wildlife management.

As I ponder the implications of Public Law 89-72, I am reminded of the old story about the Pet Shop parrot with a string on each leg. If the string on the right leg was pulled, he would recite the Lord's Prayer. A pull of the string on the left leg would bring forth the Gettysburg Address and you of course know or can well imagine the implications if both strings were pulled simultaneously.

We, the states, could be in exactly the same predicament as the parrot if the Bureau of Reclamation were to grab one string and the Crops of Engineers were to grab the other and jerk in unison. It will require fast footwork to maintain fiscal equilibrium.

I beg your indulgence to permit me to speak from experience to this subject. While 89-72 is only 1 year and 3 days old, both the Crops and Bureau have asked for, and been granted, letters of intent to participate, as provided in the law. We have also refused to sign letters of intent.

We have all recognized the important role of federal water projects in providing outdoor recreation. We too have long recognized the inconsistencies and inequities among projects and differences of procedure of the federal agencies involved. Early in the 88th Congress a bill was introduced that was designed to correct these inequities, but it died in the House with the adjournment of Congress. The provisions of the bill were adopted as administrative policy, however. Experience and problems encountered in operating under the administrative policy indicated needed amendments with respect to cost sharing and reimbursement for recreation and fish and wildlife enhancement. These amendments plus needed amendments taking account of the enactment of the Land and Water Conservation Fund Act is the genesis of P.L. 89-72.

In Nebraska we have a long history of compatibility with the Bureau of Reclamation. Project take-lines are blocked out on not less than 40-acre legal sub-divisions. We encounter no insurmountable problems in working with the National Park Service on the recreation plan and with the Fish and Wildlife Service in developing the wildlife aspects of the project. This is not to say that we rubber stamp all proposals, and there are times when we find ourselves arbitrating differences between sister federal agencies.

At the present time we have under license for recreation and fish and wildlife management purposes all Bureau lands in the State of Nebraska. The last 3 projects developed came to us reasonably well endowed with the basic elements needed for immediate use by the general public. Had P.L. 89-72 been in effect we could have well afforded to absorb one-half of the separable costs allocated to recreation and fish and wildlife enhancement. Public acceptance and annual use is in line with or exceeds the expectations and forecasts made when the project was being planned.

I mentioned before that we had signed letters of intent under P.L. 89-72 with both the Bureau and the Corps. In fact, we have signed 4 letters of intent with the Bureau. These letters are on projects that are strategically located across the state, they fit into our overall recreation development plan, the scope of development is reasonable, and by using our time-tested criteria of public use we are justified - yes obligated - to participate financially in an enhancement program that will meet an existing public need. This is not to say that all Bureau projects henceforth will get from us a letter of intent to participate. If they do not fit into our needs pattern they will not receive our blessings. There is a limit to the number of federal water project areas on which a state can absorb annual OM&R obligations.

At this point, if you will listen carefully, you may detect a slight change in the tone of this paper. We do not manage all recreation and wildlife land on Corps of Engineers projects in Nebraska.

As co-sponsors with the Corps and the Salt Valley Watershed Board, we are in the construction phase of the last of 10 flood control reservoirs in the immediate vicinity of Lincoln, Nebraska. This project will provide 4,290 acres of high quality recreation water in what was formerly a "have-not" area insofar as water-oriented outdoor recreation was concerned.

Water quality in these structures is substantially improved by land treatment of the watershed. The upper Salt Creek Watershed was one of the pilot projects that preceeded enactment of P.L. 566. A requirement that 75% of the land treatment must be applied to the land before the S.C.S. flood retarding structures are built plus sediment trapped in the S.C.S. structures results in very high quality water entering the larger reservoirs which we have developed for recreation.

Calendar year 1964 was the first full year that two of the Salt Creek Project reservoirs were open to public use in the immediate vicinity of Lincoln. These impoundments, combined, contain 640 surface acres at conservation pool elevation.

By the end of August, 1964, these two areas with only nominal development of basic facilities had experienced over 300,000 visits - more than double the entire population of Lancaster County in which the Capitol City is located; and by the end of the season, visitation had climbed to nearly 350,000. In that same year, 538 new motorboat registrations were recorded in Lancaster County, a phenomenal gain of one new registration for each 288 County residents, or approximately one new motorboat registration for every 82 families. Through 1965 and so far into 1966 this trend has shown no signs of leveling off. Under Nebraska laws non-powered watercraft are not registered, therefore accurate figures on canoes and sailboats are not available. However, Nebraskans are no different in some respects than other people and they were quick to sieze upon the fact that ownership of a sail-boat is a status symbol. As soon as water was provided and zoned for sailing, they advanced to a new plateau by the score.

The Salt Creek structures pre-date P.L. 89-72 and our investment is probably in excess of what it would have been under the law but again, based on our criteria used in project evaluation, we could not afford to pass up the opportunity provided to make an ordinary flood control project into our outstanding multi-purpose project by adding recreation enhancements.

In January of this year, the Corps asked us for a letter of intent to participate under P.L. 89-72 on the Skull Creek Project. This project involved a flood control structure of 800 surface acres with an average depth of 3.5 feet and one of the most severely eroded watersheds in the entire state, an area refered to as the Bohemian Alps. The soil and human resources of the area is so hopeless that even the S.C.S. could not develop a feasibility report justifying a 566 project. To us it was inevitable that the project would silt full in the forseeable future. For this project the Corps expected us to underwrite a state cost of $340,000.00 plus annual OM&R from now on.

When the local Congressman inquired of the Corps why the project was not moving to higher authority for review they had the unmitigated gall to report that the Nebraska Game, Forestation and Parks Commission was holding up the project.

When we steadfastly refused a letter of intent and suggested the project go forward without our participation, the Corps admitted they did not have a feasible project without the recreation and fish and wildlife benefits attributed to the project.

We contend that when recreation and fish and wildlife enhancements are necessary to make a project feasible they are not to be considered as separable costs subject to local cost sharing but are non-reimbursable costs of the project.

Had water quality, watershed land treatment and local attitude been satisfactory to us it is doubtful that we would have chosen to participate since the project is subject to further study by the Bureau as a regulatory reservoir for irrigation purposes and it is located only 38 miles by way of good roads to an 1,800 acre reservoir that we now have under development. Twelve farmers living in the Platte River Valley below the Skull Creek dam formed a rump organization, provided the Corps with a letter of intent to meet the separable costs obligation and the project was moved on to higher authority for review.

In mid-March the Corps came to our office and unveiled a proposed project on the Lower Niobrara. The project is so large it required two sheets to portray the blue-tinted water and the inviting green-shaded proposed recreation developments. The rolled earth fill of 25 million cubic yards of material, will have a maximum height of 194 feet and will create a reservoir 26 miles long with a surface area of 16,720 acres at conservation pool level. At maximum operating pool level the surface area will exceed 20,000 acres. All of this magnificent body of water to be surrounded by a take-line based on 300 feet horizontal above full pool elevation. In other words, the take-line will be blocked out on 2.5-acre legal sub-divisions in contrast to the 40-acre sub-divisions used by the Bureau. All additional lands for recreational development had been classified as enhancement lands subject to 50:50 state cost share as a separable cost.

The separable costs ascribed to the state was a mere million and a quarter dollars. We were advised that this was a sizable sum of money for a state agency but it could be repaid over a 50-year period, at interest, from a user fee that we were permitted to impose.

We in Nebraska need this project for recreation like we need a hole in the head. The project is 180 miles from Lincoln and Omaha, the area is so sparsely settled every rancher has to have his own tomcat, and it is only 7.5 miles from the headwaters of Lewis and Clark, a 33,000-acre reservoir that forms a common boundary with our sister state of South Dakota. Even with the astronomical visitation figures reported for Lewis and Clark, we feel that it will be several years before recreation use of the project reaches the saturation point.

It just so happens that the Crops has to have this project to trap the sand that is filling the Missouri River channel at the confluence with the Niobrara. It is inevitable that long-range objectives of Missouri River Basin development calls for navigation into the Dakotas and Montana. The trapping of the Niobrara sand is a necessary step toward that goal.

A letter of intent is needed to get this project in line for authorization by the next Congress. After one quick look at the price tag the Corps was advised to go back to Omaha and lick their calf over. In a few days we were advised by phone they would try sending the proposal forward with a more liberal interpretation of the separable costs item. It remains to be seen just how liberal they can get on projects that are vital to their long-range plans.

Last Wednesday we met with the River Basin Studies people on this project and I am quite sure the Corps will be disappointed when they see that wildlife losses ascribed to the project far exceed benefits.

Just last week we attended a Corps public hearing on the Papillion Creek watershed project in the immediate area of Omaha. A few days before the hearing we gave the Corps a letter of intent to participate in the project.

Nebraska outdoor recreation problems are like all other states. The problem is one of distribution. We have 36% of our people living on 2.5% of the area. Fifty percent of our people live on 12% of the area. We have 31 contiguous counties with less than 8 persons per square mile, 4 contiguous counties have more than 340 persons per square mile. You have guessed it, the recreation opportunities are not where the people are. By certain standards it is suggested that Nebraska own or control recreation land in the proportion of 3 acres per 100 residents, but in some areas, the ratio is as high as 1,200 per three acres. Such is the situation in the Papillion Creek Watershed.

When we signed the letter of intent to participate we knew there would be many problems requiring long hours of bare-knuckle negotiations before the project becomes reality. On the way to the hearing we surveyed the take-line on one of 8 proposed structures on which maps had been provided. The site was adjacent to Interstate 80 and housing developments covered every horizon. We tentatively increased the recreation take-line by 640 acres of land that is conservatively estimated to cost $1,100.00 per acre. In this we will expect 50:50 participation by the Corps so you see P.L. 89-72 can be interpreted two ways. If we go into the project we intend to acquire sufficient land to maintain quality recreation.

The 8 proposed Papillion Creek structures for which we gave a letter of intent will provide 3,486 acres of water at conservation pool level. For this project with recreation enhancements we were asked to commit the state to slightly more than 1 1/4 million dollars. We consider this an opportunity that will not be re-occurring and within reasonable price range based on existing need and anticipated population growth in the area.

At the time of signing the letters of intent we knew the S.C.S. had under study 13 smaller structures in the same watershed. S.C.S. requires 75% needed land treatment, which is hard to come by on speculative land such as this, and locally financed easements before construction of flood retarding structures. The Corps requires neither. After our giving the letter of intent and before the public hearing the S.C.S. yielded their 13 structure sites to the Corps thereby jeopardizing water quality for both fish and recreation. The Corps was dissatisfied with the 27 man days per acre per year projected use provided by the River Basins study people. The figure was based on actual head count of fishermen use of DeSoto Bend, a national wildlife refuge resulting from river channelization, located just north of Omaha. It is doubtful that a fishery resource equivalent to the DeSoto Bend project can be maintained in the Papillion Creek project where the runoff is from the wind-blown Missouri River hills soil. The Corps instead chose to use 72 man-days per acre per year as a use figure. I suspect they needed the benefits to make a feasible project since at the hearing it was announced that there was some refinement in figures but that it would probably be a 23 structure project.

This incident has been recited in detail to show that figures are subject to manipulation to fit the need and provide the desired end result.

In our state it is doubtful that there is any other state or local governmental agency capable of meeting the financial obligation imposed by P.L. 89-72. Where there is a need for providing additional outdoor recreation opportunities the provisions of the Act are fair and equitable providing the state has veto power over extravagant developments throughout the construction phase of the project.

We must proceed with caution in the area of user fees as a means of discharging state obligations, at least until the general public becomes accustomed to those recently enacted for other state and federal purposes.

In Nebraska we will not enact an Agency Policy with regard to 89-72 except that each and every project will be weighed on its own merit.

The role of BOR in this matter makes it imminent that a coordination conference with the state's liaison officer be held prior to the updating of the state's comprehensive recreation plan.

The states must maintain close coordination to insure against inconsistencies in interpretation of the act between the various agency and district offices.

In closing, let me admonish you to keep your eye on the strings.

PRESIDENT MOORE: I have one question that I want to ask, Willard. He referred to about a million and a quarter dollars that they have obligated. What I would like to know is this: when you obligate yourself to certain facilities or enhancement on a project -- at this time totaling a million and a quarter -- is that the maximum that you will pay or will it end up at whatever the Corps decides it might cost when they get it constructed, five, ten, twenty years from now?

MR. BARBEE: I referred to this in two places. I believe I referred to "bare-knuckle negotiations", and I meant just exactly that, and I also referred to the needs for the state to have veto power over superfluous and extravagant developments on these projects. We can not have hand-hewn stone shelter houses with shake roofs; we can not have big cast-aluminum signs saying "do not litter the ground"; we must maintain our common sense, because when it's all over, we are stuck with half the bill and O and M from now on out. This applies to many federal projects. The Job Corps is a good example, I think, where we are going to be left with O and M. We are not going to go out there and build monuments.

PRESIDENT MOORE: Anyone else? Clayton.

MR. CLAYTON BUSHONG, South Dakota: I'm hopeful in about 32 minutes from now the South Dakota Game and Parks Commission will sign a letter of intent that will probably tie us up for about a million dollars up there, on recreation and fish and wildlife enhancement. On the 29th day of June, we met with the Governor, Kenneth Bowen, Stanley King and Mr. Barry from the Solicitor General's office on this same thing you were talking about, right into the construction stage and through it. We were told point blank by Kenny Bowen, Stanley King and Mr. Barry that the veto power, or however you refer to it, will be with the Department of the Interior. This worries us.

MR. BARBEE: I would advise the Department of Interior to proceed with caution when they tell the State of Nebraska just exactly what they have to pay. The Corps of Engineers are like a cheap church candle, they will lean toward the heat. We are in the midst, we are right in the midst, of a project on which we will commit more than three quarters of a million dollars on land acquisition alone, and they are trying to tell us where they are going to relocate roads. They have been advised that there will be no project -- there will be no project unless the roads are located where we want them, and this is exactly what's going to happen.

PRESIDENT MOORE: Anybody else? Earl Rose, you're a good friend of the Corps, why don't you get up there and say something. His hand shot up!

MR. EARL T. ROSE, Iowa: Thank you, George. Really our relationship has been much better in the last few years. I think they know where we stand now.

The thing that rather galled us in our limited experience with this new public law is the fact that we have nothing to say about the calculations of the recreational development or the costs that would be involved in these. I believe the Bureau of Outdoor Recreation has arrived at these funds and the amounts of developments that should be made on the federal reservoirs, and we feel that this is basically wrong, that they should work with the states in determining what the recreational needs should be and costs that will be prorated over a 50-year period. We don't feel that they are realistic, in the experience that we've had.

And furthermore, this "letter of intent", while it sounds rather innocuous -- that you can back out if you desire at the end of this, when these projects come up and you don't have enough money, you can just back out gracefully -- but that's not the case, we found out. It's just tantamount to signing a check for this, so I think everybody should be aware of this.

If that is not true, I would like to be corrected.

PRESIDENT MOORE: Bob Elliott, from Colorado.

MR. ROBERT ELLIOTT, Colorado: Gentlemen, I just want to make some comments I think that will pretty much corroborate what Clayton and Earl have brought up here.

In our experience in Colorado we have quite a number of federal impoundment projects nearing completion, under construction and planned. Under 89-72, if we were to foot the bill on half of the separable costs, we figure it would cost us about 14½ million dollars, and we don't have that kind of money.

There's another point to this too, I think, that has given us some trouble and might need some consideration and discussion. That is the fact that on some of the projects -- let's say the good projects, like on the Gunnison, where we have already impounded the water (they closed the gates last October and now have a real good lake there) -- the National Park Service of course was responsible for planning the recreational development and the operation of it. We actually put our bid in to take over the recreational administration of this particular project, but the Park Service said no, they would. They have put a great deal of money into it, but when one comes up like the Dallas Divide project like Willard mentioned, it had to have the fish and wildlife benefits to make the thing feasible, then they want to turn this dog over to us to manage and we didn't want it. So, like he says, this thing ought to work both ways.

Another thing that I can't figure out is who is supposed to determine what these separable costs are. We get a lot of this handed to us on a platter and and a lot of it I can't stomach.

PRESIDENT MOORE: Thank you.

We in Kansas actually haven't gotten enthusiastic toward this bill at all. In fact, we can't see any benefits whatsoever. We are buying land now, adjoining reservoirs, at about half price what we would pay -- to the construction agency or pay later as costs, and we own it. Another thing that really makes it even better is we have been able to do anything we want, as far as the federal agencies are concerned, in managing these areas, and own this land. We have bought land on Federal Aid, we have done all the maintenance, we have taken care of any construction necessary -- boat ramps, whatever the facilities were -- through Federal Aid, whereas you know we get 75 percent, so I can't see using the program anywhere now. That doesn't mean that someday, somewhere, we won't find a specific area that could give us some enhancement, but generally speaking I can't see it so far in Kansas, and I haven't seen one in the Plains states.

Yet there's one project I know of now -- I had a meeting with the group, the Water Resources Board, a few weeks ago -- and they are quite concerned if we don't go through with them on this particular project it won't go through. Well, if it's just worth what little fish and wildlife enhancement it might provide, then I think they should take a better look at it.

MR. RUSSELL STUART, North Dakota: In my estimation 89-72 is about 25 years too late. Take North and South Dakota. The main stem of the Missouri River is practically developed, or was, prior to the passage of this act.

Furthermore, they have abused this word "mitigation" to the nth degree. When we started, back in 1946, reviewing Garrison, Oahe, Big Bend, Reynold and so forth in South Dakota, they maintained that they were going to mitigate the wildlife losses. Yes, they did, but mitigation can be from point-zero-zero-one up to one-hundred percent, and insofar as we are concerned, the mitigation of the losses on these main stem reservoirs was a very small percentage. So that I feel in North Dakota, and I'm sure South Dakota does feel, that we have a credit of many millions of dollars that they are not taking into consideration on projects now where there may be some fish and wildlife enhancement.

Another thing, of course -- and I think this came to a head, Bob Burwell is very familiar with this -- actually 89-72 was implemented in a project in North Dakota before the act was passed and that was in the Garrison Diversion Project which is a major irrigation project starting out with 250,000 acres to be irrigated. They have attributed somewhere between twenty-five and thirty million dollars wildlife enhancement to this project, for fish and wildlife enhancement. Now, I maintain if North Dakota is to pick up part of the tab on this, that it isn't quite fair because admittedly the enhancement will be primarily for waterfowl which is an international resource and I maintain it isn't right that the state of North Dakota be asked to pick up a portion of the tab on this.

PRESIDENT MOORE: I would like to concur with Russ, that has been one of my chief gripes, that mitigation.

It has run from practically nothing to fairly high in some cases, but 99 percent of the cases that I'm familiar with has been in the lower part, that point zero-zero-zero-one, and the next thing that really disturbs me is the mitigation in only one or two things, usually fish. Well, I think mitigation should be in like species. If you destroyed deer habitat, it should be mitigated in deer habitat; in quail or pheasant or whatnot, the same thing should apply, but when it's put right back in either fish or waterfowl, you may be harvesting only one-tenth of one percent of the fish already there, so why add some more just to get a little mitigation losses in there to give them credit for? I think every state, if they started to add it up, has an awful lot of unacknowledged mitigation credit. They could show a loss for a long time if they wanted to really get down and do it the way it should be done.

MR. LARRY JAHN, Wisconsin: Willard, you mentioned S.C.S. in Nebraska requires 75 percent of the land treatment before the structures are built. Is this an administrative guideline and policy that's been established within your state of Nebraska? As you know, Public Law 566 doesn't require, first of all, 75 percent and, secondly, it does not have to be applied, but only planned.

MR. BARBEE: My only experience with the S.C.S. has been in the state of Nebraska, because I went to Nebraska from Missouri, and this could be an administrative policy, but it is a requirement that is rather closely adhered to in the state of Nebraska, that they do not build a flood-retarding structure until at least 75 percent of the recommended land treatments are in use on the watershed. We perhaps lead any state that's represented here in small watershed project numbers, and we have many structures that are standing by -- everything is ready to go as soon as the practices are applied to the watershed.

We are co-sponsoring a project with them. A couple of our people drove over the watershed and questioned whether or not 75 percent of the practices were in effect, and we had a field review on it. It came up a little bit shy and they earmarked a SCS fund -- they locked in some funds -- to set up the treatment in Filter Creek Watershed, so this is pretty well adhered to in Nebraska.

PRESIDENT MOORE: Anyone else?

MR. EARL ROSE, Iowa: Mitigation is considered, of course, on the impoundment site and the surrounding area upstream from the dam. There is where the losses will occur, fisheries-and wildlife-wise, and it is considered -- and considered very fairly, I think -- by the Fish and Wildlife Service, but some of the greatest damages occur downstream from the dam. We found that out in several of our reservoirs, some that have been constructed and some that are planned, but there's no possible way of mitigating the losses downstream from the dam. One was the Wapsipinicon River to the confluence of the Mississippi, some of the finest timber area in the state of Iowa. When this river is put under control as a flood control reservoir we are certain that there will be a vast amount of clearing of timber lands so they can be farmed right up to the edge of the river. The marshes will go. Some of the old oxbows are there which have provided marvelous waterfowl nesting, particularly wood ducks, and these are the things that are going to be lost, far exceeding any of the damages that might accrue in the impoundment area. So those are the things I think we should bear in mind when we talk about mitigation -- the eventual damages which will result downstream from some of these structures, and eventual straightening, perhaps, and all the other evils of flood control.

PRESIDENT MOORE: We will listen to one more for a minute, or two, if somebody has something. Anyone? I'm sure there's many, many questions and we can discuss it for a long, long time and still won't have all the answers -- won't have them next year, or the next, or from then on.

We will proceed with the next speaker. E.E. Allen, with the Bureau of Outdoor Recreation, will discuss the Land and Water Conservation Fund and, I assume, the experiences that the fish and game agencies in this region, particularly, and other parts of the country, have had with it. I'm not exactly sure how he is to present this, and I'll leave that to him, but we would certainly be interested in any questions and any problems that have arisen. I believe I mentioned earlier this morning that this probably goes back to some correspondence that was sent out by Russ earlier, that created some questions on some of these funds. If Ernie doesn't answer them, you're going to have the opportunity to ask them.

MR. E.E. ALLEN, Regional Director, Bureau of Outdoor Recreation, Denver, Colorado: I must first offer the regrets of Mr. Underhill whom you had invited to talk to you today. Because of situations that were beyond human control he was unable to be here, so you will have to tolerate me attempting to pinch-hit for him. So you don't get the representative from the wonderland of Washington; I'm the Regional Director, Bureau of Outdoor Recreation, Mid-Continent Region in Denver, and I'm pleased to have the opportunity to come over and meet with you. I was sort of given, through the grapevine, the information that some of you are not happy with BOR because of the attitude toward game and fish projects. I'm here to give a status report, but the title of my part on the program would

indicate that you may not be happy. I hope that I can answer some of your questions. I hope that the results of the questions, if I can answer them, will be mutually beneficial and I know that they will be, as when all reasonable men get together to discuss these things, there's always a benefit.

From the discussion, I gather that some problems were circulated by letter, but we did not receive a copy of this, so I cannot speak directly to those points that were raised, but I will try to later on. I expect that my part here today, is the day we put the feet of the BOR to the fire, and that brings me to the point -- if the ladies are still here, I hope they will forgive me -- that the sultan's son found himself in the first time he met his harem. He said, "I know why I'm here, but I hardly know where to begin."

I think perhaps it might be well for me to start back and review just a little bit of the history which is the basic foundation from which BOR must operate.

"LAND AND WATER CONSERVATION FUND EXPERIENCE OF FISH AND GAME DEPARTMENT TO DATE"

Let us reflect back, just a little, to the History of the Bureau of Outdoor Recreation.

Prior to World War II, outdoor recreation and vacations were not matters that demanded much in the way of public funds or attention. Our national population was small, we had considerable open space in our cities, and a great number of our people lived outside the cities. Then came the war, followed by a police action in Korea, and now the Viet-Nam situation. One of the results of such world wide conflicts has to do with an increased number of people having more mobility, more leisure time, more spendable income and a huge desire to travel and see things and places of interest.

Congress sensed this problem in 1958 and established the Outdoor Recreation Resources Review Commission. It was a bipartisan commission including many outstanding individuals.

Their mission was as follows:

1. To determine the outdoor recreation wants and needs of the American people for the present and what they would be in the years 1976 and 2000.

2. To determine the recreation resources of the Nation available to satisfy those needs.

3. To determine what policies and programs should be recommended to ensure that the needs of the present and future are adequately and efficiently met.

The Commission responded by submitting to the President, on January 31, 1962, its report consisting of twenty-seven volumes. Some of the findings of the study were:

The Simple Activities Are the Most Popular

Driving and walking for pleasure, swimming, and picnicking lead the list of the outdoor activities in which Americans participate, and driving for

pleasure is most popular of all. This is generally true regardless of income, education, age, or occupation.

Outdoor Opportunities are Most Urgently Needed Near Metropolitan Areas.

Three-quarters of the people will live in these areas by the turn of the century. They will have the greatest need for outdoor recreation, and their need will be the most difficult to satisfy as urban centers have the fewest facilities (per capita) and the sharpest competition for land use.

Across the Country, Considerable Land is Now Available for Outdoor Recreation, But It Does Not Effectively Meet the Need.

Over a quarter billion acres are public designated outdoor recreation areas. However, either the location of the land, or restrictive management policies, or both, greatly reduce the effectiveness of the land for recreation use by the bulk of the population. At regional and State levels, most of the land is where the people are not. Few places are near enough to metropolitan centers for a Sunday outing. The problem is not one of total acres but of effective acres.

Money Is Needed.

Most public agencies, particularly in the States, are faced with a lack of funds. Outdoor recreation opportunities can be created by acquiring new areas or by more intensive development of existing resources, but either course requires money.

Outdoor Recreation Is Often Compatible With Other Resource Uses.

Fortunately, recreation need not be the exclusive use of an area, particularly the larger ones. Recreation can be another use in a development primarily managed for a different purpose, and it therefore should be considered in many kinds of planning -- urban renewal, highway construction, water resource development, forest and range management, to name only a few.

Water Is a Focal Point of Outdoor Recreation.

Most people seeking outdoor recreation want water -- to sit by, to swim and fish in, to ski across, to dive under, and to run their boats over. Swimming is now one of the most popular outdoor activities and is likely to be the most popular of all by the turn of the century. Boating and fishing are among the top 10 activities. Camping, picnicking, and hiking, also high on the list, are more attractive near water sites.

Outdoor Recreation Brings About Economic Benefits.

Although the chief reason for providing outdoor recreation is the broad social and individual benefits it produces, it also brings about desirable economic effects. Its provision enhances community values by creating

a better place to live and increasing tax potentials. It is a basis for big business as the millions and millions of people seeking the outdoors generate an estimated $20 billion a year market for goods and services.

Outdoor Recreation Is a Major Leisure Time Activity, and It Is Growing in Importance.

About 90 percent of all Americans participated in some form of outdoor recreation in the summer of 1960. In total, they participated in one activity or another on 4.4 billion separate occasions. It is anticipated that by 1976 the total will be 6.9 billion, and by the year 2000 it will be 12.4 billion -- a threefold increase by the turn of the century.

More Needs To Be Known About the Values of Outdoor Recreation.

As outdoor recreation increases in importance, it will need more land, but much of this land can be used, and will be demanded, for other purposes. Yet there is little research to provide basic information on its relative importance. More needs to be established factually about the values of outdoor recreation to our society, so that sounder decisions on allocation of resources for it can be made. More must be known also about management techniques, so that the maximum social and economic benefit can be realized from these resources.

Recommendations of the Commission

Two of the most important recommendations were as follows:

1. A Bureau of Outdoor Recreation should be established in the Department of the Interior. This Bureau would have over-all responsiblity for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation. It would not manage any land. This would continue to be the function of the existing managerial agencies.

2. A Federal grants-in-aid program should be established to stimulate and assist the States in meeting the demand for outdoor recreation. This program, administered by the proposed Bureau of Outdoor Recreation, would promote State planning and acquisition and development of areas to meet the demands of the public. Projects would be approved in accordance with a statewide plan. They would be subject to review by the proposed Bureau of Outdoor Recreation, to ensure conformance with Federal standards.

Responding to these recommendations, the Bureau of Outdoor Recreation was established in the Department of the Interior on April 2, 1962, and its Organic Act was approved May 28, 1963.

A Grants-in-Aid program was placed into effect with the passage of the Land and Water Conservation Fund Act September 3, 1964.

The Land and Water Conservation Fund Grant Program (authorized by P.L. 88-578) is designed to stimulate, encourage, and assist local and State governmental agencies in creating new and expanded high-quality public outdoor

recreation areas and facilities by providing (1) for statewide planning and (2) for financial assistance. The program became effective January 1, 1965. It is financed by revenue from the new $7 "Golden Passport" Federal Recreation Area Permit and other Federal recreation fees, sales of surplus Federal real property, and the Federal motorboat fuels tax.

There is one basic eligibility requirement: in order for a State or its local governments to receive acquisition or development grants from the Fund, the State must develop a comprehensive statewide outdoor recreation plan, and update, refine, and improve the plan on a continuing basis. To qualify for Fund assistance, an acquisition or development project must be in accord with the State plan -- that is, it must meet high priority public needs identified in the plan.

Assistance is provided for acquisition and development projects raning from high population-density urban areas to primitive areas, and varying in type to serve urban populations and the public-at-large rather than limited groups, for basic rather than elaborate facilities, and for projects for which no other funds are available receive priority consideration.

Grants are made on a 50-50 matching basis. Any local or State governmental agency may apply, but project proposals must be submitted to the Bureau through a Liaison Officer designated by the Governor. A State's Liaison Officer has the initial prerogative of determining which projects shall be assisted and their priority.

In all grants-in-aid programs there must be and is a "Manual" to follow in submitting and processing projects through to funding. You will recall that some time ago we circulated to the States in our region, and I'm sure the other Regional Offices did likewise, a draft copy of BOR Manual Part 650, to which most of you responded with your suggestions which were transmitted to our Washington Office.

We also recently circulated to all State Liaison Officials "advance copies" of Part 640 (General Criteria for Acquisition and Development Projects). Of particular interest to this organization is 640.2.11D, which is as follows:

.11 Acquisition which will not be assisted. Generally, Fund assistance will not be made available for:

D. Acquisition of areas and facilities to be used solely for game refuges or fish production purposes. However, such areas and facilities may be eligible if they will be open to the public for general compatible recreation, or if they directly serve priority public outdoor recreation needs such as a fish hatchery to support a stocking program which is biologically sound and for which a priority need is identified in the State Plan. (Also see 650.2.6B.)

Also of interest to you in Part 640, Chapter 3:

.3 Types of Developments. Developments may include, but are not limited to, the following:

G. Fishing and hunting facilities, such as access roads, parking areas, trails, safeguards to public health and safety, fishing bridges, protection of area, initial clearing and planting for food and cover, and stream improvement.

Part 640, Chapter 3.5: (Projects which generally will not be assisted)

E. Development of areas and facilities to be used solely for game refuges or fish production purposes. However, such developments are eligible if they will be open to the public for general, compatible recreation use, or if they directly serve priority public outdoor recreation needs identified in the State Plan. In general, developments which do not have a well defined objective are not acceptable. Also developments which do not contribute directly to outdoor recreation are not acceptable, such as supporting facilities not directly related to outdoor recreation activities, or facilities which contribute primarily to indoor recreation.

The other consideration relating to fish and game projects is the source of finances. Since Land and Water Conservation funds are limited, they should in general go to help projects that can get no other type of support and which might not be possible without these funds; but, again, needs are a dominant factor. We recognize that most Fish and Game Departments could use PR and DJ funds, but these are usually committed, as are all of their available fish and game funds, while many priority projects still wait. We do wish to cooperate with the Fish and Game agencies, and certainly their projects can and will be supported when their State Plans demonstrate the need, and when other sources of financing are not available.

We, in the Bureau of Outdoor Recreation, believe that fish and wildlife occupy a significant place among the resources that provide outdoor recreation. We recognize that they do not and cannot stand alone in the resource picture. The recreation activities that depend on fish and wildlife -- hunting, fishing, nature study, wildlife photography, and just plain appreciation of other living creatures around us in the outdoors -- are of varying importance depending on who you are and where you live. One of the results we hope to attain as we develop the Nationwide Plan is to uncover some of the reasons, the motivations, that develop hunters and fishermen.

Fish and Wildlife are part and parcel of the renewable natural resources on which our outdoor recreation is based. In large measure their presence and abundance, or lack of it, are controlled by the other three resources usually listed with them: Soil, water and forests. Hunting, fishing, birdwatching, and nature photography, like swimming, boating, hiking or pleasure driving, depend on how the management of these resources is integrated. Water supply, agriculture, industry, road construction, in fact most of man's non-recreational activities, also either depend on these same resources or have a significant impact on them. All too often in the past, one activity or interest has forged ahead with little regard for its effect on others -- often in blissful ignorance that there would be any effect!

Fortunately, we are making progress. By trial and error, through realization of interdependence, sometimes under legislative or executive duress, we are checking with other interests and, increasingly, plans are being developed and problems resolved with all interests considered and, where possible, protected.

There must be a way to combine hunting thrills, a limited harvest, and good wildlife management in spite of mushrooming human populations. We need more imagination in developing programs and a better system of educating Americans to quality outdoor experiences.

The Land and Water Conservation Fund is just two months from being two years old. So far (as of 5/31/66), since its inception the fund has received the following amounts:

Annual Recreation Permits	$2,599,299.88
Surplus Property	89,021,089.61
Motor Boat Fuel Taxes	30,807,662.01
Other (user fees, etc.)	5,497,603.65
TOTAL:	$127,925,655.15

The States were appropriated (1967-1966) $94,752,000, and have been allocated $85,832,318.90, and so far obligated $9,802,726.69 (4/30/66). Latest figures indicate approximately 96 percent funding.

The sale of the "Golden Passport" has increased threefold over last year's "Sticker."

Fifty-four of the 55 States have submitted State Comprehensive Outdoor Recreation Plans to BOR and 51 have been found adequate by the Director.

Our Regional Office has received 308 project proposals and has processed 141; 41 have been funded and 53 qualified. Twenty-four of these were Game and Fish type projects. Status of the 24 is as follows: 12 in Regional Office; 7 in Washington Office; 2 approved and funded; 1 qualified, and 2 disapproved.

A recent survey of the Grants-in-Aid Program indicates that 823 project proposals and/or amendments involving an estimated $93.2 million of Fund moneys had been prepared by the States and submitted to the Bureau by May 20. Of this total, 196 project agreements and/or amendments $13.0 million of Fund assistance had been approved. Of the approved projects, 51 (for nearly $5.1 million) were for acquisitions and 97 (for slightly more than $6.4 million) were for development. The balance consisted of planning projects (54 for almost $2.2 million).

Comparing the numbers of development and acquisition requests from the States, development proposals were leading in a ratio of 1.7 to 1. So far, 42 States have received planning money, 38 have received acquisition assistance, and 41 have received Fund benefits for development projects. The five States leading all others in Fund obligations on May 20 were Nevada (2 grants for $2,109,434; $1,500,000 of which came from the contingency reserve for the Lake Tahoe acquisition project), Missouri (15 grants for $1,106,605), New York (4 grants for $857,733), Maine (6 grants for $712,658), and Idaho (10 grants for $634,464).

We feel that we have made satisfactory progress so far, and are looking forward to speeding up our processes in order that all acceptable projects may be funded on schedule.

We wish to express our thanks and appreciation to you individually and to your organization for the support and counsel you have given us in the past. Let us all continue to work together to develop outdoor recreation programs as a part of sound resource management so that future generations can look on our works and rejoice that we understood man's relationship to his environment and acted accordingly.

SECRETARY COLEMAN: Thank you very much, Mr. Allen.

Are there some questions now from the floor for Mr. Allen? Questions or comments?

MR. STUART: Ernie, I would like the definition of the terms used in that amendment to the manual, "game refuge" and "fish production area". I think this is a bone of contention in North Dakota. I was wondering what interpretation or definition you are making of those terms.

MR. ALLEN: Russ, I don't know whether I can give you the definition exactly or not, but what the manual is trying to approach is this: that through many directives that we have received, and through reading the bill, trying to understand the intent of Congress for the use of these funds, I think the definition would be that we would like not to have a preserve that would not be used by the public. In other words, for refuge or game production, it would have to be open for public use.

Now, certainly we recognize that there are certain seasons of the year, nesting time for instance, that this could be closed off to the public, but the other parts of the recreation season it should be open to some kind if public use. You might have one side of an area that was set aside for game production and people would only be allowed in there certain months of the year. Similarly, I know of some reservoirs where you close off part of the reservoir for spawning -- and this may be for a period of two, six weeks, something, then it's opened up to the public again -- and I think this is what the intent is here. It is not to fund projects that acquire a large piece of land simply as a refuge area. I don't know, this is what I'm trying to interpret to you.

MR. STUART: And the fish production area?

MR. ALLEN: As I see it, if the fish production is used to, say, go into an area where people are going to get to fish for this, rather than just simply as fish production. Okay. In other words, you could produce the fish here and put them over in this area where people could fish them out, and not just have a -- well, let's say a fish hatchery that would not be open to the public. It would have to be coupled with an area that would be open to the public where they could remove the fish and walk around through the area and this sort of thing.

MR. STUART: Ernie, I'm glad to hear this, because in North Dakota some of the projects that you have questioned, from my standpoint, I think should qualify. In the first place, as a department we do not maintain such a thing as a state game refuge. We have state game management areas, which are open year round. They are open during the regular hunting seasons for hunting purposes; they are open for photography, for bird watching, for any other use that the public may like to make of them, and the same thing is true of an impoundment area. It may serve as a fish production area, but nevertheless it can have other uses such as swimming, boating, water skiing or just about anything you want. In other words we are designing projects for multipurpose use. We do not subscribe to the theory of the game refuge as such. We do use these areas for game production purposes, but we also use them for game harvest, and this is where, apparently, the misunderstanding is taking place.

MR. ALLEN: I don't know what the misunderstanding is. I know we have questioned some projects. I expect this is one of our responsibilities, which is probably a means of sorting out some of the things that were not clear in our mind when we received the project. This is a question we have been confronted with from the very outset and I know we did question this. I think we advised you very recently in a letter that we were not sure of what the procedures would be, what the requirements would be -- this has only been the last couple of weeks. I think this new manual release -- presumably your state liaison officer has given you a copy of this -- gives us guidelines from which we can pursue this thing. So far as I know we have not turned down any of your projects. True, we have asked a lot of questions and I expect we will continue to do this.

MR. TED SHIELDS, Minnesota: Our situation in Minnesota is very similar to what Russ describes in North Dakota as far as refuges, but I further question whether or not a refuge should not be eligible, even if the public is not allowed on the refuge area itself. A refuge is established, in many cases, to provide better hunting in the surrounding areas. This is providing recreation, so if this is felt to be necessary in the management of a particular species in a particular area to provide more hunting recreation as well as the esthetic value, then I see no reason why the Bureau of Outdoor Recreation should deny financial participation in this.

One other point: that is I think that fish and game agencies throughout the country lend or loaned their complete support to the Land and Water Conservation Fund -- the whole concept of it -- but I'm beginning to think now it's misnamed. I think we're misleading the public when we call it the Land and Water Conservation Fund. I think it should be better termed the "land and water recreation fund".

MR. ALLEN: Well, let's see. I think you asked a couple of questions.

First, to satisfy the need that you say, as we have interpreted this, the first responsibility rests with the state to determine the top priorities of your state. Now, I know that in your state you, and whoever your liaison officer may be, may not be in agreement, and I think that this is not a unique situation -- it happens in many instances. But I think this is the premise on which we have said that top priorities of each state must be met first, and this is the rule that has been laid down by the Secretary, which he was authorized to prepare and pursue under the law. So I think we will have to abide by this, and if you can make a good case for this particular type of project, I suppose it would be funded.

The other thing that was in the hearings was that funds should be used where other funds are not available and, as I understand, there are some funds available for the refuge type and of course this would be, I think, the approach that has been taken.

MR. TED SHIELDS: I think, as you pointed out before when you said, "whether or not funds are available", funds are available for most types of work that are carried out by a game and fish agency at the present time. However, these funds are totally utilized, so regardless of the project, we submit it when other funds are not available. Secondly, you mentioned if a refuge, for example, would fit into a priority rating in the state's plan, that it should be considered. Yet you've taken the second step first, and said on a nationwide

basis, or from your Bureau regulations, a refuge would not be considered. So, in effect, you've said regardless of how the state views a refuge in its priority system that you will not approve it.

MR. ALLEN: The state has the first responsibility for determining the priority. The Bureau has the second responsibility for concurring in that priority, and as I say this, we may not be in agreement, but if you can make a strong justification and if it can be tied with some total recreation complex, I expect it could be approved. If it's just going to be for refuge, I think this is going to be a matter that will be discussed and disagreed upon for some time to come.

MR. BARNES: You mentioned about calculating the total recreational use up to the year 2000. What priority do you give to the various forms of recreation? For example, it seems that on many of the Corps projects that recreation is divided into two parts: general recreation, and fish and wildlife. There are two separate categories. Now, if you draw plans for the year 2000, I can see with the increasing population where all lands might be needed for playgrounds. What consideration do you give to hunting and fishing needs for the year 2000 as compared with these other recreational pursuits?

And, secondly, you have said that driving for pleasure is one of the major forms of recreation. How do you evaluate just driving through an area, taking five minutes to go through it, and compare that with the hunting or fishing trip of six or seven hours?

MR. ALLEN: First, I might say that what I mentioned is what the Outdoor Recreation Resources Review Commission indicated, that driving for pleasure is Number One, and they have listed these as the preference of people. This is the guidebook that we are using until such time as our people who are professionally involved in this can come up with something better, and we are using this as a guide to the future, accurate or inaccurate as it may be. I think this is the guideline that we use.

To answer your other question, we don't give an exact numerical rating to each one of these particular interests. We are very desirous of seeing a balanced outdoor recreation plan where it includes all of these facilities and all of these interests. Where hunting and fishing may be more important in one state and one area it might not be that important in another. We have been advised and directed that our top priority is to meet the needs of the urban population. Now, where you meet these needs, how you meet them, is a matter of planning, negotiations and understanding these needs, and they vary from one part of the country to another. I don't think that it's possible to determine an exact formula for each city or for each state. I think these things have to be considered on their own merits.

MR. ED GLASER, Missouri: Mr. Allen, I'm wondering why the BOR has this rather cumbersome review process where the projects go to the regional office for review by people who are fairly familiar with the conditions in the state, and then to Washington for further review by people who have never been in the state, perhaps?

MR. ALLEN: Ed, don't you have another question?

MR. GLASER: No.

MR. ALLEN: Well, we would like to have a little more to say about this ourselves in the region, and I think the time is approaching when this will happen. It has been quite cumbersome, but the officials in Washington did want to become familiar with the type of projects, their complexities, the interests that were coming in. They wanted to have firsthand knowledge of this, and they decided they wanted to take a look at the first several from all the States -- see how this thing was going to work. I understand that very serious consideration is being given at the present time to delegating this down to the regions, so it will be a little closer to you. You can come over to our desk and I think we can thresh these things out a lot better.

MR. EARL ROSE, Iowa: I had decided to sit still, but since you did call my name, George, I had to get on my feet again.

I think a guideline has developed from the Outdoor Recreation Review Commission that may lead us to the glory path. I think it should be challenged, and very seriously, by fish and game people. One of the eminent directors in this Association, Mr. Bill Towell, has said -- and I think I can quote the statement he made -- "Take away the incentive of hunting and fishing, and all organized conservation efforts will fail". And I think that should be a guideline that should be inscribed pretty deeply in our thinking. Most of the conservation efforts prior to the time of the Outdoor Recreation Review Committee's efforts have been made by the fish and game departments, I believe.

The establishment of refuges -- all the concepts of conservation,or a great majority of them -- came through the united efforts of conservation agencies in the states, involving hunting and fishing. The license fees have been used to purchase areas, long before any other efforts were made, and I think that these are ignored, and if they are we will find these conservation efforts are going to fail. I think you need the support of these people very strongly. Again, I think as fish and game people, if we don't participate in some of the BOR projects it's our own damn fault. If we can't place a high priority on these things -- hunting areas, fishing areas, (they don't have to be refuges, they don't have to be closed to the public), -- then something is wrong. I think they are approvable projects. If they are not, this whole business is wrong in my thinking. I think our states, working with the regional offices, can have good fishing and hunting areas through the framework that's put out. I don't think Washington and the regional offices will frown on it.

Otherwise, we are going to have to have golf courses, swimming pools and the other things that we are concerned about, that have been given high priority because of the apparent need. We are going to have to get on this bandwagon and really push this, or we are going to be left with swimming pools and golf courses, not fish and game areas, and I think the whole United States is going to suffer if we don't get on the ball.

MR. ALLEN: Thank you, and I'm sure that what you say is exactly true -- we can work out approvable projects. I think it is a definite indication of the tremendous demands that are being made for money that for the first time has become available for recreational uses. I'm sure you gentlemen can very well justify many of your projects. I know you're capable and I know you can do it. It's a thing that will have to come about, because everybody is fighting for this money, everybody is fighting for the land, everybody is fighting for this opportunity to get the appropriated funds from Congress and from your state

legislative bodies. Certainly we in the Bureau appreciate your support. As I said in my paper, we hope we can continue to have your support, and I think together we will make some progress and I think we will get some of these funded. I don't have any question that the ORRRC studies should not be challenged. They have been, by many people, and I expect they will again. I think by challenging we will get better research, better information, than we've ever been able to put together in the past. This has been one of the real big difficulties -- the basic information that you can use when you go before Congress to justify many of these projects.

PRESIDENT MOORE: I kind of hate to bring this to a conclusion. I had something I wanted to say, but since I'm chairman and I'm trying to keep on time, I'm going to omit it.

I do want to make two quick announcements. Any of you who haven't registered, please do so. The second one is, that we are going to resume at one o'clock. We are running a little late, so we might make a little leeway there, but please be back at one so we can get started on time. We are going to have door prizes at 1:00 o'clock and you better be here to get your ticket.

Thank you.

(Noon recess)

Afternoon Session, July 12, 1966:

PRESIDENT MOORE: We appreciate your getting here on time, and we think you have some real good things to discuss this afternoon. I'm going to turn it over to Everett Speaker.

MR. EVERETT SPEAKER, Chairman, Iowa: Thank you, Mr. President. Ladies and gentlemen, I assume that it is the prerogative of the chairman of the session to tell a few stories, but unfortunately last night I met up with a couple of George's friends and a few friends of mine and others. My long-haired friend from North Dakota, formerly Director, Mr. Bud Morgan, and Burt Rounds told all of the stories that I knew in such eloquent Norwegion language that it behooves me just to pass the stories today because I felt that they did a marvelous job last night. If any of you are interested, there is a cafe in town here where they have a buffalo, or bull, or whatever it is, in the cafe, start with a saw, split it right down the middle, and serve you about 45 pounds of beef. So I'll pass the stories today.

I am not going to try to quip with any eloquence, to be toastmaster, because this morning we had the Honorable Governor of Kansas who welcomed us with great eloquence, we had people following him that told stories of great consequence, so we will get into the program in just a minute. I would be remiss if I did not tell the delegates that my wife is a native of Kansas. She came from this great state, and my young mother-in-law -- 87 years old -- has a little wheat farm out here, so while I can't claim any particular claim to the state, I am proud to say that at least some of my very closest relatives can.

I would like to say before we get into the afternoon's program that we owe our president, George Moore, the Governor of the State of Kansas, our program chairman, and others, a great vote of gratitude for a very fine and interesting program here today.

With no more entertainment from your chairman, I would like at this time to present a newcomer to the Association, Mr. Tom Evans, who I believe has worked with the State of Illinois for some 25 or 30 or 35 years, who is going to give us a very fine and I'm sure a very comprehensive report on the Legislative Committee. I know that Tom has done a tremendous amount of work in this area and this field, and I'm very proud at this time to introduce to you Tom Evans, Supervisor of Game of the State of Illinois, who will present our legislative report. Mr. Evans.

MR. TOM EVANS, Illinois: Thank you, Everett. I thought you weren't going to tell any stories. That was the biggest one I've heard since I got here today.

REPORT OF THE LEGISLATION COMMITTEE (Appendix I)

That constitutes the report of the committee. I recommend its acceptance.

MR. RUSSELL STUART, North Dakota: Tom, Page 12 -- Authorization of Oahe Unit -- there is a good bill. I agree with it, but I think if you were going to recommend support, you should qualify that to state, "provided the fish and wildlife features of the act are given due consideration". You may run into the same problem we had on Garrison Diversion in North Dakota.

MR. EVANS: Do you want that written in?

MR. STUART: Yes.

MR. EVANS: We'll add that.

MR. FARRELL COPELIN, Oklahoma: What about the bill that was introduced to abolish the excise tax on fishing equipment that supports the D-J program?

MR. EVANS: I never did see that. I've heard about it.

MR. COPELIN: We have a release on that subject in the Resolutions Committee.

MR. EVANS: I guess it will be taken care of, then.

CHAIRMAN SPEAKER: Ladies and gentlemen, you've heard the recommendation of the committee chairman. We would like a motion from the floor to accept his report. Could I have a motion, please?

MR. TED SHIELD, Minnesota: I would second Russ Stuart's amendment to Page 12 of the Oahe Unit, and I assume any motion then would not include the wetlands bills.

CHAIRMAN SPEAKER: Thank you, Mr. Shields. Does this meet the approval of the group? If so, with these amendments, we will consider a motion for acceptance. Mr. MacMullan from Michigan moves, Mr. Sprecher from Wisconsin seconds. All in favor, say aye. Contrary, same sign. Thank you. And thank you, Tom, for a very fine and all-inclusive report and a very difficult one. I'm sorry that there was not more time to discuss this important matter further, but

as you know, we have a lot of ground to cover today. So, with your approval, Mr. Evans, if there are no further questions from the floor, your report has been accepted by our delegation.

Ladies and gentlemen, we are most fortunate in having with us today Mr. Dale E. Whitesell, Executive Vice-President of Ducks Unlimited from Chicago, Illinois. I am sure that the delegation will be anxious to hear from Mr. Whitesell on Ducks Unlimited, and the outstanding contributions his organization has made to this important segment of our conservation movement in the Americas. It gives me great pleasure at this time to introduce to you Mr. Dale E. Whitesell of Ducks Unlimited.

MR. WHITESELL: Thank you, Mr. Speaker. I expected to see a few more of the people I used to know here, but I guess the airline strike took care of that.

DUCKS UNLIMITED REPORT

I am very pleased to be here and to have the opportunity to review with you the results of Ducks Unlimited's 1966 surveys of the Canadian Prairie water conditions, waterfowl breeding population and some observations on the 1966 brood production.

In May of this year D U made its first report by means of the Duckological, upon the Canadian Prairie water conditions. In essence this report indicated that water conditions were generally good. Some areas, particularly in east-central Alberta would require good rains to get the new duck crop to the wing. Here, much of this year's production would be dependent upon water carried over from the 1965 season.

The 140 D U projects in this part of Alberta are in excellent condition and will be of much value to this year's crop.

I just returned from an inspection trip thru this area and I am pleased to report that sections of the prairie on a line from about forty miles west of Provost (Alberta) thru the Unity (Sask.) area to east of Yorkton (Sask.) received a reported four to five inches of rain while I was there -- but more on this later.

With but very few local exceptions the water conditions are good throughout Saskatchewan and Manitoba. Manitoba showed the greatest increase of water areas over last year with more recorded than at anytime in the last six years. Saskatchewan showed almost a third more water areas than in 1965.

Some concern arose over the snowstorm that swept the southern prairies April 25-27 which was followed by a week of cold weather. However, its effect on the production was thought to be minimal. Only a small part of the breeding population was affected, since general nesting did not get underway until after the adverse weather.

From May 13 thru May 24 more than 500 square miles of roadside transects were conducted by D U (Canada) personnel. In addition to these data, 243 Keemen (volunteer farmers, ranchers and others) submitted additional observations.

In general, these total data show a strong upward trend in the waterfowl breeding populations. Although the number of breeding ducks is still below the lush years of the mid 1950's, a good production year is in sight and there is certainly room for optimism.

The increases in the numbers of breeding mallard and pintail in all three provinces are particularly encouraging. Redheads also showed a good increase prairie wide. Canvasback are down slightly in both Manitoba and Alberta, but showed a good increase in Saskatchewan. Blue-winged teal showed increases in Manitoba and Saskatchewan but were down slightly in Alberta.

A report of transect data collected by our 12 D U biologists and bio-techs is as follows:

Chuck Lacy reported from southern Alberta that the transects showed an encouraging increase this year with the pintail and mallard demonstrating the most significant increases, followed by the baldpate, redhead and green-winged teal. The southern plain's pintail count was recorded as only a few percent under the nine year average. Lacy reported little change in the blue-winged teal, shoveler and gadwall populations, while the index for the canvasback was down from 1965, as were the scaup and ruddy ducks. However, this may not be a true reflection of the scaup and ruddy population as they are such late migrants.

From Saskatchewan, Tom Sterling reported that his early impressions were that a large population of the ducks had moved through to the parklands, however, his transect data showed the greatest increases occurred on the prairies with the parklands showing significant increases as well. Saskatchewan data revealed the greatest breeding population increase of the three prairie provinces. With the exception of the lesser scaup, all common species of ducks showed an increase over 1965 with the mallard, pintail and blue-winged teal showing the most marked increases. Canvasbacks and redheads also showed greatly increased numbers. Province-wise, western Saskatchewan showed the largest increases.

Sterling also commented that nesting appeared to be delayed and was not a renesting effort as a result of the late prairie snows. He expected that this delay among the early nesting mallard and pintail would make this year comparable phenologically with 1965, when blue-winged teal and other dabbling species were nesting before drakes of the former had deserted their breeding territories.

Dale Brydge's southwestern Manitoba report showed that habitat conditions were significantly improved over 1965. The 1966 Spring migration in Manitoba began early this year for mallards and pintails. Warm weather the last of March and early April stimulated some mallard and pintail nesting. Then during late April, with the coming of the snow blanket, some hens persisted in their incubation while the rest left their nests. Nesting of these species began in earnest about the first week of May.

All species' breeding populations showed a marked increase over last year, except for slight decreases of the gadwall and canvasback. Blue-winged teal numbers were the highest followed in order by mallards and pintails.

My recent ten day inspection trip of the Northern D U projects began in the Grand Prairie and Peace River areas and continued thru the Provost, Unity, Meadow Lake, Saskatoon, Quill Lakes and Yorkton areas to Winnipeg. I was much encouraged

by not only the apparent increase in water areas but the dispersal of birds over the many smaller potholes and dug-outs. Another encouraging sign to me was the lack or absence of hens without broods observed in the large and small concentrations of ducks.

I observed the more numerous and older broods in the western areas and as I moved east the broods were younger and fewer in number. In serveral of the areas of eastern Saskatchewan a "beating" of the perimeter pothole vegetation produced several nesting hens when no birds were observed on the open water. My observation that most broods were running from 7-9 in number with several larger and a few with only 4-6 (canvasback in Alberta) was heartening.

As I left the area northeast of Edmonton on my way to Provost, the skys were very threatening. Weather had been building just east of the Swan Hills the day before. As I left Unity (Saskatchewan), the first rains hit and then moved eastward as I went further north to the Meadow Lake area. While in that area I observed a new D U development of several thousand acres in size, comprised of numerous ox-bows. These will soon receive regulated water as a result of the construction of one sizeable structure and several smaller control devices. Several of these ox-bows had a good supply of water in them and on one of almost three acres in size, five broods were observed (two canvasback, two mallard and one baldpate). Several others had two to four broods on each of them. This project is in the parklands area which in a year, such as this when the southern prairies have such good water conditions, is not usually as productive as the southern projects. These parklands can be and have apparently been "life savers" for the continental duck population in years of drought on the southern prairies.

Although D U is concentrating their construction work in the south and central prairies, it is thought to be imperative that some projects be developed in the northern areas because here the water is more constant -- usually requiring control against flood more than to necessarily insure an adequate water supply.

Some of these more northern areas such as Oliver's Slough, north of Meadow Lake and west of Prince Albert, had large concentrations of birds on them, however they do require management now since the draining of sloughs and muskeg as well as the clearing of thousands of acres of bush continues at an alarming rate across much of the northern portions of all three prairie provinces.

In summary, Ducks Unlimited is much encouraged with this year's vastly improved prairie habitat conditions. I was especially pleased with the numbers of birds observed on D U projects that have consistently provided such excellent habitat even during the peak of the drought, while perimeter areas were dry.

Of additional interest I observed an apparent greater utilization of areas that were known to retain adequate water during the drought, thereby providing a fairly constant quality habitat in the same location year after year. This was of special interest to we of D U since many of these areas consistently turned out to be D U projects.

We have also been pleased to observe that recent reports of the U.S. Fish and Wildlife Service also show significant increases in the nesting duck population. That both group's data show the same general trend should not be startling to anyone, since the Service and D U are working with the same basic bird populations.

I personally am quite pleased that our transect data showed breeding population increases of such a magnitude to have even exceeded the proposed goals set by many biologists last year and which have apparently exceeded by a considerable margin the goals that were established as a result of the increased restrictions placed on the 1965 harvest. I am sure that all of us are looking forward to an excellent waterfowl production this year. A survey of our D U brood count transects, to begin about July 12th, will help provide us with this anxiously awaited information. As late as yesterday I received a progress report from Bill Leitch (Chief DU (Canada) Biologist) on the hatch. He said that numerous broods were now being observed. On each of several of our projects in the Strathmore area as many as 38 and 40 broods were being reported. On one pothole, an acre and one-half in size D U personnel "beat out" the perimeter cover and found 19 broods. This is no doubt an exceptional example, but if this isn't the long awaited "explosion" the fuse is at least "sizzling".

Thank you for giving D U the opportunity to make this presentation and for the support that each of you provide D U in helping all of us to generate a program of waterfowl conservation and the wise use of this resource.

MR. WHITESELL: If there are any questions concerning our D U program, or any of these things, I will be happy to elaborate on it.

MR. EARL ROSE, Iowa: I was wondering, Dale, what happened in your late observations concerning the small broods, the early nesting in the cold weather that did occur up there. Was this borne out in your later surveys?

MR. WHITESELL: Well, or course, we actually weren't seeing very many broods after we got through central Saskatchewan and as we came on across there was a very definite lack of broods other than drakes. In the Quill Lakes, we have one project we refer to as the Middle Quill Area -- two, three-thousand-acre area -- and it was just covered with drakes, very few hens, but they were mostly drake mallards with some pintails and baldpates scattered in with them. As we went east from this particular area, actually southeast, we saw fewer broods and the broods we did see were younger, but they were good-sized broods.

The older broods in the west, and this was true -- I don't know, a person, or course, is biased unless he has a predetermined sampling technique as we all know -- but I was looking for canvasbacks, and I probably noticed them more than the others, but in the Alberta area I noticed that these were the older broods and they were the fewest in number. We do know our field personnel did indicate that when they did find nests they get under that snow blanket; that these canvasbacks appear to be quite hardy, even during the cold weather, and they continued to nest and what they did bring all seemed to be smaller broods. Anyone else?

MR. C.D. BESADNY, Wisconsin: How many acres of land and water do you have under control at the present time in Canada?

MR. WHITESELL: About a million and twenty-two thousand, right now. As I pointed out, Buz, this is a small amount compared to the total areas. We figured about 6.7 million waterholes up there in good years, and it's dropped down to a fraction of a million at one time. Our greatest claim to fame -- and we grab for it, and we think it's there and we are entitled to it -- is the fact that for nearly 30 years, we feel we have been responsible for stimulating an

interest in wildfowl conservation in those areas -- showing a particular thing can be done, and habitat can be maintained and improved in the light of many adverse programs. And I don't think we have hurt the ducks.

A lot of people ask us how many ducks we produce. I don't know how many we produce. We don't produce as many as some people say we produce, that's for damn sure, but I do know this: there would be fewer produced if it hadn't been for Ducks Unlimited. Anyone else? Thank you very much for the time.

CHAIRMAN SPEAKER: Thank you very much, Mr. Whitesell, for a most interesting and informative and encouraging report from D U on the waterfowl conditions in the Canadian provinces. If there are no further questions, Mr. Whitesell, we are, ladies and gentlemen, about 30 minutes or so behind schedule, so without further ado we will proceed to the next paper.

The next report is also close to our hearts, it's the report of the waterfowl status as observed by the United States Fish and Wildlife Service. Art Hawkins, Flyway Representative of the U.S. Sport Fisheries and Wildlife Service has been the target of waterfowl managers for many years, but with his welcome knowledge and his staff, both in the United States and those working in Canada, I'm sure that he has sufficient knowledge to represent their Service adequately, so at this time I would like to present our very dear friend, Art Hawkins.

MR. HAWKINS: Gentlemen, it's going to take me about a minute to put up a map. Why don't you stand up and stretch?

I think it's probably a good idea to start with a little map review. Incidentally, I might start out by saying that this particular map shows most of the area that feeds ducks under the Mississippi and Central Flyways. The pink area is the Pre-Cambrian Shield and this is the poor part of the duck feeding ground. The green area down in here is the prairie, that's so important. The blue area up here takes us along the Mackenzie River up to the Arctic. Here's the Mackenzie Delta, here's the Yukon, and here's Alaska. Over here is Hudson Bay and farther down is James Bay, where our Canadian geese come from, and down here is North Dakota, South Dakota, Nebraska, Minnesota and Wisconsin. This takes in the bulk of our important duck breeding range.

Now, we have separate crews conducting aerial surveys in Alaska, and they get over into some of the Yukon, they cover the old Crow Flats in the Yukon. Another team works the Mackenzie all the way up the Mackenzie Delta and over to the Delta River. A third crew works this northern area of Northern Saskatchewan, Manitoba and into western Ontario, all the way over to James Bay. Then we have separate crews working Manitoba, Alberta and the two Dakotas and Minnesota together.

Now, before starting in, I would like to say I have had the privilege of seeing many of the areas that Dale has just told you about, and I certainly would go along with his views that Ducks Unlimited is doing a tremendous job up there with rather limited funds, and I also share his concern about the great rate at which brush is being removed all over the prairie provinces. This is a very serious thing and very alarming to us who have seen this area over a long period of time.

STATUS OF THE DUCK POPULATION AS REFLECTED BY BREEDING PAIR SURVEYS, 1966

This is the third time in the past five years that I have faced this group to report on the current duck situation. This time I can be more cheerful than before because the outlook is the best since 1960.

Waterfowl habitat on the North American prairies has been on the mend for the past three years. Right now we have considerably more habitat than we have ducks to use it. This gives us a golden opportunity to build back populations toward levels such as we enjoyed a decade ago. But it will take some restraint to do so. Last year we used restraint and were rewarded with a nice gain this spring.

With a few precincts still unreported, the Bureau estimates that the sport duck population is 27% higher this year than it was last year at this time. Mallards showed an overall increase of 33%, pintails 23%, and blue-winged teal 28%. But I'm getting ahead of my story.

Going back to last fall, duck stamp sales were down 4% from the previous year. The drop in the Mississippi and Central Flyways was somewhat greater, 6% and 11%, respectively.

U.S. hunters bagged 3% fewer ducks last hunting season than the year before but Mississippi Flyway hunters took 8% fewer ducks and Central Flyway hunters 19% fewer ducks. The decline in the mallard take was much greater. This amounted to 21% nationwide, 31% in the Mississippi Flyway and 42% in the Central Flyway. You will recall that the breeding mallard population is up 33% this year. Think where it might have been if we had not given mallards special protection last fall!

There were some conditions this spring on the breeding grounds which were difficult to assess. Comparing 1965 and 1966, the number of ponds tallied was about the same (up 4% in '66), although, as usual, there was some change in their distribution. The type of spring over much of the breeding range was most unusual. It started out to be one of the earliest on record, and this is the way the ducks found it when they returned. Many immediately started to nest. Then came a return of winter -- real winter with heavy snow, blizzard conditions, and temperatures well below freezing. This caught the ducks in various stages of the production cycle. Some were already incubating and this resulted in some of the earliest broods ever recorded, because these birds weathered the storms and kept the eggs warm. Others were laying eggs, and snows covered the nest or the frost cracked the eggs. These nests were lost. Birds less advanced in the cycle simply occupied their time feeding and loafing. The bulk of the duck population fell in the latter two classes, hence the end result is a late nesting season.

Usually a late nesting season means below average production. We are hoping that the otherwise favorable conditions will tend to cancel the bad aspects so that we end up with normal production. In short, we do not anticipate a bumper crop and it could be below par. Production surveys now in progress should provide the answer. Regardless, the fall flight is bound to be somewhat greater this year than last because it will include 25% more adults than made the southward trip in 1965.

To complete the picture, I shall give you a brief run-down on the individual census units.

Alaska

When the birds returned this spring they found fairly normal conditions and some of them commenced to nest but the return of cold weather delayed further nesting and made this a late spring. As examples; the Yukon Delta was surveyed 13 days later than normally and 6 days later than ever before, yet the larger bodies of water were still 90% ice-covered. Extensive sheets of ice still covered the lakes of the Old Crow Flats in the Yukon as late as June 16.

The breeding duck population was 16% greater this year than last but still 17% below the average for the past 10 years.

Although the nesting season was late, no serious floods or other disturbance occurred and it is predicted that the fall flight from this area will be comparable with that of a year ago.

Northern Alberta, Northeastern British Columbia, and the Northwest Territories

An unusually cold winter resulted in a late breakup despite normal or above normal temperatures after the ducks returned. During the late May survey period the deeper lakes were still icebound. Thirteen percent more ducks were recorded in 1966 than in 1965. Mallards were up 23 percent but pintails were down 34%. Widgeons, green-winged teal, and scaup also showed increases, but compared with long term averages, mallards are still down 31%, widgeons 20%, and pintails 63% but green-winged teal and scaup are up 11 and 14%. At latest report, conditions appear right for a normal hatch.

Northern Saskatchewan, Northern Manitoba, and Western Ontario

In this area spring came late and nesting got off to a slow start. The larger lakes still were partially frozen going into June. Some flooding occurred in Ontario. Once spring finally arrived, conditions for nesting were better in 1966 than in 1965. Duck counts this year showed no important change from last year. Mallards were down slightly and scaup were nearly 20% fewer, but pintails, green-winged teal, and ringnecks were up. In this area the mallard population stood at the lowest level in the past ten years. The outlook is for a hatch somewhat better than that of 1965.

Central and Southern Alberta

April was a cold month with exceptionally large amounts of snow. Thereafter, spring unfolded normally. One pond out of five along transects had disappeared since last year. Even so, 60 percent more ducks than in 1965 found a place to set up housekeeping. Mallards, although still well below the long term averages, were about 80 percent more numerous than last year. All dabbling duck species showed increases over 1965 but remained about 25 percent below average. Blue-winged teal were up 12%. Canvasbacks were among the few species which had decreased. Predictions are that Alberta will turn out one of the better duck crops of recent years.

Southern Saskatchewan

Conditions in 1965 enabled this Province to get off to a good start habitat-wise. Spring breakup was as much as a month ahead of schedule and nesting ducks got off to a near record start. During the third week in April a cold spell hit

and from April 25 to May 2 winter returned in earnest with heavy snowfall in some areas. This spring was unusually dry and windy. The general habitat situation is favorable but in some areas ponds will need replenishment if they are to last out the brood season. Along transects, ponds were 15 percent more numerous than in 1965 although many of them were holding less water. Duck populations were above those of 1965 by 58 percent although still 22 percent below average. Mallards increased by 66 percent and bluewings by 40 percent. Pintails doubled their numbers. Among the divers, redheads and canvasbacks showed excellent gains. Before getting carried away by this good news, we have to remember that in comparison with the total duck index of 2.5 million this year, we had 6.5 million in 1956. Other comparisons with 1956 show 2.4 million mallards then (almost as many as the total for all ducks in 1966) as against 860,000 now. Pintails stood at 1.9 million then and 539,000 now. Even in comparison to the 10-year average, mallards are still down about 40 % . Blue-winged teal and canvasbacks are at an average level for the 10-year period. The outlook for this year's duck crop is one of guarded optimism. The possible effect of the interrupted breeding season due to a return of winter is still not clear.

Southern Manitoba

Last winter went into the record books as one of extreme cold with a -49° recorded at Winnipeg. Manitobans also will long remember the blizzard of April 27, 1966, which dumped 20" of snow on Portage la Prairie. Brandon recorded 5° above zero on May day. Rainy, windy weather during May hampered the breeding ground survey as never before. Following a wet 1965 with continuing above average precipitation during the spring of 1966, potholes in the Minnedosa area were near record high levels. The pond counts along southern Manitoba transects were 10 percent higher than for any other year during the past decade, but the duck count was less encouraging. It was 7 percent above last year's but 23 percent below the long term average. Mallards, up 12 percent from last year were 37 percent below the average. Pintails continued a downward skid and are now 46 percent below average. Blue-winged teal numbers were 20 percent below those of a year ago and about 60 percent below average. Canvasbacks missed last year's level by 9 percent but are still 17 percent above average. Coots dropped 27 percent from 1965 and stand 52 percent below par. The prediction is for a modest increase in the fall flight of 1966 from Manitoba.

Tri-State Area -- Minnesota, North and South Dakota

Late spring snowstorms contributed to the highest pond count in the past 8 years in this area. Ponds increased by 40 percent but duck numbers increased only 13 percent, from 1965 to 1966. Mallards decreased slightly (9%) but blue-winged teal increased 34 percent. Canvasbacks were up 38 percent. The water is holding up well and prospects for the fall flight appear equal to or slightly better than a year ago.

Montana

Spring arrived early and advanced rapidly. The number of water areas recorded was down 8 percent this year as compared to last, but duck numbers were up 25 percent. Mallards showed the largest gain (45%) with bluewings not far behind. The outlook for a good hatch is encouraging.

In summary, the status of the duck population as reflected by the Bureau's annual breeding pair survey showed substantial improvement in 1966 as compared with 1965. The increase in the mallard was particularly gratifying. Spring came late but subsequent conditions have been favorable for successful nesting in most areas. Until the production survey is completed, the overall effects of the late spring cannot be assessed but we anticipate a hatch of near-normal size.

Although the picture is the brightest in years, we should not lose sight of two important considerations: (1) duck populations generally are still below the levels which our management plans say we would like to reach, and (2) production habitat is adequate to accommodate many more breeders.

Thank you for this opportunity to share the latest status information with you.

CHAIRMAN SPEAKER: Thank you very much, Mr. Hawkins, for your most interesting and encouraging report. While the waterfowl situation in the North American continent perhaps isn't as high as it has been sometimes in the years past, we are still encouraged and feel that the efforts of the several states, Canadian provinces, the fish and wildlife service, Ducks Unlimited and all other agencies working in this direction is paying results, and I'm sure that our hunters will be most happy to hear these encouraging reports. Are there any questions you would like to ask Art Hawkins at this time? Art, looks like you've covered the water front in good shape.

Our next speaker, Mr. James Ted Shields, is Director of the Game and Fish Division of Minnesota. Ted was formerly associated with one of the world's largest pheasant populations a few years ago in South Dakota; now he is in charge of not only the game but the fish in our great state of Minnesota with 10,000 lakes. This is the county just north of Iowa.

Many of you know, perhaps, that a number of years ago Ted, as one of the Minnesota patriots, was perhaps instrumental in suggesting, together with the Fish and Wildlife Service, the early concept on the experimental teal season. After many long-fought battles, both on the floor and perhaps in some of the rooms after the sessions were over at night, we were successful, with the blessing of the Fish and Wildlife Service, in establishing an experimental teal season. Rather than tell the story myself, I'll call on Ted at this time to give his version of what has happened this year on the experimental teal season tests.

MR. SHIELDS: Thank you. I was enjoying listening to my speech for a minute. I would say, so far, the only thing I have to complain about on a personal basis regarding the meeting here is that I was not able to join in whatever campaign, whatever office, you were running for last night, but I understand that you picked up a lot of votes.

I might add that, based on a telegram I received this past Friday from the Assistant Secretary of the Interior, I took the prerogative of changing the title of my paper from that which appears in the program. I think it appears in the program as "Experimental Teal Season", and I changed it to: "Where is the Experimental Teal Season Leading Us?" If this report is somewhat discoordinated in any way, it is due to the fact that it was written over this past weekend, rather than being prepared in advance, because I very honestly didn't know exactly what would be appropriate to say until after we received this telegram last Friday.

WHERE IS THE SPECIAL EXPERIMENTAL TEAL SEASON LEADING US?

On the surface, the 1965 special September experimental teal season provided allowable additional recreational opportunities for hunters throughout the Central and Mississippi Flyways. But underlying this special season are some serious aspects of waterfowl management which are of vital concern to every duck hunter and to every professional conservationist.

The first serious discussion of a September season on teal occurred in 1956. At that time it was recognized that the hunters' harvest of teal was less than that on other species, due in large measure to the fact that hunting seasons opening after the first of October allowed many teal to "escape to the south" before the first gun was fired. No one knew exactly how high the rate of hunter harvest could be safely raised, but it was logically assumed that it would be raised.

The idea of a September teal season received continuous debate and study until in 1963 the Mississippi Flyway Council adopted the recommendation of its Technical Committee and proposed that an experimental September teal-only season be held. The Central Flyway Council joined in this recommendation in 1964.

Included in the recommendations of the Flyway Councils were provisions for careful controls to assure against over-harvest, and elaborate procedures by which the effects of the experiment could be evaluated. Foremost among the controls was the provision that no more than 100,000 hunter permits be issued in the combined Central and Mississippi Flyways, and that these permits be pro-rated among the states on the basis of their previous year's sales of duck stamps. Although some states expressed skepticism about the side effects as well as the direct effects of such a season, all agreed that the experiment was properly designed to provide answers to all the important questions.

This package "teal ball" was tossed to the U.S. Bureau of Sport Fisheries and Wildlife and that agency has been running with it ever since! And what is even more disturbing is the fact that the states in their anxiousness to "get their share" have almost unanimously condoned a complete scuttling of the essential control provisions and have sat in their duck blinds while the Bureau has used this experiment to launch a new concept of waterfowl management.

This concept involves the placing of greater restrictions on one or more states in order to provide more liberal regulations in the rest of the states. In 1966, the demonstration of this new concept is that all of the states in the Central and Mississippi Flyways are being authorized to hold a 9-day September teal season with an unlimited number of hunters -- except Minnesota. Minnesota has been offered any one of three alternatives: 1) no September season; 2) a 2½-day September season with unlimited hunter participation; or 3) a 9-day September season with a limit of 30,000 hunters.

Without going into all of the minute details, let us review the highlights of how we arrived at this present dilemma.

1. The Bureau refused to limit the number of permits to be issued in the Flyway, thus, in my opinion, shirking their responsibility to provide safeguards against over-shooting throughout the Flyway.
2. The Bureau established a season framework so liberal that not all states could conscientiously accept the full framework for fear of killing too many ducks.

3. The Bureau shifted to the states most of the administrative responsibilities and expenses of issuing the special teal hunting permits.
4. With admitted concern early in 1966 over a possible over-harvest of blue-winged teal raised in Minnesota, the Bureau proceeded to announce the same season framework for 1966 as had been allowed in 1965, and refused to consider any Flyway-wide reductions in this framework even though the total kill in 1966 could be expected to exceed the 1965 kill.
5. The Bureau refused to authorize an alternative to the announced season framework which would have provided Minnesota an opportunity to participate in the additional teal harvest in an acceptable manner without jeopardizing local breeding populations.
6. In face of solid evidence that the 1966 breeding population of blue-winged teal in Minnesota was appreciably reduced from that in 1965, the Bureau established restrictive regulations for Minnesota while continuing to allow the full framework in all other states of the two flyways. And furthermore, even these restrictions in Minnesota when combined with the full framework elsewhere could be expected to result in a further decline in Minnesota's breeding population of teal.

So, where has this special experimental teal season led us and what is in store for the future? It has led us face to face with a new concept of waterfowl management -- that of "equitable harvest."

But before we explore the concept of "equitable harvest", we must face the fact that we no longer have an experimental teal season (at least in the Mississippi Flyway) which will provide answers to the questions we posed two or three years ago. And all because the Bureau refused to follow the recommendation of the Flyway Councils to divide a limited number of teal hunting permits equitably among the states.

Let's review, briefly, the results of the 1965 experimental teal season. A total of 202,000 permits were issued, and about 111,000 permittees (55%) actually hunted. In the Mississippi Flyway 73,000 hunters killed 387,000 ducks, including 354,000 blue-winged teal.

In the Mississippi Flyway, three states did not participate in the season (Wisconsin, Tennessee and Alabama) and two states did not accept the full framework. Thus, 1/3 of the states did not accept the full experimental framework. In addition, Louisiana, which issued the second largest number of permits (41,000), had limited hunter participation (31%) due to a severe hurricane which struck that state just prior to the season.

In Minnesota, over 150,000 teal were killed, one-half of which were locally raised birds. Band returns indicate that about 25 percent of the Minnesota raised teal were killed in 1965. The total September kill of Minnesota raised teal amounted to about 100,000 birds, 75,000 of which were shot by Minnesota hunters and 25,000 of which were shot in other states. However, it should be noted that Minnesota teal hunters comprised 45 percent of the total teal hunters in the Mississippi Flyway.

A word should be said about the "cleanness" of the hunt. Only 5 percent of the calculated September kill was comprised of protected species. However, it should be recognized that the least reliable data pertaining to the experimental hunt is that relating to the kill of protected species. For example, observations in Minnesota show that 35 percent of the hunting parties committed at least one

violation. Twenty-two percent of the protected ducks which flew within range of a hunter were shot at; and 16 percent of the shells fired were aimed at protected species. Is this a "clean" hunt? Is this sufficient evidence that "species management" of this type should be pursued? This is a subject which I believe should receive further study and analysis.

Results of the 1966 breeding grounds surveys, although they have not yet been published, apparently indicate that the continental population of blue-winged teal is as large, or larger, than in 1965. However, in Minnesota the number of blue-winged teal breeders is down between 34 and 60 percent. There is no absolute proof that this radical decline is due entirely to the September teal season, but I doubt that any responsible person would say that the September season was not a contributing factor.

To Minnesotans, and I hope to everyone, this is a matter of serious concern. In the past 15 years, the State of Minnesota has spent $5 million to acquire and develop wetlands. Blue-winged teal comprise one-half of the ducks raised on these wetlands. In the past four or five years, the Bureau of Sport Fisheries and Wildlife has spent about $2½ million of duck stamp monies to purchase wetlands in Minnesota for the benefit of the entire Flyway. Can we afford to sacrifice this investment, or at least that one-half of it that produces teal?

In recognition of these facts, we in Minnesota sought an alternative way to the September season that would allow us to participate with the rest of the states in an increased harvest of blue-winged teal which would not result in a reduction of our breeding birds. We finally found one potential solution--that of a teal bonus during the regular fall hunting season. After considerable discussion and review of data with Bureau officials, we agreed that a bonus of two teal in the daily bag limit during the first nine days of the regular season would be acceptable. This bonus bag season would have resulted in a kill of blue-winged teal approximately one-seventh of that which occurred in the 1965 September season in Minnesota. The kill of green-winged teal would have been almost exactly the same as that in the 1965 special season. The increased kill of other species (resulting from an associated increased number of hunters and an increase in the length of the average hunter-day) would have been approximately the same as the expected illegal kill of these species during a teal-only season.

After giving us all but final approval of a "bonus season", the Bureau suddenly vetoed the entire idea. The supporting data we presented has not been refuted. The main reason we have been given for their refusal is that they may receive similar but unjustifiable requests for a similar season in other states next year.

I seriously question whether this is responsible administration. We in Minnesota do not make decisions on a similar basis, and I doubt that any of the other State Conservation Departments do either.

And now for the subject of "equitable" harvest. Responsible personnel of the Bureau recently have freely expressed their philosophy that in the future it will be necessary to restrict hunting on the breeding grounds in order to provide better quality hunting over the more extensive land areas south of the breeding grounds. Ducks are too vulnerable to hunters on the breeding grounds, they say, and the homing instincts of ducks are such that local breeding populations can be burned out unless they are allowed to spread out before going against the gun. Therefore, duck hunters in the breeding areas (20% of the

Mississippi Flyway hunters live in Minnesota) will have to hang up their guns, except for short periods late in the fall, so that the ducks can proceed southward and provide an "equitable harvest" for the hunters to the south. But, of course, seasons in the central and southern states will have to begin early and extend late in order to take advantage of all of the "harvestable" surplus.

You say I'm pipe dreaming! Then review again the pattern of the 1965 and 1966 experimental teal seasons. Aren't these major steps in this direction?

Perhaps some hunters in the states which would benefit from such regulations will not object to their establishment. But I doubt that many, if any, of them will agree that such regulations are fair or even "equitable".

And how about our Canadian friends? Do we really believe that they will continue to restrict their hunters in order to provide hunters in the central and southern United States with an "equitable" share of the ducks?

Fortunately, there is a way out of this dilemma. We can allow our waterfowl populations to recover to the point where we all can enjoy far better hunting than we presently have. We can do this by all sharing in reduced seasons and limits as we have in the past, but to an even greater degree until the breeding populations again fill the available breeding grounds. And we also can acquire, develop and create additional waterfowl habitat. We are only fooling our selfish selves, however, if we believe we are solving our problems by acquiring and developing habitat while at the same time we hunt our ducks so hard that the breeding grounds we already have are only half-occupied. And this is exactly the situation we are in today whether we like it or not!

For many years we "conservationists" have condemned the fact that one agency of the federal government was paying landowners to drain wetlands while another federal agency was spending the public's money to acquire wetlands. At least the two agencies involved were in different Departments!

Today, we find that the same agency which is acquiring and developing waterfowl habitat is, through its regulatory authority, providing for an annual waterfowl harvest which is not returning enough ducks to the breeding grounds to occupy the habitat already available. Perhaps it is time we take a long look in the mirror. And when we do, I think we will find that we all are responsible for the present situation, for we have waded through the marsh hand in hand with our federal co-workers.

I would like to propose two possible solutions to the problems we face: 1) that the International Association of Game, Fish and Conservation Commissioners begin immediately to develop a clear, concise policy to guide us in the establishment of regulations which will be fair to all concerned whether our waterfowl populations happen to be high, medium or low; and 2) that the respective Flyway Councils establish firm goals for the rebuilding of our waterfowl populations and that hunting regulations be adopted which will assure the full attainment of these goals.

I am confident that we have both the ability and the knowledge to solve these basic problems. And if we are lacking in desire, a careful look at the alternatives should provide ample stimulus.

MR. SHIELDS: Thank you, Mr. Chairman.

CHAIRMAN SPEAKER: Thank you very much, Ted, for that sincere, informative and enlightening report. Are there any questions that any of you would like to ask Mr. Shields at this time?

MR. WHITESELL: I would like to ask Ted if he has any idea what the probability of another drouth in the future might be, let's say within the next five to seven years.

MR. SHIELDS: If I did I wouldn't be giving that information out freely, I would be selling it to the weather bureau. I have no idea.

MR. WHITESELL: I think you can go back in the records, though, and we can pretty well be assured we are going into another drouth cycle sometime. Wouldn't you agree with that?

MR. SHIELDS: Yes. Yes, I think that's important for us to consider.

MR. WHITESELL: I do, too.

MR. SHIELDS: And when we talk about how rapidly are we going to allow our waterfowl population to come back when we have good water conditions -- ten percent, twenty percent -- I think we have to face the fact that when we get the population back to where they should be or where they were in the mid-fifties, we can expect another drouth period to take this away from us.

CHAIRMAN SPEAKER: Any further questions? If there's not, we will take a 15 minute break at this time.

(Recess)

CHAIRMAN SPEAKER: Shall we resume the meeting, please? We have as the next portion of our program, committee reports. Mr. Bob Elliott, Assistant Director of Colorado, will present us at this time with a report on the Cropland Adjustment Program. Ladies and gentlemen, this is an extremely important phase of our work, part of our program, and I'm sure that we will all be anxious and willing to hear you at this time, Bob.

MR. ELLIOTT: Thank you, Mr. Speaker.

CROPLAND ADJUSTMENT PROGRAM

Fish, wildlife, and recreation benefits are certain to accrue from the Cropland Adjustment Program if we can convince Congress to keep it in effect and give it a chance to work. There are parts of the program that are not as favorable to our interests as we would like. It is difficult if not entirely impossible to establish any land management program that will fit the needs of every state across our country. Before we discuss the good and bad points of CAP however, let me describe briefly the main features of this new federal farm program.

Passed by the 89th Congress, the Food and Agriculture Act of 1965 contained along with other programs (wheat, cotton, feed grains, etc.) a section called Title VI - Cropland Adjustment. Under this title the Soil Bank Act of 1956 was repealed. Further, it authorized the Secretary of Agriculture to formulate and carry out a program of reducing the costs of farm programs, assisting farmers in turning their lands to nonagricultural uses, promoting the development and conservation of the Nation's soil, water, forest, wildlife, and recreational resources, establishing, protecting, and conserving open spaces and natural beauty.

During the period of 1965 through 1969, producers may enter into agreements for terms of not less than five years nor more than ten years. Under terms of the agreement, the producer designates the acreage which must have a crop history and he must maintain the designated acreage in conserving practices or uses for the agreement period. He may also leave the acreage in conserving crops so long as he does not harvest nor graze the crop, or he may allow the land to remain idle but he must keep it free from erosion, insects, weeds, and rodents.

Payments are made to the producers first for taking his land out of production of the specified crops - wheat, corn, barley, grain sorghums, cotton, peanuts, rice, and tobacco. These payments are set at not more than 40 percent of the estimated value for the particular crop in the county where grown at the time agreement is entered into. Cost-sharing payments will be made to farmers who place conserving practices on their designated acreages. The eligible practices are labeled CA-1 through CA-17. Practices CA-1 through CA-4 deal with establishment of perennial grasses or legumes, short-term cover, improvement of perennial cover, and tree plantings. CA-5 through CA-8 cover the wildlife practices. Open spaces, natural beauty, air and water pollution prevention are contained in CA-9 through CA-12. Establishment of different types of recreation areas are covered by CA-13 through CA-16, and CA-17 is for management of established cover for which no cost-sharing is made.

The third payment is one which concerns us in the wildlife management field directly. The Secretary may increase payments (or in effect make an additional payment) to producers who further agree to permit without other compensation, access to the designated acreage by the general public during the agreement period for hunting, fishing, trapping and hiking, subject to applicable state and federal regulations.

Provisions are contained in the program also for purchase of cropland by federal, state or local government agencies. The USDA has given this particular part of the program the "catchy" name of "Greenspan" - acquisition of the land and development of it for recreational uses . . . bridges the growing distance between town and green . . . between city and space . . . between urban people and outdoor experience. That's Greenspan.

Another new feature of CAP is that which authorizes cost-sharing with state and local governmental agencies in establishment of conserving practices on lands owned or controlled by these public entities. Rates of payment are the same as those under agreement with producers.

In the opinion of many wildlife people, the outstanding advantage of CAP is the creation of an advisory board on wildlife, appointed by the Secretary of Agriculture to advise him and consult on matters relating to his function under this title as he deems appropriate. The board shall consist of twelve persons chosen from members of wildlife organizations, farm organizations, state game and fish agencies, and representatives of the general public. This certainly is recognition of wildlife never hitherto made by the agriculture interests. In my own humble opinion and limited experience this action alone has signaled the start of more favorable working relations and cooperation between wildlife and agriculture.

Now that we are acquainted with CAP, we should review what has taken place up to now. USDA officials in Washington asked for assistance from wildlife groups at the outset - to work up wildlife practices, evaluate requests for agreements involving wildlife and recreation, and to make follow-up inspections. Sign-up of agreements by farmers was slow-starting. There was misunderstanding and misinformation. As to the cut-off period about the middle of May, over 53,000 farmers had requested agreements on approximately 3-1/3 million acres. Of these requests, signed agreements have been made on 23,000 farms representing 1-1/2 million acres. While this isn't overwhelming, neither is it a total failure. One thing seems sure and that is the state and county ASCS offices are working more closely with state game and fish departments. This requires more time, effort and manpower on our part, but I feel it will pay off in the long run.

Let us look at some of the problems encountered so far in the program. These cited are from my own experience. I am sure some of you have found other "bugs" or inconsistencies in CAP.

1. A farmer must put all his allotment base acreage into the program. There is no provision for entering a portion under agreement. This can amount to several hundred acres, often too large a parcel to reasonably handle for wildlife cover.

2. A farmer signs an agreement and presently has wheat growing on the designated acreage. He and the game and fish men are agreeable to leaving the planted wheat for wildlife cover. County ASCS officials say he must destroy the crop, but can come back and plant wheat or other specified grain under the agreement.

3. Conserving practices are tied to ACP practices. In many cases state ASCS men are copying almost verbatim the language in ACP practices. The wildlife portions of ACP were not in all cases written by wildlife people, and it is difficult to change some of these procedures after they become entrenched.

4. The problem of working out payments to farmers for public access hasn't been entirely solved even though ASCS has distributed written instructions and forms to state offices. The amounts to be paid have varied considerably across the country from less than a dollar to twenty dollars per acre. The Washington office of ASCS placed a ceiling of $3/A. that can be paid any producer for permitting access. This matter of having to determine the quality of hunting as "excellent", "above average" and "good" is farcical and any appraisal by a competent wildlife man must be based strictly on the quality of the cover the farmer has produced.

Some states, Kansas for instance, have selected areas for payment and have established rates of payment based on requirements a farmer must meet to receive $1, $2, or $3 per acre. The Minnesota State ASCS Committee and the Division of Fish and Game have jointly determined that no payments shall be made for public access for hunting, fishing, trapping, and hiking.

The real problems of confronting the producer, determining feasibility of land for hunting, fishing and recreational use, and rating the farm for payments likely have not been met in most states. This one aspect of the CAP might very well be unworkable and Minnesota might have taken the wisest route after all.

5. One large overriding, overshadowing possibility completely eclipses all other problems mentioned. There is strong feeling among certain congressmen and among many people throughout the country that our reserve stocks of agricultural commodities are getting dangerously low. This feeling is heightened by stepped-up shipments of foodstuffs for foreign aid, and the growing apprehension that future demands for food and fiber will require greatly increased production from our land. If followed, such line of thought might bring about abandonment of programs to restrict production and would favor programs of increased production and distribution of food and fiber for the hungry people of the world. In other words, people in opposition to CAP (and perhaps hunting and fishing) would advocate that our nation's lands be used to "feed the world", rather than use some of them for conservation, wise use through management, and recreation. There is much here for thought and debate.

What should our course of action be now, providing CAP remains in existence for the next few years? First, let us give it a chance to "get off the ground". We were rather vocal when it was in the throes of the legislative process, so we should be just as diligent in our efforts to keep it alive and meaningful. We have laid a good foundation of cooperation with USDA people and this should be enlarged and solidified.

Perhaps in our critical analysis of this program, we should narrow our sights a bit and concentrate on one phase. For instance, we could postpone for a while the acquisition portion, and the payment for access, then really get our "hands in the soil" to establish a full-blown habitat development feature of the farm program that would produce and maintain wildlife. I understand Congress likes ACP and feels it can do no wrong. Maybe that is our target?

MR. ELLIOTT: Thank you.

CHAIRMAN SPEAKER: Thank you very much, Bob. You've given a very fine report. Are there any questions you would like to ask Bob at this time?

MR. BESADNY, Wisconsin: I would like to direct this question to the entire group and find out how many states represented here today have elected to accept this public access payment in their state. Minnesota hasn't, but how many states have?

CHAIRMAN SPEAKER: Let's have a show of hands of those states that have.

A VOICE: Maybe you should put that in the reverse order.

MR. BESADNY: All right. How many states have not?

MR. SHIELDS: I'm not well prepared to list all of the reasons. They are listed in the administrative paper that ASCS Committee passed out. The primary reason Minnesota did not -- going back to the basic theory of public access payment -- the public access payment and theory was to be set up where public funds were going to be spent to produce more wildlife and to make sure that this wildlife was going to be utilized. In Minnesota we do not have an under-utilization of our wildlife as a result of posting of lands or as the result of the non-hunting on this land. We thoughtabout doing as many other states, and we don't disagree with them, using this payment as a sneaky backdoor way of getting more habitat development, but we did face some other problems in this relationship which all of you are facing -- whether it's fair and equitable and et cetera. We felt the overall criticism of the entire CAP Program which might develop because of the payments for access could do us harm in the longrun, and we therefore felt that we should stay out of it. We will be active in joining with you to try to develop direct incentive, higher incentive payments for the development of wildlife habitat by a front-door payment, which will probably take some amendment to the CAP Act.

MR. BESADNY: I would like to make just one more comment. I think one of the good features of this bill, the Cropland Adjustment Program, was the appointment of this twelve member Wildlife Advisory Board to work with the Department of Agriculture, but I would like to make a recommendation that this group should consider that this Wildlife Advisory Board be given more authority in guiding this program.

In reading over the minutes of this committee, while they did advise, it seemed to me that some of their comments were taken very lightly, and theycould do a lot to get this program off the ground. Now, they have had one meeting so far and it was a general meeting, but in the meantime the ASCS in Washington has forged ahead with the Program, mainly on their guidelines. I would like to see this Wildlife Advisory Board guide this program a little more strongly than it has right now, not due to their fault, but I think a new program getting off the ground, nobody knows exactly how they should operate it.

MR. ELLIOTT: May I make a comment on that, please? This matter, Buz, and gentlemen, of asking for additional authority -- command authority, you might say -- from one of the federal agencies, I think is something that has to be approached very carefully. Since it is in the program and they are a new board, I feel as you do, and I think we all feel the same way -- this is a real step forward -- but you're going to have to learn to crawl before you fly. Eventually I think the Board will be given more weight as to what recommendations they give the Secretary, but to get up there and say we ought to give them more authority, we should approach this more carefully.

In fact, I talked to Fred Ritchie in the Washington office about the program, and I asked him specifically about this matter of the game and fish departments placing a member on their group with authority. He told me that some of you fellows had this, but don't have voting authority, because the Secretary has limited this to the agencies over which he has control -- the Forest Service and the SCS -- and I think this is rather obvious why he would

do this. On the other hand I feel confident in my own mind we have made lots of gain in getting together with agricultural people and I think that we can do a lot more by persuasion at this point of the game.

MR. SHIELDS: One further comment in that regard. I think the Board in the first meeting agreed that the next meeting should be held sometime late in July. The exact date has not been set, but presumably we will be meeting again in late July or early August. This point Bob just made about getting a voting membership on the development committees, I think, is going to be accepted. I think the Department of Agriculture is going to recognize here's a program that is very directly related to wildlife, the CAP, and I think it's going to open the door if we play our cards right and not try to force it down their throats. I think they are going to accept the fact that wildlife is so closely involved in this Croplands Adjustment Program that they should be represented with voting membership on this committee and I think perhaps and hopefully within a year or two we will have that.

MR. BUSHONG: I have a question for Bob. I've been working real closely with the State ASCS Committee in South Dakota and I think we have it to this point to checking on compliance with CAP is the responsibility of the county committee. Something in his talk led me to believe that the wildlife agencies would check for compliance. We aren't doing that.

MR. ELLIOTT: Where I mentioned that they asked us to follow up on inspections of the conserving practices that a man might put on his land, this is one of the points that the deputy administrator has brought out to us. It will be our responsiblity on those write-ups that the ASCS has put out to give them sufficient information to determine whether or not this land is suitable for that particular practice, what we want to put on it and, after he puts it on there, whether it's being taken care of in the proper manner so he can continue to receive payments. This is what I meant by this followup inspection, that the ASCS has asked us to assist them with. But compliance with the agreement that the producer signs, this is up to the county committee and the county office manager, I assume.

MR. GLASER, Missouri: I might say that there is no quicker way to get next to your local ASC or your state ASC people than to get out and check some practices with them, if you have the technical people to do it. We have done it for years and years. That's the way to help write the state program.

MR. JAHN: We have had discussions with the people, particularly in the ASCS offices, throughout different states and also in Washington, and there's one item that they are looking for from the fish and game people. It's simply they want concrete suggestions of particular practices that they can put in their documents and use -- practices that will be acceptable to fish and game people and that will produce something on the land. Let me give you a couple of quick examples.

Number one, I circulated a questionnaire with people connected with the Great Plains Conservation Program last year. All the states that replied (roughly ten states have up to date, and one says they are still going to) indicate they are all for this. As such, there are no conservation practices. ASCS is very interested in having this done. It's acceptable. They want some specifications written, possibly through the Wildlife Advisory Board. Here's a concrete suggestion you can carry to them, and I think it would be acceptable.

The second thing, some three years ago now, or possibly four, when you met in Milwaukee, I explored with you the idea of a "water bank". You very generously gave a unanimous resolution in favor of the water bank. This hasn't died by any means. The North Dakota Soil Conservation Supervisors followed the resolution, and February, 1966, the National Association of Soil Conservation District Supervisors gave a unanimous resolution of support. Here's something that ASC is looking for. Well, there is a report now where we are trying to work this directly into the preservation and development in small allotments of the watershed program. Unfortunately, I don't have any copies of this (the report is now being duplicated in Washington), but here we took the support we had in principle for a water bank and have put it into the small watershed projects and I think there's a real possibility here. I will be happy to supply all the delegates here from each of the states with a copy of that report after the 25th of this month, when it's going to be given to the Soil Conservation Service.

But the thing that's impressed me, getting around the states and also in regional offices in Washington, is that SCS and ASC are looking for real concrete suggestions and recommendations. If you can jell these in a solid form and can be convincing in your own mind that they are good, they will buy them.

MR. SHIELDS: I agree entirely with what Larry said. I'm pleased to state that the State ASCS Committee in Minnesota has accepted every wildlife recommendation that we've made. We are to the point now where we honestly have practically no more recommendations to make to them, except for slight modifications on the various practices and these are based on experience. In other words, they accepted our proposals to begin with. After they have been in operation for a year or so, we see slight ways of improvement.

One other thing we are kicking off this year in Minnesota, to be effective next year, may have some possibilities in your state. We are setting up wildlife habitat improvement through the FFA, and they are tieing in the farm program with CAP practices, et cetera. I think we all recognize the tremendous influence of FFA chapters, well organized as they are in most states, covering the entire state. They can have a tremendous influence, not only in having these practices carried out on their own farms, but in public relations, bringing about of understanding between landowners, farmers and the wildlife agencies. We think this is going to further improve the acceptance of wildlife practices which we already have available through our farm program in Minnesota.

PRESIDENT MOORE: It might be of interest, I believe, if I amplify Bob's comments on our program. Contrary to your situation, Ted, we have lots of land that is posted and not open. Under our CAP approach if these people will open their farms, they will get the dollar per acre over and above what they would get for taking it out and putting it in the reserve. For two dollars per acre, they would carry out a minimum habitat development program, and for three dollars they would engage in a detailed wildlife program that we would draw up and present to the farmer. That's basically about the program that we have worked up, isn't it, Dave?

MR. COLEMAN: Yes. In addition, on that three-dollar payment, they have to open their entire farm to hunting, or a minimum of twice their CAP acreage.

MR. JAHN: There's more than just the land in CAP?

MR. COLEMAN: Right.

MR. SHIELDS: I agree, as I say, with what the states have tried to do with this. But it's a backdoor approach, and -- I hate to be quoted on this -- it's an illegal approach, because the instructions that came out from Washington said that the payments, the rates, will be made on the basis of quality of hunting on that particular land. If they have accepted it, fine -- I'm all for it -- but we play the game by the rules that were laid out officially. I'm afraid that ASCS is going to have some answers to give Congress when it's brought out that they approved this backdoor approach.

CHAIRMAN SPEAKER: Thank you, gentlemen. I hate to cut this off, because I know it's dear to our hearts, and it's very informative to the group.

We are, according to my Ingersoll, three minutes twenty seconds overdue for the next report, which will be given by the Chairman of the Wetlands Committee, Earl Rose of Iowa. Earl Rose is chief of our Fish and Game Division. He is also Chairman of the Mississippi Flyway Committee and a co-patriot and worker with me. Mr. Rose.

MR. EARL T. ROSE, Iowa: Thank you, Mr. Chairman. The Wetlands Committee Report consists of three major portions, primarily involving wetlands acquired by the 14 states in this Association, the Bureau of Sport Fisheries and Wildlife and the Canadian Wildlife Service.

WETLANDS COMMITTEE REPORT

INTRODUCTION

The 1966 Wetlands Committee Report consists of three major portions primarily involving wetlands acquired by the fourteen states in this Association, the Bureau of Sport Fisheries and Wildlife and the Canadian Wildlife Service with special reference to the Provinces of Saskatchewan, Ontario and Manitoba. The area encompassed by these states and provinces involves the bulk of the Central and Mississippi Flyways duck production potential. The future of wildfowling will be determined largely by the ability of the above agencies to acquire and manage the remaining vital wetlands for production, migration and wintering. All of the agencies have an active acquisition program, but most of the states are exceedingly hampered by lack of funds. Even so, they have for the most part done a magnificent job with the limited funds available.

Since Canada produces about 80 percent of the ducks in North America and almost 100 percent of the geese, unquestionably the preservation of wetlands here is the real key to future populations of waterfowl and their management. Continued expansion of world markets for wheat has correspondingly expanded the drainage and filling of marshlands in Canada. Recognizing the great need for a wetlands acquisition program, Canada in 1963 initiated a 4 year pilot project to develop a large-scale wetlands preservation system. This was designed to develop a procedure of acquisition and to promote public acceptance and cooperation. Details will be presented later on in this report.

STATES WETLANDS PROGRAM

The following table indicates the wetlands acquired by the states in this association during the fiscal year 1965-66. These wetlands were acquired entirely without federal funds. Special mention should be made of the states of Wisconsin, Minnesota, Ohio and Colorado for the heavy expenditures of funds toward this wetlands program. The total expenditure by the states during the past fiscal year of $3,006,659.25 for 45,000 acres of primarily production wetlands indicates the great concern by the states in this Association for basic fundamental conservation of our waterfowl resources. During the past 16 years, the states in this Association have acquired a total of 903,025 acres of wetlands which we feel is very commendable and impressive. It represents a good start, but a greater and more costly acquisition task lies ahead. Where marshlands are still abundant and available, the prices are still comparatively low, ranging from about $25.00 per acre in the Dakotas to over $200.00 per acre in Indiana and Colorado. One small refuge was acquired this year in Ohio at a cost of $513.00 per acre. Like all scarce items, the prices will continue to escalate as the demand increases.

FEDERAL WETLANDS PROGRAM

The Bureau of Sport Fisheries and Wildlife has purchased in fee approximately 132,630 acres and 415,026 acres in easement of production wetlands, plus 220,000 acres of refuges with the special $105,000,000 loan fund since its inception in 1962. Total costs in Region 3 through June 30, 1966, are $21,000,000.

There is a strong feeling among the states in the production area that the Service is paying more for the wetlands than necessary and as a consequence making it more difficult for states with their limited funds to acquire these vital areas. For example, in fiscal 1965 Minnesota purchased 12,109 acres at $32.00 per acre. Concurrently, the Service acquired 13,760 acres at $78.00 per acre. In South Dakota the state purchased 7,062 acres at $40.88, while the Service acquired 3,107 acres at $68.08 per acre. Nebraska purchased 760 acres at $82.66 and the Service acquired 1,941 acres at $156.16. Compounding the difficulty for some of the states has been the elimination of federal appraisers and consequent assumption of this cost and work by the state departments. This points up the obligation of the Association to heed some of the past recommendations of this committee. Last year's report urged federal funds be made available to the production states especially. This committee strongly urges support of the principle of making emergency wetlands acquisition funds available to the states on a non-matching basis. Of the total $105,000,000 in this 7 year programonly $38,500,000 has been actually appropriated. Ample evidence is manifest that the states can and will do a commendable job if funds would be made available. Further reference to this will subsequently be made in the summation.

CANADIAN WETLANDS PROGRAM

This year marks the 50th anniversary of the Migratory Birds Treaty Act. This Act is an outstanding example of cooperation between nations, without which we can be sure our critical waterfowl problems would be manifestly greater. The seemingly limitless thousands of highly productive waterfowl marshes in the provinces of Saskatchewan, Manitoba and Ontario assured hunters in Canada and the United States of an endless supply of waterfowl, providing reasonable seasons and bag limits were enforced. The economic and population

STATE - PROVINCIAL WETLANDS ACQUISITION

State or Province	Acres in Fee	Cost Per Acre	Acres Under Easement	Cost Per Acre	Total Cost	Primary Purpose	Acres Total Acquisition in Past 16 Years
North Dakota	4,266	$25.00	0	0	$106,650.00	P - P.H.	22,266+
South Dakota	2,453	22.93	0	0	56,247.29	P	61,491
Nebraska	760	83.00	0	0	63,080.00	M	5,499
Kansas	222	110.00	0	0	24,420.00	M - P.H.	30,322
Colorado	1,452	198.00	0	0	287,496.00	P - W	26,222
Missouri	986	82.45	11,547*	0.02*	81,295.70		32,678
Iowa	875	128.00	0	0	112,000.00	P	80,875
Minnesota	11,310	52.73	0	0	596,376.30	P	154,085
Wisconsin	17,676	49.50	1,063	12.83	874,962.00	P - M	243,739
Illinois	0		0	0			8,900
Indiana	490	225.00	0	0	110,250.00	M	47,089
Kentucky	0		0	0		W - P.H.	11,500
Ohio	3,156**	176.30	0	0	556,402.80		8,156
Michigan	1,253	109.72	0	0	137,479.16	P - M	170,203
TOTAL	44,899				3,006,659.25		903,025
Ontario							
Manitoba							
Saskatchewan							

* 11,000 Acres - No Cost
547 Acres @ $.50 Per Acre

** Goose Management - 3,009 Acres
1 Waterfowl Refuge - 147 Acres @ $513.00 Per Acre

P - Production PH - Public Hunting M - Migration W - Winter

pressures which caused the drainage of millions of acres of marshlands in Iowa, Minnesota and the Dakotas have in very recent years developed in Canada. This has prompted the Canadian wildlife officials and conservationists to review in depth our federal and state programs for preservation of wetlands and to develop a system of preservation that would be acceptable and effective. They have explored new approaches in wetland acquisition and resource management from which we in the states may well learn some good lessons.

For example, Canada has not stressed the revenue-raising function of a duck stamp for a national waterfowl hunting license. They feel that money raised by that means would not be sufficient to do the job. In addition, they believe that all Canadians, not just duck hunters, will want to participate in the job of perpetuating their waterfowl resource.

Carefully and systematically, our Canadian neighbors have gathered their basic data through the Canada National Land Capability Inventory to determine the resources present. They have explored the idea of leasing wetlands with public funds as a way of paying farmers for growing a public use crop on private lands. Farmers are insured with reasonable fees against crop depredation by waterfowl. Effective devices have been developed to keep birds out of unharvested crop fields. Effective programs have been developed for the training of hunters in species identification, knowing full well the future value of species management. They do not seek the Yankee dollar to acquire their wetlands. As Vic Solman of the Canadian Wildlife Service said at this convention last year in Toronto, "The Canadians feel that United States funds can be wisely used in that country for a long time yet before all the needed jobs are done. The major problem in Canada for sometime to come is more likely to be a shortage of trained man power than of money."

Since 1962, Canada has been able to dispose of its surplus wheat. This has resulted in an ever increasing program of draining or filling of potholes by the Canadian farmer. In 1963, the Canadian Wildlife Service initiated a 4 year pilot program for acquisition of prairie wetlands. This is the final year of this program which has an objective of developing a simple system of land acquisition and building public understanding and support. More specifically they wanted to determine whether or not prairie farmers would agree to maintain their wetlands for waterfowl production for a 20 year period if they were paid cash in advance. To date, they have worked out very successful techniques and the reception by farmers has been outstanding. Starting April 1, 1967, the Canadian Wildlife Service will spend about $5,000,000 annually for 10 years on this program. They will also spend nearly $500,000 annually during the same period to acquire larger marshes in fee title, mostly for migration and concentration point refuges. They hope to protect over 4,000,000 acres of prime waterfowl habitat with these programs.

The Provinces are equally if not more concerned than the Canadian government with the loss of wetlands. All of the Provinces, of course, are widely interested in the federal programs and believe these are their best hopes for preserving their waterfowl production areas.

In Saskatchewan, the Wildlife Branch is acquiring control of good waterfowl production areas just as fast as funds will permit. They have cooperated in a number of large hydro-electric and irrigation projects to either safeguard or augment wetlands habitat. To alleviate depredation complaints, they have acquired some 2,600 acres from the Saskatchewan Parks Board adjacent to a major waterfowl

concentration point. About one-third of this will be planted to barley annually for waterfowl food with the remainder to be established to grass for nesting cover. Other lands have been acquired at a cost of about $90.00 per acre for nesting use in what was once prime wheat land. Ernie Paynter, veteran waterfowl conservationist and chief of the Saskatchewan's Wildlife Branch said, "our best hope is for another year or two of wet weather. This will keep the farmers from filling in any more potholes or farming those now bulldozed in. By this time, the federal program will be in operation and we hope they will be able to save these areas."

Manitoba is likewise highly optimistic of the federal program. They, like Saskatchewan, are limited by the amounts of available funds. They have a limited provincial program of acquisition, but believe the best hope of salvaging the vast majority of prairie wetlands is through the programs of the Canadian Wildlife Service.

Ontario also has a provincial wetlands acquisition program. This province, however, like many of the states, has the problem of unequal distribution of their population in relation to the area of their wetlands. Much of the demand for acquisition has been in highly populated southern regions where land values are high. They have been fortunate in acquiring some wetlands from their highway department as a result of purchase for super highways. During the last fiscal year, however, they have been successful in buying only 253 acres at an average price of $72.00 per acre for waterfowl production. It should be remembered, however, that the majority of this province is already in public ownership and the wetlands problem is not nearly so critical as in the prairie provinces.

SUMMARY

Thus, it is apparent that our good friends and neighbors on the north have developed a comprehensive wetlands acquisition program which will be equal if not superior to our own. Jointly we can, and must, by concerted efforts save our wetlands from annihilation by the bullditch or bulldozer, thus assuring perpetuation of our web-footed wards. This is fundamental game management and all other regulatory devices must be of secondary importance; otherwise, we will be left with nothing to regulate by flyways or flyways within flyways, provide special seasons or bonus birds and justly deserve the appellation of "organized agencies determined to divide up that last duck".

Finally, this committee urges support by the Association to obtain emergency wetlands funds on a non-matching basis. The committee recommends supporting amendments of H.R. 13495 - Dingell (Michigan) and S. 3365 - Magnuson (Washington) to accomplish this vital procedure. Also, we strongly urge each agency in this Association to devote as much of their available funds to the wetlands program as possible. This is fundamental conservation and is your obligation to see to it.

MR. ROSE: Thank you.

CHAIRMAN SPEAKER: Thank you, Earl, for that very fine and comprehensive report. Gentlemen, I'm sure that there will be many questions and perhaps some rebuttals. We do have two papers left on the program, and we are running overtime. I hope that you will be concise with your questions and remarks.

MR. SHIELDS: Just one point, and that is your reaffirmation of making some of this advance duck stamp money available to the states on a non-matching basis. The International Association last year placed the obligation on the Grants in Aid Committee to have such legislation introduced. A bill was prepared, reviewed, and we had an opportunity to discuss it with him. The Bureau had indicated its opposition to this particular bill. We had a breakfast meeting in Pittsburgh with representatives of the Bureau. They wanted, first of all, that the area in which this money would be applied should be designated. It was finally agreed that we designated the "prairie pothole region". They then said they might give it their favorable consideration.

The bill was redrafted to incorporate this and submitted to the Bureau for its report to the committee. To my knowledge we have never received their position on this new bill. I believe Gene Gazlay is going to be here tomorrow, if he isn't here today, and perhaps some of you could question him and see the status of it. I'm sorry to say, on the part of the committee, that legislation has not yet been introduced. Also, Congressman Dingellindicated he wouldn't vote for it unless it was on a matching-fund basis. The reason I made that remark this morning is perhaps we should change our definition and not call it a full direct grant. We should incorporate it in terms recognizing the fact that the states will be contributing significantly to the expenditure of these moneys by their state services.

MR. ROSE: I think, Ted, what you said is right. You could use a million dollars a year. I'm sure the Dakotas could, and that's where the money should be spent, I think, in this production area.

What difference does it make to a duck whether he's raised on a federal area or a state area? This is the basic thing that I think we've got to quit worrying about, who is going to buy this stuff. Let's get it bought before it's gone down the drain.

MR. SHIELDS: I just don't know where we are today, Earl. How do we pursue this thing with the Service's opposition to it? I think we recognize that it probably will not go through Congress. I don't know what it's going to take.

CHAIRMAN SPEAKER: We have time for about one more question.

MR. BUSHONG: We are prepared to prove that with every two hundred thousand dollars that we would get as direct grants in aid that we can pick up another six thousand acres. That's $33.33 an acre, and with this alleged conflict, perhaps opposition, to such an approach the duck fellows are the ones who are suffering.

CHAIRMAN SPEAKER: Yes, I know the great interest in waterfowl in this and all other conventions of this sort. We could carry this discussion on profitably into the wee hours of the morning.

We do, however, have two more papers. I'm hopeful that Earl will be able to get back, because I know that he put out some food for thought. People, I'm sure, will want to think some of these things over that he's talked about this afternoon. I'm hopeful that the states, the federal bureaus and other interested parties will be able to get together, either privately or publicly before the meeting is over, and discuss some of these points in some detail. You have certainly given a wonderful paper on it. Thank you very much.

Now, here again, if you would please, our good friend, Bob Elliott from Colorado, will present Harry Woodward's paper on Federal-State Relations.

MR. ELLIOTT: Thank you, sir.

REPORT OF FEDERAL-STATES RELATION'S COMMITTEE

The matter which is of current interest and importance to this committee and which has required the most time for meetings and correspondence is that of the federal government's encroachment into regulating hunting and fishing in various states. Officers and committee members of the International Association are seriously concerned with this situation.

This subject became an issue of dispute when the Department of Interior deputy solicitor wrote an opinion for the Assistant Secretary for Fish and Wildlife detailing the authority of the Secretary of the Interior "to manage and control resident species of wildlife which inhabit wildlife refuges, game ranges, wildlife ranges, and other Federally-owned property under the administration of the Secretary." (emphasis supplied)

In December 1965 officers and committees of the International Association met with Secretary Udall, Assistant Secretary Stanley Cain, John Gottschalk and other staff members in Washington to clarify the matter. It was generally agreed that the solicitor's opinion would be shelved, and that a memorandum of understanding be drafted between the Secretary of the Interior and the International Association of Game, Fish and Conservation Commissioners. Persons assigned to work up this document have been unable to bring forth anything that is mutually agreeable. It is certain now that this matter should be in form of a policy statement by the Secretary and the statement approved by the Executive Committee of the International Association at Pittsburgh March 15, 1966 has been forwarded to Secretary Udall for approval. This statement on administration of the National Wildlife Refuge System is included here as a part of this report.

Statement on the Administration of the
National Wildlife Refuge System
Approved by the Executive Committee of the
International Association
of Game, Fish and Conservation Commissioners
Pittsburgh Hilton Hotel
March 15, 1966

The Department of the Interior has federal responsibility for the conservation and development of natural resources in federal enclaves and refuges. One of the most important of these resources is fish and wildlife.

The objective of the Department's fish and wildlife program is the conservation and development of this resource in cooperation with the States for the enjoyment of present and future generations of Americans. In furtherance of this objective, areas of land and water are acquired or reserved. These areas comprise the National Wildlife Refuge System.

The Department is required by statute to administer the System in a manner that will carry out this Nation's treaty obligations with respect to migratory birds and to take such steps as may be required for the conservation and protection of such wildlife on areas within the System.

In this context, it is the general policy of this Department to permit public hunting and fishing in accordance with State regulations in any areas of the System to the extent that the Secretary determines, within statutory limitations, that such recreational use is compatible with and not in conflict with the primary objectives for which these areas were established. This policy will continue.

In furtherance of this policy --

1. The Department will continue to permit, on such areas within the System, the harvest of fish and resident wildlife in accordance with State regulations unless the Secretary determines after consultation with the States that public access to these areas for the purpose of hunting or fishing should be restricted or limited;

2. A state license or permit for public hunting or fishing on such areas is required;

3. The Secretary of the Interior will continue to consult with the appropriate State agency when it is necessary to develop management plans for limiting over-abundant populations of fish and resident wildlife on areas within the System, and secure the concurrence of the State agency except where injury is occurring to such lands by such over-abundance;

4. The Secretary of the Interior will continue to consult with other interested groups and persons in carrying out his fish and wildlife policies on areas within the System.

It must be noted that the statement pertains only to the National Wildlife Refuge System. Other lands administered by the Secretary such as the public domain (BLM) will require separate and individual policy statement apparently.

Further and more recent developments warrant consideration. The following resolution passed at the 1966 Annual Meeting of the Western Governors' Conference is encouraging.

1966 ANNUAL MEETING
WESTERN GOVERNORS' CONFERENCE
April 24 - 28
Riviera Hotel
Las Vegas, Nevada

II. FEDERAL-STATE RELATIONS IN FISH AND WILDLIFE MANAGEMENT

WHEREAS, Since colonial times in this country, the ownership of wildlife, by law, history and tradition, has been separated from the ownership of the land, in contrast to the European system in which the landowner owns the game thereon; and

WHEREAS, Under the United States Constitution, it has been held that the species of wildlife are held in trust by the individual states for the people of each state, the principal exception to this rule arising under the treaty-making power of the United States which makes the migratory bird treaties and other federal legislation dealing with migratory birds the supreme law of the land; and

WHEREAS, Contrary to Supreme Court decisions and the dictates of sound, unified, fish and game management policies, the United States Solicitor General's office recently has held that the federal government has full power and control over both migratory and resident species of wildlife on all federally-owned land;

NOW, THEREFORE, BE IT RESOLVED, That the Western Governors' Conference reaffirms the basic right of the states to conserve, manage and regulate the use and harvest of resident species of fish and game on all lands within each individual state on which said jurisdiction has not been relinquished to the federal government; and

BE IT FURTHER RESOLVED, That, to prevent further encroachment upon the states' responsiblities in the management of wildlife and fish resources, the following basic policies be adopted: The federal government, through existing international treaties and agreements, bears direct responsiblity and jurisdiction over specified migratory birds, certain endangered species, basic research, certain oceanic resources, and fauna of certain territorial lands beyond the continental United States, and fish and resident species of wildlife are and should remain state resources under the direct jurisdiction and responsibility of the individual states.

A letter from P.W. Schneider, Director of the Oregon State Game Commission lends emphasis to the necessity for positive action by all states. With your permission, I should like to read this letter and make it a part of this report.

Mr. John D. Findlay
Acting Regional Director
Bureau of Sport Fisheries and Wildlife
U.S. Fish and Wildlife Service
P.O. Box 3737
Portland, Oregon 97208

Dear John:

I recently received your letter of June 10 and its attached document entitled in part, "33.5 Special regulations; sport fishing; for individual wildlife refuge areas" for Hart Mountain National Wildlife Refuge. In addition, you have provided us with copies of federal angling regulations promulgated for the several federal refuges in the State of Oregon.

Some time prior to receipt of the federal regulation for Hart Mountain, I received a letter from an angler who had encountered unsigned "no fishing" notices on Guano Creek. Guano Creek has been stocked by the State Game Commission in past years and it was open to angling under State regulations, just as are streams on national forests or BLM lands.

The angling public is, of course, faced with a situation of potential confusion arising out of this particular situation, which I believe we should attempt to correct. The main point of my letter, however, is to question the propriety and legal position of your regulating, through federal regulations, fish and resident wildlife.

It is my view that while your agency may and should regulate refuge area use for the benefit of its primary purpose, it should not regulate the fishery as such. I do not believe it proper to close areas of the Hart Mountain Refuge to angling through the device of promulgating federal angling regulations. Nor do I believe it a federal function to modify State angling regulations on those waters you do consider open in this manner. If control of access is desirable to achieve essential protection to the primary purpose of the refuge, the device of trespass control should be employed consistent with the manner followed by any landowner or by working in concert with us, seeking modification of our regulations to achieve the necessary objectives if these are regulated to biological consideration of the resource involved.

This subject is, as you know, a matter of deep concern to this department as well as similar agencies of several other states. For this reason we have for some time been engaged in discussions with Secretary Udall's office through a committee of the International Association, seeking to arrive at a mutually acceptable and amicable clarification of this general question.

The fundamental question of the federal government establishing federal regulations for fishing and hunting for resident game is, in my view, the primary matter before us. Your promulgation of angling regulations brings this question into sharp focus.

I would be glad to discuss this matter with you at your early convenience.

Sincerely yours,

P.W. Schneider
Director

From the foregoing, your committee on Federal-States Relations recommends that the Association of Midwest Fish and Game Commissioners actively and strongly support the officers and committees of the International Association who are working on this highly important issue of regulatory authority.

Mr. Chairman, I move for adoption of this report.

CHAIRMAN SPEAKER: Thank you very much, Bob. It was a very well done job, and we appreciate your pinch-hitting for Harry Woodward and his committee. There's a motion before the house.

PRESIDENT MOORE: Bob moved the adoption, and I'll second it.

CHAIRMAN SPEAKER: The President seconds the motion. Question? If there are no questions, are we ready for the motion for adoption? All in favor signify by saying aye. Contrary, by the same sign.

MR. COPELIN, Oklahoma: I would like to add a footnote to this federal-state relations and throw out a topic for consideration, maybe in the future of this committee. This deals with the administration of wildlife on Corps lands. As many of you know, the Corps of Engineers zones thousands of acres of land around a reservoir for fishing and wildlife and then turns them over to the state to administer, but they hold back the authority to administer

the grazing rights. We come up with dual jurisdiction, where the state recommends grazing rights, the Corps administers the contracts -- is reponsible for enforcing them -- and collects the fees and keeps them. This has caused problems in our state. On a hundred-and-four thousand acres we have under license we have had to cancel out grazing on about half of the acreage.

We checked with the other states a year ago and found out there were eleven states across the nation that had problems, and five of these are in your Midwest Association. The states indicating they also had a problem included Iowa, Missouri, North Dakota, South Dakota and Ohio. I don't know how serious their problem is, but I do know Kansas indicated they had withdrawn some lands because of this problem. We took this matter to the International, the Southeastern, and the Western, and they all passed resolutions asking the Congress to instruct the Secretary of the Army to delegate this authority back to the states. We used to be able to administer these grazing contracts and use the money for the necessary fences and wildlife management. I'm calling this matter to the attention of your Resolutions Committee and if there are some of you that have this problem as serious as we do, we certainly would encourage you to give it serious thought.

CHAIRMAN SPEAKER: Thank you. Mr. President, delegates, this is somewhat out of order, I'm sure, but if you will forgive me I'm going to back up just a moment and assume that Bob Elliott would also move that his earlier report on Cropland Adjustment Program be adopted.

MR. ELLIOTT: If that is in order, Everett. I didn't realize that was a report by standing committee. Is it, George?

PRESIDENT MOORE: That is not a standing committee.

CHAIRMAN SPEAKER: I'm sorry. Then I will move on to Earl Rose. I believe his is a standing committee, the Wetlands Committee. Mr. Rose, would you move that your report be adopted?

MR. ROSE: Yes, sir.

CHAIRMAN SPEAKER: Second by Bob Elliott of Colorado. Discussion?

MR. SHIELDS: Mr. Chairman, as I recall with an amendment to these two bills whereby direct grants be made to the states for wetland acquisition, you suported the bill, and these bills of course incorporate the increased fee from three to five dollars. I wonder if, based on our previous discussion and tabling of that portion of the Legislative Committee Report, we do adopt this, if Earl would be willing to adopt it with a reservation as to our support of that particular feature of that bill.

CHAIRMAN SPEAKER: Mr. Rose?

MR. ROSE: I believe this was to support amendments to the Dingell bill which would give these on a straight cost-sharing basis, and that was the gist of the recommendation of the committee.

MR. SHIELDS: The committee then did not necessarily incorporate approval of the rest of the bill. Is that correct?

MR. ROSE: That's right. The amendment is what we were particularly anxious for. There wouldn't need to be a new bill written. This bill could be amended to get this on the straight grants to the state, eliminating cost sharing. This would accomplish what we are attempting to do.

MR. SHIELDS: Your committee's report did not get into the subject of whether or not the duck stamp fee should be increased?

MR. EVANS: No.

CHAIRMAN SPEAKER: Is this agreeable with you or your second, Mr. Elliott?

MR. ELLIOTT: Yes, sir.

MR. EVANS: One thing...I was responsible for Earl making a change in the number of the bill. If you want to eliminate any reference to an increase in the duck stamp, merely leave the report of the Wetlands Committee as it was, because the bill to which that report refers provides only for the extension of the acquisition program. If that bill is amended to provide for grants to the states, then you will not be involving the duck stamp increase at all, but if you go back to 13495, rather than 11967, you will be all right.

MR. SHIELDS: So be it.

CHAIRMAN SPEAKER: Further discussion? If not, are you ready for the question? All in favor of adopting the wetlands committee report signify by saying aye. Contrary by the same sign. It is carried.

The anchor man on our program today is our good friend, Clayton Bushong from South Dakota, Assistant Director of South Dakota Game, Fish and Parks Commission. Clayton will report to us on the federal farm programs. Clayton, if you will, please.

MR. BUSHONG: You certainly are a thirsty-looking bunch of rascals out there. I regret I'm going to have to condense something that took several hundred hours of work -- not only mine, but the people who helped on this, and replied to our inquiries.

FEDERAL FARM PROGRAM COMMITTEE REPORT

Your Federal Farm Program Committee this year consists of Bob Elliott, Colorado; Dan Armbruster, Ohio, and myself. Mr. Elliott has already reported to you on the Cropland Adjustment Program. It was the feeling of this Committee that, while Cropland Adjustment was important, there might be some unfinished business with other programs. Accordingly, Mr. Armbruster gathered, compiled and analyzed information on ACP, while I tackled the Small Watershed Program (P.L. 566) and FHA loans for recreational and fish and wildlife development.

It is not easy to summarize the thinking of state fish and game departments of this Association and the ASCS offices concerning the role of ACP as it affects the wildlife resource.

Replies to our questionnaire were received from the majority of the state ASCS offices and fish and game departments. (States not replying as of June 22 were: Fish and Game Department - Colorado and Iowa; ASCS state office - Colorado and Minnesota.)

The strong emphasis at the national level to direct ACP effort from those practices contributing to increased crop production toward practices with long-term conservation benefits has, in most states, had a significant beneficial effect upon the wildlife resource. Minnesota, North Dakota and South Dakota reported significant reduction in monies provided for wetland drainage and an increase in funds available for practices more beneficial to wildlife. For example, South Dakota reported that drainage has been removed from the 1966 state program with only five counties continuing to subsidize drainage and they expect this number to shrink. Both Minnesota and Nebraska reported that a significant amount of wetland drainage is still continuing in some critical areas through private financing. Most other states reported that this redirection has resulted in an increase in practices of benefit to wildlife, such as sod waterways, ponds and permanent vegetative cover. Some increase in the "G" practices is expected.

Kentucky reported that a reduction in cropland would be detrimental to farm game species in some regions of the state. In these areas, cropland is already a very small part of the land-use pattern.

The consensus of the midwest fish and game departments is that the change of emphasis in ACP away from practices contributing to crop production will be beneficial to the wildlife resource.

The change in the definition of agricultural producer to include "a farm normally used to produce cover, habitat or food for wildlife," although of no great significance in the statewide programs, will be of benefit to commercial shooting preserves, urban residents who have purchased farms mainly for wildlife and recreational benefits, and sportsmen's club grounds. (Michigan indicates two million acres of hunting club lands.) Increased participation will depend on the amount of publicity given this revised definition.

Cooperation at the state and county levels in developing and including conservation beautification practices of benefit to wildlife in ACP has been good in all states. To date, landowner interest in this phase of ACP has been low. As with most new programs, it is anticipated that participation will increase in succeeding years. Two states have developed unique conservation beautification practices which might be of interest to other Association members. As a special practice in Missouri, a twelve-mile demonstration of timber stand improvement, tree planting and beautification is being developed along new U.S. Highway 63. Wisconsin proposed a conservation beautification practice designed to improve existing shrubby fence-row cover. This practice was not approved at the national level. However, the merits of this type practice warrant further consideration. Significant benefits that could be gained from this practice are recognition of the valuable native plants and the development of farmers proficient in their management. Its similarity to TSI work in the farm woodlot would, on the surface at any rate, indicate that it could be effectively administered. I wonder if L.P. Voigt might comment on this at the conference.

Most states reported increases since 1964 in "G" practice cost share rates, many up to 80%. Most states also reported increased participation in "G" practices as a result of the higher levels of cost sharing. A definitive comparison of cost sharing levels and participation is not possible at this time. By late July,

a 1966 fiscal year ACP statistical summary will be available from ASCS. A preliminary report on participation in "G" practices during fiscal year 1966 is attached for those midwest state ASCS offices which were able to answer this part of our committee's letter of inquiry.

All states reported excellent working relationships between the fish and game department and the state ASCS committee and staff. The level of participation in the "G" practices is low and as Tom Evans (Illinois) stated in his letter to the committee,"Practices which show no cash return, permanent improvement to the farm operation or assistance to farming will continue to be very low in the 'peck order'." However, much is being done and much more can be done at the county and field level to increase interest and participation in the "G" practices and other ACP practices of benefit to wildlife. Iowa, Minnesota, Missouri, and Ohio are using publications on the wildlife phases of ACP to promote participation. In Iowa, their pamphlet "New ASCS Program Provides Winter Cover for Pheasants" was mailed to more than 100,000 farmers and they report an increased interest as a result. The Indiana Division of Fish and Game personnel are currently participating in county ASCS personnel training sessions which include wildlife management. In Kansas, the ASCS, SCS, and the Forestry, Fish and Game Commission are trying to get county wildlife groups interested in promoting farmer participation in the "G" practices.

Another phase of ACP that may be of interest to other members of the Association was reported by the Kansas Forestry, Fish and Game Commission. They expressed considerable concern in the increase during the last 10 years in the practice of controlling woody plants in pasture and range land through spraying. Quote, "In a year's time, ACP cost-shares in spraying more woody habitat than we could get the landowners to plant back in 20 years."

In summarizing the ACP section of the Federal Farm Program Committee report I quote the following fish and game departments. Wayne Olson (Minnesota) said, "ACP is a very adaptable program and almost any practice within reason can be established if a good working relationship exists between wildlife and agricultural interest. Virtually all practices affecting soil and water conservation also affect wildlife." Ralph MacMullan (Michigan) focused upon a critical area saying, "The weak link in the program seems to be the inability to interest the county committees and county offices in selling the wildlife practices to producers." He went on to say, "This is not a criticism of the program, but an indication of where we must place future emphasis to expand the participation in the wildlife practices." In conclusion, L.P. Voigt (Wisconsin) said, "We believe each state fish and game agency should make a concerted effort to publicize all ACP practices which are of benefit to wildlife." It would seem that the door is open and that the opportunity is ours.

The Farmers Home Administration makes or insures loans to rural community groups to finance recreational facilities and to family farmers to establish income-producing recreational enterprises. Most of the funds for these loans are provided through private lenders and insured by the Government. Differing from some agencies, they consider hunting and fishing to be recreation.

Your Farm Program Committee was curious as to degree of participation by farmers in obtaining loans for recreational purposes. On May 19 we sent a short questionnaire to F.H.A. Directors of all states, asking them for information on loans made during calendar year 1965 and the first quarter of 1966. Thirteen of the fourteen member states of this Association (all except Indiana) promptly replied.

Replies were also received from 22 other states. In member states, Wisconsin and Kentucky have been most active, followed by light activity in Michigan, Kansas, Nebraska, South Dakota, Minnesota, Illinois and North Dakota. Ohio reported no recreational loans, while Colorado did not have a breakdown available for the 15-month period.

As a part of your Committee report I am including (thanks to F.H.A.):

1. Map of United States showing location of Loans to Individuals for Recreation Purposes, November 1, 1962 - May 1, 1966.
2. Map of United States showing location of Loans to Associations for Recreation Purposes, November 1, 1962 - May 1, 1966.
3. Tabulation showing cumulative number of loans and the amount of money loaned by states, both to individuals and associations.

While relatively few loans are requested for recreational development in any state, responses clearly indicate intense interest in this phase of their program by an overwhelming majority of State F.H.A. Directors. Their attitude towards recreation is certainly commendable and your Committee recommends that State Fish and Game Department Directors, or top-level staff members, start visiting with your F.H.A. Directors and discuss mutual problems.

On May 19 a query was sent to Game and Fish Directors of all 50 states regarding P.L. 566. It was simple and was designed to bring forth essay-type answers. We asked 1) What are the good features of P.L. 566, 2) How can they be strengthened, 3) What are the undesirable facets, and 4) How can the "undesirables" be alleviated or eliminated. Of the 14 member states in this Association, 13 (all but Illinois) responded. In total, replies were received from 41 states, with 36 of the replies containing usable information.

Since primary concern was within the Midwest Association, data from the 13 member states replying was given especially careful attention, with data from states outside the Association used to strengthen or refute evidence from within.

First, let's examine the "good" features mentioned by nearly all of you. Ralph MacMullan (Michigan) wrapped it up neatly by saying, "The Act provides a logical and systematic approach to intensive efforts to attain maximum program development through cooperative Federal-State-local efforts. It provides program funds to accelerate accomplishment of needed practices to control runoff and erosion; develop recreational facilities and improve fish and wildlife environment." Most of you expressed the same views. One state, Minnesota, was also quite appreciative of the engineering services made available by the Soil Conservation Service. While these views were generally concurred in by states outside the Association, 7 Directors flatly stated there was very little desirable in P.L. 566 from a fish and wildlife standpoint.

Before getting into remedial action, let's take a brief look at what you believed to be undesirable in P.L. 566. Nearly all Directors stated that too many projects stressed drainage, rather than retardation of water movement. Lack of public access to impoundments is also of grave concern. Mentioned only slightly less frequently were: 1) Fish and wildlife mitigation is either incidental, or ignored, 2) Habitat losses are not replaced in kind, and 3) Satellite habitat destruction is not mitigated. Concern over the above-mentioned "undesirables" is nationwide.

Suggested corrective measures frequently mentioned included: 1) Closer liaison and coordination between the Soil Conservation Service and State Game and Fish Departments (apparently rather successful in North Dakota according to Russ Stuart). We have also helped matters in South Dakota with such an approach. However, some states feel it isn't worth the chips. 2) Procurement of public access to impoundments as a project cost. 3) Increased Federal cost sharing for recreation, fish and wildlife features from 50 percent to 75 percent.

Now for the big one -- most states from within and from outside this Association believe that, in the words of Willard Barbee (Nebraska), "The program seeks to prevent damages from water, which is negative in approach, rather than the positive approach of how do we make full use of the water resource to meet all of the people's needs." Such a change in approach would do much to end our concern with lagging land treatment, habitat destruction, satellite drainage and a general disregard for fish and wildlife.

Your Committee believes this Association should fully recognize the negative approach now being employed in implementation of the Small Watershed Act and recommends that you do everything possible to see that a change is forthcoming from the Department of Agriculture toward the positive approach of full utilization of our water resources.

A letter from A.V. Tunison, Bureau of Sport Fisheries and Wildlife, dated May 17, 1966, to State Game and Fish Department Directors (the dogs were running a little slow in hot weather so we received our South Dakota letter on May 23), contains this statement: "You may regard such habitat losses in a Federal program (P.L. 566) as disruptive to the going State effort, but we believe a positive approach on your part can greatly overshadow these considerations."

Gentlemen, from your letters to this Committee, there is absolutely no doubt as to who you feel should take the "positive approach" mentioned in Mr. Tunison's letter. Obviously you feel he mailed it to the wrong agency.

As an Association we should press for public access to impoundments and should continue efforts toward closer liaison and coordination with the Soil Conservation Service. Your present Committee is not the first to point out the problems, nor will we be the last. The basic difficulty with P.L. 566 will not be corrected until the Department of Agriculture switches from negative to positive thinking in implementation of the program.

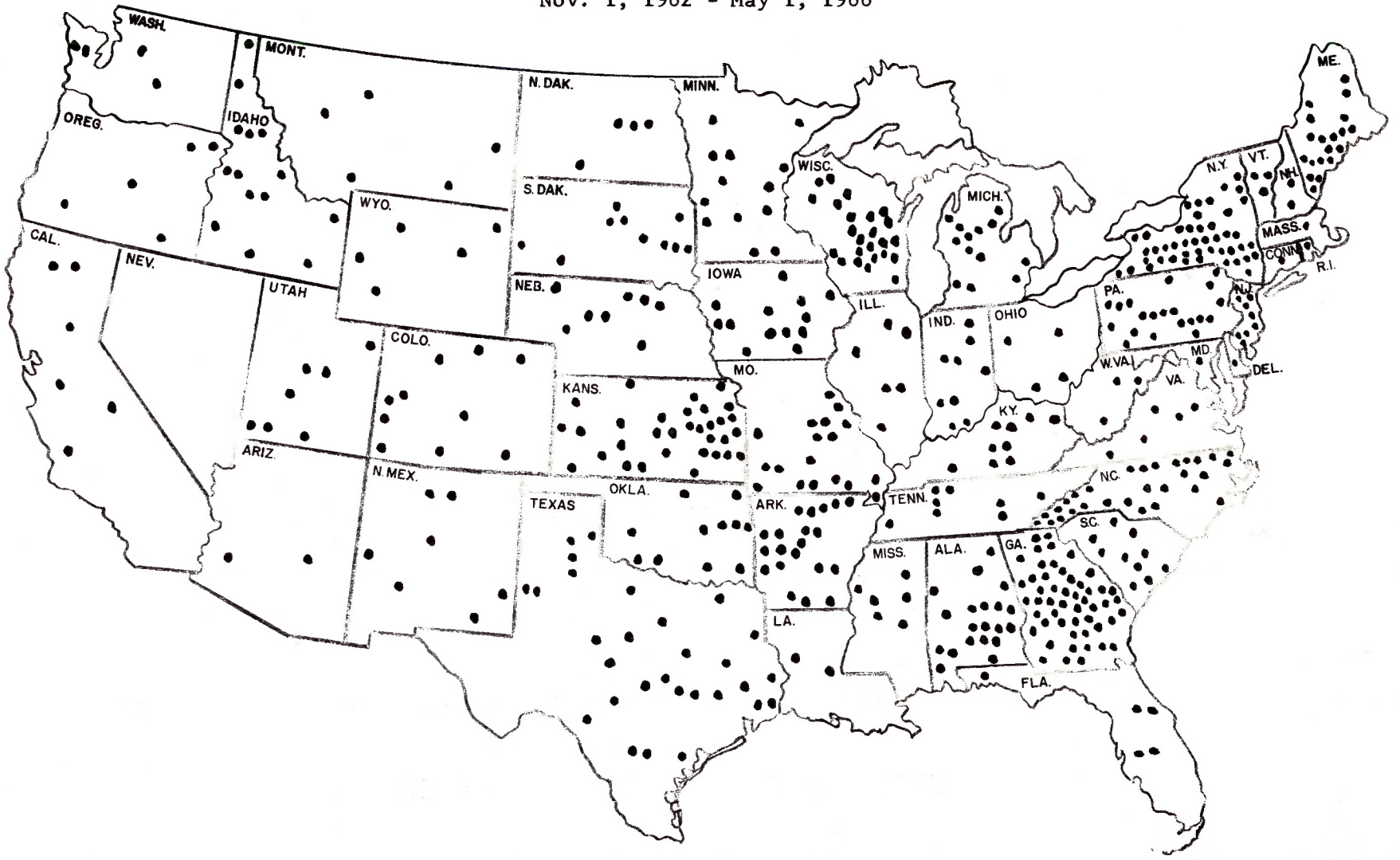
PARTICIPATION IN ACP "G" PRACTICES - FISCAL YEAR 1966
(Midwest States Reporting by June 21)

State	Practice	Areas Included		Extent	Assistance	Est. of Particip'n as Comp'd to 1964	
		Counties	Farms	Acres/Number	Total Amount	Increase	Decrease
		Number	Number		Dollars	X	X
Kansas	G-1	1	1	1.3 acres	$ 110	X	
	G-2					X	
	G-3	19	34	34 structures	38,858	X	
	G-4(1)					X	
Kentucky	G-1	7	11	53 acres	877		X
	G-3	6	9	9 structures	8,143		X
Michigan	G-1 cover	50	200	1000 acres	10,000	X	
	G-1 trees & shrubs	50	120	200 Acres	2,000	X	
	G-2 shallow water	30	40	500 acres	15,000	X	
	G-2 shallow pits	40	70	80 (no.)	21,000	X	
	G-3			500 (no.)	200,000	X	
North Dakota(2)	G-1		240	1445 acres & 994,552 lin.ft.	22,357		
	G-2		48	162,938 cu. yds.	37,880		
	G-3		522	1,627,666 cu. yds.	407,817		
	G-4		31	6,329 rods	7,907		
Ohio	G-1	12	22	86.55 acres	612		X
	G-2	3	3	20 acres	2,022	X	
	G-3	60	241	199 acres	100,295	X	
	G-4(3)					New practice	
South Dakota	G-1	41	117	1,230 acres	13,572	X	
	G-2	1	1	7 ponds			X
	G-3	26	72	92 ponds		No change	
	G-4	11	16	2,430 rods		New practices	
Wisconsin	G-1	43	325	1,171 acres	22,665	48%	
	G-2	45	240	308 acres	111,943		7%
	G-3	57	337	354 (no.)	238,756		23%
	G-4(5)	1	2	12 acres	250	New practice	

(1) Kansas G-4 fencing to provide wildlife food & cover & to prevent erosion
(2) N. Dakota Figures reflect requested cost share assistance
(3) Ohio Improvement of wildlife food and cover (mowing to control invasion of trees & shrubs, releasing wild trees & shrubs of food value)
(4) S. Dakota G-4 fencing to protect existing wildlife habitat
(5) Wisconsin G-4 improving habitat for sharptailed grouse and prairie chickens by controlled buring &/or discing openings.

LOANS TO INDIVIDUALS FOR RECREATION PURPOSES

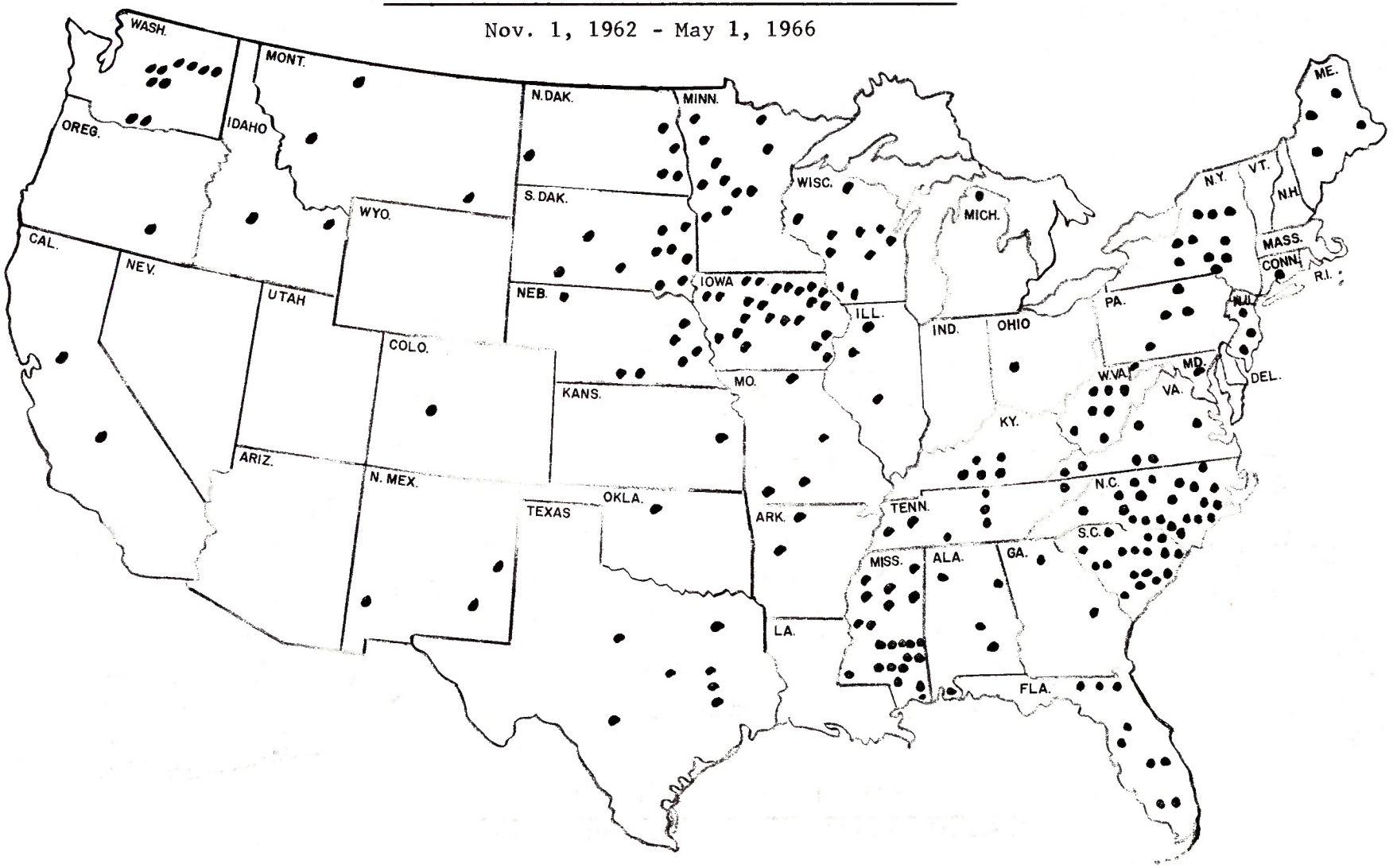
Nov. 1, 1962 - May 1, 1966



U.S. DEPARTMENT OF AGRICULTURE
FARMERS HOME ADMINISTRATION

LOANS TO ASSOCIATIONS FOR RECREATION PURPOSES

Nov. 1, 1962 - May 1, 1966



U.S. DEPARTMENT OF AGRICULTURE
FARMERS HOME ADMINISTRATION

Loans Including Funds for Recreation Purposes

	Farm Ownership, OL & S&W to Ind.		S&W Loans to Associations	
	No. Loans	Amount of Loan	No. Loans	Amount of Loan
Alabama	20	$ 39,440	5	$ 413,000
Alaska	2	5,150		
Arizona	2	35,460		
Arkansas	18	73,340	5	309,100
California	7	65,880	2	445,000
Colorado	10	73,220	1	30,000
Connecticut	1	2,630	1	59,250
Delaware	1	2,400		
Florida	4	85,650	10	1,317,700
Georgia	56	209,800	2	130,000
Hawaii				
Idaho	16	59,120	2	107,500
Illinois	4	16,150	3	163,000
Indiana	12	41,353		
Iowa	18	93,745	25	1,660,780
Kansas	30	82,270	1	12,450
Kentucky	11	49,940	6	824,400
Louisiana	2	3,700		
Maine	21	144,471	3	483,300
Maryland	1	34,100	3	315,620
Massachusetts	1	5,000		
Michigan	12	143,240	1	42,000
Minnesota	15	92,490	11	498,200
Mississippi	5	49,380	24	3,255,900
Missouri	12	103,920	4	1,051,260
Montana	9	69,270	3	53,580
Nebraska	7	14,360	8	1,119,000
Nevada				
New Hampshire	2	57,950		
New Jersey	8	45,940	3	320,000
New Mexico	9	38,190	4	212,000
New York	41	436,910	10	2,074,620
North Carolina	26	272,285	21	3,383,880
North Dakota	4	22,930	5	126,940
Ohio	4	47,280	1	119,000
Oklahoma	13	157,680	2	86,500
Oregon	6	21,650	1	25,000
Pennsylvania	17	61,040	4	517,400
Rhode Island	1	1,500		
South Carolina	12	12,500	18	1,657,070
South Dakota	7	52,980	10	532,390
Tennessee	8	49,590	8	1,015,730
Texas	29	175,815	8	763,900
Utah	5	11,300		
Vermont	4	14,430		
Virginia	7	145,430	6	542,200
Washington	9	54,950	11	996,800
West Virginia	3	13,580	7	1,134,500
Wisconsin	26	77,550	9	970,270
Wyoming	6	12,900		
Puerto Rico	2	39,500		
Virgin Islands				
U.S. TOTAL	546	$3,419,359	248	$26,769,240

MR. BUSHONG: Armbruster being in Ohio, and Elliott being in Colorado, I called them and had several discussions on this. I don't know how you really should approach this as an Association -- I'm trying to be honest here -- but there is this feeling, it's nationwide, that we do have the wrong approach being employed by Agriculture in attacking PL 566 implementation. I've heard it from everybody that, "Now, Clayton, be a good boy and make a little more effort and you can correct these things." Well, Clayton makes all the damned effort Clayton can make and he's about tired making them. This is a two-way street and there are things out there you can correct and things you can't; things you can alleviate and things you can't alleviate; and it's the feeling of your committee that this Association should quit beating around the bush, like almost everybody has been doing in the past, and recognize that the Department of Agriculture is taking a wrong slant on their program and press for a change there. I don't think we are out of line a bit.

That is a slightly shortened version of your committee report. We do have some supplemental materials tacked on the back of it, and I would move that you adopt the committee report.

PRESIDENT MOORE: I second.

CHAIRMAN SPEAKER: Thank you very much, Clayton, for a very fine report and the work I know you have put in it. We all appreciate this very much.

I would like to say at this time, and I'm going to stand corrected if I'm wrong, by our parliamentarian, that when we move to accept these reports this is actually what we are doing, we are accepting the reports. Now, whether we want to move something else, this will have to come through another source. I would like to make this clear that we are simply moving at this time to accept these various reports and Mr. Bushong has moved that we accept the report. President Moore has seconded the motion. Is there any questions at this time? If not, all in favor of accepting this very fine report say aye. Contrary by the same sign. Does anyone have any question they would like to ask Clayton about at this time?

MR. MacMULLAN: I would like to add a word. It's more than the Department of Agriculture, I think, Clayton. There's a feeling in Congress on how this should be conducted, and our Senator Hart from Michigan is sort of an authority on 566, and we went through this about three years ago and set up a review committee to go over this. They looked at a lot of stuff that we have had that has been turned down and they came up with a set of very fine recommendations and just the other day we found it had gone back and was just dropped. I talked to Hart and he was shocked, or he was very surprised, that nothing had been done. We are going to precipitate that again, and this very fine study Committee report has some good recommendations that were never used and we are going to try to revitalize that.

But, to be blunt about it, there is a feeling in Congress that the things we are interested in in 566 are not what was intended, and they are not going to open the door. We've got a couple of projects going to put on a side show and send down to Washington and educate some Congressmen, a gentleman or two most against this. I think likely, Walt, maybe we should consider a resolution on that.

MR. SCOTT: Just wrote him a note, told him I wanted it by 8:00 o'clock tomorrow morning.

MR. GLASER: I would like to make one comment on this identifying recreation, fish and wildlife. We want it to stay the same, but when you get this application of 89-72, you better be able to find out the fish and wildlife and see who's paying what, and what you're paying for. So there's some need to be part of the big party, but we want to be able to identify part of the package when we accept the cost.

CHAIRMAN SPEAKER: That you for your comments. We will pass the podium back to you, Mr. President.

PRESIDENT MOORE: Thank you, gentlemen. We will be looking for you tomorrow morning at 9:00 o'clock.

(Whereupon the meeting stood in recess until the following morning.)

Morning Session, Wednesday, July 13, 1966

MR. COLEMAN: Mr. Armbruster wasn't able to be here today, so to chair this morning's session, we have Mr. Bill Barnes from Indiana. Mr. Barnes.

CHAIRMAN BARNES: Thank you, Dave. I understand that Dan Armbruster, Chief of the Ohio Division of Wildlife, was unable to make his airline connections. I was pretty much in the same predicament up until Monday morning. This brings to mind the predicament of a lady in the state of Tennessee, who requested aid from the local welfare office in that state. It appeared that her husband's project had been cut off and she was seeking relief.

The various subjects that have been included on this morning's session are quite varied. They begin with channel catfish, include a public land law review and then end with in-service training. I think we will all be very interested in the information that we receive.

The first paper is in investigation concerning the use of channel catfish for commercial production, by Dr. Otto Tiemeier, Kansas State University at Manhattan. Dr. Tiemeier is a native Kansan, received his B.A. and M.A. degrees from the University of Kansas and his Ph.D. from the University of Illinois. He came to Kansas State University as instructor in zoology in 1947 and became a professor in 1964. Under his direction the Tuttle Creek Fisheries Research Laboratory was established in 1963, and placed in operation in the spring of 1964. Dr. Tiemeier is conducting various experimental studies with channel catfish.

DR. TIEMEIER: Thank you, Mr. Barnes. As Mr. Barnes said, we have been conducting experiments with Channel catfish for some years now. We think this is appropriate, because we like to feel that Kansas is one of the leaders in the work on channel catfish. The Commission hatchery has been producing millions of channel cat for 30 years, and several years ago we started investigating the possibility of producing channel catfish for commercial purposes, and with the cooperation of the Commission at that time we established the Tuttle Creek Fisheries Research Laboratory. This is an area involving Tuttle Creek Reservoir near Manhattan.

We think the potential for production of channel catfish is practically unlimited. We think we have an ideal animal to work with. We think this for a number of reasons: the channel catfish is a desirable species of fish for

much of the area of the United States; we have an animal we can put into a pond and be pretty well assured that those are the only animal that we are going to have at the end of the season. With the production of many of the other fish for commercial purposes, there are difficulties. I just came back from the World Symposium of Waterpond Fish Culture in Rome and one of the things that impressed me there was the difficulty that they are having with many of their species of fish and keeping them in check. They are using carp in many areas, and other fish, and they are having difficulty with reproduction of these fish in their ponds. We don't have this problem with the channel catfish.

The project that I want to report on is the cooperative project involving a number of agencies. Of course, the Kansas Forestry, Fish and Game Commission has been most cooperative in this work, the Bureau of Commercial Fisheries, the Bureau of Sport Fisheries and the Kansas Agriculture Experiment Station. The land on which our laboratory is established belongs to the Corps of Engineers, so it is a cooperative project.

Now, there are a number of individuals and organizations in Kansas who are producing channel catfish at the present time. My "guestimation" is something over a thousand acres of water is being devoted in Kansas now to the production of channel catfish. It is difficult to get any really accurate data on this because people come around and ask us about this program, and you give them information that you have and then they go home. Maybe they will establish a number of ponds, but unless they have difficulties, you never hear from them.

But you will have opportunity to try some of this product that's being produced in Kansas this afternoon. I want to talk from a number of slides to show you some things and some data that we have obtained in our experiments to date. I hope to have some time at the end of the presentation for you to ask questions if you desire.

Now, we think besides the commercial possibilities that there are other possibilities for channel catfish, and much of our information that we have obtained has been used by the Commission in their channel catfish program. The time that it takes to produce a martketable fish probably is the third year and may possibly be in the second year after these fish are hatched. This, of course, depends on how well the fish grow the first year, and it depends also on the temperature of the water. It seems we get better growth of these fish when the water is warmer. When the temperature goes down, these fish don't grow as well.

So, then, if we can have the first slide we will talk from these slides. Well, this is just a sign showing you that this is the Tuttle Creek Fisheries Research Laboratory and as we said before this is below the dam of Tuttle Creek Reservoir. The next slide, please.

I'm afraid this doesn't show you too well, but we have established here 28 ponds of about one-fourth acre each. These ponds are all lined either with polyethelene or with plastic. We don't recommend this for a person in commercial production, but for our purpose it serves a very definite need, because we can be assured that our ponds are going to be similar next year to what they were this year, and the year previous, and also we can maintain a better water level. In the left hand corner of the photo you can see that we have a metal building that we use for a laboratory, and the storage building and a little

bit about the setup of this. We get our water from the dredge pond down to our left, and we have a pump and an eight inch line running down between the two rows of ponds; we have a four inch line and a valve going into each pond, and we have a four inch line and a valve to drain each pond. So we have absolute control of the water level and the water doesn't go from one pond to the other. Each one of them is a separate experiment, and we have enough of these ponds so we can make replicas of our experiments. We think this is real important to get meaningful data.

We feed them dry pellet feeds. You have there an example of three different kinds of feeds that we use. On your left is the larger feed, and in the middle is an intermediate size feed, about three-sixteenths inch, and on the right we have crumbles. We feed these to smaller fish. When they get up to about five inches, we put them on the three-sixteenths inch pellet. These feeds that we use are manufactured by the milling department at the University, and cooperating with me in this project is Dr. Deyoe, a nutritionist in the Milling Department. I think I'm fortunate in having somebody as qualified as he is to work with me and having the milling department there on the campus to make anything we want, so that is no problem for us. Next slide.

We have tried, of course, to find the cheapest type of feed that we can to feed these fish, and to try to find a combination of protein and energy which will produce the best results. The expensive part of a diet, of course, is the protein. We can get energy real cheap, so if we can bring the protein down to a low level and add energy to these feeds it makes a cheap food. These are the two things that we are trying to accomplish in our feed. Does anybody have any questions now while we are trying to get these slides lined up? (I kind of fouled the projectionist up here, as I had some paper slides and then also I gave him some glass slides, and this makes it difficult for the projecting.)

A VOICE: Can you give me an idea of what you're calling warm water, temperaturewise?

DR. TIEMEIER: Warm water would be 80 degrees. I think our channel catfish do much better at 80 degress than they do at 65 degrees, and I think I have one of these charts that will give you a pictorial review of these data.

A VOICE: What is the temperature of the water coming out of the dam?

DR. TIEMEIER: The water coming out of the dam is about 65 degrees, but we don't get that water directly. The water that comes out of the dam is approximately half a mile from where we get our water. The water that we pump into our ponds probably would be around 75 or 80 degrees.

We tried a number of formulas in our pellets, and had duplicates of these ponds, so that we got an average of the series of ponds rather than one separate pond.

They are using these fish in different ways in the state. There are some, of course, producing fish for the market and selling these fish as marketable fish. There are some permitting the people to fish in some of their ponds and charging them so much to fish and so much for the fish. In some of these cases where they are charging for live fish, they get from 50 to 60 cents a pound, and other places they are charging the people a dollar to fish and then

maybe 40 to 50 cents a pound for the fish they catch. Some of these individuals tell me that people have been real pleased with their result. They can be pretty well assured when they come out there to fish they will have fish to take home with them, and to many individuals this is an important thing.

While I'm thinking about it, there is a paper on the results of several years of our experiments. If any of you are interested in a copy of this, copies are available on the table. (See Appendix III for paper)

The first year that we tried these experiments we tried four different feeds. We fed two of them at 25 percent protein and two at 35 percent protein. The results that we obtained in these experiments were that if we had enough energy at the 25 percent protein level, we had just as good results as we did at the 35 percent protein. We concluded, then, that it's a combination of protein and energy that gives us our results, and that there wasn't any need to use the more expensive 35 percent protein pellets.

And this gave us a lead, of course, in our experiments the next year. We used different energy levels at this 25 percent protein level, and also we tried substituting plant protein for much of the animal protein in our diet. We found that this didn't appear to make any difference, whether the protein was in the form of animal protein or whether it was in the form of plant protein. And this, of course, gave us a cheaper pellet, if we had sufficient energy in these pellets.

We found that we could get good survival in these ponds. The first year our survival was something like 97 percent; we stocked these fish in April and took them out the first part of September, and we felt that this was excellent survival. (I'm sorry we are having this difficulty with the slides. I appreciate this is not the way to present a paper, but maybe if we can get going now I can cut some of this short and we will still get the gist of the paper.)

We are doing some other experiments, too. What we are really trying to do is find out as much about the channel catfish as we can. We've started some experiments in digestion of channel catfish -- how long does it take channel catfish to digest a meal. We don't know this, so now we are starting some experiments in trying to determine just how long it takes these fish to digest the full meal. Also, we don't know how much a fish will eat, and we hope to get some information on this. When we feed them these pellets, how much of this material will they eat? Well, we feed the fish and then get them out and then weigh and analyze this material and try to figure out the digestion time, and also the amount of food. (We will just leave the slides off.)

Well, I was telling you the first year we tried a 25 percent protein level and 35 percent. We found out the 25 percent level was sufficient. The next year we worked on these 25 percent protein levels and we substituted some of the animal protein, using plant protein for the animal protein. We found out the results were equally good. Now, in some of these experiments last year we found out that we got a conversion of almost one pound of fish per pound of food. Now, I appreciate that this is excellent results, and I'm hoping the people don't hold us to this kind of conversion each year.

Now, our food costs vary from 3½ cents a pound to approximately 5 cents a pound. This is the cost of our feed. It wouldn't be the retail cost of the feed -- the manufacturer will add a little bit to this, but not very much.

Many elevators in Kansas are now selling channel catfish feed for around 80 to 100 dollars a ton, depending, of course, upon the type of materials they put in their diet. It's a feed that can be processed by anybody that has a pelleting machine. They don't need to buy feed from a large concern. Any small elevator that has this pelleting machine can make it. We tried to get this information out to all the areas of the state that are likely to make channel catfish feed, so they can go ahead. I think there are precautions in trying to get them to grind this material finely enough so that the fish can utilize it. If they just crack the grain, this is not sufficient. It has to be small -- go through a certain size mesh -- before it can be properly pelleted and utilized by the fish.

We have found that these feeds are efficient and we have found also that temperature is an important factor. We found out with higher temperatures in the summer that the fish do better -- we have better conversions. At certain times in the summer we may have conversions that are less than one to one -- it may take less than a pound of food to make a pound of fish. At other times, it may take more. The first summer we had a cold period in August in which the temperatures decreased considerably. This, of course, decreased the temperature of our water and our conversion wasn't as good. It went way down, and later when the water warmed up a little bit our conversion went back up. So temperature is an important factor and I think will determine the growth of the fish. This will also determine the length of time you would feed a fish. We found in some of our studies at Manhattan and in our ponds there isn't really much purpose in feeding fish after the first of September, because you get very little conversion. Fish get very little good out of it.

In relation to this, I had a student this past year who took a number of channel catfish, placed them in a tank in our laboratory there on the campus and ran just clear charcoal-treated water on them. He put these fish in the first of September and took samples out periodically. He analyzed these fish for protein, for fats and water content. He didn't feed these fish anything until the first of May, so from September to May these fish had nothing to eat.

He also compared this with a group that he put in an outdoor pond where the temperature was the same as the outdoor temperature. These fish also were not fed, and he would compare these two groups of fish in trying to determine the way in which these channels get their energy during September, October, November, December, January, February, March and April. There were eight months when these fish had nothing to eat, and at the end of that period these fish were not in bad shape, either at the outdoor or indoor temperature. He's getting the data together now to determine where the fish get their energy. It seems primarily to be on fat. They utilize the fat in their body cavity, and the protein content doesn't change too much. This led us to believe that these fish don't need this food that they get in the wintertime, even if they eat it.

Just in review, then, we have found that we can feed these fish, that they readily take these pellet feeds, that 25 percent protein is sufficient -- maybe less would do just as well, and we are doing some of that work this year. Maybe we can go down to 20 or 18 percent protein if we have enough energy in the feed.

We also need to have information on the effects of these different feeds on the protein and the fat content of the fish. This is a problem that they had over in Israel in some of their pellet feeding. They found out that the

fish put on too much fat and fat really isn't growth -- what you want is protein -- so you have to have a combination of these things so that the fish will put on protein as well as fat. We have found out in our feeding in the summertime that with the feed that we have used there has been steady increase in the amount of proteins as well as in the amount of fats, so we haven't encountered the problem that they have encountered over there.

I think also as we find out more about the digestion of the fish we will be able to make improvements on the feeding of the fish.

Now, I think for this area, at least, and for further south, that this is a feasible project -- this is a feasible thing. I think the people can do this, and they have produced fish at the rate of 800 to almost 2600 pounds per acre with this feed program.

We also know that you can cause fish to grow in crowded conditions if you give them enough feed. I just seined ponds that I stocked in 1955 with small channel catfish. This was not a good pond, but I seined it the other day and got some fish that were marked. I'd taken out the spine so that I knew these were not strange fish. From this crowded pond, under unfavorable conditions, these fish were weighing an average of only 18 ounces after 11 years. Now, we can produce fish in our supplemental feeding within two or three years that will weigh this much or more. We have tried this feed in over-populated channel catfish ponds where the fish that were four years old weighed maybe a little over two ounces, and within two years of this feeding program with this large number of fish, we were able to get fish out of there that weighed two to two-and-a-half pounds, so this does have a number of applications.

I'm sorry I didn't get to show you the definite data, but much of it is in the paper. If any of you have any questions I will be happy to try to answer them for you.

CHAIRMAN BARNES: Thank you, Dr. Tiemeier. I might say some of these new electronic gadgets are rather difficult to operate. I can just about put one slide in and take it out, and I know that maybe something will come out of it. We have time for possibly one or two questions.

MR. ROSE: What about the table qualities of the pond-reared fish opposed to wild channel catfish?

DR. TIEMEIER: Very good. They are very good, and one thing is you can produce a standard product. It doesn't appear to make a difference in the fish whether they come from muddy water or whether they come from clear water, if they are fed. Primarily what they are going to taste like is going to depend on what you feed them, and if you feed them a standard product you're going to have a good standard fish, and people that have tried these fish have been very enthusiastic about them.

MR. GALE: Do you have any restrictions on the sale of these fish by farmers that produce them in their farm ponds?

DR. TIEMEIER: No. I think Kansas has been rather enlightened about this. The Commission and the Legislature in the last session released all restrictions, so these people are on their own. They can buy fish, they can

sell fish, they can do anything with these fish that they want. There are no restrictions; the state has no control over them at the present time.

This is rather surprising that this would happen, but it did, and I think it even surprised the people that are in the business. They didn't expect this would happen but it did.

I think it's a good thing. They're on their own, so if they have trouble the Commission doesn't have to worry about them. If they have disease problems or something like that, or the fish die, the Commission says, "That's too bad; you better find somebody that can help you". So they have no license. There is no permit, no restrictions, nothing.

MR. STUART: What average weight do you get by September 1st?

DR. TIEMEIER: Of course, this would depend on a whole lot of things. It would depend on the size of the fish you started with. Now, we have some fish this year -- we have only 600 in each one of these ponds -- averaging about 2½ ounces, so by the first of September we may have a fish that weighs 6 or 8 ounces, I don't know. The larger fish and the fewer fish you have, the larger fish you're going to have at the end of the feeding season. We recommend not over 2000 per acre of water, if you're going to get them up to marketable size.

CHAIRMAN BARNES: Thank you, Dr. Tiemeier.

At the present time, we have representatives here from the Coleman Company, Mr. McCarthy and Mr. McElwaine, and I think Mr. McCarthy will tell us something about the tour this afternoon and about your plans.

(Address by Coleman representative.)

CHAIRMAN BARNES: Thank you very much, Mr. McCarthy. Well, we are going to try to get back on schedule. I notice George gave you a half hour for the coffee break, so I think we will be able to catch up.

Next is the Public Land Law Review Commission and its Importance to the State Wildlife Agencies by Dr. Ralph MacMullan, Director, Michigan Department of Conservation.

I understand that the president of our association, President Moore, did assign him to work with Harry Woodward on the committee of the International, so with that I don't believe that we need to give you much more of an introduction, Ralph.

MR. MacMULLAN: Okay. Thank you.

THE PUBLIC LAND LAW REVIEW COMMISSION

And its Importance to State Wildlife Agencies

The Public Land Law Review Commission was authorized by Congress in 1964 (P.L. 88-606). The Commission's purpose is to review the complex of laws, regulations, practices and procedures applicable to the public lands and to report its findings to the President and Congress by December 31, 1968. It may make any recommendations that it deems appropriate and necessary to provide that our Nation's public lands shall be: (a) retained and managed or (b) disposed of, all in a manner to provide the maximum benefit for the general public.

When you consider that approximately 740 million acres of public lands are within the scope of this study, including much of the Nation's most valuable and irreplaceable areas of fish and wildlife habitat, you begin to appreciate the significance of this work.

The P.L.L.R.C. is composed of nineteen members -- six members from the Senate Interior Committee, six members from the House Interior Committee, six members named by the President, and a chairman elected by the other eighteen members. The members are:

Chairman, Congressman Wayne Aspinall of Colorado; Senators Henry Jackson of Washington; Clinton P. Anderson of New Mexico; Alan Bible of Nevada; Thomas Kuchel of California; Gordon Allott of Colorado; and Len Jordan of Idaho; Congressmen Leo O'Brien of New York; Walter Rogers of Texas; Compton White, Jr., of Idaho; John Saylor of Pennsylvania; Laurence Burton of Utah; and Rogers Morton of Maryland.

The public members: Laurance S. Rockefeller of New York; Governor Philip Hoff of Vermont; H. Byron Mock of Utah; Dr. Robert Emmett Clark of Arizona; Dr. Maurice Goddard of Pennsylvania; and Mrs. Nancy Smith of California.

The new law also created an Advisory Council to the Public Land Law Review Commission, consisting of twenty-five members representative of the various major citizens' groups interested in problems relating to retention, management, and disposition of the public lands. It was spelled out in the law that the twenty-five Council members should represent groups such as organizations representative of state and local government, private organizations working in the field of public land management, and outdoor recreation resources and opportunities, landowners, forestry interests, livestock interests, mining interests, oil and gas interests, commercial and sport fishing interests, commercial outdoor recreation interests, industry, education, labor, and public utilities. The make-up of the Council includes representatives from most of these categories. Also included in the Council are representatives from each of the eight federal agencies which has an interest in public land use or disposition. Hence, there is a total of thirty-three members in the Advisory Council. The basic enabling act also provided for the governor of each state to designate a representative to work closely with the Commission and its staff and with the Advisory Council.

Recognizing the importance of the Commission's deliberations, President Bill Towell, of the International Association of Fish, Game and Conservation Commissioners, established a special committee to maintain liaison with the Public Land Law Review Commission and the two advisory groups. Harry Woodward of Colorado is chairman of the Committee, and other members include Frank Groves, Nevada; John Phelps, Utah; Phil Schneider, Oregon; Chester Phelps, Virginia; James Shepard, Massachusetts; James White of Wyoming, and myself.

The Committee has held several meetings in the past six months and has worked closely with John Biggs of Washington, who, in a manner of speaking, has represented the interests of the state fish and game agencies as a member of the Advisory Council. The Committee will recommend to the International in September that the annual dues be raised for the purpose of providing necessary legal and secretarial services on matters relating to the work of the P.L.L.R.C. It is the feeling of the Committee that, in order to be effective in this liaison work with the Commission, we must have legal counsel, preferably in Washington, D.C.

The P.L.L.R.C. held its first joint meeting with its Advisory Council and with the representatives of state governors on March 24 and 25 in Washington. The session was primarily designed to outline the purposes and scope of the Commission's work. Representatives of the many federal departments and agencies which deal with public lands discussed their respective roles in managing public lands during the first day. The second day was set aside for comments and discussion by Advisory Council members and governors' representatives at small group sessions. John Biggs, in unofficially representing the Nation's game and fish departments, suggested six initial areas of study. They were:

1. Study, develop proposals, and make recommendations which will positively restate the inalienable right of the states to conserve, manage, and regulate the use and harvest of resident species of fish and game which occur on public lands, without encroachment or dilution of these areas of authority by federal agencies or in the name of the federal government.

2. To the greatest extent possible and to the greatest degree possible, continue the system of public lands in the common public ownership, and to assure that the natural resources inherent in these lands be used in the best possible public interest.

3. Permanently assure, on a continuing basis, the right of the public, as common owners of these lands, to use them for valid purposes of outdoor recreation.

4. Cataloging or classification of public lands, in order that their best possible use may be attained, defined, and made permanent. It was suggested that, in this classification system, special consideration begiven lands which have a high primary value for wildlife habitat and for outdoor recreation.

5. Study, develop proposals, and make recommendations which will achieve the best, overall administration of these lands at the federal level, and that lands having similar resource values and management objectives be assigned to the management responsibility of federal departments where the least duplication or overlapping of these areas of interest will occur.

6. Standardize administrative procedures in the areas of in-lieu payments to local governments, local government receipt sharing, grazing, and other use fees, and make appropriate provision for their reinvestment in the land; it was also suggested that outdoor recreation user fees be studied, in order that they, too, may be made uniformly applicable and equitable.

A summary of all study topics suggested at the P.L.L.R.C.'s group meetings with advisory Council members and governors' representatives on March 25, were classified under three broad fields of study. They were: (1) Commodities, (defined for this purpose to include all land uses); (2) Inter-governmental Transfers and Transactions; and (3) Governmental Control and Administration.

According to a recent P.L.L.R.C. compilation, some of the most frequently suggested items were:

Commodities

1. Rate of use and availability for use of public lands and their resources, including the allowable cut of timber, use of concessions for providing services on public lands, conflicts between grazing and wildlife use, development of multiple use guidelines, and development of timber access roads.

2. Tenure on grazing lands. Private improvements and management expenditures. Financing and tenure required to assure proper care of the land.

3. Water, including water rights, federal-state relationships, and acreage limitations on reclamation projects and desert land entries.

4. Problems in mineral discovery and development, including "marketability" and the "prudent man" concept, and conflicts between mining and other uses of the land. Reclamation of strip-mined areas.

5. Retention of public lands in federal ownership for recreation use. Policy of reserving and retaining in federal ownership national parks and forests.

6. Rights-of-way and wheeling of power over private transmission lines.

7. Acquired lands generally, with particular reference to lands acquired under the Bankhead-Jones Farm Tenant Act, Oregon and California revested railroad grant lands, Corps of Engineers flood control lands.

8. Development of all Outer Continental Shelf resources.

Inter-governmental Transfers and Transactions

1. Federal payments to local and state governments in lieu of taxes; expanding the tax base, including taxing the interests of lessees of public lands. Revenue sharing as an alternative to direct payments.

2. Differences between Federal and State leasing or sale of resources.

3. Zoning (or classification)

4. Availability of public lands for townsite purposes.

5. Satisfaction of state selections of land in lieu of original grants.

6. Control of hunting and fishing on public lands (State vs. Federal).

Governmental Control and Administration

1. Differences among Federal agencies in resource management.

2. Effect of present ownership patterns on resource management.

3. Appraisals and the application of the equal value doctrine in land exchanges.

4. Methods of controlling use and management of resources (particularly the question of retention vs. disposition of public lands).

5. Relationship between laws and the practices promulgated under the laws.

6. Extent and character of decentralization of decision making -- local offices often lack authority to resolve problems that arise.

7. Appeal procedures -- need for procedures which are less time consuming and legalistic.

8. Procedures for withdrawals.

9. Compensation for private improvements on public lands.

10. Limitations on funding of federal land management programs.

The P.L.L.R.C. held its first regional hearing on June 7, in Salt Lake City. The purpose of this hearing was to hear from users and prospective users of the public lands. Similar regional hearings were recently held in Alaska. Additional field hearingsare expected to be scheduled in other parts of the country.

The next joint session with the Advisory Council and the governors' representatives is scheduled for Denver, Colorado, in mid-September. The law requires the Commission to hold a meeting of the Advisory Council every six months.

As of this date, the Commission's staff has been primarily concerned with identifying specific areas that will require in-depth study. Concurrent with the selection of study areas, considerable emphasis is being given to legal research on the public land statutes and an examination as to how these laws have been administered and interpreted. Only after these "where we are now and how we got there" questions have been answered, will attention be given to "where do we go from here".

It is anticipated that the Commission will contract out a major portion of its resources study program. The first of these contracts was let on June 27 to Dr. Paul Wallace Gates of Cornell University. Dr. Gates, who is generally considered to be the Nation's top authority on public land history, will compile a definitive history of public land policy development. This study will be concerned with the development of public land laws in the context of social, economic and political aspects of our history.

Congressman Wayne Aspinall of Colorado, chairman of the P.L.L.R.C., estimated that contracts totaling $764,000 will be let by the end of fiscal year 1967. It is not expected that the Commission's own full-time staff will number more than fifty people. In that connection, it is interesting to note that Professor Art Smith of Utah State University recently joined the Commission staff as a specialist in range and wildlife studies. This appointment is expected to be well received by conservationists.

While it is impossible to appraise the probable impact of P.L.L.R.C.'s work on the management of wildlife until we know the areas to be selected for intensive study, we do have reason for encouragement. It is obviously the intent of the Commission to involve, in a meaningful way, both the Advisory Council and the governors' representatives.

While it may appear that the make-up of the non-federal portion of the Advisory Council is heavily weighted in favor of mining, lumbering, ranching and other economic interests, I think we can count on people like John Biggs and Pinky Gutermuth to adequately represent us.

It may well develop that our strongest ally, as a group, will be the governors' representatives. This group has, thus far, enjoyed equal status with the Citizens Advisory Council. It is reassuring to note that at least half of the fifty representatives are state officials concerned with some phase of natural resource management -- including men of the caliber of our own Bill Lodge, John Mitchell, Wayne Olson and Mel Steen -- to mention a few.

It is also an impressive array of talent that has been corralled to handle the Commission's staff work. If you and I were filling these staff jobs, I don't think we could find any better qualified people than Milton Pearl, Elmer Bennett, Louis Hermel and Art Smith and their associates.

All of these groups have repeatedly demonstrated understanding and concern over problem areas suggested by wildlife interests. There is also every indication that the Commission is doing a careful and comprehensive job of systematically screening problem areas in deciding upon topics for intensive study. In other words, it doesn't appear likely that wildlife interests will be pigeon-holed or brushed off as unimportant.

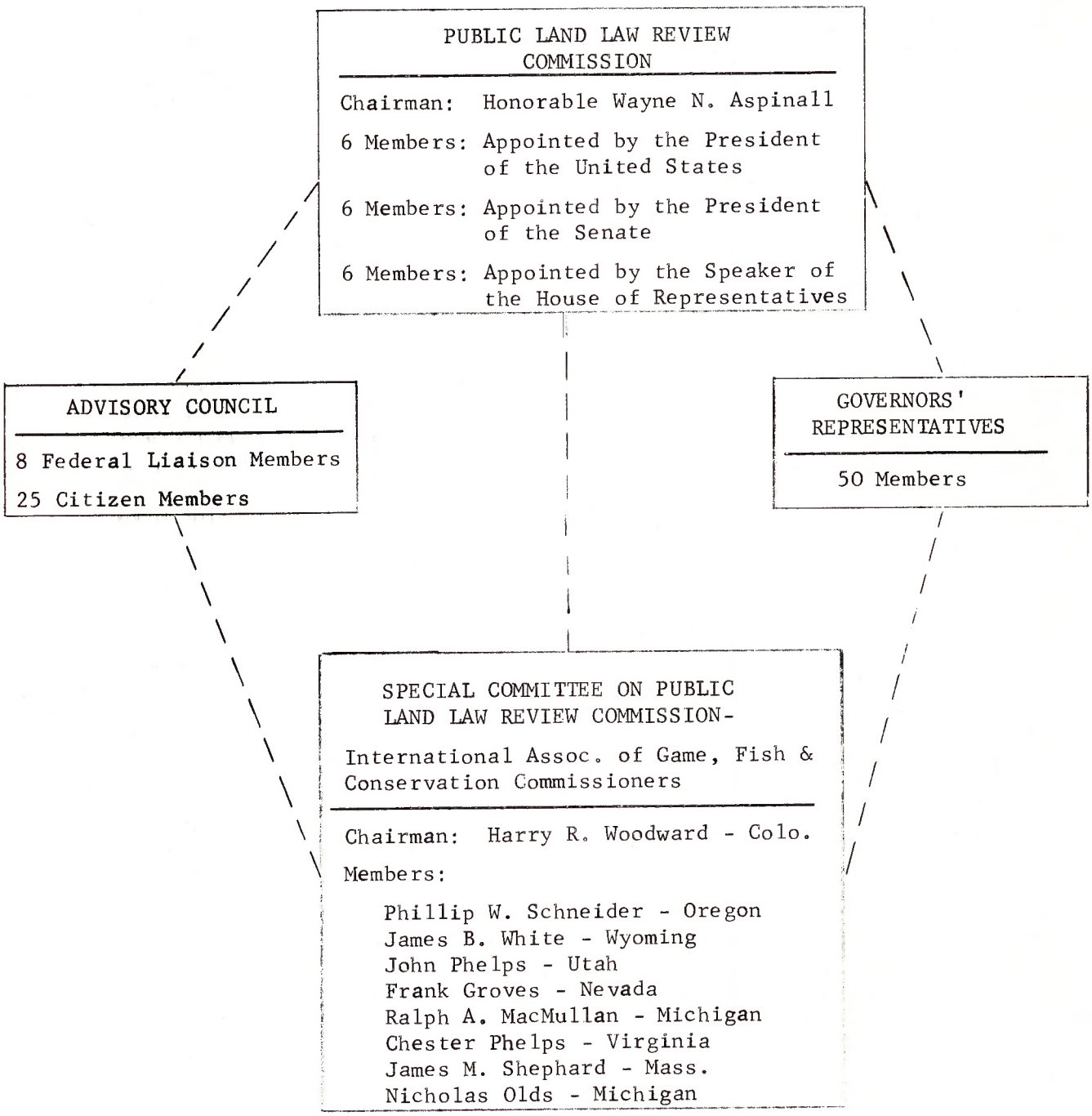
However, this is a tremendous undertaking and we, as state conservation administrators, are in a unique position to assist in this effort. For example, the Commission staff has recently requested the governors' representatives to help in obtaining a bibliography of all available research publications and data summaries of reports dealing with all aspects of the ownership, management and use of public lands. This is an area where our staff people can make a tangible contribution -- especially by being helpful and selective -- by doing their work for them as much as we can.

Above all else, we must be alert and vigilant. It is a certainty that the Commission will receive a barrage of recommendations from powerful interest groups which will be in direct conflict with our policies, procedures, and philosophy in managing wildlife. We've got to quickly identify these problem areas as they develop and, by contacting the Commission staff, the Advisory Council and the governors' representatives, we've got to make our wishes known in a forceful and articulate manner.

I don't know that there is any one preferred channel of communication in making our recommendations known. Depending on our particular situation, it may be desirable to make our wishes known to the Commission, the Advisory Council, the governors' representatives, to the Commission staff, or even to a particular Commissioner. Each of you states should feel free to express yourself individually.

However, as the AMFAG member of Harry Woodward's special liaison committee of the International, I would like to have you keep me informed so that I can go to bat for things that are important to you.

If we are willing to marshall our forces where and when they are needed -- and there are sure to be some hard-fought battles ahead -- there is every reason to believe that the great majority of the recommendations of the P.L.L.R.C. will be compatible with the wise management of our fish and game resources.



CHAIRMAN BARNES: Thank you, Ralph. Are there any questions that you would like to direct to Dr. MacMullan or Gene Gazlay?

MR. ELLIOTT: Not so much a question, perhaps, fellows, but more of a strong enforcement of what Ralph has stated here. I think maybe it should be pointed out that the Land Law Review Commission doesn't give you much advance notice on some of these dates set for hearings. I understand that when they set hearings for Alaska the Commissioner in Alaska had less than a week's notice that they were going up there for meetings in the three major cities. I don't know just where -- Fairbanks was one, Juneau was one, and Dawson was another. At any rate, this more than emphasizes what you stated, Ralph -- you've got to be prepared to hit where it will get most of the western states, more on the west probably than the midwest. This matter of being able to put together some information or testimonial or some sort of presentation at any hearing they may have, certainly puts the monkey on our back, so to speak. We need almost day-by-day conversations on some of the problems they are seeking answers to. At best, we are trying to get ourselves geared out in Colorado to do this, so we can be reasonably intelligent on short notice.

MR. MacMULLAN: That's right. Gene said again last night, in a telephone call from him, and I haven't had a chance to talk to him this morning, but apparently there was a shortage of individual testimony. Probably what we should do is be ready, as states individually, and I imagine other individual groups like the Wildlife Federations. There will be other hearings, I understand, Gene.

MR. GAZLAY: Hearings have been scheduled in lower California, also in northern California, one in Boston, however there have been no dates designated, to the best of my knowledge. It's true, as Bob says, these thus far have been very poorly advertised and as a result the attendance has fallen off. The Commission has made it abundantly clear that they are interested in getting a good cross section, at least individual testimonies from groups, and we would interpret that to mean conservation organizations -- Izaak Walton leagues, others that might be interested in your respective states. They have promised they will hold hearings in all parts of the country.

While I'm here I would also like to say a word about this business of providing legal counsel. This was threshed out at considerable length yesterday in conjunction with Harry Woodward's committee, and it's the feeling of the committee that it looks absolutely urgent that we have counsel, probably in Washington, if we are going to be effective in this liaison work. Harry is delegated part of this responsibility to find out who is available and at what costs to Nick Olds, who is chairman of the Legal Committee. And Nick got one very attractive offer from Mr. Oscar Chapman, former Secretary of the Interior. They have agreed to do this on a one-year trial basis for the International at a fee of $300.00 a month. This is a very token fee and seemingly if the International could, they certainly should take advantage of this.

Incidentally, it's the feeling I gathered yesterday at the Western Association, they feel we should have representation in Washington anyway over and above the needs of this Public Land Law Review Commission. And I gathered although this matter wasn't finally resolved yesterday that Harry's committee would ask the Western Association to dip into their accumulated surplus and provide a sum of

money for this legal liaison work, hoping that the International would match it or come up with some additional amount. And beyond that, they are hopeful that the two associations might be able to increase their dues and fund the legal work on that basis from then on.

CHAIRMAN BARNES: Thank you, Gene.

If there are no further comments, we will have a coffee break.

(Short recess.)

CHAIRMAN BARNES: I understand from your program chairman that much interest was expressed by several individuals on in-service training -- many letters were received asking for some discussion on this matter -- so the rest of the morning will be devoted to a panel discussion on inter-service training programs, with Larry Gale as moderator. We give you him at this time.

MR. GALE: Thank you.

PANEL ON IN-SERVICE TRAINING

Introductory remarks by Larry Gale, Panel Moderator

Welcome to the Panel on In-Service Training. In recent years, every progressive state wildlife agency has recognized the desirability (or necessity) of a continuing program of supplementary training for its employees. This is not merely a matter of providing a working knowledge of the job or a brief exposure to the organization's aims and policies for the raw recruit, although these objectives are important. In-service training is essential in up-grading the qualifications and improving the performance of formally trained and experienced personnel at all administrative levels. As such, the benefits of training are shared perhaps equally by the agency and the individual. This points up one of the problems -- by improving the individual's capabilities, he becomes not only more valuable to us but more attractive to other agencies. Private employers, other states, and especially the federal government, may capitalize on our efforts by offering higher salaries or other benefits to the trainees on whom we have expended time, effort, and money to produce superior performance. This is a gamble, but one that we must take.

Our panel today is well qualified to discuss the assigned subject. Their combined experience is varied and impressive and each is a recognized leader in his field of endeavor. Any one of them could use this entire period to advantage, but we have held the panelists to a few minutes to allow more time for discussion. Our first panelist is Mr. Walter E. Scott, Assistant to the Director of the Wisconsin Conservation Department. Walter has served as a Conservation Warden, Game Management Supervisor, and Editor in the Wisconsin Department. His present responsibilities include coordination of the Outdoor Recreation Act Program, water resource activities, and management planning in the Director's office. Walter will review the history of the Wisconsin training program and discuss present activities and plans for the future. Mr. Walter Scott:

Statement by Walter E. Scott, Asst. to the Director
Wisconsin Conservation Department
Panel Discussion on "In-Service Training Programs"

WISCONSIN'S PROGRAM AT THE

POYNETTE CONSERVATION EDUCATION CENTER

Fifty-four years ago this month Wisconsin conducted its first in-service training school for Conservation Wardens. Three years earlier, in 1909, these men had been put under a Civil Service selection system. The training school in 1912 used experts from the U.S. Biological Survey, University of Wisconsin Biology Department and the state Civil Service Commission in a program hailed throughout the country as the "Wisconsin Idea". At the conclusion of this school the men were rated on their past efficiency, ability, knowledge and health. Significantly, that year also was the first in which a Conservation Warden started a conservation education lecture program in the public schools using the best visual aids available.

Over the past half-century the Wisconsin Conservation Department has conducted many training programs of various kinds for its employees. One in which I participated some thirty years ago particularly comes to mind because of the detailed set of questions we had to answer after the lectures. Some of the early sessions were held in the Assembly chambers at the Capitol, and after three days of lectures, I recall that our tallest forest ranger had to go home in bedroom slippers because his feet were so swollen. He hadn't sat still that long for years! But even at that time the training had become interdivisional in nature, although the most common form still was specialized to personnel of a single division and their problems.

In recent years we have reorganized facilities at the old State Game and Fur Farm at Poynette and established a Conservation Education Center there through the Information and Education Division. Under Superintendent Art Jorgensen, their Education Section led by Bob Ellingson, and with local supervision by Rudy Teschan, created exhibits, tour trails and programs aimed at both the public visitor and training for our permanent personnel totaling approximately 1,200 individuals. The natural turnover alone on so large a staff calls for continuous indoctrination of new personnel and retraining of the oldtimers as new techniques and expanded activities call for good administration and efficient public service.

About three years ago Conservation Director L.P. Voigt appointed a special committee containing representatives of most all field action divisions with the responsibility of recommending revisions for improvement of our in-service training programs. As a result of their proposals, we now conduct two recruit training sessions each year in February and September as well as a number of schools for permanent personnel from stenographers to top administrators. Generally, these sessions run over a three-day period and the goal is to bring together personnel from several divisions to help acquaint them with each other's work. However, there still are more specialized training sessions aimed particularly at a single group such as mechanics, or a single purpose like safety on the job. Also, most every division continues to have gatherings of its own personnel at regular intervals to talk over problems in carrying out their action programs.

We believe that our efforts in this field have been successful and are paying dividends in better service to the public. So far as Wisconsin is concerned, the Conservation Department's training programs are used as an example for other state departments to follow. In spite of this, we are well aware of some shortcomings which are scheduled for solution in the near future. These plans will be discussed later. Now, for a brief look at the type of programs conducted at present.

The schools for new employees include 30 or more from each of six field action divisions. The primary purpose is to acquaint them with work of divisions other than their own and the overall purposes, policies and procedures of the Conservation Commission and Department. Besides tours to see the main office and field demonstrations, visual aids of all kinds are used to give them an historical understanding of organizational relationships, civil service rules and procedures, ethical concepts, financial administration and functional assignments. They are encouraged to tell experiences of their work in divisional assignments and to ask questions.

Supervisor in-service training programs have been divided into two major groups for managers in grades I and II and for field Area Supervisors in the five area headquarters. Some of these groups may run almost 50 at a time and in both schools there is special stress on such things as public relations techniques, interagency and interdivisional coordination and recent developments in new assignments from the Legislature. Again, personnel from most all divisions are brought together for cross-fertilization of ideas, and questions on department policies and procedures are encouraged. Besides a review of administrative details, there are talks by both the Conservation Director and Personnel Officer.

One of the most recent sessions for managers included such subjects as "Dos and Don'ts for Radio and TV Appearances", techniques for writing letters, news releases and articles, as well as procedures for running meetings, use of visual aids, and taking good photos. Speakers recruited from outside the Conservation Department staff presented advice in fields where they were considered experts. The school for Area Supervisors contained such subjects as "Legislative Backgrounds", and discussion of good public administration and public relations through proper use of the telephone.

Wisconsin may be one of the few states which conducts a special training school for clerical employees including first the secretary-stenographers and later the stenographers II and III. These sessions usually run over parts of two days and feature highlights on department programs, personnel guidelines, procedures for secretaries, proper telephone procedures and a panel of administrators who make pertinent recommendations. As with other groups attending the courses, clerical personnel also are given a tour of facilities both at Poynette and the Madison headquarters because many may not have seen the entire layout from the Director's office to the many special service sections.

Among the most important schools conducted are special ones for mechanics and for driver training and first aid. In the former, experts on car and truck maintenance are brought in from several factories to explain details and in the latter, key personnel are trained at Poynette to carry on similar training in the several areas. Besides these, it is traditional for the field action divisions to carry on their own training sessions and some even have developed

to the point where they plan an annual banquet with recognition awards for outstanding contributions. Some of these are held at the Poynette Conservation Education Center and others elsewhere. In addition, there are area meetings on hunting and fishing regulations in connection with the Wisconsin Conservation Congress and area Boat Safety Clinics conducted by the Conservation Wardens.

Wisconsin's future for in-service training seems bright according to present plans. Possibly most significant is the proposed improvement of the Conservation Education Center at Poynette with dormitory and adequate kitchen facilities now lacking. Consideration is being given to a training school for new personnel running as long as three months with on-the-job training in several divisions for two weeks at a time. Also, there is a hope all personnel could be brought in for a refresher course at least every two years and a program is even being planned for Division Chiefs. Our long-range goals call for training of Assistant Managers in the near future and continuation of the interdivisional advisory committee in this operation. It is standard operating procedure to evaluate each of these training sessions and we are making improvements regularly.

In conclusion, it is good to be able to announce that Wisconsin's Bureau of Personnel has authorized new positions of Training Officer I and II which we will be able to utilize in this important work. For both new and old employees we expect to continue to give them the latest information on techniques in public relations methods, program planning and activation of administrative procedures. At the same time, we will continue to try for the ideal: to give all our personnel some good ethical concepts, an appreciation of the importance of their chosen work to human welfare and the inspiration which is so necessary for outstanding performance.

MR. GALE: Thank you, Walter. Our next panelist is Mr. Merrill L. "Pete" Petoskey, Supervisor of Education and Training for the Michigan Department of Conservation. Before assuming his present position, Pete's experience in Michigan included assignments as a game biologist, farm planner, game supervisor, P-R coordinator, waterfowl specialist, and Superintendent of the Higgins Lake Conservation School. Pete will review training in Michigan from its discontinuance during the austerity program to its revival with the reorganization. He will elaborate on the types of training provided and the requirements of a successful training program. Mr. Merrill "Pete" Petoskey:

PANEL ON IN-SERVICE TRAINING

Remarks by: Merrill L. Petoskey, Supervisor
Education and Training Section
Information and Education Division
Michigan Department of Conservation

During 1963 Governor Romney appointed a committee to review the activities of the Department of Conservation. One of the needs apparent within the Department and emphasized by the committee, was employee training.

The following quotation is taken from the Study Committee report:

"The Committee was appalled to learn that the first victim of the department's "austerity" program was the in-service training or employee orientation program. After six years of this lack, it is apparent that far too many of the Department's field employees -- who meet the public --

do not understand Department policies, cannot explain them to the public and sometimes are afraid to defend their Department for fear of executive rebuke.

"We recommend that the Department immediately re-establish a comprehensive program of training its employees. It must educate its own people before it can 'sell' the public."

An ad hoc committee of three was appointed to prepare recommendations for reinstituting an employee training program. To prepare ourselves, we solicited suggestions and ideas from our own employees, reviewed the training philosophies of several major industries and several state, provincial and federal resource agencies. We also received the help and cooperation of the Training Division of the Michigan Civil Service Commission.

Training is primarily a management responsibility. Unless management approves, initiates, encourages, and supports employee development, very little training is likely to be carried on. The attitude and leadership of the chief executive are extremely important. Training cannot be carried on successfully at the field level if it is given but lip service from those at the administrative level.

A training program is a continuing process and costs money. Business, industry, and other public agencies traditionally have recognized that a training program results in improved public relations, services, and increased profits for a private company. We are not interested in monetary profits but we are interested in increasing our value as resource managers. The foundation of a good public relations program is based on the employee. He is the internal public with whom we must start if we are to keep the many facets of the general public well informed.

Therefore, our training program has four major objectives. They are:

1. To develop more competent employees by keeping them well informed and challenging them with new ideas and techniques to build their confidence and enable them to do a better job.

2. To assure continuity of leadership through the exposure of resource specialists to supervisory or managerial training commensurate with their potential to advance within the Department.

3. To encourage the continual up-grading of the professional competence of Department employees.

4. To provide Department personnel with assistance and materials to enable them to do a more effective job in public relations and education.

We recommended that the training program should be the full time assignment of a Training Officer to insure the development of a continuous training pattern. Currently, the Chief of the Information and Education Division is the Department's Training Officer, which does not completely fulfill this recommendation.

We recommended that a Training Committee be appointed to oversee training within the Department. The members must demonstrate interest, initiative and enthusiasm for the training philosophy. This recommendation is fulfilled because our Training Committee consists of the Deputy Directors in charge of Administration, Staff and Field. A new Deputy, in charge of Recreation, was appointed July 1. I expect that the Director will assign him to the Training Committee. Other committee members are the Chief of the Personnel Division and the Training Officer, serving as Chairman.

In order to accomplish the above-stated goals, we recommended various types of training. These will be outlined briefly with comments on accomplishments.

Orientation. New employees, due to the scattered nature of our field force, seldom start work as a group. Consequently, job orientation is the direct responsibility of the immediate supervisor. We recommended that:

(1) Supervisory personnel be given specific training in employee orientation to insure uniformity in preparing the new employee for his role in the Department. During 1965, 196 of our middle management supervisors attended week-long sessions at the Conservation School. Subject matter included orientation plus many of the other necessities of a good supervisor. "Management for Supervisors", first developed by the Federal Aviation Authority, was used as a text.

(2) Each employee is presented with a booklet containing descriptive material outlining Department history, purpose and organization. We hope to soon furnish a packet which will include personnel policies and procedures, and a code of ethics.

Supplemental orientation. An additional orientation session is recommended for all new professional resource managers (officers, biologists, foresters, park managers) and others showing leadership or advancement potential. This is for all qualifying employees hired during the previous year and supplements the on-the-job orientation given by the supervisor at the time of hiring. Currently, we are working on subject matter for a class of about 80 hired since July 1, 1964.

Technical conferences. This is a traditional annual session held by most of the Divisions within the Department. Training deals with new techniques, programs, procedures, and developments essential to job competence.

During the past year, 13 of the 14 divisions of the Department, as of January 1, 1966, held a technical session.

Incentive training. Employees are encouraged, through full or partial reimbursement, to participate in job-related correspondence courses, workshops, institutes, and formal college training. Participation requires the approval of the Training Officer and Civil Service. This improves the talent reservoir in the Department and enhances the employee's competence.

Twenty-eight employees participated in self-development training last year. In addition, a number of our permanent employees have earned advanced degrees while continuing work on their assigned job.

Total Department session. Based on the procedure of other agencies, states, companies, and the desires of the full time employees surveyed, a total Department annual meeting, on a Regional basis, is a necessity. This is a reorientation for older employees and an opportunity to build Department esprit de corps and rapport. All employees come in contact with top executives and are brought up-to-date on problems, programs, and progress with which an employee will identify.

Our last session followed the 1965 deer season and over 99 percent of our employees were given the principles of basic ecology, forest and deer management, and public relations.

Cross training (temporary job assignment). In order to develop understanding and increase the knowledge of supervisory personnel with potential for advancement, work experience should be assigned in Divisions or sections other than that for which they were hired. No threat to Department programs would be involved because the responsible supervisors would be present for advice in a particularly difficult situation. We've done nothing in this line yet except think about a pilot study in one of the districts.

An informational bulletin was reestablished to help provide better communication among Department personnel. This creates a sense of belonging in our widely scattered employees. This type of communication, strongly recommended by our employees, is used by industry and other public agencies. Our publication is called "Topics" and comes out every two weeks along with the paychecks.

Integrated training. Part of my section's responsibility is to help teachers learn more about natural resources so they can use this information in the subjects they teach. We have found that many of our technicians tend to narrow their thinking relative to the broad spectrum of natural resource management. During the past two summers we have integrated over 200 of our employees with the school teachers. They are given the high points on resources from geology to recreation. This training has been well received by both employees and teachers.

Recruit officers training. Currently, we have a class of over 30 recruit officers in training at the Conservation School. Their training consists of approximately 10 weeks in the field, working with veteran officers, which is supplemented by six weeks of classroom training.

Inter-Divisional training. Plans are ready for sessions, scheduled in September, to familiarize many of our field employees so they may better cooperate in law enforcement. In turn, the law officers during other times of the year, receive training so they can better cooperate with game and creel censuses, migratory bird law enforcement and the like.

In conclusion, it is worth repeating that the Department is vitally interested in the performance of every employee. Our program is based on the tenet that there is no substitute for performance. Dissemination of information and promotion may supplement performance, but it can never replace it. The quality of the public image experienced by the Department is directly proportioned to the degree of performance of its employees in dealing with the Department's many publics -- "consumers". Hence, the imperative need for a sound training program.

MR. GALE: Thank you, Pete. Our next panelist was to be Mr. Ray Wells, Personnel Officer for the Missouri Department of Conservation. Mr. Wells lost his wife this week and as his substitute we have Mr. Ed Glaser, Planning Officer for the Missouri Conservation Department for the past 2 1/2 years. Earlier he served in several positions in the Forestry Division. I give you at this time Mr. Ed Glaser.

PANEL ON IN-SERVICE TRAINING

How To Sell A Promise

By: Ray M. Wells, Personnel Officer
Missouri Department of Conservation

Presented by: Ed Glaser, Planning Officer
Missouri Department of Conservation

In our zeal to cope with ever-increasing complex conservation problems, are we inadvertently overlooking a very basic need for increasing employe effectiveness and maintaining employe enthusiasm, cooperation, and loyalty; traits that are

synonymous with effective job performance and so vital to the success of our agencies? In my opinion, we most assuredly are, unless we have an effective in-service training program embracing not only orientation, but also the more abstract interpersonal relationship skills basic to supervisory and public contact effectiveness.

In support of Conservation's traditional role of public service -- an image, incidentally, that attracts many competent people to our ranks -- do we not have a responsibility to provide our personnel with the climate and opportunity to develop as a whole person? Only with a high degree of feeling for people as individuals can they effectively sell our programs. In a public contact agency is this not paramount?

We think so in Missouri. We want our people to grow and we want to assist them to grow. This philosophy is reflected in our training program. Its major segments are:

ADMINISTRATIVE SEMINARS It is generally agreed that if training is to be fully effective, it must include top administration. We annually schedule three-day workshops for our Administrative Staff. These are developed and presented by professional management consultants and deal with communications, human relations, and related management skills. An Administrative Staff that participates in self-improvement workshops understandably should be more receptive to training for their own personnel. We find this refreshingly so.

CONSERVATION AGENT TRAINING This four months program is now accepted by Central Missouri State College for 20 hours college credit. It involves intensive orientation and training utilizing the services of our technical and professional personnel. Its segments include training in Game and Fisheries Management, Forestry, Communications, Human Relations, and Law Enforcement techniques. The training depth and intensity is such that our trainees are normally qualified for field responsibility upon graduation.

NEW EMPLOYE ORIENTATION Each six months we conduct a new employe orientation session of 13 working days. First the trainees are given a broad picture of our division and section operations by our Administrative Staff. Following this background instruction, they visit various field operations with field supervisors in charge. Upon returning from the four days afield, they participate in Communications and Public Relations Sessions including a public speaking critique. As a wind-up, they spend three days in intensive study of enforcement techniques and the regulations-making responsibilities of our Department. We feel that this training and association with other personnel soon after initial employment helps establish a pattern for effective inter-departmental cooperation.

COMMUNICATIONS AND HUMAN RELATIONS WORKSHOP This segment of our in-service training is held twice a year for non-supervisory public contact employees. A maximum of thirty participants are scheduled for the three-day session. To date, nearly 100 of our personnel have participated. The training involves human relations and communications problems, public speaking and letter writing. The workshop method is followed throughout with active participation in case studies, committee deliberations, and evaluation of pertinent training films. A recognition dinner for participants and the Administrative Staff concludes the workshop, with the Director awarding certificates of recognition to all participants.

SUPERVISORY WORKSHOP At least once each year a supervisors' workshop of four days duration is held. This is another trainee-participation seminar utilizing case studies, role playing, committee discussion, and evaluation of special training movies. Each participant also chooses a pertinent topic on effective supervision and prepares a fifteen minute presentation based on material gleaned from appropriate textbooks. Thus far, 70 supervisors have participated. Needless to say, we feel the training effectiveness reflected in a better understanding of supervisory responsibilities, and significantly, a smoother operation of our field units.

This is a resume' of our current training program. Through it we seek to provide the climate for developing our personnel to their fullest potential. Because in reality -- does a man ever reach the point where he can afford to stop learning? Where no situation is new to him? Of course not; no man ever lived long enough for that and no man ever will because learning sparks enthusiasm and without enthusiasm, little would be accomplished. All men work toward maturity; toward fulfillment; and we believe it to be our duty to assist people on that road. Only then can we increase their total capacity for contribution to our Department, to the sportsman, and to our state.

In the final analysis, the degree of any man's success as executive, manager, supervisor, fieldman, or what have you, depends upon his ability to work among people. We emphasize the word degree because "success" is only relative. No matter how successful we may consider ourselves to be, if we are intelligent adults, we recognize areas and situations in which we would like to be even more successful.

If we are a manager or a supervisor, the quality of interpersonal relations that stem from our attitudes can determine whether we secure from the people reporting to us that rare and desirable response called "voluntary cooperation" ... or whether we are compelled to resort to "enforced obedience".

If we are fieldmen or in any other capacity requiring no responsibility for the performance of others, our own attitudes -- and our understanding of those of the persons with whom we deal -- can make smooth our relations with our supervisor, our fellow-employees, and other business contacts.

These skills are all the more vital to our agencies and our personnel because conservation is an intangible. It cannot be demonstrated like a vacuum cleaner. Our prospect cannot be taken for a ride in a new model. In fact, selling our product is dependent upon the very least effective means of communication -- pure words; spoken by us and our personnel.

Since our product cannot be comprehended except through verbal communication by our representative, plus the impression he gives, we begin to see something else in operation that is extremely important to us. This "something else" is confidence. It is possible to buy books, bicycles, binoculars and baby carriages without ever especially trusting or liking or for that matter, even noticing the man who sells them. These things sell themselves. But our product does not sell itself. Actually we are selling a promise and an ideal. Our prospects must believe what we tell them about it. The attitudes and behavior patterns of our fieldmen must produce a total impression of trustworthiness if they and we are to be successful. When a citizen has completed his silent and perhaps subconscious appraisal of what lies behind the words our man is saying we want his evaluation to be:

"I like this guy. I think he's to be trusted. I think the Conservation Department will do what he says it will." We know our product is the best. We also recognize that the best of products will have limited acceptance if our representative lacks human relations skills. Hence, our training seminars are based on three premises:

1. Inter-personal relationship skills are vital to our effective functioning.
2. We rarely achieve perfection in these skills.
3. Greater skill is attainable through effort.

Our in-service training is structured to develop perceptiveness and receptiveness in our personnel. We strive thus to help them achieve:

1. An awareness of need for improvement
2. Desire to improve
3. Plan of improvement
4. Practice

Clearly then, the ultimate success of any carefully conceived, technically sound Conservation Department project is dependent almost entirely upon the communications and human relations skills of its field personnel. The best of technical programs will have limited success when the front line personnel are unable to achieve the "transfer of confidence" the public demands before it buys.

Admittedly, this seems so obvious as to be a truism. What's the problem then? Well, frankly, the problem is this -- 9 out of 10 field men have been technically trained in almost any field but communications and human relations. But, don't field personnel ultimately, through experience, learn these skills? Certainly, they can and do. But what about the public's toes trampled in the learning process? What about the lack of public support while our man is learning? These are points to ponder. While we pondered, we noted positively that our field personnel ultimately achieve skill through experience. Even so, why not provide training programs geared to enhancing the public contact skills. The idea seemed challenging. So we began implementation of the interpersonal relationship skills segment of our in-service training.

Our guiding philosophy has been a fusion of the old and new. For the old, we span some 500 years for Galileo's perceptive observation, "you cannot teach a person anything; all you can do is help him find it within himself."

Truth is timeless, but a more modern bit of our underlying philosophy comes from a renowned psychologist who astutely observes that "the basis of all learning is the striving by the individual to lessen anxiety by mastering problems as they arise."

These philosophies guided the structuring of our communications and human relations seminars. We emphasize case studies, role playing, individual and committee deliberation to master problems posed. The case studies present practical problems in communications and human relations regularly confronted on the job. Training is structured to maintain a level of frustration and anxiety conducive to effective learning.

We do not actually utilize a teacher or instructor per se. Instead, a moderator works quietly in the background maintaining time schedules and eliciting and encouraging participation when it lags.

Obviously the workshop method derives its effectiveness chiefly from a permissive climate that encourages trainee participation and sharing of viewpoints. Participants from diverse assignments offer breadth and depth to the discussions. Therefore, we schedule our trainees so that we have representation from all Departmental divisions.

Though originally planned chiefly to enhance workshop discussions, we find this integration has contributed markedly to an easing of rivalry and misunderstanding between units and individuals. Perhaps this achievement represents a major benefit from the training. In any event it is a testimonial to effective communication as a panacea for misunderstandings based on inadequate information.

The effective manner in which communications and human relations training can encourage a high degree of feeling for people as individuals is reflected in an observation of the late Dr. Albert Schweitzer who noted that: "We wander through life in a semi-darkness in which none of us can distinguish exactly the features of his neighbor; only from time to time, through some experience that we have with our companion, or through some remark that he passes, he stands for a moment, close to us, as though illumined by a flash of lightning." We strive to achieve this level of understanding and perceptiveness through our training program. Thus far, we've experienced encouraging indications of success. As a result, training has now assumed a more significant role in the administration of our Department.

MR. GALE: Thank you, Ed. Our final panelist is the well-known Director of the Illinois Department of Conservation, Mr. William T. "Bill" Lodge. Bill has had a broad background of experience as a general contractor, engineer, farmer, and vice-president of the Vio Bin Corporation. He was the first executive secretary and past Central Zone Director of the Illinois Federation of Sportsmen's Clubs. He also served on the Board of Directors and as president of Illinois Division of I.W.L.A. Mr. Lodge will discuss the early history and revival of training in Illinois, some of the problems encountered in his department, and his evaluation of training from the viewpoint of a Director. Mr. William "Bill" Lodge:

PANEL ON IN-SERVICE TRAINING

Remarks by: William T. Lodge, Director
Illinois Department of Conservation

I do not know why I was invited to appear on this Panel for the discussion of In-Service Training in Conservation Departments. I rather suspect that it was due to the shortness of time and to the fact that I was available for the assignment. I am certain that the State of Illinois has not been so successful in an In-Service Training Program as to warrant the request that we come here and tell you about it.

Until five years ago In-Service Training in the Department of Conservation of the State of Illinois could be characterized as being sporadic and ineffectual. I know that in the middle 1930s In-Service Training Programs were instituted for the Law Enforcement Division of the Department, that they were carried on for a

period of one or two years, and then abandoned. Again in the late 1940s In-Service Training was instituted for law enforcement personnel, was carried on for a period of about three years and then abandoned in the early 1950s. Probably a good deal of the lack of enthusiasm for In-Service Training at that time was due to the fact that those who were conducting the training knew that trainees with whom they were working would be replaced by other men immediately upon the change of an administration due to political considerations. Then in 1956, the Personnel Code was established in the State of Illinois designed to prevent the wholesale turnover of all personnel in State Departments with administration changes.

There was a change of political administration in Illinois in 1961. This was the first test of the new Personnel program in the State. Within a few months it became apparent that the mass turnover of personnel that had always accompanied a change of administration in the past was not going to happen again. At that time we determined that we should again consider the In-Service Training Programs for personnel in order to try to improve the efficiency and effectiveness of the operation of all sections of the Department.

Since, as you know is always the case, funds were scarce for the carrying on of a program of this type, we determined to start with the personnel which we felt were in the greatest need of such In-Service Training. We selected the Division of Parks and Memorials to be the first to conduct In-Service Training.

We started this program with these ideas in mind. First, In-Serice Training is the education, training and knowledge obtained while doing daily work, by contact, vision, instruction or experience. That it might be defined as those planned activities, education and experiences which enable and equip the employee to do a more effective and efficient job through the acquiring of knowledge, understanding, skills and attitudes. Second, In-Service Training should enable employees to improve their knowledge of the Division for which they work. It should enable them to improve their ability to perform their daily duties. It should make them think before they act. It should make them plan before they perform. It should enable them to understand and get along with people. It should develop loyalty to themselves and to those for whom they work. The overall objective of any In-Service Training Program should be better service to the public. Third, that all employees of the Division should be brought into In-Service Training Program. A patronizing attitude which looks only toward the training of the subordinate overlooks the importance of training for all employees of all grades, in order that there may be a common objective and a common purpose backed by all the essentials of true cooperation.

Our first In-Service Training School was held in 1961. It consisted of five days of training in various subjects connected with park work, ranging from custodians' records and reports, and purchasing procedure through simple fundamentals of landscape architecture and care of trees and shrubs, fundamental park planning, planning and scheduling of park work, sanitation and water supply, road maintenance, operation and maintenance of equipment, through human relations and public relations. The schools have been held at locations where the men could be quartered and fed, as a group, and where rooms were available for the conduct of classes. The personnel conducting the instruction has been about evenly divided between members of our own Department staff and outside members from other organizations, both public and private. People from outside our own Department have come from other agencies of government, such as the State Police, the Illinois State Health Department, the Cook County Forest Preserve,

the State Natural History Survey, the State Division of Highways and various county and municipal park districts. Other organizations that have helped us in furnishing instructors are many, such as the Illinois Bell Telephone Company, the American Red Cross, the Boy Scouts of America, the Caterpillar Tractor Company, the Toro Manufacturing Company, and various others. We have had excellent cooperation from industry in supplying us with men of high calibre to give instruction to our personnel in various matters in which these men were experts.

This In-Serivce Training School for park personnel has been continued on an annual basis since its start in 1961. We have now held six training schools for this personnel of our Parks Division and feel that they have been invaluable. Approximately 100 are present at all of these sessions, and include practically all permanently employed personnel working in the operation of our parks, from the Supervisor of Parks down through the Park Ranger Ones, which is the lowest certified classification that we have.

After two years of operation of In-Service Training for our Division of Parks, we thought that the results justified the extension of this type of training to other Divisions of our Department. Therefore, at that time, we established a similar program in our Division of Law Enforcement. We have now conducted three annual In-Service Training Schools for this Division, and are now setting up the program for the fourth such school to be held in September of this year. Because of the undesirability of removing all law enforcement personnel from the field at the same time, we established the program of this training school on the basis of three-day training and divided it into four sections, each attended by one-fourth of our law enforcement officers.

In setting up a program for the school for law enforcement we have given more emphasis to furnishing information to them about the operations and the details of the other divisions in our Department. We felt that there was a lack of knowledge on the part of our enforcement officers in the field of the operations of these other divisions and of the programs, plans and ideas that they were trying to carry out. Because of this emphasis on inter-departmental information, we have used fewer outside instructors in this training program than we have in the one for our Parks Division. We have utilized personnel from the Attorney General's Office, from the federal enforcement agencies, from the State Police, from the Office of the Court Administrator, from the Chicago City Police Department, and from the United States Coast Guard. We are confident that this In-Service Training Program for our Law Enforcement Division is well worth the time, effort and expense that is put into it.

This describes briefly our experience in the last five years with In-Service Training Programs in the Illinois Department of Conservation. Now we may ask what has it accomplished? It has given the employee of the Divisions in which we have conducted In-Service Training a feeling that the administration of the Department is interested in trying to provide them with the knowledge and the tools to do a better job. It has provided these men with an opportunity to receive information and instruction in many fields which they would not otherwise have had. It has tended to remove localism and provincialism from the thinking of our employees, to acquaint them with the problems of the State as a whole, and to make them realize that they are part of an organization which is working to provide better service to the public throughout the entire State. It has given them an opportunity to meet together and to exchange ideas of their own, and to bring their ideas to their supervisors and to the administrative personnel of the

Department. This alone has increased morale and made these employees feel that they are an integral part of an efficiently functioning organization.

We are happy with the results we have achieved. We intend to continue this program in the future. The question now is when we can extend In-Service Training to the other Divisions of our Department.

MR. GALE: Thank you, Bill. We have purposely kept the panel presentations short to allow time for discussions from the floor. I hope that each of you will take an active part in the time remaining for this panel. The session is now open for comments or questions.

MR. ELLIOTT: First, let me say I think these gentlemen certainly outlined some very fine training programs for their respective departments. It kind of makes ours look pretty sad. I would like to ask, first, of any member of the panel, maybe all of you -- I note that you said that you called in some additional people to help, but are most of your instructors your own people, your supervisors? Secondly, is your training program an integral part of your activities; that is, is the scheduling on a regular basis at a specified time during the year, and do any of you, any of the four states here or any of the other states represented here have a continuous training program, that is one that keeps going all year long in some manner? I would like to get a little bit more information if I might, please.

MR. GALE: Would one of you care to answer that and then maybe the others could fill in?

MR. SCOTT: I will answer just for Wisconsin. As I see it, it depends on the type of training course you have. For some we might bring in three or four outsiders such as professors from the university or experts in one field or another, to talk; sometimes we have none. But I would say, in training supervisors, for instance, we might have three experts from outside, usually topnotch men, personnel men or otherwise. This really gives some new life, new blood and new ideas and it's very worthwhile, it seems.

I think as far as we are concerned the only regular scheduled courses are for the training of new personnel, as I indicated the two times a year, but our several divisions have annual meetings. I wouldn't say they are always at the same time every year, but you can count on them coming, and they are generally at the same period of times. We don't have a continuous program throughout the year as yet, although we have a man working on this all the time in between, evaluating or preparing the next program and that sort of thing.

MR. GLASER: In the case of Missouri, our agent training or conservation officer training is at a time when we need new officers to fill positions or vacancies. That is not scheduled or set. For the top administrative staff, we utilize a lot of outside talents. This is where you go to your management consultants, university people, what have you. New employee training is primarily by department personnel -- your specialists in various fields. For communications and human-relations workshops we go to your schools, your universities -- find your specialists again. For our supervisors' workshops, again we might have both, but here it's a matter of having one well versed in training. You're working with a new group each time, primarily, so you can utilize much of the same material. You up-date, you work in new techniques and what have you, but a lot of ours is a workshop type thing. The Trainee gets out there and digs for himself, and it might run from eight to five, but it also might run from five to midnight. They work them a little.

MR. PETOSKEY: I would comment briefly on that also. We are trying to develop a continuous training program throughout the year, but most of our training, intensive training, is done during the off season. In other words, the summer time is a peak load period, so we try to do most of our training after the deer season is over until the fishing season starts during the spring; but there are special times when training needs occur and we try to take care of them at the time.

We try to use the best resource people we can get, whether they come from universities, civil service, or our department. We look for talent to fill a need, and the thing I've been particularly appreciative of, it's very refreshing to find out how many people you have in your own department who are competent trainers when given half a chance. We feel this is an important reservoir to develop. I don't know anything about human relations, but when he gets exposed to it, the amateur does a considerably better job -- more sincere oftentimes than the fellow who stands up there and parrots out. We are developing quite a few good resource people within our agency.

CHAIRMAN BARNES: Any other questions?

MR. LARSON: First I want to say I was most impressed with the presentation of the panel. You've given me a lot of ideas that we in the federal government certainly can use, and I'm going to call on several of you in the future for some help and suggestions. Our setup in the federal government is slightly different because we do have the Department of Interior in Washington which we lean on for some of our managerial and supervisory training.

A new idea that has been used recently, we do have a refuge managerial more or less academy set up. It's a five-, six-week course at Arden Hills in Minneapolis where we have refuge managers from all over the United States sent in. Before I came to this meeting I checked with some of our supervisors and one of the things that possibly we could help you in the states with is the area of law enforcement. Mr. Davis has a three-day training schedule set up. He's already worked with some of the states, and I believe that we would be very pleased to work with the individual states on a workshop of that type.

Also, in the field of real estate appraisals, most of you are moving into this field in a heavier way than you have in the past, and we do have a staff of trained appraisers that have set up a workshop sort of arrangement. This is handled out of Washington, but there's a possibility we could even exchange training opportunities with the states. I think we would like to explore this in the future, but again I benefited very much from the session. Thank you.

MR. GALE: Thank you. I would like at this point to give credit to the Bureau of Sport Fisheries and Wildlife. They have helped us on several occasions with technical training. We sent one of our fishery biologists over to the Leetown Fish Disease Laboratories for an extended course of training. Unfortunately, he took another job this year, so we don't have him any more, but it was a good course and we got a lot of good service from him before he left. He didn't go to the federal service, by the way.

MR. PETOSKEY: I would like to say also we have availed ourselves of the Fish and Wildlife Service. They were helpful in setting up our recruit school and this school that can assist law enforcement officers. They've been helpful for the last two or three years in our waterfowl identification meetings which have been held for our field people.

MR. ERNEST PREMETZ, Bureau of Commercial Fisheries, Ann Arbor, Michigan: I just recently returned from an executive seminar session for two weeks in Kingpoint, Long Island, and one of the major topics of discussion was this topic of training, particularly of executive type talent at the state and federal levels. Surprisingly enough, some of the experts predict that at the state level we are possibly going to have a two-fold growth in the next ten years. Actually, there's already been a doubling of state and local employees in the last year. A lot of this has been as a result of the present administration's policy of trying to get programs down through the local level, these new grant-in-aid programs. This has created some serious problems at state and local levels. They haven't had the talent at these levels to be able to cope with this and there's a growing recognition that there's going to be need for even greater training of people at state and local levels in handling knowledge of these programs. Some of the Civil Service Commission people who talked to us there indicated that there is strong consideration at the present time to try to set up programs that will allow for shifting people from federal jobs into state and local jobs and back again, without loss of any of their career status and things of that sort -- to try to work this out so that service at the state level qualifies for service at the federal level, and vice versa.

Now, I do want to say that we in the field of federal government particularly want to work more closely with the states in this whole training program. We have some talent there that we could make available on a planned basis. We have laboratories throughout the country, for instance, where state people are welcome if they have some need for specialized training. We are looking forward to even greater efforts in this direction in the future.

MR. GALE: Thank you. We could use a couple of good fishery biologists, if you happen to run across some. Any other questions or comments?

MR. JAHN: I'm curious. We're talking about training and we're primarily sticking to agency lines. We've got a common denominator -- I'll cite P.L. 566, Small Watershed Program, as an example. Has any state ever brought engineers and biologists of the Soil Conservation Service together with the biologists and engineers of the Sport Fisheries, all in one inter-agency training session? My feeling is we could make some mileage here of developing a common basis of understanding on a program that all agencies are really focusing attention on, the local grass-roots level. Has this ever been tried?

MR. PETOSKEY: Yes. We've met with the people whom you suggest. We also included the Forest Service, and we're currently involved in a brainstorming session with the Extension people at Michigan State University. We plan on holding a session in September for about a dozen people to get their best ideas relative to just the particular thing you're talking about. Probably we will develop some type of training this winter along that line, but we have met with all these agencies on two or three occasions. In some of our department sessions, P.L. 566 for example, we bring in the best person qualified in the state to work with our people on this.

MR. JAHN: Let me add one quick observation. I'm convinced we're talking about ecological principles in water- and land-use programs. Somewhere or another we're going to have to indoctrinate the vast number of engineers involved with this work. The only thing I can see is inter-agency training.

MR. SCOTT: Larry, I might answer that this way: I agree with you and I think much more should be done and can be done. We've had these panels throughout the state of Wisconsin, where our personnel and personnel from the Soil Conservation Service, ACP, (I believe Sadley just got back from a trip where they traveled the state of Wisconsin on a regional level and discussed these matters); however, bringing the top administration together in a single discussion group like this might very well be helpful, and I don't know as we are doing that at the present time.

MR. GLASER: There are two aspects to this thing. One is your technical training, and the other is the sharpening up of your human relations skills. Both have to go along at the same time. I'm scheduled to go up in Nebraskaland in late August for a session sponsored by S.C.S. on identifying outdoor recreation, and this type of thing. The S.C.S. will be there, and I know some Extension personnel from Kansas will be there and I expect a number of Nebraska people will be there. This is one aspect where you've got a little higher level. Our forestry people work closely with S.C.S., partly guarding their own little level of influence, but partly to go out and talk things over. In your meetings at the local level, you can arrive at some decisions on who's going to do what, and when you all get out and tell the same story, it sure helps.

MR. GALE: We have also taken advantage of the hydraulic engineering laboratory of the Soil Conservation Service. We've sent several of our engineers to their training courses. This is primarily for the purpose of their gaining information in hydraulics and water control structures and this sort of thing, but I think it's bound to work both ways. Some of our philosophy certainly rubs off on them. On this same subject I think one of our best vehicles is the planning committee that functions on these watershed projects, 566 Projects. We send out a committee with the S.C.S. people and this is a place where you can really get things across, because you can point it out on the ground in a way that they can understand it. Any other questions?

MR. ROSE: This will be changing the approach a little bit here, but for my own information I would like to get the reaction of the panel on merit awards to employees for outstanding achievement. Is this a good program?

MR. GALE: Do you refer to financial awards?

MR. ROSE: No, sir. Recognition of some kind for outstanding work. Of course, everybody is plaque happy now, but I do think people who come up with a real good program and do outstanding work are paid the same salary as the guy who sits on his duff and does the minimum amount of work. Of course, financial rewards are much better, but the state laws are such that you can't do this, ordinarily. But I do think that recognition should be given to people that do have abilities, besides advancing them up to the top of the ladder. I would just like to see what the reaction of the panel is.

MR. GALE: I believe Walter has a comment on that.

MR. SCOTT: Well, for Wisconsin we have had an annual award in the law enforcement field -- a watch and -- I think there might be a certificate with it-- for some thirty years. We have a banquet for the warden who is selected for the most service, the finest performance during the past year. Walt Zelinske can give you much more background on that, but it has been very well accepted in that division and it's a regular practice. Our Game Division set up a little bit of

a recognition award in the name of a former superintendent, and at their annual banquets at divisional meetings they recognize somebody in the division. I may be slipping in not remembering some of the other divisional awards, but that's largely what we're doing at the moment.

While I'm standing here, this may be extraneous, but I should have mentioned in my talk that Wisconsin, being in the land-buying business in a big way, has sent some of our personnel to school, to formal schools, training them in land appraisal work. Some of them have gone to even advanced schools so that they are real topnotch appraisers. The point is, though, after you train people like this sometimes you take a good chance of losing them to somebody that needs a good appraiser, but this has been something I didn't think really tied in with this panel although I suppose it does.

MR. PETOSKEY: Your remarks brought three things to mind, Earl. Our Civil Service Commission sponsors an employees suggestion awards system where they get a certificate or monetary award. We have no direct monetary award within our department, however we have a service award for 25 years. They have a banquet for them. I'll say this, that our director is quick to recognize outstanding work on the part of an employee and he often writes a personal letter to them relative to this work. I think that when the head man can recognize a fire officer or some such field man for an outstanding job, it's real important and probably means more than a couple of bucks in a guy's pocket.

MR. GALE: On a couple of occasions our commission has authorized a special merit increment for a small percentage of exceptionally good performing employees. This is not selecting one individual, but a small group who have performed exceptionally well over a period of a year or longer. Anybody else?

MR. LODGE: We do not have any system of monetary or other awards within the department. The personnel department in the state does have a system of monetary awards for suggestions. Unfortunately, we have never had anybody in our department yet who got one. As for being plaque happy, we have cooperated with some organizations such as the Izaak Walton League and the Sears Roebuck Foundation in having them present awards to members of our department for outstanding work.

The situation of just giving plaques reminds me a little bit of the man who was retiring from the railroad after 50 years of service. The railroad was having a banquet for him and presenting him with a watch. They had the banquet and the president of the railroad was making the presentation of the watch. He said, "I want you to know that this man has spent 50 years in loyal and faithful service to this railroad, in a job that most people think is insignificant and of no importance, but I want to tell you how important he's been on this railroad." He said, "This man has worked in the humping yards and he has faithfully for 50 years as the cars came through those yards he has gone up and down the yards with a little hammer and tapped on the journal boxes of those cars to be sure they were in good condition, and to be sure they were not putting cars back on the road with defective journals, and I want to call your attention to how important such an insignificant inconsequential job can be to the railroad." He presented the watch. The employee accepted the watch. "I'm very happy to have the watch, but I'm more happy to know," he said, "for 50 years I've been beating those damned boxes with that hammer and I never did know why."

MR. SCOTT: After that I shouldn't say this, possibly, but our civil service also has given awards for suggestions and ideas that might save the state money, and our personnel have won these frequently. Sometimes three personnel in a year, with awards up to fifty, twenty-five, a hundred dollars. So this is an incentive. One thing on our warden awards, I think might be a worthwhile suggestion. We have a plaque in the office that contains the names of everybody who has won the award, and I think probably getting awards and getting his name on this plaque is worth more than the watch he receives.

MR. GALE: Gentlemen, it's time for adjournment. I want to thank you all for your attention, and especially for your active participation on this panel. I will now turn the session back over to Bill Barnes.

CHAIRMAN BARNES: Thank you, Larry, for this. I also wish to thank the other participants in the morning session. Again, I would like to call your attention to the Coleman Tour, the first bus will leave from the lobby at 1:00 p.m., then at 3:00 p.m. there will also be departure from this same lobby for the barbecue and fish fry. We ask that persons gather in the lobby at 3:20. Do you have any further comments?

MR. COLEMAN: That departure time is 3:30.

MR. SCOTT: May I make an announcement to the Resolutions Committee? We are going to try to eat lunch together now in the Terrace Room, if possible. Then I would propose that we think about missing the Coleman Tour in favor of the resolutions, but go on the field tour. That will be hot enough, I'm sure, but we will talk about it at lunch.

MR. BARNES: The meeting is adjourned.

(Whereupon the meeting stood in recess until the following morning at 9:00 a.m.)

Morning Session, Thursday, July 14, 1966.

PRESIDENT MOORE: I want to make one statement before we get started, so that I won't forget it. I think it's very important. I feel very humble and very proud of the fact that all of you came under the circumstances of rather hot weather, as well as the transportation problem, and I want to thank you. I certainly want to thank the people that did so much work -- the committees that gave us real excellent reports, and as you well know it takes a lot of work to really do a good job. I think they did an excellent job on these committees and the people are certainly to be congratulated. Again, I want to thank you all for giving the time and effort to prepare the reports that you have produced and presented here. We also want to thank the people who were responsible for developing the program, the chairman as well as the members of that committee. I think they have done a pretty fair job of working up a program, and I hope it has gone over real well. We are very happy that you came to Kansas, we hope you enjoy it, and we will be looking forward to going somewhere next year.

We ought to get started on the program, and the first thing this morning is the Midwest Pheasant Council Report by Mr. Besadny.

MR. C.D. BESADNY: Thank you, I do have a rather rough name to pronounce.

REPORT OF THE MIDWEST PHEASANT COUNCIL (Appendix IV)

MR. BESADNY: Gentlemen, I would appreciate a motion to accept this report and to approve the request of the state of Pennsylvania to be permitted to send an official delegate from that state to the annual meetings of the Midwest Pheasant Council.

MR. GALE: I so move, Mr. Chairman.

PRESIDENT MOORE: The motion has been made to accept this report, seconded by Mr. Russ Stuart from North Dakota. Any discussion?

MR. ROSE: I believe he included in his recommendation that Pennsylvania be included in the council?

PRESIDENT MOORE: Correct. That was included, I gather, from the motion. Any other discussion? Are you ready for the question? All in favor say aye. Opposed, same sign. Carried.

The next part of our program is the Midwest Dove Committee report by Mr. Coleman.

MR. COLEMAN: We have all been hearing lots about "hawks and doves" in the news lately, but the ones I'm going to talk about are different doves than we've been hearing about in the news. I've heard of some of the former being "shot down" pretty easily, but the type we're going to talk about, as some of you hunters know, is not always such an easy victim.

REPORT OF THE MIDWEST TECHNICAL DOVE COMMITTEE (Appendix V)

MR. COLEMAN: I would appreciate your acceptance of this report with a motion at this time, if such is your pleasure.

PRESIDENT MOORE: Thank you, Dave. Is there a motion to accept?

MR. BARNES: I so move.

MR. BUSHONG: Second.

PRESIDENT MOORE: Any discussion? Hearing none, are we ready for the vote? All in favor say aye, all opposed, no. Motion carried.

Dave has a couple more comments here and then Tom would like to make a few remarks, I believe, is that right, Tom?

MR. EVANS: Yes.

PRESIDENT MOORE: All right.

MR. COLEMAN: To bring you up to date on the status of the Midwest Technical Dove Committee, I just received a letter back at the Pratt office yesterday morning from the President of the International Association and I'm informed that the International group at their September meeting in Kansas City will act upon the resolution to dissolve the Midwest Technical Dove Committee and give formal sanction to the management unit committees, so no doubt that action will take place at that time.

The report is on the table back there. If any of you who are interested in it did not pick up a copy and would like to do so, feel free to pick up one or more for your state.

As President Moore mentioned, Tom Evans, who is associated more closely with the Eastern Management Unit, now would like to clarify the progress of dove management back in that area.

MR. ELLIOTT: Before Tom starts, with the formation of these dove management units, what will be the proposal? Is one of the things that you plan to do to explore the possibility of expanding the framework dates, or to arrive at a more realistic date for hunting seasons?

MR. COLEMAN: I think research will be our primary concern, Bob. I think we are going to leave most of the work toward changes in regulations to bodies such as this and to the International, to which we will be reporting, and we will concern ourselves with research projects and management improvement.

MR. ELLIOTT: To me, changing the seasons for hunting would be management improvement.

MR. COLEMAN: I certainly agree with that.

MR. ELLIOTT: For one thing, our Commission has directed us to send a letter of protest to the Secretary of Interior about the earliest opening date for dove season, which is September 1 for us, because this is almost unrealistic as far as we are concerned. You get one cloudy day and, boom, the doves are gone, and we have always heard that, "Oh, you can't change the framework! It's in the treaty!" Well, I asked our attorneys to dig up a book and I read that treaty act, Migratory Bird Treaty Act, and there's nothing in there about dates. So it's all, as far as I can see, a matter of the Secretary's discretionary authority in making regulations.

MR. COLEMAN: I've heard this answer that you mentioned about jeopardizing the treaty many times when the subject has been brought up in the past. I couldn't speak to that subject because I have not studied it as you have, but perhaps one of the Bureau of Sport Fisheries and Wildlife representatives who is here might be able to comment.

MR. ELLIOTT: I was hopeful that maybe this would be something that we would take in consideration in either the committee which is being dissolved, as you say, or under these new management units.

MR. COLEMAN: I'm certain that if the International acts on the new committees, it would be within their prerogatives to assign such work to the committee as they felt desirable.

MR. GALE: I would like to make one observation regarding this change in the status of our dove committee. I think it makes a lot of sense to have these committees formed on the basis of the management units, rather than on a regional basis as we've had in the past, but I am somewhat concerned over tying this in with the Central Flyway Council.

Before we had these present management units, we used to try to handle doves in the Flyway Council, and in the Mississippi Council, our experience was that you spent two or three days on waterfowl and then if you were lucky you got 15 minutes on doves. I think this is a real danger and something that the dove hunting states certainly must guard against.

Now, there is nothing wrong with the dove technicians meeting at the same time as the waterfowl technicians, but especially if the same man is handling both programs, I think there's a real danger that the dove situation may be slighted in favor of the waterfowl, and I think this is something that we as the sponsoring agency should watch very carefully.

MR. COLEMAN: That may well be a good point. I know this was well brought out by your Mr. Saddler at the Denver meeting and I believe that sufficient time is supposed to have been set up, at least for the first meeting in the Central Management Unit. As you say, no doubt the dove proponents will have to guard their time from the waterfowl people.

PRESIDENT MOORE: I want to comment on that, too, Larry. I think you have a real good point, but if this is organized properly, they can set the program up in one day or whatever they want to -- half of the time or whatever they feel is necessary can be and should be set aside. Then it would not, I don't think, interfere. I think it would cut down some of the opposition that many states have, or probably have at least, in travel. I personally am for the consolidation, but I do see that there is a point that might be a problem in getting the dove recognized and you know I'm for the doves. No other comments on that? Okay. Tom Evans will make a few remarks.

MR. EVANS: I'm sure some of these recent comments will hold true for the more northern states and states where the dove is not as important as it is in the Southeast, but I think you can also be assured that so far as southeastern states are concerned that perhaps the dove might take precedence over the ducks, so I think the thing would work both ways.

I think one other consideration when you talk about holding the dove meetings and the waterfowl meetings at the same time is the time element. This was discussed during the June meetings in Washington. If you're going to discuss dove regulations for the current year at your council meetings and then take them up at the advisory board meeting, you don't have but about two weeks before the opening of the season, September 1st. So I think you have an impasse right there, at the moment, as far as trying to prescribe the current year's regulations. The same problem we have had with waterfowl, trying to hold the waterfowl council meeting dates and the advisory board meeting dates at a later time.

I think that Dave's point here on the importance of the dove is pretty well emphasized by the fact that if you want to make the boys in the southeastern states see red, just refer to these half-dozen species of migratory game birds as minor migratory game bird species. This has been done repeatedly in the meetings that we've had sponsored by the International Association, trying to step up research programs in particular on these "minor species" -- mourning dove, the white-wing dove, the bandtail pigeon, woodcock, snipes -- and they don't like that term of "minor" being applied to their mourning doves because they're not minor to the southeastern states by any means.

I had hoped, and I actually took upon myself, George, to invite Earl Fry to be here for this meeting following the two days of meetings in Washington on June 22nd and 23rd, at which was discussed the five-year research program or project which is being undertaken in the Eastern Management Unit, and of course

MR. COLEMAN: As most of you probably realize, at this time the report of the Secretary-Treasurer is a very preliminary one, and the more complete report has to be made after the meeting when the expenses are all in and the proceedings have been published. The more full report will appear in the proceedings this winter.

R E P O R T O F T H E S E C R E T A R Y - T R E A S U R E R

Association of Midwest Fish and Game Commissioners

July 11, 1966

On May 14, 1966, Secretary-Treasurer John Polson received from past-President C.H.D. Clarke a bank draft for $1,925.75 (U.S. funds). Since the 1965 business year had begun with a total account of $1,957.81 on February 16, 1965, this represented a reduction in the balance of $32.06 for the year.

The funds received from Ontario were deposited in the First National Bank of Pratt, Kansas, on May 24, 1966, by the current Secretary-Treasurer in the following manner:

Six-months Savings Certificate No. 52 -- $1,500.00
(Interest rate, 4 3/4% per annum)
Checking Account No. 02-450-3 ---------- $ 425.75

On July 8 additional deposits of $75.00 and $35.00 were made to the checking account, the former amount representing contributions for the Hospitality Hour and the latter a dues payment by the State of North Dakota.

The account requires two signing officers for the checks, and the following two persons have been authorized:

George C. Moore
David C. Coleman

There have been no expenditures to date, so the current balance is $2,035.75.

I would like to acknowledge the good work of D.N. Omand and his assistants in maintaining and transferring to me a competent accounting of the 1965 records. The financial records will be transferred to the new Secretary-Treasurer near the end of the calendar year.

I move the adoption of this report, respectfully submitted.

/S/ David C. Coleman

David C. Coleman
Secretary-Treasurer

PRESIDENT MOORE: Do I hear a motion from the floor?

MR. BUSHONG: I move it be accepted.

PRESIDENT MOORE: Is there a second?

MR. SPRECHER: I second.

PRESIDENT MOORE: Is there any discussion? Any questions anyone wants to ask Dave? Are we ready for the question? All in favor say aye, opposed, no. (Carried) Thank you.

MR. COLEMAN: For the benefit of any of you who lack in your files a copy of the constitution and by-laws, I have a few extra copies here in the Secretary's file, so if your state needs a copy feel free to request one before you leave.

PRESIDENT MOORE: Gentlemen, I believe the coffee is ready and we should take a little break.

(Short recess.)

PRESIDENT MOORE: Next part of the program is one that has created a lot of hard work the last couple of days -- long hours, they have missed some very important entertainment, I think, because of the work that these resolutions people had to put in. Since Les Voigt is not here, Walter Scott has done a very fine job in replacing him on the committee. Walter, have the resolutions been passed out -- they are being passed out.

If it meets the approval of the group, we will go through each resolution and if there are no questions or anything that you want to discuss, we will proceed to the next one. If there is some resolution that you would like to have some discussion on, we will lay it aside and then those that are not questioned we will vote on those as one. Then we will take up those that have to be discussed individually. Is that satisfactory? I think it would save a little time. If that is satisfactory, we will proceed, Walt.

MR. SCOTT: Thank you, Mr President. I want to compliment Michigan on that wonderful movie. After I got through seeing the movie I thought maybe we ought to import a few elk from Michigan now. We had our troubles with our elk we started earlier, but I think we have some place now for elk.

We should have been through with the resolutions by now, but I think this system of reading the resolutions and then approving them as they are and moving to the next, or let's say hold the resolutions for discussion until later may be the best way, and I may read fast in doing this:

RESOLUTION 1

Adopting Recommendations of Legislative Committee

WHEREAS, The Legislative Committee has made a number of recommendations in connection with pending bills on conservation measures;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, adopt the recommendations of its Legislative Committee and direct the Chairman of that Committee to follow through on this action by advising the Chairman of concerned Congressional Committees of the Association's action.

MR. SCOTT: Now, I would like to add these words to the end: "With letters prepared for the President's signature." This was requested of our committee yesterday and somehow it didn't get in on this written version. We have taken for granted that is what would be done but if you want to add it in there, that is Resolution No. 1.

MR. EVANS: Mr. Chairman, I was wondering myself and Wayne Olson just asked me about the provision here regarding the duck stamp increase, this was the one recommendation on which there was discussion yesterday.

MR. SCOTT: Oh, maybe we should have the words, "the recommendation of the Legislative Committee as amended". Didn't we amend the recommendations on that point?

MR. OLSON: It was an exception of those recommendations endorsing an increase in the duck stamp fee. I think that's essentially the way it was worded.

MR. SCOTT: With the exception of those recommendations for increase of a duck stamp fee?

MR. OLSON: You might want to hold this one, Walt. No action was taken on that. One or two states discussed it, but no action was taken, so we don't know what the feeling was.

MR. SHIELDS: Wouldn't we amend the resolution as written saying, "adopt the recommendations of the Legislative Committee which were approved by the membership"?

MR. SCOTT: Well, this is essentially the approval. We accepted the report previously, but we didn't approve all of the recommendations. This is the approval here.

MR. EVANS: The point is we had discussion by only one or two people, there was no action by the Association.

MR. SCOTT: We can hold this, although I think this sentence can be put in in the proper place at the right time. Okay, Resolution No. 2:

RESOLUTION 2

Policy on the Use of Chemical Pesticides

WHEREAS, chemical pesticides, their use, and their effects on the environment are, and should be, a vital concern of agencies administering natural resources; and

WHEREAS, such agencies, in managing the public lands that may be under their administration will frequently require the use of various chemical pesticides as management tools; and

WHEREAS, the use made of such materials by public agencies should be exemplary with regard to the effects on humans, fish and wildlife and the possiblities of environmental pollution; and

WHEREAS, Senator Gaylord A. Nelson of Wisconsin has introduced Bill S. 3608 to prohibit the distribution and sale of D.D.T. anywhere in the United States after June 30, 1967;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that Senator Nelson be commended for his aggressive action on this vital problem and that the Association President appoint an ad hoc committee to draft a policy statement as soon as possible which can be recommended for action by the International Association of Game, Fish and Conservation Commissioners later this year.

MR. ROSE: I was just wondering -- and I think this is commendable, this bill by Gaylord Nelson -- but I'm wondering why they limit it to D.D.T.? There are other more powerful and much more dangerous chlorinated hydrocarbons.

MR. SCOTT: Yes. I was going to explain that. I called Senator Nelson's office yesterday to find out the number of the bill, and their office had previously sent us a very detailed comment on D.D.T. Their point is this, that they have a lot of data on D.D.T. and they felt they could make a better fight on D.D.T. It wasn't that they weren't opposed to other things, but they felt they had drawn enough fire on just this one thing so that really they expected the bill to have to be redrafted for next January anyhow, and this is just a start on the thing. That's what it amounts to, so they limited it so they would have a clearer argument here. Any more comments?

I might say the bill is very simple in this pesticide business. It simply limits the sale and use of D.D.T. after this date and amends the present act on fungicides or germicides. Resolution No. 3:

RESOLUTION 3

Opposition to H.R. 15618 on Dingell-Johnson Funds

WHEREAS, the Federal Aid in Fish Restoration Act of 1950 (16 U.S.C. 777b) is generally recognized as one of the more successful Federal-State cooperative programs; and

WHEREAS, this Act, better known as the Dingell-Johnson program, has provided an effective stimulus enabling the various states to put the management of their fishery resources on a sound biological basis by developing comprehensive research, development, and land acquisition programs; and

WHEREAS, all witnesses appearing before the House Ways and Means Committee in 1964 to testify on the excise tax which finances the Dingell-Johnson program recommended that the tax be retained; and

WHEREAS, H.R. 15618 would repeal this excise tax on designated items of fishing tackle and would, instead, authorize an appropriation from the General Fund to continue the Dingell-Johnson program;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, urges the Congress to defeat H.R. 15618 and any proposed legislation with similar effect which would tend to jeopardize the continuance of the very successful Federal Aid in Fish Restoration Act of 1950; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Chairmen of the House Ways and Means Committee, Senate Committee on Commerce, Senate Appropriations Committee and the House Committee on Merchant Marine and Fisheries.

MR. SCOTT: Any comments?

MR. ROSE: I know we don't have much time, but I would like to know what prompted this bill in the first place. Is there any background information as to why the manufacturers, who were ostensibly at the back of this thing, objected to it?

MR. SCOTT: My understanding was that excise taxes were being dropped from everything, but I thought the manufacturers were favorable in keeping the tax.

MR. GALE: Their association did testify in favor of the tax last year but they have reversed their opinion; their association is behind this legislation to repeal the excise tax.

MR. ROSE: Why?

MR. GALE: They feel they are being discriminated against.

MR. SCOTT: Probably the International will take action on this, too, but this is the action we feel we should take.

RESOLUTION 4

Commendation of Bureau of Outdoor Recreation and Request for Review of Policy on Fish and Wildlife Projects

WHEREAS, the Bureau of Outdoor Recreation has listened carefully to recommendations of the fish and wildlife interests and has recognized the role these agencies played in the formation of the land and water conservation fund account; and

WHEREAS, the Bureau has extended itself to give the states it serves much more latitude, opportunity for judgement and discretion than they enjoy in many other Federal programs; and

WHEREAS, fish and game resources are a vital part of the outdoor recreation program but do not appear to be given equal consideration with other types of outdoor recreation;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that the Bureau of Outdoor Recreation be commended for its cooperative attitude and thoughtful consideration; and

BE IT FURTHER RESOLVED, that the Bureau be urged to give fish and game projects equal consideration to other types of projects and review their policy in this regard; and

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to the Bureau of Outdoor Recreation.

MR. SCOTT: Okay? Resolution No. 5:

RESOLUTION 5

National Park Service Wildlife Management Agreements

WHEREAS, the National Park Service has proposed entering into memoranda of understanding with individual state fish and game agencies for management on National Recreation Areas involving fish and wildlife resources; and

WHEREAS, several states in the Association of Midwest Fish and Game Commissioners group have an interest and concern respecting such policy considerations regarding the responsibilities for basic custodianship and management of the fish and wildlife resources inherent in such proposed agreements;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, carry out appropriate committee review of this matter with the objective of establishing a recommended policy for the use and guidance of the individual state fish and wildlife agencies as soon as possible and preferably before the end of 1966; and

BE IT FURTHER RESOLVED, that before entering into such agreements all states are urged to give consideration to the desirability of establishing and clarifying the policies relating to fish and wildlife resources on National Recreation Areas as proposed by this resolution.

MR. SCOTT: Any comments?

A VOICE: What committee will that be assigned to?

MR. SCOTT: It will be a committee assigned by the new president, an ad hoc committee.

RESOLUTION 6

General Fund Support for State and Fish and Game Agencies

WHEREAS, general recreation benefits from lands, facilities and services financed with restricted fish and game license funds frequently approach or exceed the primary fish and game benefits; and

WHEREAS, in many states, the demand for expanded services and the spiraling cost of doing business are increasing at a faster rate than are fishing and hunting license revenues; and

WHEREAS, a growing number of states are finding it increasingly difficult to finance a modern fish and game program with restricted license revenues;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, endorse the principle of augmenting restricted fish and game license revenues with general fund appropriations in recognition of general recreational benefits which accrue from project activities and to insure adequate financing of modern, comprehensive fish and game programs.

MR. SCOTT: It's hoped that this might be useful for states that want to go into this sort of thing. Any comments, gentlemen?

MR. SHIELDS: I just wonder how this might be used against any or all of us who might seek license increases. In other words, people who are opposed to license increases may look at this resolution and say, "Well, your association says that where you don't have sufficient money at the present time you should go to the general fund rather than license increases." This is a possibility.

MR. SCOTT: Well, it might be a possibility, this is true. If you want to, set this aside for further discussion. The feeling of your committee was -- we discussed this quite in detail -- that our books and our materials like this don't get distributed very much. If you feel it's a danger and don't want to distribute it, don't. If you want to use it however and feel it would be beneficial, that's our theory.

MR. ROSE: Without exploring the background of this, I would oppose it all the way.

MR. SCOTT: You would like to set this aside?

MR. ROSE: Yes, I would.

MR. SCOTT: Resolution No. 7:

RESOLUTION 7

Commendation for Ducks Unlimited, Inc. and Canadian Provinces

WHEREAS, Ducks Unlimited, Inc. has established and carried out for many years a valuable program for developing habitat for breeding waterfowl in Canada; and

WHEREAS, the Provinces of Canada have been able to use this program effectively to complement their own efforts in preserving and restoring aquatic habitat;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, commends Ducks Unlimited and the Provinces of Canada for the development of this mature and effective cooperative program, and recommends its perpetuation and expansion.

MR. SCOTT: Any comments?

Resolution No. 8 is pretty much like what was passed by the International Wildlife Federation, with some amendments here. We thought this might be pertinent, at the moment, to an important subject:

RESOLUTION 8

Additions to National Wilderness System

WHEREAS, primitive areas within national forests and roadless tracts within national parks and national wildlife refuges are being reviewed for possible addition to the National Wilderness Preservation System; and

WHEREAS, recommendations of the administering agencies will be made to the President after field hearings are held in the local areas concerned; and

WHEREAS, the President, in turn, will recommend necessary legislation to the Congress and public reaction again likely will be invited in hearings held by that body;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, hereby declares its endorsement of the principle of adding suitable areas to the National Wilderness Preservation System for the protection of this great national heritage thereby assuring its availability for use by future generations; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to all federal agencies administering such lands.

MR. SCOTT: Any comments? The first part of Resolution No. 9 came from the National Wildlife, and the items down below are various recommendations our committee felt might be listed to support good protection of wetlands and reduction of drainage.

RESOLUTION 9

Drainage of Wetlands

WHEREAS, wetlands constitute habitat of inestimable value for waterfowl and other birds, furbearers, and other mammals and fish; and

WHEREAS, the maintenance of wetlands affects subterranean water tables; and

WHEREAS, marshes along lakeshore areas and rivers are being filled for a variety of purposes or drained through channelization for flood control, navigation, mosquito control, or other purposes; and

WHEREAS, marshlands, wetlands, and bottomland hardwood areas of the nation are being drained or filled for agricultural and other purposes;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, hereby urges action in the following way:

(1) Support to obtain emergency wetlands funds on a non-matching basis as is made possible by amendments of H.R. 13495 Dingell (Michigan) and S. 3365 Magnuson (Washington).

(2) Extension of the Wetlands Loan Act for an additional eight years, as outlined in H.R. 13495 and S. 3365.

(3) Commendation of the Agricultural Stabilization and Conservation Service for recommending that State Development Committees reduce their 1966 expenditures for drainage and propose continuation of this procedure.

(4) Support the pending amendments to the Agricultural Appropriations Act which would include saline marshes and other types of essential wetlands.

(5) Oppose the drainage for filling of wetlands of value to wildlife and any federal cost-sharing in subsidies encouraging loss or destruction of these resources.

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Chairman of the subcommittee on Fisheries and Wildlife, House Interior and Insular Affairs Committee, the Senate Interior Affairs Committee and to the Secretary of the Interior.

MR. SCOTT: And surely we should add at the end, "the Secretary of Agriculture". This was an oversight. Any comment? I'm sure we don't have everything in here.

MR. ROSE: I'm just wondering about one word here. In Article 5, doesn't that mean "or" filling?

MR. SCOTT: Yes, by all means.

MR. EVANS: Item No. 1 reads as though H.R. 13495 and S. 3365 do have amendments to them, which is not the case. The Legislative Committee Report recommended that those bills be amended to include the grants to states.

Now this means of course that this particular item is covered in the Legislative Committee Report. You could change it or drop it from there completely, as being covered in the Legislative Committee Report. You see, 13495 provides only for extension of the loan act for the eight years.

MR. SCOTT: Could we say, "by amendments of H.R. --"?

MR. EVANS: By securing amendments, yes.

MR. SCOTT: Should we put the word "amendments" in there? Why don't we leave it, then, by putting the word "securing" in there? It would give additional strength to your legislative recommendations. Any more comments?

Okay, No. 10. This came from Oklahoma. The young fellow who recommended this is not here today, but a number of states in the Midwest are concerned with this:

RESOLUTION 10

Administration of Livestock Grazing on Corps of Engineers Lands

WHEREAS, the Corps of Engineers designates many acres of reservoir perimeter lands under their control for fish and wildlife in the public interest; and

WHEREAS, these lands are granted under license to state wildlife agencies for management; and

WHEREAS, controlled livestock grazing can be an important habitat management tool, and the Corps of Engineers' current rules provide that state wildlife agencies can make recommendations regarding livestock grazing, although the Corps retains administration of the grazing contracts and collects the grazing fees; and

WHEREAS, such administration results in conflict between livestock and wildlife use of these lands to the detriment of wildlife;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that state wildlife agencies be authorized to administer grazing contracts and collect fees therefore under provisions of the license granted by the Corps of Engineers; and

BE IT FURTHER RESOLVED that the money collected from grazing be used exclusively for development of hunting, fishing and other recreational benefits on the Corps of Engineers lands.

MR. SCOTT: Any comments? Yes, Earl.

MR. ROSE: I would like to have us hold this one, if we may.

MR. SCOTT: All right. We'll move on to No. 11:

RESOLUTION 11

Realignment of Small Watershed Program - P.L. 566

WHEREAS, the original intent of the P.L. 566 program was to attain the wisest use of all resources within individual watersheds; and

WHEREAS, this concept recognized the desirability and necessity of coordinated efforts between landowners, various governmental agencies and scientific disciplines; and

WHEREAS, these original concepts are considered to be the soundest approach to effective resource management in the public interest; and

WHEREAS, experience has revealed that administration of the small watershed program by the S.C.S. has resulted in deviations from well-rounded resource management principles in the form of:

(1) Destruction of essential natural wildlife habitat that could yield public benefits if preserved.

(2) Insufficient emphasis on the application of land treatment practices before water control structures are installed.

(3) Accelerating the movement of water instead of emphasizing water retention.

(4) Failure to provide adequate public access, in recognition of the legitimate public interest justified by the expenditure of public funds.

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that the U.S. Soil Conservation Service be urged to realign their administrative guidelines and procedures to:

(1) Encourage greater participation of State Conservation Departments in initial planning of watersheds.

(2) Preserve essential types of natural habitat.

(3) Develop fish and wildlife habitat while holding water within watersheds.

(4) Mitigate fully for valuable natural habitat destroyed directly and indirectly as a result of construction.

MR. SCOTT: I would recommend that in the first page there where we say "S.C.S." it be written out "Soil Conservation Service". Anybody want to comment here?

MR. EVANS: Mr. Chairman, I wonder why in the "resolves" you didn't include the item which deals with the application of the land treatment practices before structural works are undertaken? This is one of the big bones of contention. Structural works are installed, then interest in land treatment measures begins to lag pretty drastically. To us this is one of the most important features.

MR. SCOTT: We might add a number 5 there, Tom.

MR. EVANS: I would recommend that that be done, that item No. 2 be carried over as item No. 5 in the resolves.

MR. SCOTT: Why don't we simply put it in as No. 5 and say, "additional emphasis be given to land treatment practices before", and so on.

MR. EVANS: Right.

MR. SCOTT: We would recommend a No. 5 there, then, "Additional emphasis be given on land treatment practices before water control structures are installed." Any further comments? All right, No. 12:

RESOLUTION 12

Commendation to the U.S. Forest Service for Waterfowl Habitat Preservation in the Chippewa National Forest of Minnesota

WHEREAS, waterfowl production habitat is in short supply and is continuing to be lost as the population expands and resource development and use intensifies; and

WHEREAS, the U.S. Forest Service has provided an imaginative plan for improving publicly-owned wetlands in the Chippewa National Forest (Minnesota); and

WHEREAS, the wetland development procedures for the Chippewa Forest constitute a model plan that can be applied to any suitable private or local, state or federal government land; and

WHEREAS, restored wetlands could substitute for waterfowl habitat being converted to other uses;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966:

(1) Commends the U.S. Forest Service for completing the unique plan to develop waterfowl habitat on the Chippewa National Forest in Minnesota.

(2) Encourages the Congress of the United States to provide adequate funds to complete the planned wetland developments on the Chippewa National Forest in the immediate future.

(3) Urges private individuals and groups, and local, state, and federal governmental agencies to use the model plan in developing wetland areas.

MR. SCOTT: This was recommended by Larry Jahn and favored by Minnesota. Any comments? Resolution No. 13. I think this is probably the most important one we've got here, Federal-States Rights Problems:

RESOLUTION 13

Federal-States Rights Problem

WHEREAS, the members in states of this Association have collectively and individually expressed concern over the legal-opinion issued by the Solicitor for the Department of Interior on the management of resident species of wildlife; and

WHEREAS, a number of meetings have been held between the Secretary of Interior and Representatives of the International Association of Fish, Game and Conservation Commissioners in an effort to amicably resolve this matter; and

WHEREAS, a promised policy statement has not, as yet, been issued by the Secretary's office;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, commend the 1966 National Conference of Governors for adopting the following resolution at their meeting held in Los Angeles, California, during the first week in July:

WHEREAS, Since colonial times in this country, the ownership of wildlife, by law, history and tradition, has been separated from the ownership of the land, in contrast to the European system in which the landowner owns the game thereon; and

WHEREAS, Under the United States Constitution, it has been held that the species of wildlife are held in trust by the individual states for the people of each state, the principal exception to this rule arising under the treaty-making power of the United States which makes the migratory bird treaties and other federal legislation dealing with migratory birds the supreme law of the land; and

WHEREAS, Contrary to Supreme Court decisions and the dictates of sound, unified fish and game management policies, the United States Solicitor General's Office recently has held that the federal government has full power and control over both migratory and resident species of wildlife on all federally-owned land;

NOW, THEREFORE, BE IT RESOLVED, That the Western Governors' Conference reaffirms the basic right of the states to conserve, manage and regulate the use and harvest of resident species of fish and game on all lands within each individual state on which said jurisdiction has not been relinquished to the federal government; and

BE IT FURTHER RESOLVED, That, to prevent further encroachment upon the states' responsibilities in the management of wildlife and fish resources, the following basic policies be adopted: The federal government, through existing international treaties and agreements, bears direct responsibility and jurisdiction over specified migratory birds, certain endangered species, basic research, certain oceanic resources, and fauna of certain territorial lands beyond the continental United States, and fish and resident species of wildlife are and should remain state resources under the direct jurisdiction and responsibility of the individual states.

MR. SCOTT: Yes, Gene.

MR. GAZLAY: This was adopted by the 1966 National Conference of Governors. This should be changed, after "Now, therefore, be it resolved" it should read "Now, therefore be it resolved that the 1966 National Conference of Governors" ---

MR. SCOTT: If you turn to the second page there, Gene has an important point, and in the copy that we handed out to the secretaries they were copying from the Western Governors' Conference. It should state this was passed by the Conference of Governors. Now, make that, "National Conference of Governors" -- that's all the governors -- "reaffirms the basic right" --- If you will notice on the first page we spoke here of the National Conference of Governors adopting this resolution, and what they did was adopt the same resolution passed by the Western.

Any further comments? This is the fault, really, of handing out these things in advance. If you take them home and don't make the correction, we might be distributing something that is not correct.

MR. STUART: On the third paragraph of the first page, this is a point of information, where it says "Whereas, a promised policy statement has not" -- has he not put out a policy statement, but it's not acceptable?

MR. SCOTT: I don't know. Gene, do you know the answer to that?

MR. GAZLAY: He proposed one and it's not acceptable. Therefore, as far as we are concerned no policy statement has been issued.

MR. ELLIOTT: Remember when we gave that report of the committee, Russ, the policy statement that was put in the committee report was the one that the International Association had drafted and approved. They sent it to the Secretary for his approval, but he never approved the policy statement that the Executive Committee of the International set up. So then, as we discussed there the other day, they dropped this policy statement approach, apparently, and just decided to stick to the existing opinion which was in issue.

MR. STUART: I was just wondering whether you should have the word "acceptable" rather than "promised".

MR. SCOTT: Would you like to change that word from "promised" to "acceptable"? Gene, do you think that is desirable? All right. Let's change that word in the third paragraph from "a promised policy statement" to "acceptable policy statement." All right. No further comments? We'll go to Number 14:

RESOLUTION 14

Condolences to Mr. Ray Wells of Missouri

WHEREAS, Mr. Ray Wells of Missouri had been scheduled to appear on the In-Service Training Panel at the 33rd Annual Meeting of the Association of Midwest Fish and Game Commissioners; and

WHEREAS, Mr. Wells was unable to attend this meeting because of the illness and untimely death of his wife;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, extends its sympathy to Mr. Wells and his family and that the secretary of the Association be directed to convey these condolences.

MR. SCOTT: Any comments? Resolution No. 15, appreciation of Kansas hospitality and good program:

RESOLUTION 15

Appreciation of Kansas Hospitality and Good Program

WHEREAS, the State of Kansas, has provided an exceptionally well-organized meeting and an excellent program for the 33rd Annual Meeting of the Association of Midwest Fish and Game Commissioners; and

WHEREAS, both delegates and their families are most appreciative of the hospitality and courtesies extended by our hosts in the beautiful city of Wichita; and

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, expresses its gratitude and appreciation to the State of Kansas and especially to Governor William H. Avery, to their Forestry, Fish and Game Commission and Director George C. Moore and his staff, the City of Wichita, and its Izaak Walton League and Ducks Unlimited Organizations; and

BE IT FURTHER RESOLVED that copies of this resolution be forwarded by the Secretary to each of the individuals and organizations named.

MR. SCOTT: Any comments? I would like to make one comment before you take over here, Mr. President, and that is we've got 15 resolutions and I think two of them were held. I would recommend, inasmuch as we are flying back shortly, that you haste to keep one of the two (sic).

PRESIDENT MOORE: I would like to add one or two words in this last resolution, if it meets with approval. Where you list these organizations -- we had one or two that contributed and asked to remain anonymous -- I would like to add "and other organizations of that type", if you don't mind. It's a minor thing, and it would give a little credit, but they did ask to remain anonymous in some of their contributions.

MR. SCOTT: Why don't we change this, then, and say "Izaak Walton League, Ducks Unlimited, Incorporated, and other cooperating organizations", and we'll leave it up to you to give them a copy of this, because we don't know their names.

MR. BARNES: I note that several of these resolutions are directed to various agencies and I assume that copies of all of the approved resolutions are submitted to the International Association. Wouldn't it be a good policy for our Association to actually submit the approved resolutions to the International Association, and would it not give better weight than just sending them to them or having them delivered by some member of our group?

PRESIDENT MOORE: All right. Any discussion on how we can best handle this?

MR. ROSE: Wouldn't it be acceptable to have each copy of each approved resolution stating that the Secretary be ordered to submit this to the Interntaional Association?

MR. SCOTT: I would rather have a general motion and simply say that the Secretary be expected to submit this to all the resolutions committees. In fact, I've taken enough copies that I was going to supply them.

MR. BARNES: I would make that motion.

PRESIDENT MOORE: Motion has been made by Bill Barnes, seconded by Ted Shields from Minnesota. Any other discussion? All those in favor say aye. Opposed, same sign. Carried.

MR. SCOTT: Well, now, I think -- I don't know who's going to run this, but I think we need a motion first of all to approve all of those that weren't held and then we will discuss the ones that were held.

PRESIDENT MOORE: All right.

MR. MacMULLAN: May I add a word on Resolution 15. I think, with tongue in cheek, I would facetiously suggest that we say, "and our thanks to fearless leader Director George C. Moore". He's such a modest individual, as we all know, and it's so hard to get him to talk. I dragged something out of him yesterday that the rest of you don't know. In spite of going through all of the work putting on an Association meeting like this, which we all know is a hard job, although we pretend it isn't, he had a commission meeting yesterday morning. If he wasn't here at this meeting, I heard a lot of people say, he was probably sleeping in from a wild night last night. But he had a commission meeting while we were here. I think this is fortitude that almost ought to be commended by a separate resolution.

PRESIDENT MOORE: Thank you, Ralph.

MR. MacMullan: He's the only one of us who has a commission meeting when only he calls the commission together.

MR. SCOTT: We need a motion now that would approve all resolutions as amended, other than those that were held.

MR. SPRECHER: Mr. Chairman, I will so move.

PRESIDENT MOORE: Moved by Mr. Sprecher from Wisconsin, seconded by Bill Lodge. Is there any question on any of those? I believe that's all but 6 and 10. Are you ready for the question?

MR. EVANS: I would like to be sure so I will know how to proceed with the job on this legislation. How is No. 1 amended, now?

MR. SCOTT: No. 1 is amended so that after the words "legislative committee" it says, "with exception of those recommendations for increase of the duck stamp fee" and at the end of the last line it says, "with letters prepared for the President's signature."

PRESIDENT MOORE: Any other questions? Are we ready for the question? All in favor of accepting resolutions other than 6 and 10 say aye. Opposed, same sign. They are carried. Thank you.

MR. SCOTT: Resolution No. 6. I might explain, general fund support for state fish and game agencies was partly due to my recommendation, feeling that this was an important thing for most states in the future and also due to the fact that Michigan had done such an excellent job of getting some additional monies in general funds for their work. However, we did have some arguments in committee over

whether this could be detrimental and hurt any of the states, and there is the difficult point here. Maybe it isn't a resolution that we should adopt, but your committee decided to bring it out here for discussion.

MR. SHIELDS: I seriously doubt that this is going to do those states which have been able to gain supplemental appropriations or those states that hope to get supplemental appropriations a great deal of good. It can do some harm, on the other hand, even within those states. Minnesota, for example, has some supplemental funds through the cigarette tax, but for our base operations we still have to look to hunting and fishing licenses, and this type of resolution I think is going to hurt those states.

Secondly, I would point out that in Resolution No. 3, we are opposing this exact same principle. In other words, the basis for the elimination of the excise tax which brings in about six million a year, and that same bill is tied in with a suggested appropriation of twelve million dollars.

MR. SCOTT: There was no thought at all that we would in this resolution try to deter the use of segregated funds for fish and game, you understand, but inasmuch as this could be used against us, I understand your point.

A VOICE: Mr. Chairman, if it's in order, I move that we table this resolution.

MR. SPRECHER: Mr. Chairman, if it's in order I think I ought to justify Walter Scott's insistence on this resolution. We've had probably similar experiences with the other states. For the last ten years we have gone into practically every session of the legislature with a request for increased funds. Right now, our fees, I think, are as high as any state in the midwest. We get $3.00 for a fishing license, $4.00 for small game, $5.00 for deer, $6.00 for non-resident fishing, and we have a sportsman's license for $11.00. But this money just doesn't keep up with the spiral of inflation, and where we go from here I don't know. I don't know how we're going to get any more fee increases, but one of these days we're going to have to ask the legislature for general fund monies or some other source of money to keep this thing going, and I don't know how the other states are going about it.

PRESIDENT MOORE: I believe we have a motion on the floor. Do I get a second?

MR. ELLIOTT: I'll second the motion.

PRESIDENT MOORE: Do we have any further discussion? I was going to make the point myself, but Ted brought it up. It seems to me somewhat inconsistent with No. 3 -- I believe it was Resolution No. 3 -- by supporting some of this, and it certainly breaks down the concept that we have had and I think will be the thing more so in the future as those users pay.

My own personal feeling is, that's the way it should be. However, I'm not too opposed to supporting this if it will help somebody else, unless there's some serious doubt -- and there may be in Ted's mind, and there's some in mine -- that it might be used against us, too. And if it should start a trend -- and a lot of taxpayers seem to want to do it that way, or they don't like earmarked funds, and a lot of legislators usually don't -- I think then we certainly are in a real bad predicament,

because each year the legislature would have complete control on what you may get. That's my real objection to it, even at twelve million that they might give us on D.J., as they talk about. They might give us twelve million one year and two million, one, and none ... and you can't set up and operate a program on that. I don't think you can set up a game department on any expectation from the legislature. Now, you might get extra money and if you can I'm all for it, but I'm not sure that I don't back Ted up a hundred percent.

MR. ELLIOTT: Mr. Chairman, just another comment or two in this regard. I think it was the sort of general consensus of the committee that we throw this out to the complete Association here for comments, and possibly just do what they think they might be able to do with this on an individual state basis.

I, too, voiced my opinion and apprehension about this, if not some opposition, because I feel as George and Ted do, that in our state the legislature would like nothing better than to get us in the position where we had to come to them to ask for money. This certainly would not put us in a very favorable position at this time. However, I believe it was the committee's feeling -- and Walt or some of the other members might correct or corroborate this -- that this is something we had to look to in the future. As George Sprecher pointed out, there's certainly going to have to be some source of income or revenue other than license fees if we are to all keep up in expanding the recreation and hunting and fishing programs. So with just that in mind, I believe, the committee felt we should kick it out here and get the individual states' feeling on the matter.

MR. SCOTT: I might point out again, it was the committee's idea that general-fund monies would augment the present earmarked funds for fish and game. However, we have a motion here, and I won't feel badly at all if this is tossed out.

MR. ROSE: I don't believe that it's necessary that this Association go on record as opposing or favoring this thing. I think if a state wants general-fund appropriations, it's up to them to approach their legislature on this. I would hate to see us go on record one way or the other.

MR. ELLIOTT: Mr. Chairman, as a point of order -- Ted, your motion was to table the resolution, was it not?

PRESIDENT MOORE: All in favor of tabling the motion, say aye. Opposed, same sign. One "no", Wisconsin -- two, Russ Stuart, excuse me.

MR. MacMULLAN: May I make a comment? Are you all set on that motion now?

PRESIDENT MOORE: Yes, it passed.

MR. MacMULLAN: I would agree, this is a real important thing. It's a fundamental principle we are arguing here on -- user pay principle -- but so far it amounts that the hunter-fisherman is bound by that and the picnicker is not. It's also loaded with dynamite. I would like to suggest since this is a tremendously complicated thing, that perhaps we should consider asking the International to make a study of this and come up with a recommendation.

What it amounts to, we have got our game and fish funds all right now, but the hunter and fisherman should have some general-fund monies in addition. In Michigan we're all right. This could help us, but in another state it might upset the applecart. Could we consider amending this thing, or maybe we don't have the time, to ask the International to make a study of this?

PRESIDENT MOORE: Ralph, what about you bringing it up in "new business" and we can possibly get a resolution to that effect to vote on it. Is that satisfactory?

MR. MacMULLAN: Okay.

PRESIDENT MOORE: All right. I believe we are ready to go to the next one, No. 10.

MR. SCOTT: Resolution No. 10, administration of livestock grazing on Corps of Engineers' land.

MR. BARNES: We supported Oklahoma very strongly on this, although we are not quite in the same position they are. We are not faced with as much grazing, but we are in the same position regarding other agricultural lands and I would like to see this thing include all agricultural lands, not just livestock grazing, because we have the same problem with other agricultural lands. You cannot farm them. They want to lease lands they turn over to us to manage. They want to administer all the agricultural leases.

PRESIDENT MOORE: Would you want to say for a title "Administration of Livestock Grazing and Agricultural Leases"?

MR. BARNES: Yes.

MR. SCOTT: And where would you put in the words here that would be adequate for your wishes?

MR. BARNES: I think after "livestock grazing", or after the word "grazing" simply add " and other agricultural practices."

MR. SCOTT: Well, almost every place where they say "recommendations regarding livestock grazing" you would have to say "and other livestock practices".

MR. BARNES: This is right.

MR. SCOTT: And in the "resolved" you would say "money collected from" -- do you get money on these leases?

MR. BARNES: No, this is the problem, the Board takes the money.

MR. SCOTT: You mean you want it down there in that "resolved", where you would also add "agricultural lease revenues"?

MR. BARNES: Right.

MR. SCOTT: I guess we have more comments?

MR. GALE: I think we're running here into a situation that may be a case of the individual district utilizing its own policy. Now, we do administer agricultural lands. We grow crops and we sell crops, and this is not a problem with us. They have not allowed us to handle the grazing, but cropping is not a problem with any of our Corps districts.

MR. BARNES: I'll comment on that in a minute. In our old ones, it is not a problem, it's on the new ones that are now being turned over, they want to keep the agricultural lands.

MR. STUART: I would like to reiterate what Larry said. We have no problems as far as cropland is concerned. It's primarily this thing regarding grazing leases. I'm sure this is true in the Omaha district and the St. Paul district, because we just received a lease of about 14,000 acres a matter of two or three months ago.

MR. SCOTT: I have a suggestion on this, if this is the case. South Dakota says the same thing. We could leave this as is and hit them next year with this other one.

MR. BARNES: We also do not have any problems with the Louisville district. They turn over all the agricultural practices to us.

MR. EVANS: We don't have the problem either, with the Rock Island or the St. Louis district offices. On the Rock Island office it's on old Mississippi River lands, and we have no problem there. Of course, maybe it's because it is old land, but it's also true on new reservoirs out of the St. Louis district that they want us to handle those leases.

MR. BARNES: The new lands we are getting from the Rock Island district are the ones we're getting problems with. Perhaps it's only the Rock Island district.

MR. STUART: I suggest that we leave this as is, and if necessary come in with another resolution.

MR. SCOTT: Another year, or maybe hit them at the International. You might review this as a possiblity, if it's just some local ruling. It hasn't showed up everywhere. I think there's room here for a motion to leave it as it is.

MR. BUSHONG: I would make the motion to be accepted as is.

MR. EVANS: Second the motion.

PRESIDENT MOORE: Any further discussion? You heard the motion and second. All in favor of leaving as is, say aye. Opposed, same sign. Carried. I believe there might have been one opposed, I'm not sure -- none? Okay, carried.

MR. SCOTT: Gentlemen, I thank you for ending up with 14 instead of 13 -- very kind of you. I will try to work with the Secretary on these minor amendments, but please mark your copies so that No. 6 is either pulled out or marked as something we didn't adopt. On these extra copies here, if you want to take more along, that's fine, but at least in this respect, I think we should pull No. 6 out of the show. Thank you very much.

PRESIDENT MOORE: Thank you, Walt, and your committee, for a job well done. Is there any other old business? Any new business?

MR. GAZLAY: Dr. MacMullan had to leave, because of bad weather, and he would like to waive as far as suggesting a resolution or a study and perhaps we can bring the matter up at the International.

PRESIDENT MOORE: Thank you. That took care of that right quick, didn't it? Any other new business?

MR. SCOTT: I didn't hear what he said.

MR. GAZLAY: Dr. MacMullan has left. He would like to waive as far as the suggestion made earlier that he propose a study and we ourselves will give it further study and perhaps bring it up again at the International.

A VOICE: That was on what item?

MR. GAZLAY: Resolution No. 6.

PRESIDENT MOORE: Any other discussion? Any other new business?

MR. BARNES: George, this is already being done, but I was just wondering about the advisability of at least having one copy, or say, two copies of the proceedings of the present conference and all future conferences submitted to the Denver Library. I think Walter Scott may have a complete set of proceedings, but it might be a good idea if we followed that policy, and I so move.

PRESIDENT MOORE: I think it's a good idea. Is there a second to his motion that at least two copies be sent to the Denver Library? Larry Gale from Missouri seconds it. Any discussion? I assume that will be the Secretary's responsibility when he mails them out to the states.

MR. SCOTT: If you want discussion, I might point out when I was Secretary several years ago, I sent everything relating to this Association as a result of our actions, everything more than three years old, to the Denver Library. That was all our files, everything went there, and of course any extra copies of back proceedings went there; but I think this idea of the Secretary sending the new proceedings is a good one. I'm quite sure they've got the recent ones, but they surely should get the new ones.

PRESIDENT MOORE: Thank you.

MR. SHIELDS: Mr. President, does that include all future meetings or does it affect only this meeting? I think it should include all.

PRESIDENT MOORE: I believe the motion was all future meetings.

Are we ready for the question? All in favor of the resolution, say aye. Opposed, same sign. It is carried.

Any other new business?

Well, gentlemen, I believe we are ready for the report from the Nominating Committee.

MR. BARNES: George, the Audit Committee. You've left out that report.

PRESIDENT MOORE: Oh, we sure did. Report, Mr. Barnes, for the Auditing Committee.

MR. BARNES: Thank you, sir.

AUDITING COMMITTEE REPORT -- 1966

I regret that Woodrow Fleming, Chairman of the Auditing Committee, was unable to attend this Association meeting because of a current meeting of the Department of Natural Resources Commission in Indiana. I am substituting for him. Other members serving are David C. Coleman of Kansas and Walter E. Scott of Wisconsin.

We wish to advise that we have examined the records of funds expended under past-President C.H.D. Clarke and the balance transferred to Kansas. The balance of approximately $2,000.00 over the past two years has been quite stable and the present annual membership dues of $35.00 appears to be ample. All records are in good order. Mr. President, I move the acceptance of the Auditing Committee Report.

William B. Barnes, Chairman
Auditing Committee
July 14, 1966

MR. BARNES: Mr. President, I move the acceptance of the Auditing Committee Report.

PRESIDENT MOORE: Thank you, Mr. Barnes. Is there a second? Mr. Elliott of Colorado seconds. Any discussion? All in favor of accepting, say aye. Opposed, same sign. The "ayes" carry. Thank you, Bill. Well, we won't go back over again, we won't repeat new business.

Are we ready for the Nominating Committee's report? Wayne Olson, Minnesota.

MR. OLSON: Thank you, Mr. Chairman.

The Nominations Committee had a very difficult time arriving at a decision on the various officers for which we are expected to make recommendations. As you know, there was a great deal of campaigning going on during the meeting. Some of our sessions went long into the night, although the only representative of our committee at these sessions was Ted Shields. The other member of the committee was Bill Barnes; both he and I retired early and Ted was expected to represent us.

I think the Nominations Committee Report is expected also to indicate the time and place of the next meeting. The Nominations Committee recommends we follow the same practice as in the past, and that the next meeting of the Association be held in the state of the new president at a time and place to be selected by him. It is our recommendation that the 1968 meeting be held in the state of the elected vice president, at a time and place to be selected by him or by the new president at the 1967 meeting.

The recommendations of the Nominating Committee for the officers are as follows: for President, Everett Speaker of Iowa; for Vice President, William Lodge of Illinois; for Secretary-Treasurer -- and this was an extremely difficult decision, but despite all of the campaign, we selected Earl Rose of Iowa.

MR. ROSE: Watch that treasury, I'll tell you that.

MR. OLSON: If there are no further nominations, Mr. Chairman, I would be happy to move a white ballot for the recommended nominees.

PRESIDENT MOORE: Any nominations from the floor? Anybody want to move the nominations be closed?

MR. BARNES: I so move.

PRESIDENT MOORE: Second?

MR. STUART: Mr. Chairman, I move that we accept the recommendations of the Nominating Committee and cast a unanimous ballot for the nominees.

PRESIDENT MOORE: You've heard the motion. I believe that campaigning paid off, so all in favor of accepting it, say aye. Opposed, no. Carried.

Mr. Olson, will you escort the new president up here?

Congratulations, boy, this is yours for the moment.

PRESIDENT-ELECT SPEAKER: Thank you, very much, Mr. President, Gentlemen.

There is only one short announcement I would like to make at this time. The campaign was rather costly. I might have to borrow a few dollars to get out to the airport.

I do certainly appreciate this honor and I'm sure it will be appreciated by the great Hawkeye State. We shall be looking forward to a meeting, perhaps not as fine as the one that President Moore and his wonderful staff has put on for us here, but we will do our best to show you a good time when you come to Iowa.

I think we owe George and all of the fine members of his staff a good round of applause for a wonderful meeting and an exceptionally fine time we've had in Kansas. (Applause.)

We're almost at adjournment. I notice one item left on the agenda -- unfinished business. Does any one have any business that has been overlooked at this time?

PRESIDENT MOORE: There's a gentleman in the back that would like to get some pictures of the new officers before we leave here.

MR. SCOTT: Mr. President, you mean of the new officers?

PRESIDENT MOORE: Yes.

MR. SCOTT: I have a question of unfinished business. The Resolutions Committee was working very hard under the throes of my black-snake whip yesterday when you fellows went to the Coleman Company, so if the Coleman Company can give the Resolutions Committee one of those nice thermos jugs, we would sure appreciate it. (Applause.)

PRESIDENT MOORE: Mr. Scott, somebody brought that up yesterday. I don't remember who, but I'll do my very best to see they get a jug. (Laughter.) Nothing to it, and I've been a pretty good chiseler for a long time. I think we can work out something some way.

PRESIDENT-ELECT SPEAKER: I'm sure that's true. If there's any way to work it out, Mr. Moore will do it.

Is there any other unfinished business, gentlemen? If not, again, George, thanks to you and your fine group, and do I have a motion for adjournment?

A VOICE: I so move.

PRESIDENT-ELECT SPEAKER: It's moved that we adjourn. Is there a second? Larry Gale of Missouri. With that we will complete the business of the 33rd Convention of the Association.

(Convention adjourned.)

APPENDIX I

ANNUAL REPORT
LEGISLATION COMMITTEE

Association of Midwest Fish and Game Commissioners
Wichita, Kansas
July 12-13-14, 1966

As Chairman of the Legislation Committee, I must first apologize to both the Committee and the Association for complete inactivity during the year. I never did seem able to find time to study and keep up on bills in Congress, much less try to stimulate action for or against any proposed legislation. I am sure, however, that the other members have been active.

While we may not have some of the real burning issues to contend with today as we have had in the past, there are many bills in Congress which we are concerned with. These have been put into broad categories so we can give concurrent consideration to related bills.

FIREARMS CONTROL

Firearms Registration:

This subject has been with us for several years and seems about to be settled. The "so-called" Dodd Bill, S. 1592, currently receiving greatest consideration, is a compromise and does eliminate many of the most obnoxious early features, is the bill under consideration; however, we remain opposed to any such legislation which places any type of unnecessary restrictions on the legitimate acquisition, ownership and use of sporting arms.

A recent bill, H.R. 14628 - Sikes (Florida), seeks to amend the present Firearms Registration Act and would, according to Congressman Sikes, be less restrictive that S. 1592.

We recommend opposing of S. 1592, and support for the Sikes Amendment.

We also recommend as far more desirable than the Dodd Bill, S. 1965 - Hickenlooper (Iowa) which would put hand guns under greater regulation, or the Casey Bill, H.R. 5642.

WATER POLLUTION

Waste Treatment Research:

S. 2940 - Nelson (Wisconsin), is a comprehensive bill aimed at implementing provisions of the Water Quality Act of 1965. This Act would:

(1) Increase federal grants for sewage plant construction.
(2) Authorize direct federal grants to qualifying industries.
(3) Establish a federal "pollution tax" for those who continue to pollute waters.
(4) Greatly increase federally financed research into waste treatment.
(5) Strengthen federal authority to take action against polluters.
(6) Control the kinds of pesticides and other chemicals which may be used.

(7) Require ships and marine terminals to install approved treatment equipment.
(8) Authorize a rejuvenation program for waters once pollution has been checked.

We recommend support of S. 2940.

Waste Treatment on Vessels:

Typical of many bills aimed at controlling dumping of waste by ships is H.R. 12289 - Dingell (Michigan). This is certainly worthy of support but since this is a part of S. 2940, it would seem desirable to concentrate on that bill.

We recommend support of H.R. 12289 or any other similar bill if it appears that S. 2940, due to its comprehensive nature, is unlikely to be enacted.

Increased Grants for Construction of Pollution Treatment Works:

Here again, there is a large number of bills aimed at speeding up control of pollution by increasing federal grants.

To date, S. 2947 - Muskie (Maine) and S. 2987 - Muskie (Maine) have received most attention and hearings have been held. S. 2987 and H.R. 13104 are the Administration's bills. These Administration bills, like the Waste Management Research Act, S. 2940 are quite comprehensive providing for (1) greater federal financial assistance; (2) stronger enforcement; (3) long-term financing arrangement. One possibly undesirable feature is that they would link eligibility for federal assistance to participation in a river basin plan. This could prevent a city or industry from getting necessary assistance in situations where it is really needed and deserved.

A recent amendment, No. 577 - Magnuson (Washington) would add a new section to S. 2947 to make cities eligible for help in changing over to separated storm water and sewage systems.

We would recommend S. 2987 and H.R. 13104 only if S. 2940 has no chance of passage.

Clean Waters Act of 1966:

S. 3327 - Nelson (Wisconsin) and H.R. 15106 - Stalbaum (Wisconsin) are companion bills with a slightly different approach to the pollution problem. They make the construction of sewage treatment works a Number 1 priority national responsibility. They also provide for 90 per cent federal financing but they lack incentives for industry to cooperate.

We recommend that the better features of S. 3327 and H.R. 15106 be included in any comprehensive legislation that is passed. These features would be: (1) making pollution control a Number 1 federal priority; (2) providing for 90 per cent federal financing.

Increased Grants for Air Pollution Control:

Several bills, notably S. 3112 - Muskie (Maine) and H.R. 13699 - Halpern (New York) provide for increased appropriations for air pollution control. The existing limit would be removed and a 50 - 50 matching fund set-up provided.

We recommend support of S. 3112 and H.R. 13699.

WETLANDS AND WATERFOWL

Extension of Accelerated Wetlands Acquisition Program:

Two comprehensive bills have been introduced dealing with both the acquisition program and an increase in the duck stamp fee.

S. 3365 - Magnuson (Washington), S. 3308 - Metcalf (Montana) and H.R. 13495 - Dingell (Michigan) extend the authorized acquisition program another eight years with repayment to begin in 1977. A second feature of these bills is that the price of the Migratory Bird Hunting Stamp would be increased to $5.00. The third provision authorizes use of these funds for acquisition purposes "anywhere in North America".

Some concern has been expressed at hearings over the third provision since Canada has started its own acquisition program and has adopted a federal migratory bird hunting permit; however, this bill would merely authorize use of funds outside the United States so they could be available if it became mutually desirable.

We believe another provision should be added. That is to authorize grants to states, on a non-matching basis, for wetlands acquisition. The Midwest Association, International Association and some of the Flyway Councils have recommended this change for several years.

> We recommend seeking the amending of S. 3365 or S. 3308 and H.R. 13495 to include grants to states and that passage be strongly urged.

Overprinting Duck Stamp and Duck Stamp Increases:

Several bills have been introduced in the House (6) and Senate (1) to increase the price of the Duck Stamp from $3.00 to $5.00. S. 2895 - Metcalf (Montana) and H.R. 14136 - Dingell (Michigan) are typical.

Here again, some concern has been expressed over such an increase during the current low level of duck populations and restricted seasons; however, an increase of $2.00 for a season long permit should hardly discourage duck hunting or encourage disposal of private waterfowl lands if the increases in cost of shells, guns, etc., have not done so. This is a small part of the hunter's cost.

> We recommend support of the proposed increase, preferably through support of S. 3308 and H.R. 13495; however, we do not recommend the provision for over-printing of the Duck Stamp.

Migratory Bird Hunting Stamp:

H.R. 15758 - Dingell (Michigan), introduced 6/16/66, would require a Migratory Bird Hunting Stamp for all species of migratory game birds, other than waterfowl, including doves, pigeons, rails, woodcock and snipe. There are two strong reasons for support of such a stamp. First is the need for funds to finance expanded research and management programs for these species and to provide adequate sampling frames for research projects and to determine hunting pressures and kill.

On the other hand, many states would prefer to impose their own stamps or increased fees.

We recommend that a federal stamp requirement be imposed, even though it be at a nominal fee level, to provide a much needed basis for sampling hunter success and pressure on these migratory birds.

WILDLIFE

Protection of Key Deer:

H.R. 12324 - Fascell (Florida), would aid in the present program of protecting and preserving the Key Deer by eliminating the 1,000 acre and $35,000 acquisition limitation. Under the present limitations, protection cannot be extended as far as desired or needed for real protection.

We recommend support of H.R. 12324.

Protection of Wild Predatory Animals:

H.R. 13353 - Rodino (New Jersey), is aimed directly at greatly curtailing the Bureau's program of animal control. The provisions are generally in line with recommendations of the Secretary of Interior's Blue Ribbon Committee report of two years ago. It has also received strong support at hearings to date.

We recommend support of H.R. 13353.

SCENIC AREAS

Wild Rivers and Scenic Rivers:

The Wild Rivers Bill, S. 1446 - Church (Idaho) was passed by the Senate in January, 1966; however, the companion bill, H.R. 12797, has received little attention and there is a strong feeling that it will not pass this session. In the meantime, another bill, the Scenic Rivers Act, H.R. 14922 - Saylor (Pennsylvania), has been introduced in the House.

The Wild Rivers and Scenic Rivers Acts have the same basic objectives but there are many differences.

We recommend that the best features of the Wild Rivers and Scenic Rivers Acts be included in whatever legislation is enacted.

Wolf River (Wisconsin) and St. Croix River (Wisconsin, Minnesota) Scenic National Riverways:

S. 2894 - Nelson (Wisconsin), S. 897 - Nelson (Wisconsin) and Mondale (Minnesota), H.R. 12799 - Stalbaum (Wisconsin) are bills which seek to establish portions of these two rivers as scenic national riverways. Both rivers are named in the Scenic Rivers Act, H.R. 14922. S. 897, dealing with the St. Croix River, has already passed the Senate but its companion, H.R. 12799, has not been acted on.

We recommend support of these bills if the Scenic Rivers Act cannot be passed.

Indiana Dunes National Seashore:

H.R. 51 - Roush (Indiana), introduced long ago and supported by many members of Congress has made some progress. It has been previously supported by this Association. S. 360, a companion bill, has been passed.

A recent amendment in H.R. 51 as reported to the full Committee reduces the acreage from 11,000 to 9,800 acres but adds nearly 2-3/4 miles of beach front.

We recommend support of H.R. 51.

Sleeping Bear Dunes National Lakeshore:

S. 936 passed the Senate in August, 1965, but there has been no action in the House. Hearings were held by the House Sub-committee in May, 1966, and favorable testimony presented.

We recommend support of S. 936.

Redwoods National Park:

S. 2962 - Kuchel (California) and H.R. 13011 - Clausen (California) are identical bills aimed at providing added protection to one of the prime remaining stands of redwoods. There are, of course, great differences of opinion between private interests and conservationists. An amendment, No. 487 by Metcalf (Montana) would double the size of the area proposed in S. 2962.

We recommend support of S. 2962 and H.R. 13011 and other similar bills.

We also recommend Amendment No. 487 provided the additional acreage is financed by direct appropriations rather than through the Land and Water Conservation Fund.

OUTDOOR RECREATION

Assistance to States in Providing Technical Recreation Service:

Several bills have been introduced to provide federal assistance to the states so they may in turn provide adequate technical recreational planning services to other governmental units which will benefit from the Land and Water Conservation Fund program. S. 2864 - Moss (Utah), H.R. 13322 - Sikes (Florida) and H.R. 13594 - King (Utah), are similar bills aimed at providing this assistance.

We recommend that the Association support any one of these bills.

Restricting Collection of Fees at Recreational Areas:

Bills have been introduced and have received consideration to restrict or prohibit the collection of user's fees at some types of recreational areas. Each time new areas are added to the restricted or prohibited list, the potential revenue to the Land and Water Conservation Fund is reduced.

S. 3066 - Monroney (Oklahoma), H.R. 13313 - Edmondson (Oklahoma), and H.R. 13412 - Wright (Texas), would restrict the collection of fees at certain types of Corps Reservoir facilities. Recently, however, the Corps has greatly reduced the number of areas where it will collect fees. Earlier, the Corps designated 955 areas at 95 projects where fees would be collected. This has been reduced to about 163 areas at 59 different projects. It is considered probable that legislation will now not be required.

H.R. 15320 - Edwards (Louisiana), would amend the Land and Water Conservation Fund Act of 1965 to prohibit entrance and user fees at national wildlife refuges and similar areas.

We recommend opposing legislation further restricting collection of fees which constitute the Land and Water Conservation Fund.

WATER

Establishing a National Water Commission:

S. 3107 - Jackson (Washington) and H.R. 13849 - Aspinall (Colorado), plus others, are bills aimed at establishing a National Water Commission. The goal is a comprehensive review of national water resource problems and programs. With the multitude of water management programs and agencies involved in water problems, a broad over-all review is certainly in order.

We recommend support of S. 3107 and H.R. 13849.

Authorization for Oahe Unit, South Dakota:

Several bills, S. 3001 - McGovern (S. Dakota), S. 3002 - Mundt (S. Dakota), H.R. 13218 - Berry (S. Dakota) and H.R. 13277 - Reifel (S. Dakota), would authorize the Oahe Unit Diversion Project for purposes of irrigation and fish and wildlife development.

We recommend support of these bills.

Protection of Estuarine Areas:

H.R. 13447 - Dingell (Michigan), has as its objective the preservation, protection, development, etc., of estuarine areas of the nation which are valuable for sport fishing, commercial fishing, wildlife conservation, recreation and scenic beauty. A national system of estuarine areas would be established and acquisition and management would be provided for.

We recommend support of H.R. 13447.

MISCELLANEOUS

Extension of Coordination Act to TVA:

H.R. 14455 - Dingell (Michigan), would extend the Fish and Wildlife Coordination Act to include TVA, which is now specifically excluded. Strong testimony has been presented in favor of this move.

We recommend support of H.R. 14455.

Disposal of Surplus Personal Property:

H.R. 14141 - Gallagher (New Jersey), H.R. 12865 - Monagan (Connecticut), and others still try to make surplus property available to state game and fish agencies. Continued support may eventually bring this about.

We recommend support of such legislation.

Promotion and Coordination of Historic Preservation Activities:

This subject will be primarily of interest to the conservation departments and commissions concerned with parks, memorials, etc. A number of bills, S. 3098 - Muskie (Maine), S. 3035 - Jackson (Washington), H.R. 13792 - Widnall (New Jersey),

H.R. 13491 - Aspinall (Colorado), and others provide for establishing a national register of historic sites and for financial aid, matching grants, etc., as incentives to the preservation of historic areas.

We recommend support of such legislation.

Intergovernmental Cooperation Act of 1965:

While this proposed Act is not directly a conservation matter, it does have great impact to all conservation agencies. The stream-lining and smoothing out of cooperative efforts between the federal government and the states is of great importance to us all.

Three House bills are cited here: H.R. 12853 - Schmidhauser (Iowa), H.R. 12896 - Fascell (Florida) and H.R. 13167 - Mackay (Georgia).

We have no firm opinion as to the comparative merits of these bills but we recommend support of the principles involved.

APPENDIX II

REPORT ON THE LIBRARY REFERENCE SERVICE

(Presented to the Midwest Association, Fish and Game Commissioners, July 12 - 14, 1966)

You gentlemen are familiar with the action of the International Association when it recommended in 1964 that the Bureau establish a Library Reference Service to make Federal Aid reports and publications generally available in a Library Retrieval System. In brief the plan is for the Department of Interior Library to file all materials published from Federal Aid work and the Conservation Library Center at the Denver Public Library to file all unpublished reports. The Bureau, through the Branch of Federal Aid, is to pay the cost of the program through the Federal Aid administrative fund. The States' part, of course, is to supply copies of reports and publications. The present Bureau contract with the Denver Public Library runs for two years on a trial basis. Renewal of the contract will depend upon the success of the program up to that time.

For the benefit of you Commissioners and Directors representing States within Region 3, I would like to discuss breify the progress of our plan to supply materials for the Library. We have carried on communications with your States through the Federal Aid coordinators for the past six months. We have requested: (1) a list of all Federal Aid publications from your State. We will use these lists to check with the Department of Interior Library to see which publications they have on file. Then we will ask you to attempt to supply us with copies of the remaining publications. (2) We have asked that you send a copy of all unpublished progress and final reports directly to the Conservation Library Center in Denver.

Beginning with all reports that were due during the fiscal year 1966, our Regional Office will supply the Library with one of the two copies which you send us at the close of a segment. (3) More recently, we have asked that you prepare a list of research projects to serve as a checklist of reports that we should attempt to deposit in the Library. Not only will this list aid the Library in knowing what to expect, but it will provide your people with a reference to reports that have already been sent in and reports which may be considered, according to your judgement, to be insignificant Library material.

Now as to the results of our efforts thus far, four States in Region 3 have sent materials to Denver. In most of these cases, the shipments are not complete. The Library is anxious to receive materials, and we urge that you send copies as soon as they are available rather than waiting until the accumulation is complete.

We recognize that the ultimate program is filled with many problems, but I believe you will agree that the idea of a central source of all Federal Aid materials is sound and one that has been needed for many years. Among the problems are the following: We recognize that occasions will arise where you do not wish to release research results until a later date or until it appears in published form. Our plan provides that you mark such reports "For Administrative Use Only" when you submit the usual copies to the Regional Office. We will see that reports so marked do not go beyond our files. Indications are, thus far, that there will be a minimum use of this restriction, and we feel that this is good.

Many States have indicated a problem of digging up old copies of back reports and publications. We anticipated this problem. You will recall that up until 1958, all research jobs were summarized in regularly published D-J and P-R Quarterlies. This material will appear in the Library to represent work for which more detailed reports cannot be furnished, but we hope that you will use every effort to retrieve even these old report copies for the Library. In cases where you must resort to photocopying old reports, you may charge the costs to your coordination project.

I understand that in some instances the Conservation Library Center receives regular mailings of all your reports as they appear. It would seem to be a duplication of effort to supply them with an additional copy of the same reports. May I suggest that you follow through by supplying a list of research jobs, as I suggested a moment ago, so the Library may indicate to you on that list whether or not their files are complete for each job.

We are encouraged by the Library officials that retrieval service, at least from Denver, will be available in the near future. The plan, as we understand it thus far, is that one request to the Department of Interior Library in Washington will provide services on the same subject from both libraries. I would like to urge you to make every effort to help us complete the Library files and request that your staff make good use of the retrieval services available.

Appendix II (cont'd.)

July 8, 1966

PROGRESS REPORT ON THE INDEXING OF DINGELL-JOHNSON AND PITTMAN-ROBERTSON REPORTS

The contract between the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior Library and the Denver Public Library was effective November 1, 1965. The USDI Library was caught in the federal freeze on personnel and could not effect the employment of necessary staff until January 1. During the early part of 1966 major effort was spent on the development of a thesaurus of the technical terms to be used as descriptors in the indexing of both published and unpublished reports. This thesaurus was finished in late spring. Now a coordinated program of indexing on IBM cards has been developed. The USDI Library has made test runs of cards and the Denver Public Library Librarian and data processing consultant have met with the USDI Library personnel. A compatible system is now developed.

The USDI Library has indexed approximately 800 published reports as of June 1, 1966 and the Denver Public Library approximately 500 unpublished reports by the same date. These are ready for key punching and data processing indexing.

The states have been quite cooperative in sending in unpublished reports to the Denver Public Library. Eastern states seem to be more slow than western states. Several problems arise as we try to get these unpublished reports.

(1) Frequently only one copy exists of the earlier reports. States are considering ways of copying the reports or making them available to the Denver Public Library for copying.

(2) In some states the earlier reports are just missing. The problem of obtaining them from individuals and other organizations is acute.

It is anticipated that the indexing will now be accelerated in both libraries. A recent discussion in Washington concerned the renewal of the contract for the year November 1, 1966 - October 30, 1967. Consideration of publishing, of rapid communication systems and the further advancement of indexing is part of the thinking of the program for the next year.

/S/ JOHN T. EASTLICK

John T. Eastlick
Librarian
Denver Public Library

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APPENDIX III

RESULTS OF NUTRITION EXPERIMENTS ON THE CHANNEL CATFISH, Ictalurus punctatus (Rafinesque) DURING 1964 AND 1965. [1,2]

O.W. Tiemeier and C.W. Deyoe

Swingle (1958) grew channel catfish, Ictalurus punctatus (Rafinesque) to marketable size by supplemental feeding with dry pelleted feeds. Tiemeier and Elder (1960) reported recovery of stunted channel catfish following supplemental feeding and Tiemeier (1962) obtained excellent results from feeding large numbers of fingerling channel catfish in small ponds.

Data on energy requirement and the production of trout in hatcheries were presented by Phillips and Brockway (1959). Phillips et al. (1963) discussed effects of diet mixture and energy source on growth, mortality, feed conversion and chemical composition of brook trout.

Nail (1962), experimenting with channel catfish in troughs, found a 25.3 per cent protein level produced better growth than diets containing 6.3, 15.8, and 34.8 per cent protein. Slightly better gains were obtained from diets containing 18.6 per cent carbohydrates than with those containing 9.3 per cent.

METHODS, 1964

During 1964 and 1965, 28 ¼-acre earthen experimental ponds lined with polyethylene were used to conduct various channel catfish nutritional experiments. All ponds have a common source of impounded water but each pond has separate inlet and outlet pipes and valves. For ease in seining, water level was maintained at three to four feet over an area of approximately one-sixth acre.

Each of 16 ponds was stocked with approximately 2,000 fingerling channel catfish averaging 8 grams in April, 1964 (Tiemeier, Deyoe and Wearden, 1965). Beginning 14 April, identical amounts of dry pelleted feeds were fed in each pond.

Four diets were studied, each in 4 randomly selected ponds. All fish were fed 6 days each week and 50 fish were weighed from a seining of usually several hundred from each pond at two-week intervals. Starting 2 June and ending 6 September, each pond was given an amount of feed equal to 4 per cent of the total average weight of fish in all 16 ponds, assuming 2,000 fish in each pond. Amount of feed was adjusted every two weeks. Fish were not fed on weighing days.

Table 1. Analyses of indicated diets, 1964

Diets	Z-5	Z-6	Z-7	Z-8
Proteins (%)[1]	25	25	35	35
Fat (%)[2]	4.4	4.6	4.8	10.8
Ash (%)[2]	10.6	10.7	13.0	13.3
Fiber (%)[2]	11.6	7.6	6.3	5.4
Metabolizable energy (Kilocalories/Kilogram)[1]	1653	1874	2315	2623
Metabolizable energy to protein ratio	30:1	34:1	30:1	34:1

[1] Calculated from values in feed analyses tables.

[2] Determined by AOAC methods.

Different amounts of various ingredients (Table 1) were used to provide diets containing two energy and two protein levels (Table 2).

Table 2. Ingredients used in experimental diets, 1964

	Diets			
	Z-5	Z-6	Z-7	Z-8
	%	%	%	%
Soybean oil meal (44%)	7.6	8.0	18.2	18.6
Dehydrated alfalfa meal (17%)	33.6	13.6	14.0	13.6
Wheat middlings	34.8	47.6	0	0
Ground corn	0	5.4	22.6	16.0
Animal fat	0	0	0	5.8
Fish meal (60%)	8.2	8.8	18.8	19.2
Meat and bone scraps (50%)	8.2	8.8	18.8	19.2
Distillers dried solubles	5.0	5.0	5.0	5.0
Salt	1.8	1.8	1.8	1.8
Vitamin and Aurofac premix*	0.8	1.0	0.8	0.8

* Supplies 10.8 ug vitamin B_{12} and 10.8 mgs of aureomycin per kilogram of feed.

RESULTS, 1964

Percentage gain varied among the four diets and within ponds that received the same diet (Table 3). Rate of gain was highest in ponds fed Z-6 and its conversion was also slightly better (Table 4). Survival in all ponds was excellent (Table 5). Variations in survival were greater within replicated diets than between any two diets. Almost 97 per cent of fish stocked in April were recovered in September. Few dead fish were recovered during the summer although some were injured during seining.

Table 3. Dietary treatment effects on average gain in grams per fingerling fish, 1964

Treatments	Replications				Average
	1	2	3	4	
Z-5	45.5	44.9	42.3	44.7	44.4
Z-6	77.8	69.9	69.2	80.7	74.4
Z-7	69.0	79.0	54.6	79.5	70.5
Z-8	64.2	63.9	79.5	79.4	71.8

Table 4. Effect of treatments on rate of gain per acre, feed conversion and feed cost per kilogram of gain for fingerling fish, 1964.

Treatments	Average rate of gain/acre (kilograms)	Average feed conversion	Feed cost per kilogram (cents)	Feed cost per kilogram gain (cents)
Z-5	503.8	3.49	8.1	28.3
Z-6	877.6	2.00	7.6	15.2
Z-7	835.6	2.10	10.8	22.7
Z-8	836.6	2.10	11.8	24.8

Rate of growth declined with a sudden drop in water temperature (Figure 1). A marked recovery in gains was noted between 25 August and 7 September when temperatures increased. The drop in temperature affected fish more than sustained low temperatures. Fish autopsied during low temperatures had feed in the digestive tract but apparently were unable to utilize it efficiently.

Fish in the 4 ponds fed diet Z-5, though small, were more uniform than those in other ponds. Fish fed diet Z-5 apparently were unable to express their growth potential as well as fish fed the other diets.

Phillips et al. (1963) concluded brook trout could be reared on meat-meal mixtures of 2100 kilocalories per pound of fish (4630 kilocalories per kilogram). Kilocalories per kilogram, using metabolizable energy values for poultry, for all diets is given in Table 1. Fish fed diet Z-6 required 3748 kilocalories per kilogram of gain. Efficiency rank of other diets was Z-7, Z-8, and Z-5 (Table 6). Diets Z-7 and Z-8 produced almost identical total weight of fish and average conversion. Performance of fish on diet Z-8 indicated the additional energy it furnished was not necessary.

Table 5. Stocking and survival data for fingerling fish, 1964

Treatments	No. fish stocked	No. fish surviving	Per cent survival
Z-5	7900	7622	96.5
Z-6	8100	7782	96.1
Z-7	8000	7843	98.0
Z-8	8000	7720	96.5

Fish fed higher energy feeds (Z-6 and Z-8) gained significantly more ($<.01$) than fish fed the lower energy feeds (Z-5 and Z-7).

Protein was most efficiently utilized by fish fed diet Z-6 (Table 6) where 526.7 grams of protein were required to produce a kilogram of fish; least efficiently utilized was diet Z-5. Phillips and Brockway (1959) found, with diets they used, that approximately 350 grams of protein were required to produce a pound

of brown trout (772 grams per kilogram). Our data from fish fed 35 per cent protein (diets Z-7 and Z-8) and from those fed 25 per cent protein (Z-5 and Z-6) showed significantly higher production ($P. < .05$) from the higher protein level. The difference resulted largely from the poor performance of diet Z-5 compared with diets Z-6, Z-7 and Z-8.

Table 6. Protein and kilocalories of diets fed fingerling fish, 1964.

Diets	Z-5	Z-6	Z-7	Z-8
Per cent protein	25	25	35	35
Kilograms feed fed	1160	1160	1160	1160
Kilograms of fish produced	300.4	305.1	415.3	403.7
Kilograms protein fed	332.5	579.2	551.5	552.2
Grams of protein/kilogram fish produced	903.7	526.7	753.1	731.0
Kilocalories/Kilogram fish produced [1]	5769	3748	4861	5509

[1]Calculated from feed formula tables using metabolizable energy values.

Sparing effect of carbohydrate is indicated by performances from diets Z-5 and Z-6 (Table 6). However, the effect was not obtained from fish in ponds receiving 35 per cent protein diets. Phillips and Brockway (1959) found high protein diets increased metabolic rate in brook trout. Their studies indicated much dietary energy was used for functions other than protein synthesis. Comparing performances from feeding diets Z-7 and Z-8 indicated the higher percentage of protein in both diets was not being used for protein synthesis.

METHODS, 1965

Studies conducted in 1965 were designed to evaluate effects of substituting plant proteins for the majority of animal proteins used in 1964 formulas and

effects of protein and energy levels on performance of fingerlings.

Other studies were conducted to determine effects of an additional feeding season on fish hatched in 1963. Age class II fish were classified at stocking as large if they weighed 70 grams or more and small if they weighed less. Combinations of large and/or small fish were stocked as follows: (1) to compare and expanded vs. a conventional pelleted feed, 850 fish were stocked in each of two ponds and supplied identical amounts of expanded or pelleted feeds; (2) to determine effects on growth, equal weights of large and of small fish were stocked in two ponds and supplied with identical amounts of feed; (3) to compare growth when stocked with the same number of fish but a different total weight (biomass), 179 fish, large or small, were stocked in two other ponds and fed the same percentage of feed based on the average weight of the fish. All age class II fish were fed formulation Z-14.

Table 7. Analyses of diets, 1965.

Diets	Z-14	Z-15	Z-16	Z-17
Protein (%) (1)	25	25	25	30
Protein (%) (2)	25.7	25.3	27.3	31.0
Fat (%) (2)	4.4	4.2	3.4	4.5
Ash (%) (2)	8.2	8.1	9.1	8.5
Fiber (%) (2)	5.9	5.2	5.9	5.2
Metabolizable energy (Kilocalories/Kilogram) (1)	1874	2094	1874	2249
Metabolizable energy to protein ratio	34:1	38:1	34:1	34:1

(1) Calculated from values in feed analyses tables

(2) Determined by AOAC methods.

Table 8. Composition of experimental diets, 1965.

	Z-14	Z-15	Z-16	Z-17
	%	%	%	%
Soybean oil meal (44%)	8.5	10.6	25.4	21.0(1)
Dehydrated alfalfa meal (17%)	10.0	5.0	5.0	5.0
Ground grain sorghum	17.6	27.4	14.6	0
Wheat midlings	0	0	0	51.9
Wheat bran	40.4	33.1	37.0	0
Vegetable fat	0	0	0.4	0.4
Fish meal (60%)	8.8	8.8	2.5	0.5
Meat and bone meal (50%)	6.6	6.7	2.5	8.4
Blood meal	1.8	2.0	0.0	5.0
Distillers dried solubles	5.0	5.0	5.0	5.0
Sesame oil meal	0	0	3.8	0
Dicalcium phosphate	0.6	0.6	2.6	1.8
Salt	0.5	0.5	0.5	0.5
Limestone	0	0.1	0.4	0
d,l-methionine	0.9	0.095	0.1	0.4
Lysine	0	0	0.1	0
Vitamin premix*	0.11	0.105	0.1	0.1

* Supplies per 2000 lbs. of finished feed: 10 mg vitamin B_{12}, 4 gms riboflavin, 8 gms d calcium pantothenate, 12 gms niacin, 40 gms choline chloride, and 10 gms aureomycin.

(1) 50% (Protein) soybean oil meal.

Formulas used in preparing experimental diets were calculated using computer techniques and were designed to contain similar amino acid, mineral and fiber levels. Each experimental diet (Tables 7 & 8) (Z-14, Z-15, Z-16 and Z-17) was randomly assigned to 3 ponds stocked in April, 1965, with approximately 950 fingerling channel catfish averaging 2.32 grams.

All ingredients were ground through a ¼-inch hammermill screen and prepared as 3/16 X ¼-inch pellets except those fed in expanded pellets. Pellets were broken into small granules for fingerlings smaller than five inches.

The studies were conducted in nearly identical polyethylene-lined earthen ponds with water level maintined near 0.14 surface acre. Starting 8 June, each pond was supplied feed at 4 per cent of the average body weight of fish in three ponds of the same treatment. Fish were sampled and weighed at two-week intervals. Feeding rates were then adjusted at two-week intervals based on weigh period data. Feeding ceased 29 August and fish were weighed from each pond 30 August. All fish were counted when removed from the ponds the next week.

RESULTS

FINGERLING FISH

Data on stocking and survival are presented in Table 9. Average survival of 95.17 per cent in all ponds was comparable to 96.55 per cent obtained with fish that weighed 8 grams at the beginning of 1964 experiments. Variation in survival was greater between replicate ponds receiving the same diet than between diets.

Percentages of gain in 1965 were similar for the four diets (Table 10). A comparison of the average stocking weight of 2.32 grams with the final weights, indicated gains varied from an average of 3385 per cent for Z-17 to 3591 per cent for Z-14. Gain per pond and gains per acre were similar in all ponds. Absence of unfavorable feeding temperatures during 1965 partially explains the excellent results obtained.

Table 9. Stocking and survival of fingerling channel catfish, 1965.

Diets (1)	No. fish stocked	No. fish recovered	Percentage survival
Z-14	2850	2787	97.8
Z-15	2850	2738	96.1
Z-16	2900	2731	94.2
Z-17	2850	2641	92.7
Total	11450	10897	95.2

(1) Each diet was fed to fish in three ponds.

Conversion rates for the four 1965 diets (Table 10) were more uniform than conversion rates obtained in 1964. Many two-week conversion rates of 1.0 or less were obtained in 1965.

Cost of diets (Table 10) included retail cost of ingredients, cost of processing and bagging. Plant proteins in Diet Z-16 made it cheaper than diets containing more animal proteins. Feed cost to produce a kilogram of fingerling fish varied from 8.73 cents for diet Z-16 to 9.77 cents for diet Z-15. All costs were economical and were lower than the least cost of 15.21 cents per kilogram obtained with fingerling fish in 1964.

Table 10. Percentage gain, rate of gain, conversion and feed cost for fingerling fish, 1965.

Diets (1)	Percentage gain	Gain kilograms per acre	Average feed conversion	Feed cost per kilogram, (cents)	Feed cost per kilogram of gain (cents)
Z-14	3591	535.2	1.137	9.68	10.04
Z-15	3418	508.8	1.092	9.77	10.67
Z-16	3427	509.8	1.089	8.73	9.51
Z-17	3385	526.9	1.054	9.50	10.01

(1) Each diet was fed to fish in three ponds.

Percentage of total gain was greatest (25%) during the two weeks ending 30 August and least (4.77%) during the two weeks ending 21 June. During the last six weeks, 72.6 per cent of total gain was achieved, compared with 41.2 per cent during a comparable period in 1964.

A rate of gain of 125.96 kilograms per pond was obtained by stocking 32,000 fingerling fish averaging 8 grams into 16 ponds during 1964. During 1965, 74.71 kilograms gain per pond was obtained by stocking 11,450 fish averaging 2.32 grams into 12 ponds. Stocking 109.6 per cent more fish per pond in 1964, produced an additional weight gain per pond of 68.59 per cent. It was impossible to evaluate effects of original stocking size on results because different diets were used and fingerlings could not be identified as being from the same genetic background and weather conditions were different during the two summers.

Kilocalories used to produce a kilogram of fish varied from 1942 for diet Z-14 to 2370 for Z-17 (Table 11.) Phillips et al. (1963) concluded trout could be reared on meat-meal mixtures at 2100 kilocalories per pound of trout.

Table 11. Protein and energy in diets and their utilization by fingerling fish, 1965.

Diets	Z-14	Z-15	Z-16	Z-17
Percentage protein	25	25	25	30
Kilograms protein fed[1]	59.9	59.9	59.9	71.9
Kilograms fish produced[1]	230.6	219.2	219.7	227.0
Grams protein per kilogram of fish produced	259.7	273.1	272.5	316.6
Kilocalories per kilogram of feed[2]	1874	2094	1874	2249
Kilocalories per kilogram of fish produced	1942	2286	2041	2370
Average production kilograms per acre	535.2	508.9	509.8	527.1

(1) Total for 3 ponds

(2) Determined by AOAC methods

(4630 kilocalories per kilogram). Fingerling catfish in our 1965 experiments required about 50 per cent as many calories as trout of Phillips et al. Calorie requirements of fingerlings in 1965 were about 50 per cent those of 1964 experiments. Temperatures were an important variable.

Protein was efficiently utilized in all feeding regimens (Table 11). Range of protein to produce a pound of fish was 259.7 grams (Z-14) to 316.6 grams (Z-17, 30%) protein. Additional energy did not spare protein in the 1965 results. Diets Z-14 and Z-16, containing 1874 kilocalories per kilogram were as efficient as Z-15 (2094) and Z-17 (2249) kilocalories.

AGE CLASS II CHANNEL CATFISH

Data on survival (Table 14) indicated excellent recoveries of age Class II fish.

Expanded vs. Pelleted Feed. Ponds 1 and 18 were stocked with 850 fish of mixed sizes each (Table 12). Fish in Pond No. 1 were fed diet Z-14 in an expanded form and identical amounts (4% of body weight) of the same feed in pelleted form were fed to fish in Pond No. 18. Approximately 300 fish were removed prior to draining the ponds September 1. Conversion, feed requirements, and production per acre are presented (Table 13). Nearly identical results in survival and gain were obtained.

Large vs. Small Fish. Ponds 2 and 6 were stocked with the same weight (3405 grams) but different numbers of large and small fish (Tables 12 and 13). Ponds 3 and 10 were each stocked with the same number (179) of large fish and Ponds 8 and 12 were each stocked with 179 small fish. All ponds were fed approximately 4 per cent of their total fish body weight daily. Survivals were excellent in all ponds except Pond 3 (86 per cent). Total gain in weight of 491 small fish was almost identical with gain of 424 large fish (Table 14.) Large fish gained more weight per fish than small fish but percentage gain was greater for small fish.

Wohlfarth et al. (1965) found carp progenies with larger initial weights tended to gain more than progenies with lower initial weights. They also found a one gram difference in initial weight was associated with a three or four gram difference in weight gain. Our data for channel catfish (age class II) are confirming. Difference in initial weights of large and small fish was 28.6 grams (Table 14). Difference in final weights was 113.6 grams. A difference of one gram in initial weight resulted in a difference of 3.97 grams in final weights.

Conversion rate and utilization of protein and energy by age class II

Table 12. Stocking and recovery weights and gains of age class II fish, 1965.

Pond[1]	Stocking weight		Average gain,	Total gain,	Per cent gain
	average grams	total kilograms	grams	kilograms	
1 mixed	67.6	57.49	217.4	162.10	282
18 mixed	77.3	65.74	213.7	158.71	241
2 large	97.3	3.405	539.7	18.89	555
2 small	51.5	3.405	381.5	24.74	727
Total Pond 2		6.810		43.63	641
6 large	109.0	3.405	544.0	16.84	495
6 small	51.6	3.405	415.4	27.42	805
Total Pond 6		6.810		44.25	650
3 large	91.9	16.45	455.1	67.78	412
10 large	76.1	13.62	373.9	66.48	488
Total Ponds 3 + 10		30.07		134.26	446
8 small	61.3	10.98	321.3	57.57	524
12 small	60.9	10.89	336.1	60.67	552
Total Ponds 8 + 12		21.87		117.74	538

(1) Ponds were stocked with small, large or a combination of large and small fish.

Table 13. Conversion, feed cost, energy and protein required in growth of age class II fish and production per acre, 1965.

Pond	Conversion	Cost per[1] kilogram fish, (cents)	Kilocalories per Kilogram gain	Grams protein per kilogram gain	Kilograms gain per acre
1	2.64	25.55	4947	661	827.8
18	2.70	26.14	5060	675	810.6
2	2.07	20.04	3880	518	303.5
6	2.04	19.75	3832	511	308
Total 2+6	2.06	19.94	3860	516	
3	2.64	25.56	4947	661	346.1
10	2.69	26.04	5042	672	462.7
Total 3+10	2.66	25.75	4985	666	
8	2.35	22.75	4405	589	400.5
12	2.25	21.78	4217	562	418.7
Total 8+12	2.30	22.26	4310	575	

(1) Z-14 feed, 25% protein, 1874 kilocalories per kilogram, cost .0968 per kilogram.

Table 14. Growth obtained by stocking large and small, age class II fish, 1965.

Pond No.	Stocking weight average grams	Stocking weight total kilograms	Weight gain average grams	Weight gain total kilograms	Per cent gain
			LARGE FISH (1)		
2	97.3	3.405	539.7	18.89	555
6	109.0	3.405	544.0	16.84	495
3	91.9	16.450	455.1	67.78	412
10	76.1	13.620	373.9	66.48	488
Total		36.880		169.99	
Average	87.0		427.1		
			SMALL FISH (2)		
2	51.5	3.405	381.5	24.74	727
6	51.6	3.405	415.4	27.42	805
8	61.3	10.980	321.3	57.57	524
12	60.9	10.890	336.1	60.17	552
Total		28.68		169.90	
Average	58.4		347.4		592

(1) 93.9% or 398 of 424 stocked fish were recovered.

(2) 99.6% or 489 of 491 stocked fish were recovered.

fish in 1965 was approximately 50 per cent as efficient as that of fingerling fish. Percentage gain (Table 12) was average to good and results may indicate that 4 per cent of their weight in feed daily is more than larger fish can utilize.

SUMMARY

1. Excellent growth, survival and feed conversions were obtained by feeding dry pellets containing 25% protein and a metabolizable energy-to-protein ratio of 34:1 to fingerling channel catfish.

2. Pelleted feed containing a maximum of 5% animal proteins produced results comparable to feed containing 17.2% animal proteins when both diets contained 25 % proteins and 34:1 energy-to-protein ratio.

3. Similar growth and survival were obtained by feeding age class II fish expanded and pelleted feed of the same formulation.

4. Fingerling fish given 4% of their weight daily of diet Z-14 containing 25% protein and an energy-to-protein ratio of 34:1, required 259.7 grams of protein and 1942 kilocalories to produce a kilogram of fish. In age class II fish a minimum of 511 grams of protein and 3832 kilocalories were required to produce a kilogram of fish with the same feeding program.

5. Difference in initial weight of one gram in age class II fish resulted in a difference of 3.97 grams in final weights.

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APPENDIX IV

1966 REPORT
MIDWEST PHEASANT COUNCIL ACTIVITIES

Prepared for the
ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

By
Maynard M. Nelson
Immediate Past Chairman, Midwest Pheasant Council

The ninth annual meeting of the Midwest Pheasant Council was held at Bloomington, Illinois on March 29-31, 1966. Among the 39 persons in attendance were representatives of 13 midwest states and the State of Pennsylvania, the Province of Ontario, the Bureau of Sport Fisheries and Wildlife, the U.S. Soil Conservation Service, and the Illinois Natural History Survey.

A common interest in pheasant research and management has helped to create an excellent working relationship between council members and this once-a-year opportunity to discuss, individually and collectively, research findings and problems is greatly appreciated. Likewise, field trips conducted in conjunction with these annual meetings have provided a greater appreciation of the varied range of pheasants in the Midwest and a first-hand view of the problems associated with their management.

Delegates and guests convened at 7 p.m. March 29 for general orientation by members of the Illinois Department of Conservation and the Illinois Natural History Survey.

The general program and business meeting began the following morning with the election of Glen Chambers (Missouri) to fill the vacancy created by the resignation of John Weigand (Nebraska) as Secretary for the 1966 meeting. Fred Hartman (Pennsylvania) requested official membership for his state and this was unanimously approved by the official voting delegates, pending approval by the parent organization.

A review of the 1965 pheasant hunting season, wintering conditions, and breeding season prospects indicated that population trends were not encouraging in most states. Eighty per cent reported a lower harvest in 1965 and the decline for the Midwest as a whole was estimated at 30 per cent. Most severely hit was Minnesota where the harvest was expected to be down 70 per cent (partially due to reduced hunting pressure) and the Dakotas where declines were expected to average about 50 per cent. Half of the delegates also anticipated reduced breeding populations in 1966 while little improvement was expected for the remainder. A notable exception was Nebraska where an increase of about 30 per cent was expected.

Reports were presented on interim committee activities on the subjects of current research, pheasant-pesticide relations, council resolutions, and standardizing pheasant inventory techniques. Glen Chambers (Missouri) presented a 22-page report summarizing current pheasant research based upon material submitted by 13 midwestern states, the State of Pennsylvania and the Province of Ontario. Research presently receiving the greatest attention includes that on habitat needs, experimental releases and transplants, behavior and productivity.

Hal Swope (Colorado) reviewed developments in the area of pheasant-pesticide relationships and described field situations where pesticide damage might be suspect and sampling procedures which are recommended for measuring its effect. Ray Evans (Nebraska) discussed the mechanics of the gas chromatograph technique being used to measure the concentration of some of the chlorinated hydrocarbons in the tissues of pheasants in Nebraska. Following a discussion led by Maynard Nelson (Minnesota) in behalf of the Resolutions Committee it was decided to discontinue preparing resolutions for the parent organization and, instead, to put our expressions in the form of reports with accompanying recommendations when deemed advisable. This decision was based on information indicating that the parent association felt that management recommendations previously submitted by the Pheasant Council were matters which could best be acted upon by individual member states. Gene Klonglan (Iowa) reported that his committee's evaluation of the numerous census methods in use in the Midwest continues to move forward. Recommendations for methods of standardization should be ready in time for the 1967 council meeting.

The discussion topics which follow the official business meeting of the council provide the highlights of our annual get-togethers. This year's program emphasized a broader look at future management and research problems. We are not going to learn all of the unknowns about the pheasant and its ecology during the critical years ahead, and thus, we must be ever mindful of the need for wisely directed research projects and management programs.

A discussion of present management problems, and those foreseen in the near future, led by John Scharf (Minnesota), revealed that pheasant management has followed a similar pattern in most member states. Efforts to increase and maintain pheasant numbers in the past have included the use of bounties for predator control, refuges to protect brood stock, artificial propagation and stocking, and the distribution of free seeds or planting stock to land owners for the purpose of establishing herbaceous or woody cover. These practices have not produced satisfactory results in most instances and, currently, emphasis is placed on the acquisition of wetlands and other comparatively low cost lands. This practice is highly beneficial to pheasants on a local basis. However, high land values and the dependency of the pheasant upon agriculture preclude the possibility that these management approaches can, in themselves, maintain satisfactory rangewide pheasant populations.

Integrating pheasant management into other land uses, such as the federal land retirement programs and federal, state, county and township roadside maintenance programs, shows the most promise for offsetting losses of nesting and winter habitat at the present time. Some states such as Minnesota and Wisconsin are making notable progress in this direction.

In an effort to retain "quality" in the sport, management will have to de-emphasize the full bag and the extreme competition which prevails in many areas on opening day. This can probably be accomplished using such techniques as earlier opening dates, lower bag limits on the opening and longer hunting seasons. Economic and aesthetic values as incentives for producing wildlife on private land should also be pursued. However, the cost to the hunter is bound to increase with intensified management and this will discourage some individuals with the result that the number of people taking up the sport will not grow in proportion to the total human population. Among those hunters who do persist, more will be leasing or buying land for hunting and other recreational uses. Shooting preserves, too, can be expected to increase, especially in the metropolitan areas.

Bob Dahlgren (South Dakota), chairman of the panel discussion, "A Review of Research Trends and Needs; Past, Present and Future", pointed to research as the greatest hope for solving what appears to be almost insurmountable problems in pheasant management.

Although the pheasant is among the most intensively studied of our wildlife species, many "gray" areas remain where research has either been overlooked or incompletely done. Extensive studies of such things as seasonal survival rates, reproductive success, cover preferences, etc. have provided a wealth of information. These findings, however, are not enough if we hope to understand this popular game bird and its habitat needs.

We must understand the pheasant both from the inside -- physiologically, and from the outside -- behaviorally , before we can satisfactorily interpret it ecologically. For example, we cannot conclusively define our pheasant genetically. The bird is probably the result of a mixture of birds of the Caucasus black-necked group, Chinese ring-necked, Kirghiz pheasant and Japanese green pheasant. Electrophoretic studies of blood suggest genetic differences among mid-western pheasants. These genetic differences likely result in physiological differences which, in turn, may result in different ecological responses.

The nutritional needs of pheasants are not well defined. We know that corn plays a prominant role in their diet; but does it adequately fulfill all of the birds nutritional needs? Corn is low in protein (7 - 8%), low in fats (4 - 5%), and low in mineral ash (1 - 2%). With bobwhite quail, studies have shown corn to be a poorer food than milo, pearl millet, foxtail millet and sassafras. Also, what is the significance in the diet of minerals such as iron, iodine, phosphorus, manganese and of vitamins such as niacin -- to mention a few?

We can do a reasonably accurate job of measuring the fluctuations in pheasant populations but we still find it difficult to explain the effects of such obvious factors as weather on reproductive success and survival. Basically, we have depended upon weather station data in an effort to relate weather to population fluctuations. It is now time to take a look at weather at the pheasants level -- the micro-habitat approach. For example, what is the effect of unseasonal weather upon the time of nest establishment, incubation and brood activity during the spring and summer months -- or, on roosting behavior during the winter months? Severe late winter stress apparently stimulates waterfowl to increased reproductive efforts. Is this also true with pheasants? Findings to date seem to be conflicting.

To accomplish these objectives we need to put more effort into understanding the individual bird. We need to be able to relate its physiological patterns and outward behavior to its environment. This will require us to devote more of our energies toward physiological studies and to seek more assistance from trained physiologists and biochemists. Intensive study of this nature requires intimate association with the bird without altering its behavioral reactions, something that has not been possible in the past. Radio telemetry, however, now shows real promise as a research tool and its use for pheasant research deserves greater attention.

Biologists have usually pointed to reproductive success as the most critical factor affecting fall populations. This may not be the case according to the results of studies which were reported upon by John Gates (Wisconsin)

and Bob Chesness (Minnesota). In Wisconsin, survival from one breeding season to the next is largely determined by winter weather and this has been the most important factor affecting population densities. Surviving stock also is characterized by reduced breeding vigor and a depressed reproductive rate. In addition, preliminary findings suggest that the progeny of winter-stressed hens have lower than average survivability.

Fall to spring mortality among adult pheasants in Wisconsin removes about three times as many birds from the population as does spring to fall mortality. During the past five years, fall to spring mortality on Gates' study areas has ranged between 44 and 69 per cent while that for the entire season has ranged between 57 and 85 per cent, averaging 70 per cent.

Etter (Illinois Natural History Survey) found mortality, especially among juveniles, to be most severe in late fall. This is a time of rapid cover deterioration due to agricultural harvests and weather, and it is postulated that the stresses introduced by these changes accelerate mortality.

Federal land retirement programs, as mentioned earlier, show much promise for farm game. Results to date, however, have been quite variable from state to state according to a discussion led by Maynard Nelson. The ASCS in Minnesota spent about $193,000 last year on wildlife practices and this is expected to increase substantially again this year. Unfortunately, development of this program in other states apparently has not been as spectacular. However, I will not elaborate further on this highly important topic since I know that it has been covered previously by other speakers.

South Dakota is a big state that does things in a big way. Studies on fox-pheasant relationships in eastern South Dakota are no exception according to a report from Carl Trautman (South Dakota). Studies there are based on paired 10 x 10-mile fox reduction and check areas in each of four regions of eastern South Dakota and are conducted jointly by personnel of the South Dakota Department of Game, Fish and Parks, the Cooperative Wildlife Research Unit, and the Division of Wildlife Services of the Bureau of Sport Fisheries and Wildlife.

Winter aerial track counts and spring aerial den counts have shown that foxes have largely been eliminated from the reduction areas since control work began in January, 1965. Although only one season's data is available on pheasant populations obtained from roadside counts, fox control in the reduction areas does seem to have been responsible for measurably improved pheasant reproductive rates and population densities. By the time of its termination in 1969 or 1970, this ambitious study of fox-pheasant relationships should provide answers to many of the problems we have wrestled with for too long a time already.

Roadside ditches are important as nesting cover for pheasants throughout most of the Midwest and the importance of this cover type increases as agricultural land use intensifies. In the rich farmland of Illinois wildlife habitat is extremely limited and about the only cover remaining on many sections is that in the roadside ditches. Cover in these ditches is often dominated by matted blue grass which is less attractive to nesting hens than are many other cover types. As a result, Blair Joselyn of the Illinois Natural History Survey has experimented with techniques in renovating roadside cover.

A good share of the problem of establishing attractive legume-grass stands centers around creating a suitable seedbed. Both mechanical means and herbicides have been used successfully. However, cost is an important element. The herbicide Ortho-Paraquat and fast action rototillers are presently being tested. Hopefully a seeder will be developed to attach behind the roto-tiller, thus permitting a one-step operation.

Pheasant nesting in renovated ditches thus far have been encouraging. Chick production has been approximately twice that of undeveloped road ditch cover and preliminary findings also suggest that renovated ditches will attract more nesting hens per acre than will legume hayfields.

An added pleasure of the meeting was the viewing of the film, "Pheasants in North Dakota", a creation of the North Dakota Game and Fish Department. This film was recognized by Council members as being an outstanding contribution which should prove valuable for fostering greater understanding and appreciation by the public of problems in pheasant management.

Interim Committee appointments for the 1965-66 period are as follows:

Special reports: John Gates, Chairman with Ken Johnson (Nebraska) and Ed Frank (Wisconsin) assisting.

Status of New Game Birds (Primarily Pheasants): Glen Chambers, Chairman with Carl Trautman, Bill Anderson (Illinois Natural History Survey) and Dale Sheffer (Pennsylvania) assisting.

Standardization of Census Methods: Gene Klonglan, Chairman with Bob Chesness, Bob Dahlgren, Carl Trautman, and Gene Woehler (Wisconsin) assisting.

Pesticide Review Committee: Carl Wolfe, Chairman; Bob Tulley (Colorado) and Ron Labisky (Illinois Natural History Survey) assisting.

The invitation of the delegate from Indiana to meet next in his state was accepted. Bill Preno (Illinois) is the new Chairman; Bob Feldt (Indiana) is Vice-chairman and Dick Nomsen (Iowa) is Secretary.

In conclusion, I want to again thank the Association of Midwest Fish and Game Commissioners for sponsoring the Midwest Pheasant Council and to reaffirm our desire to continue to serve you in the future. If you have any suggestions as to how we might do this better, they will be appreciated. Also, I hope you will consider the request of Pennsylvania to become an official member state in the Pheasant Council.

APPENDIX V

MIDWEST MOURNING DOVE TECHNICAL COMMITTEE

R E P O R T

N O. 4

J u l y , 1 9 6 6

W i c h i t a , K a n s a s

1966 Membership of the
MIDWEST TECHNICAL DOVE COMMITTEE

KANSAS
David C. Coleman, Chairman
Kansas Forestry, Fish & Game Commission
Box F
Pratt, Kansas 67124

COLORADO
Howard D. Funk, Secretary
Colorado Department of Game, Fish & Parks
P.O. Box 567
Fort Collins, Colorado

ILLINOIS
William L. Preno
Illinois Department of Conservation
State Office Building
Springfield, Illinois 62706

INDIANA
John Allen
Indiana Department of Conservation
Box 117
West Newton, Indiana

IOWA
Dr. Eugene Klonglan
Iowa Conservation Commission
East 7th and Court Avenue
Des Moines 8, Iowa

KENTUCKY
Dan Russell
707 Josephine Avenue
Bowling Green, Kentucky

MANITOBA
Eugene F. Bossenmaier
Manitoba Dept. of Mines and
Natural Resources
Winnipeg, Manitoba, Canada

MICHIGAN
Victor S. Janson
Michigan Department of Conservation
Stevens F. Mason Building
Lansing, Michigan 48926

MINNESOTA
Earl D. Kopischke
Minnesota Department of Conservation
Game Research Center
Madelia, Minnesota 56062

MISSOURI
Kenneth C. Sadler
Missouri Department of Conservation
Bouchelle and Williams
Columbia, Missouri 65201

NEBRASKA
Kenneth L. Johnson
Nebraska Game, Forestation and
Parks Commission
State Capitol
Lincoln, Nebraska 68509

NORTH DAKOTA
C.R. Grondahl
North Dakota Game and Fish Department
Bismarck, North Dakota 58501

OHIO
Kenneth R. Russell
Ohio Department of Natural Resources
1500 Dublin Road
Columbus, Ohio 43212

ONTARIO
Dr. C.H.D. Clarke
Ontario Department of Lands and Forests
Parliament Buildings
Toronto 5, Ontario, Canada

SOUTH DAKOTA
Fred A. Priewert
South Dakota Department of Game,
Fish and Parks
Pierre, South Dakota

WISCONSIN
James B. Hale
Wisconsin Conservation Department
Route 2
Madison, Wisconsin 53713

1966 Membership of the

MIDWEST TECHNICAL DOVE COMMITTEE
(continued)

BUREAU OF SPORT FISHERIES AND WILDLIFE

Dr. Thomas S. Baskett
Wildlife Research Unit
University of Missouri
Columbia, Missouri

Roy Tomlinson
Migratory Bird Populations Station
Laurel, Maryland

Dr. Arnold O. Haugen
Wildlife Research Unit
Iowa State University
Ames, Iowa 50010

WILDLIFE MANAGEMENT INSTITUTE

Leonard Foote
701 Maple Avenue
Marietta, Georgia

TO: The Association of Midwest Fish and Game Commissioners

FROM: Midwest Technical Dove Committee

SUBJECT: Mourning Dove Committee Report --- 1966

The Midwest Technical Dove Committee appears to be approaching the point of dissolution and this report very probably will be its final one. You will recall that this body passed a resolution last year calling for the formation of management-unit technical committees. By the wording of that resolution (Resolution No. 2 of the 1965 Proceedings, Page 126) the Midwest Dove Committee will be dissolved when the International Association gives formal sanction to the establishment of management-unit committees. A formative meeting of the Central Management Unit Technical Committee took place at Denver in April of this year. It appears that a committee will evolve in that unit based on the existing Central Flyway Waterfowl Council's technical committee. In the Eastern Dove Management Unit the formation of a unit-wide committee is centering around the existing Southeastern Dove Committee.

There is little doubt but what the change to management-unit committees will prove beneficial to dove research and management progress. The primary statistical data which are available today are correlated to management units. Furthermore, in the Midwest Committee's case at least, with only one short meeting per year (a sidelight of the Midwest Wildlife Conference) there were poor communications within the committee and little continuity in personnel attending the meetings. These two problems will be reduced significantly in the Central Management Unit Committee if it operates as originally proposed at the Denver meeting last April. At that time it was the consensus to hold the dove meetings in conjunction with the waterfowl meetings, thus eliminating the need for a new meeting time and place. In addition, several states indicated that their waterfowl technician also would serve on the dove committee, a further move toward economy.

The above comments are not meant to belittle the value or contributions of the Midwest Technical Dove Committee since its inception in 1961. It has served a useful and effective life in promoting dove research and management throughout the Midwest region. Some of the major dove projects which it has helped to foster and coordinate among member states are (1) the randomization of call-count routes (now completed in all member states), (2) collecting throat-swab cultures for a study of trichomoniasis in doves (study inactive since 1963) and (3) pre-season banding of mourning doves with the objective of better assessing the role of hunting as a mortality factor.

During the past year the accomplishments of the Committee have been rather meager. A perusal of the pages which follow in this report will reveal that banding accomplishments have been far below the hoped-for quotas, that dove hunting still is limited to only five of the 16 member states and provinces of this body and that the number of special dove research projects is not increasing. Those of you who are administrators can help to remedy this situation. The dove is one of this country's most important game birds! Leonard Foote's summary of kill statistics, sent to all fish and game directors in December, 1965, showed that the annual harvest of mourning doves may exceed 40 million birds. That represents a lot of shells (as those of you who

hunt doves will testify) and shotguns. It also produces a great deal of P-R money, which goes to non-hunting states as well as to those which shoot doves. It seems only reasonable that we should give the dove in return more recognition in our research and management programs.

This report was made possible by the cooperation of most committee members in providing the necessary data or information which was requested. That cooperation is gratefully acknowledged.

Respectfully Submitted,

David C. Coleman

David C. Coleman, Chairman
Midwest Technical Dove Committee

Note: The information contained in this report may NOT be used for publication without written permission from the contributing agency, or the committee chairman.

MOURNING DOVE POPULATION TRENDS

All 14 of the Midwest states cooperated with the Bureau of Sport Fisheries and Wildlife in conducting the 1966 breeding-population survey of mourning doves. The call-count survey is made annually in May and June to determine the population trend in the brood stock.

The Bureau's analysis of this year's data showed the population index of the Eastern Management Unit to be up 3.96 percent over 1965, that of the Central Management Unit to be 9.30 percent higher. For more details on those data, the reader is referred to the Bureau's Administrative Report, "1966 Mourning Dove Breeding Population Status", dated June, 1966.

BANDING ACTIVITIES

Table 1 -- Pre- and Post-Season Banding of Mourning Doves in the Midwest Region in 1965-66*; Plans for 1966-67

State or Province	Pre-Season Banding: 6/1/65-8/31/65	Post-Season Banding: 1/15/66-3/31/66	Banding Efforts in Progress or Planned for 1966-67
Colorado	700	0	Continue cooperative banding program with game management agents
Illinois	0	0	No coordinated banding program
Indiana	?	?	?
Iowa	1,600+	0	Continue pre-season banding program similar to that of 1965
Kansas	74+	0	Expanded pre-season program (738 bandings as of June 30); will attempt winter banding
Kentucky	?	?	?
Michigan	40+	0	A more concerted effort will be made at pre-season trapping this year.
Minnesota	0	0	No banding efforts are planned
Missouri	883	0	Continuation of banding program at 1965 level (11 sites)
Nebraska	512	0	Continue at 1965 program level
North Dakota	8+	0	Banding efforts do not constitute an organized program
Ohio	0	0	No banding program planned
South Dakota	?	0	Banding done primarily by federal personnel
Wisconsin	0	0	No organized banding program
Manitoba	?	0	?
Ontario	?	0	?

*The number of bandings reported in this table do not represent all bandings for that state, in every case, because complete banding records are not maintained by the states for all banders.

STATUS OF THE DOVE AS A GAME BIRD
and
DOVE HARVEST STATISTICS

Of the 16 member states and provinces, only five states presently have legal dove hunting. These are Colorado, Illinois, Kansas, Kentucky and Missouri.

No changes have taken place in the legal status of the dove in the various states and provinces during the past year.

Table 2 -- Midwest Dove Harvest Statistics, 1965 Season

State	Est. No. of Dove Hunters	Average Seasonal Bag	Estimated Statewide Harvest
Colorado	19,545	7.0	137,401
Illinois	92,000	14.0	1,286,000
Kansas*	54,000	17.3	935,000
Kentucky**	26,785	28.0	749,720
Missouri**	28,293	21.9	620,206
TOTALS	220,623	- - -	3,728,327
AVERAGE	44,124	17.6	745,665

* Preliminary estimate
**1964 or 1963 data

SPECIAL DOVE STUDIES

According to the reports from Committee members, there presently are special dove studies underway only in the states of Colorado and Missouri. Both of these states have been collecting wing molt data. Missouri has completed the tabulation of primary wing molt patterns in 8,110 adult doves (13 years data), preparatory to the writing of a manuscript.

APPENDIX VI

RESOLUTIONS ADOPTED

REPORT OF THE RESOLUTIONS COMMITTEE

C.H.D. Clarke - Ontario
Robert Elliott - Colorado
Larry R. Gale - Missouri
Ralph A. MacMullan - Michigan
Wayne H. Olson - Minnesota
Walter E. Scott - Wisconsin (Chm.)

Good assistance also was secured from Tom Evans of Illinois and Gene Gazlay of Michigan

RESOLUTION 1

Adopting Recommendations of Legislative Committee

WHEREAS, The Legislative Committee has made a number of recommendations in connection with pending bills on conservation measures;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, adopt the recommendations of its Legislative Committee with the exception of those recommendations for increase of a duck stamp fee and direct the Chairman of that Committee to follow through on this action by advising the Chairman of concerned Congressional Committees of the Association's action with letters prepared for the President's signature.

RESOLUTION 2

Policy on the Use of Chemical Pesticides

WHEREAS, chemical pesticides, their use, and their effects on the environment are, and should be, a vital concern of agencies administering natural resources; and

WHEREAS, such agencies, in managing the public lands that may be under their administration will frequently require the use of various chemical pesticides as management tools; and

WHEREAS, the use made of such materials by public agencies should be exemplary with regard to the effects on humans, fish and wildlife and the possibilities of environmental pollution; and

WHEREAS, Senator Gaylord A. Nelson of Wisconsin has introduced Bill S. 3608 to prohibit the distribution and sale of D.D.T. anywhere in the United States after June 30, 1967;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that Senator Nelson be commended for his aggressive action on this vital problem and that the Association President appoint an ad hoc committee to draft a policy statement as soon as possible which can be recommended for action by the International Association of Game, Fish and Conservation Commissioners later this year.

RESOLUTION 3

Opposition to H.R. 15618 on Dingell-Johnson Funds

WHEREAS, the Federal Aid in Fish Restoration Act of 1950 (16 U.S.C. 777b) is generally recognized as one of the more successful Federal-State cooperative programs; and

WHEREAS, this Act, better known as the Dingell-Johnson program, has provided an effective stimulus enabling the various states to put the management of their fishery resources on a sound biological basis by developing comprehensive research, development, and land acquisition programs; and

WHEREAS, all witnesses appearing before the House Ways and Means Committee in 1964 to testify on the excise tax which finances the Dingell-Johnson program recommended that the tax be retained; and

WHEREAS, H.R. 15618 would repeal this excise tax on designated items of fishing tackle and would, instead, authorize an appropriation from the General Fund to continue the Dingell-Johnson program;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, urges the Congress to defeat H.R. 15618 and any proposed legislation with similar effect which would tend to jeopardize the continuance of the very successful Federal Aid in Fish Restoration Act of 1950; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Chairmen of the House Ways and Means Committee, Senate Committee on Commerce, Senate Appropriations Committee and the House Committee on Merchant Marine and Fisheries.

RESOLUTION 4

Commendation of Bureau of Outdoor Recreation and Request for Review of Policy on Fish and Wildlife Projects

WHEREAS, the Bureau of Outdoor Recreation has listened carefully to recommendations of the fish and wildlife interests and has recognized the role these agencies played in the formation of the land and water conservation fund account; and

WHEREAS, the Bureau has extended itself to give the states it serves much more latitude, opportunity for judgement and discretion than they enjoy in many other Federal programs; and

WHEREAS, fish and game resources are a vital part of the outdoor recreation program but do not appear to be given equal consideration with other types of outdoor recreation;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that the Bureau of Outdoor Recreation be commended for its cooperative attitude and thoughtful consideration; and

BE IT FURTHER RESOLVED, that the Bureau be urged to give fish and game projects equal consideration to other types of projects and review their policy in this regard; and

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to the Bureau of Outdoor Recreation.

RESOLUTION 5

National Park Service Wildlife Management Agreements

WHEREAS, the National Park Service has proposed entering into memoranda of understanding with individual state fish and game agencies for management on National Recreation Areas involving fish and wildlife resources; and

WHEREAS, several states in the Association of Midwest Fish and Game Commissioners group have an interest and concern respecting such policy considerations regarding the responsibilities for basic custodianship and management of the fish and wildlife resources inherent in such proposed agreements;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita this 14th day of July, 1966, carry out appropriate committee review of this matter with the objective of establishing a recommended policy for the use and guidance of the individual state fish and wildlife agencies as soon as possible and preferably before the end of 1966; and

BE IT FURTHER RESOLVED, that before entering into such agreements all states are urged to give consideration to the desirability of establishing and clarifying the policies relating to fish and wildlife resources on National Recreation Areas as proposed by this resolution.

RESOLUTION 6

Commendation for Ducks Unlimited, Inc. and Canadian Provinces

WHEREAS, Ducks Unlimited, Inc. has established and carried out for many years a valuable program for developing habitat for breeding waterfowl in Canada; and

WHEREAS, the Provinces of Canada have been able to use this program effectively to complement their own efforts in preserving and restoring aquatic habitat;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, commends Ducks Unlimited and the Provinces of Canada for the development of this mature and effective cooperative program, and recommends its perpetuation and expansion.

RESOLUTION 7

Additions to National Wilderness System

WHEREAS, primitive areas within national forests and roadless tracts within national parks and national wildlife refuges are being reviewed for possible addition to the National Wilderness Preservation System; and

WHEREAS, recommendations of the administering agencies will be made to the President after field hearings are held in the local areas concerned; and

WHEREAS, the President, in turn, will recommend necessary legislation to the Congress and public reaction again likely will be invited in hearings held by that body;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, hereby declares its endorsement of the principle of adding suitable areas to the National Wilderness Preservation System for the protection of this great national heritage thereby assuring its availability for use by future generations; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to all federal agencies administering such lands.

RESOLUTION 8

Drainage of Wetlands

WHEREAS, wetlands constitute habitat of inestimable value for waterfowl and other birds, furbearers, and other mammals and fish; and

WHEREAS, the maintenance of wetlands affects subterranean water tables; and

WHEREAS, marshes along lakeshore areas and rivers are being filled for a variety of purposes or drained through channelization for flood control, navigation, mosquito control, or other purposes; and

WHEREAS, marshlands, wetlands, and bottomland hardwood areas of the nation are being drained or filled for agricultural and other purposes;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, hereby urges action in the following ways:

(1) Support to obtain emergency wetlands funds on a non-matching basis as is made possible by securing amendments of H.R. 13495-Dingell (Michigan) and S. 3365-Magnuson (Washington).

(2) Extension of the Wetlands Loan Act for an additional eight years, as outlined in H.R. 13495 and S. 3365.

(3) Commend the Agricultural Stabilization and Conservation Service for recommending that State Development Committees reduce their 1966 expenditures for drainage and propose continuation of this procedure.

(4) Support the pending amendments to the Agricultural Appropriations Act which would include saline marshes and other types of essential wetlands.

RESOLUTION 8

Drainage of Wetlands
(cont'd.)

(5) Oppose the drainage or filling of wetlands of value to wildlife and any federal cost-sharing in subsidies encouraging loss or destruction of these resources.

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Chairman of the subcommittee on Fisheries and Wildlife, House Interior and Insular Affairs Committee, the Senate Interior Affairs Committee, the Secretary of the Interior and the Secretary of Agriculture.

RESOLUTION 9

Administration of Livestock Grazing on Corps of Engineers Lands

WHEREAS, the Corps of Engineers designates many acres of reservoir perimeter lands under their control for fish and wildlife in the public interest; and

WHEREAS, these lands are granted under license to state wildlife agencies for management; and

WHEREAS, controlled livestock grazing can be an important habitat management tool, and the Corps of Engineers' current rules provide that state wildlife agencies can make recommendations regarding livestock grazing, although the Corps retains administration of the grazing contracts and collects the grazing fees; and

WHEREAS, such administration results in conflict between livestock and wildlife use of these lands to the detriment of wildlife;

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that state wildlife agencies be authorized to administer grazing contracts and collect fees therefore under provisions of the license granted by the Corps of Engineers; and

BE IT FURTHER RESOLVED that the money collected from grazing be used exclusively for development of hunting, fishing and other recreational benefits on the Corps of Engineers lands.

RESOLUTION 10

Realignment of Small Watershed Program - P.L. 566

WHEREAS, the original intent of the P.L. 566 program was to attain the wisest use of all resources within individual watersheds; and

WHEREAS, this concept recognized the desirability and necessity of coordinated efforts between landowners, various governmental agencies and scientific disciplines; and

WHEREAS, these original concepts are considered to be the soundest approach to effective resource management in the public interest; and

WHEREAS, experience has revealed that administration of the small watershed program by the U.S. Soil Conservation Service has resulted in deviations from well-rounded resource management principles in the form of:

(1) Destruction of essential natural wildlife habitat that could yield public benefits if preserved.

(2) Insufficient emphasis on the application of land treatment practices before water control structures are installed.

(3) Accelerating the movement of water instead of emphasizing water retention.

(4) Failure to provide adequate public access, in recognition of the legitimate public interest justified by the expenditure of public funds.

NOW, THEREFORE, BE IT RESOLVED by the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, that the U.S. Soil Conservation Service be urged to realign their administrative guidelines and procedures to:

RESOLUTION 10

Realignment of Small Watershed Program - P.L. 566

(cont'd.)

(1) Encourage greater participation of State Conservation Departments in initial planning of watersheds.

(2) Preserve essential types of natural habitat.

(3) Develop fish and wildlife habitat while holding water within watersheds.

(4) Mitigate fully for valuable natural habitat destroyed directly and indirectly as a result of construction.

(5) Give additional emphasis to land treatment practices before water control structures are installed.

RESOLUTION 11

Commendation to the U.S. Forest Service for Waterfowl Habitat Preservation in the Chippewa National Forest of Minnesota

WHEREAS, waterfowl production habitat is in short supply and is continuing to be lost as the population expands and resource development and use intensifies; and

WHEREAS, the U.S. Forest Service has provided an imaginative plan for improving publicly-owned wetlands in the Chippewa National Forest (Minnesota); and

WHEREAS, the wetland development procedures for the Chippewa Forest constitutes a model plan that can be applied to any suitable private or local, state or federal government land; and

WHEREAS, restored wetlands could substitute for waterfowl habitat being converted to other uses;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966:

(1) Commends the U.S. Forest Service for completing the unique plan to develop waterfowl habitat on the Chippewa National Forest in Minnesota.

(2) Encourages the Congress of the United States to provide adequate funds to complete the planned wetland developments on the Chippewa National Forest in the immediate future.

(3) Urges private individuals and groups, and local, state, and federal governmental agencies to use the model plan in developing wetland areas.

RESOLUTION 12

Federal-States Rights Problem

WHEREAS, the members in states of this Association have collectively and individually expressed concern over the legal-opinion issued by the Solicitor for the Department of Interior on the management of resident species of wildlife; and

WHEREAS, a number of meetings have been held between the Secretary of Interior and Representatives of the International Association of Game, Fish and Conservation Commissioners in an effort to amicably resolve this matter; and

WHEREAS, an acceptable policy statement has not, as yet, been issued by the Secretary's office;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, commend the 1966 Governors' Conference for adopting the following resolution at their recent meeting:

"WHEREAS, Since colonial times in this country, the ownership of wildlife, by law, history and tradition, has been separated from the ownership of the land, in contrast to the European system in which the landowner owns the game thereon; and

"WHEREAS, Under the United States Constitution, it has been held that the species of wildlife are held in trust by the individual states for the people of each state, the principal exception to this rule arising under the treaty-making power of the United States which makes the migratory bird treaties and other federal legislation dealing with migratory birds the supreme law of the land; and

RESOLUTION 12

Federal-States Rights Problem

(Cont'd.)

"WHEREAS, Contrary to Supreme Court decisions and the dictates of sound, unified fish and game management policies, the United States Solicitor General's Office recently has held that the federal government has full power and control over both migratory and resident species of wildlife on all federally-owned land;

"NOW, THEREFORE, BE IT RESOLVED, That the Western Governors' Conference reaffirms the basic right of the states to conserve, manage and regulate the use and harvest of resident species of fish and game on all lands within each individual state on which said jurisdiction has not been relinquished to the federal government; and

"BE IT FURTHER RESOLVED, That, to prevent future encroachment upon the states' responsibilities in the management of wildlife and fish resources, the following basic policies be adopted: The federal government, through existing international treaties and agreements, bears direct responsibility and jurisdiction over specified migratory birds, certain endangered species, basic research, certain oceanic resources, and fauna of certain territorial lands beyond the continental United States, and fish and resident species of wildlife are and should remain state resources under the direct jurisdiction and responsibility of the individual states."

RESOLUTION 13

Condolences to Mr. Ray Wells of Missouri

WHEREAS, Mr. Ray Wells of Missouri had been scheduled to appear on the In-Service Training Panel at the 33rd Annual Meeting of the Association of Midwest Fish and Game Commissioners; and

WHEREAS, Mr. Wells was unable to attend this meeting because of the illness and untimely death of his wife;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966, extends its sympathy to Mr. Wells and his family and that the Secretary of the Association be directed to convey these condolences.

RESOLUTION 14

Appreciation of Kansas Hospitality and Good Program

WHEREAS, the State of Kansas, has provided an exceptionally well-organized meeting and an excellent program for the 33rd Annual Meeting of the Association of Midwest Fish and Game Commissioners; and

WHEREAS, both delegates and their families are most appreciative of the hospitality and courtesies extended by our hosts in the beautiful city of Wichita; and

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Game Commissioners duly assembled in Wichita, Kansas, this 14th day of July, 1966 expresses its gratitude and appreciation to the State of Kansas and especially to Governor Wm. H. Avery, to their Forestry, Fish and Game Commission and Director George C. Moore and his staff, the City of Wichita, and its Izaak Walton League, Ducks Unlimited, Inc., the Coleman Co. and other cooperating organizations; and

BE IT FURTHER RESOLVED that copies of this resolution be forwarded by the Secretary to each of the individuals and organizations named.

APPENDIX VII

REPORT OF THE TREASURER FOR CALENDAR YEAR 1966

On May 24, 1966, I received through former Secretary-Treasurer *John Polson, the Association funds in the form of a bank draft from past-President C.H.D. Clarke, totaling $1,925.75 (U.S. funds). The funds were deposited on that date in the First National Bank of Pratt, Kansas, $1,500.00 being invested in a savings certificate paying 4 3/4% interest and $425.75 in a checking account. The savings account, totaling $1,535.63, was withdrawn by President George Moore and forwarded to President-elect Everett Speaker, of Iowa, on December 12, 1966. If the charges for binding the proceedings do not vary from the estimate, it appears that there will have been a net gain of $134.98 in Association funds during my term of office.

The Treasurer's record book contains a detailed balance of receipts and disbursements, verified by returned checks, receipted bills and similar reference material, and will be forwarded to the new Treasurer when the final entries can be made. These details will not be reported here except for the following summation:

Total Income for the Year (other than past Treasurer's balance) was $929.93.

Income Sources

16 members dues at $35.00 each	$560.00
4 contributions to Hospitality Hour	125.00
**65 registrations at $3.00 each	195.00
Payment for excess beer purchased after barbecue	14.30
Interest on savings account	35.63
Total	$929.93

Total Expenditure for the Year (not including transfer to new Treasurer) estimated at $794.95

Major Expenses

Barbecue and Hospitality Hour	$192.81	
Other conference expenses	106.34	
Transcribing of Proceedings	377.00	
Printing and binding of Proceedings	118.80	estimated
Total	$794.95	"

The Association's books should be balanced, all records organized and the Secretary-Treasurer's records forwarded to Treasurer Earl Rose by the middle of May.

Respectfully submitted,

David C. Coleman

David C. Coleman
Secretary-Treasurer, 1966
May 5, 1967

* Mr. Polson left the employment of the Kansas Department in May, 1966.
** The registration fee was charged to defray expenses of the Hospitality Hour and barbecue.

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

COMMITTEES FOR 1966

Program

Fred Warders, Chairman
Larry R. Gale
Melvin O. Steen
Robert R. Elliott
Everett B. Speaker

Resolutions

L.P. Voigt, Chairman
Walter E. Scott, Acting Chairman
C.H.D. Clarke
Robert R. Elliott
Larry R. Gale
Ralph A. MacMullan
Wayne H. Olson

Auditing

Woodrow Fleming, Chairman
William B. Barnes
David C. Coleman
Walter E. Scott

Nominations

Wayne H. Olson, Chairman
Ted Shields
William B. Barnes

SPECIAL COMMITTEES

Federal-State Relations

Harry Woodward, Chairman
Ralph A. MacMullan
Melvin O. Steen
L.P. Voigt

Legislation

Thomas R. Evans, Chairman
Russell Stuart
William T. Lodge
Harry Woodward
William E. Towell

Federal Farm Program

Clayton Bushong, Chairman
Robert R. Elliott
Dan Armbruster

Wetlands

Earl T. Rose, Chairman
Thomas R. Evans
Dan Armbruster
Clayton Bushong