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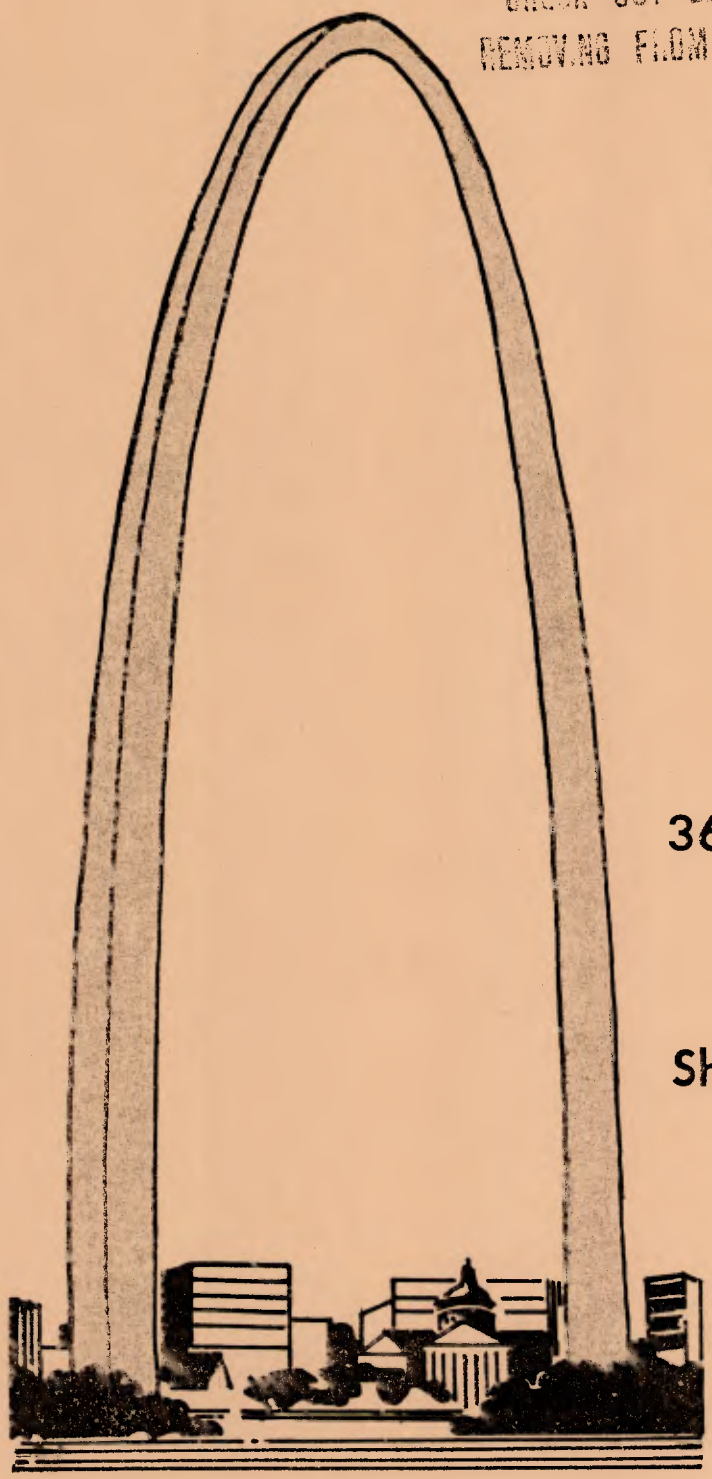

PROCEEDINGS

of the

36th ANNUAL MEETING

July 27 - 30, 1969

Sheraton Jefferson Hotel

St. Louis, Missouri

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

1969

Member States and Provinces

COLORADO - 55 - 71
ILLINOIS - 56-68
INDIANA 59
IOWA - 52 - 69
KANSAS - 51 - 66
KENTUCKY - 0
MANITOBA - 70
MICHIGAN - 61
MINNESOTA 57
MISSOURI - 54 - 69
NEBRASKA - 49 - 62
NORTH DAKOTA 58
OHIO - 63
ONTARIO - 53 - 65
SOUTH DAKOTA - 60
WISCONSIN - 64

Officers

PRESIDENT: Carl R. Noren - Missouri
VICE-PRESIDENT: Dr. Kenneth H. Doan, Manitoba
SECRETARY-TREASURER: Paul G. Barnickol, Missouri

Committee Chairmen

PROGRAM: Edwin H. Glaser, Missouri Department of Conservation
RESOLUTIONS: Walter E. Scott, Wisconsin Department of Natural Resources
AUDITING: Russell Stuart, North Dakota Game and Fish Department
NOMINATIONS: Larry R. Gale, Missouri Department of Conservation
FEDERAL STATE RELATIONS: A. Gene Gazlay, Michigan Department of Natural Resources
WETLANDS: Richard D. Wettersten, Minnesota Department of Conservation
LEGISLATION: L. V. Voigt, Wisconsin Department of Natural Resources
FEDERAL FARM PROGRAM: George C. Moore, Kansas Forestry, Fish and Game Commission

General Chairman: P. G. Barnickol, Missouri Department of Conservation

Program Committee - 36th Anniversary Meeting

Edwin H. Glaser, State of Missouri
Minor E. Clark, State of Kentucky
Dr. Kenneth H. Doan, Province of Manitoba
Dr. Ralph A. MacMullan, State of Michigan
Allen Brohn, State of Missouri
Willard R. Barbee, State of Nebraska
Walter E. Scott, State of Wisconsin

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PROCEEDINGS

OF THE

36th ANNUAL MEETING

OF THE

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

AT

SHERATON-JEFFERSON HOTEL

ST. LOUIS, MISSOURI

JULY 27 - 30, 1969

President Carl R. Noren, Presiding

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CONSTITUTION

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

(Revised Draft July 8, 1964)

PREAMBLE

The name of this organization shall be the Association of Midwest Fish and Game Commissioners. The object of the Association shall be to foster and promote uniform game laws and regulations of the member states and provinces; to gather and disseminate information, exchange ideas and lend helpful cooperation in all matters of research and investigation pertinent to the conservation of wildlife and general outdoor recreation; to lend its support to the United States Department of the Interior, Fish and Wildlife Service, and Dominion Wildlife Service, in an extension program beneficial to game, migratory waterfowl, and fisheries; to cooperate in the establishment and creation of Federal and dominion migratory bird sanctuaries, refuges and shooting areas, and to submit authentic information upon which the Fish and Wildlife Service and Dominion Wildlife Service may base conclusions in prescribing regulations for the annual take of waterfowl; to cooperate with the Divisions of Fisheries in their programs and to encourage and assist sportsmen's and conservationists' organizations so that the fullest measure of cooperation may be secured from our citizenry in the protection, preservation and restoration of our wildlife resources.

ARTICLE I

OFFICERS

Section I. The officers of the Association shall be President, Vice-President, Secretary-Treasurer and a Board of Directors composed of the President, Vice-President, and Secretary-Treasurer of the Association, and one representative from each state and province except those represented by the officers of the Association.

Section II. Such officers shall be elected by the members of the Association for a term of one year.

ARTICLE II

MEMBERSHIP

Membership shall be by states and provinces and representation of each state and province at meetings shall be by its duly authorized representative or representatives.

By - Laws

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

ARTICLE I

DUTIES OF OFFICERS

(Including changes of July 8, 1954, and July 19, 1960)

Section I. The President shall preside at all meetings of the Association, appoint all special committees, preside at meetings of the Board of Directors, and countersign all warrants drawn on the funds of the Association.

Section II. The Vice-President shall perform the duties of the President in the latter's absence.

Section III. The Secretary-Treasurer shall keep a record of all transactions of the meetings of the Association, as well as meetings of the Board of Directors, shall notify members of the time and place of meetings, be custodian of all funds of the Association and draw all warrants for the payment of claims properly presented, and perform such other duties as are naturally incumbent upon the office. He shall bill the several members and collect the annual dues. The incumbent secretary of each year shall record the proceedings of that year and shall prepare and forward five copies to each member in good standing, the cost to be paid out of the Association's fund.

Section IV. The Board of Directors shall constitute an Interim Committee to conduct the usual business of the Association.

Section V. The tenure of the succeeding officers of the Association will be from January 1 of each year through December 31.

ARTICLE II

MEETINGS

One regular meeting shall be held annually; the place of such meeting to be determined by the Association and the date to be fixed by the Board of Directors. When necessary, special meetings may be called by the Board of Directors. Members shall be given thirty days notice of regular annual meetings and special meetings may be called by the Board of Directors on ten days notice.

ARTICLE III

VOTING

Voting shall be by states and provinces, as units. Each state and province shall have one vote.

ARTICLE IV

DUES

Annual dues shall be $35.00, payable in advance, at, or before each annual meeting.

ATTENDANCE LIST

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

36th Annual Meeting

St. Louis, Missouri, July 27 - 30, 1969

Phil Agee, Chief, Research Division, Nebraska Game and Parks Commission, 7539 Starr, Lincoln, Nebraska 68509.

Mrs. Jeanne Agee, Lincoln, Nebraska.

Dr. Richard Anderson, Missouri Cooperative Fishery Unit, University of Missouri Columbia, Missouri 65201.

Dan C. Armbruster, Chief, Division of Wildlife, 1500 Dublin Road, Columbus, Ohio 43212.

Willard R. Barbee, Assistant Director, Nebraska Game and Parks Commission, State Capitol Building, Lincoln, Nebraska 68509.

Paul G. Barnickol, Assistant Director, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Don Beaty, Mississippi Valley Duck Hunters Association, St. Louis, Missouri.

Kenneth Beghin, Wisconsin Department of Natural Resources, P. O. Box 450, Madison, Wisconsin 53701.

Vernon Bennett, Chief, Field Division, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Mrs. Merle Bennett, Jefferson City, Missouri.

Clarence E. Billings, Superintendent of Education, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Jim Tom Blair, Commissioner, Missouri Conservation Commission, 30 Dromara Road, St. Louis, Missouri 63124.

Mrs. Myrna Blair, St. Louis, Missouri.

Wilbur Boldt, Deputy Commissioner, North Dakota Game and Fish Department, 103 1/2 S. Third Street, Bismarck, North Dakota 58501.

Allen Brohn, Assistant Director, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

R. Scott Brundage, Conservation Director, Peabody Coal Company, Columbia, Missouri 65201.

John Brash, Assistant Director, Wisconsin Department of Natural Resources, Box 450, Madison, Wisconsin 53701.

R. W. Burwell, Regional Director, Bureau of Sport Fisheries and Wildlife, Federal Building, Fort Snelling, Twin Cities, Minnesota 55111.

Perley Cassady, Area Manager, Aug. A. Busch Memorial Wildlife Area, Missouri Department of Conservation, Route #2, Weldon Spring, St. Charles, Missouri 63303.

James C. Columbo, Commissioner, Nebraska Game and Parks Commission, 6319 Pierce Street, Lincoln, Nebraska 68509.

F. Graham Cooch, Staff Specialist, Migratory Bird Populations, Canadian Wildlife Service, 400 Laurier Ave., West, Ottawa 4, Ontario.

Eugene P. Cook, Regional Manager, Colorado Division of Game, Fish and Parks, 609 Birky Place, Ft. Collins, Colorado 80521.

Dr. Bruce Cowgill, Commissioner, Nebraska Game and Parks Commission, Silver Creek, Nebraska 68663.

Odell Crader, Supervisor, Accounts Receivable, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Bill T. Crawford, Superintendent, Game Research, Missouri Department of Conservation, Bouchelle & Williams, Columbia, Missouri 65201.

Hollis D. Crawford, Education Consultant, Missouri Department of Conservation, Box 136, Cameron, Missouri 64429.

Clarence Daniel, Biologist, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Dan F. Dickneite, Supervisor, Special Programs, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

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Robert G. DeLaney, Commissioner, Missouri Conservation Commission, Route #3, Charleston, Missouri 63834.

Joe G. Dillard, Fishery Biologist, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Dr. K. H. Doan, Director, Fisheries and Wildlife, Department of Mines and Natural Resources, 910 Norquay Building, Winnipeg, Manitoba, Canada.

Mrs. Beatrice Doan, Winnipeg, Manitoba, Canada.

Donald W. Douglass, Chief, Game Division, Department of Natural Resources, Lansing, Michigan 48926.

Alex Drobot, Administrative Officer, Department of Mines and Natural Resources, Winnipeg, Manitoba, Canada.

Mrs. Agnes Drobot, Winnipeg, Manitoba, Canada.

Brad Durling, Chief of Hatcheries, Fisheries Division, Michigan Department of Natural Resources, Mason Building, Lansing, Michigan 48926.

Robert R. Elliott, Assistant Director, Administrative Services, Colorado Division of Game, Fish and Parks, 6060 Broadway, Denver, Colorado 80216.

James R. Ernst, Mississippi Valley Duck Hunters, 2230 Ferncliff, Kirkwood, Missouri 63122.

Thomas R. Evans, Supervisor, Game Division, Illinois Department of Conservation, 100 E. Washington, Springfield, Illinois 62701.

Fred R. Evenden, Executive Director, The Wildlife Society, 3900 Wisconsin Avenue, N. W., Washington, D. C. 20016.

Francis Eyman, Conservation Agent Supervisor, Missouri Department of Conservation, 710 Stanford, Jefferson City, Missouri 65101.

Mrs. Willa Eyman, Jefferson City, Missouri

Woodrow Fleming, Director, Division of Fish and Game, Indiana Department of Natural Resources, 607 State Office Building, Indianapolis, Indiana 46204.

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John L. Funk, Superintendent, Fisheries Research, Missouri Department of Conservation, 601 Business Loop 70, West, Columbia, Missouri 65201.

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Lewis R. Garlick, Deputy Regional Director, Bureau of Sport Fisheries and Wildlife, Federal Building, Fort Snelling, Twin Cities, Minnesota 55111.

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Edwin H. Glaser, Planning Officer, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Francis R. Hanna, Commissioner, Nebraska Game and Parks Commission, Thedford, Nebraska 69166.

Mrs. Francis R. Hanna, Thedford, Nebraska.

Charles D. Harris, Deputy Director, Michigan Department of Natural Resources, Mason Building, Lansing, Michigan 48926.

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Mrs. Andrae Hoyer, Jefferson City, Missouri.

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Mac Johnson, Publications Editor, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Paul B. Johnson, Field Service Agent, Department of Conservation, Route #1, Owensville, Missouri 65066.

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Dr. Ed Kozicky, Director, Conservation Department, Winchester-Western Division, East Alton, Illinois 62024.

John M. Keener, Director, Bureau of Game Management, Wisconsin Department of Natural Resources, Box 450, Madison, Wisconsin 53701.

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Merwin A. Marston, Chief, Division of Federal Aid, Bureau of Sport Fisheries and Wildlife, Washington, D. C. 20240.

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Mrs. Winston Milonski, Jefferson City, Missouri.

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George C. Moore, Director, Kansas Forestry, Fish and Game Commission, Box 1028, Pratt, Kansas 67124.

Mrs. Eugenia Moore, Pratt, Kansas.

M. M. Muncie, Commissioner, Nebraska Game and Parks Commission, Plattsmouth, Nebraska 68048.

Jay Neubauer, R. R., Box 305, Long Grove, Illinois 60047.

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Mrs. Ann Noren, Jefferson City, Missouri.

Julian L. O'Malley, Attorney, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

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Walter E. Scott, Assistant to the Secretary, Wisconsin Department of Natural Resources, P. O. Box 450, Madison, Wisconsin 53701.

Elwood A. Seaman, Assistant for Natural Resources, Department of the Air Force, 1616 Hunter Mill Road, Vienna, Virginia 22180.

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Ford Strong, Commissioner, Division of Game, Fish and Parks, 425 Rio Vista Road, Grand Junction, Colorado 81501.

Russell W. Stuart, Commissioner, North Dakota Game and Fish Department, 103½ South Third Street, Bismarck, North Dakota 58501.

Harold V. Terrill, Staff Specialist, Missouri Department of Conservation, Bouchelle and Williams, Columbia, Missouri 65201.

Mrs. Doris Terrill, Columbia, Missouri.

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Joel M. Vance, News and Publicity, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

L. P. Voigt, Secretary, Wisconsin Department of Natural Resources, Box 450, Madison, Wisconsin 53701.

Edward Weinheimer, Commissioner, Iowa Conservation Commission, Greenfield, Iowa 50849.

Robert F. Wells, Operations Officer, Missouri Department of Conservation, P. O. Box 180, Jefferson City, Missouri 65101.

Dick Wettersten, Director, Division of Fish and Game, Minnesota Department of Conservation, 300 Centennial Building, St. Paul, Minnesota 55101.

Harry Woodward, Director, Division of Game, Fish and Parks, 6060 Broadway, Denver, Colorado 80216.

Dale E. Whitesell, Executive Vice President, Ducks Unlimited, P. O. Box 66300, Chicago, Illinois 60666.

TRANSCRIPT OF PROCEEDINGS

of the

36th ANNUAL MEETING

of the

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

SHERATON-JEFFERSON HOTEL

ST. LOUIS, MISSOURI

JULY 27 - 30, 1969

PROCEEDINGS OF

36th ANNUAL MEETING

ASSOCIATION OF MIDWEST FISH & GAME COMMISSIONERS

Hotel Sheridan-Jefferson - St. Louis, Missouri

July 27, 28, 29, 1969

Morning Session, Monday July 28, 1969

PRESIDENT NOREN: The 36th Annual Meeting of the Association of the Midwest Fish & Game Association will now come to order.

Ladies and gentlemen, we have with us a very distinguished guest; but before we introduce him, I think it would be appropriate if we would call the roll of the member states and provinces of the association. Our Secretary-Treasurer, Mr. Paul Barnickol will do this.

Before we do that, I'd like to tell those of you who invaded my room last night, that it was rough on the feet this morning walking through the shells of pistachio nuts.

Mr. Barnickol.

MR. PAUL G. BARNICKOL: Thank you, Mr. President.

As I call the roll by state, will the representative present from each state or province rise and state his name, so that the recording secretary will be able to make the appropriate record.

COLORADO - Harry R. Woodward, Director, Colorado Game, Fish & Parks Department.
ILLINOIS - Tom Evans.
INDIANA - Woodrow Fleming, Head of Division of Fish & Game.
IOWA - Earl T. Rose, Director of Fish & Game.
KANSAS - George Moore.
KENTUCKY - Arnold L. Mitchell.
MANITOBA - Dr. Kenneth H. Doan, Acting Director of Wildlife Branch.
MICHIGAN - A. Gene Gazlay.
MINNESOTA - Richard D. Wettersten, Director of Division of Game & Fish.
MISSOURI - Carl R. Noren.

NEBRASKA - M. M. Muncie.
NORTH DAKOTA - Russell W. Stuart.
OHIO - Dan C. Armbruster, Chief of Division of Wildlife.
ONTARIO - (not represented)
SOUTH DAKOTA - James W. Sprague.
WISCONSIN - Les Voigt.

Thank you.

Mr. Chairman, I turn this back to you, and later on, we will ask the representatives of each state to make known other members of their delegation.

PRESIDENT NOREN: I failed to introduce myself, when I got up here, and I'm glad we are one of the member states so my name is mentioned. And those who do not know me will be aware that I'm present.

I would like to have the privilege of introducing our Lieutenant Governor; but it seems appropriate to me that someone who is much closer to him, someone who knows him much more intimately than I do and who has worked with him, should introduce him. We are very fortunate to have on our Commission Mr. Jim Tom Blair, who has worked very closely with Lieutenant Governor Morris, and I would ask him to introduce Mr. Morris for me.

Mr. Blair is someone we are very proud of and happy to have on our Commission. He's from one of our most distinguished families and one of the young fellows who is working vigorously to distinguish himself as his forebearers have in Missouri.

MR. JIM TOM BLAIR: Thank you, Mr. Noren.

You read it just like I wrote it. I appreciate that.

Bill has a very busy schedule and has taken the time to come down here and welcome you gentlemen to the State of Missouri. Personally, I think it's a favor to me, but also it's a favor to us and I appreciate it very much.

He is leaving to go back to an eleven o'clock meeting. He said he only had a speech of an hour and twenty-five minutes, which is a little short of what the program called for.

I have known Bill for a long time and the first time we really spent together was in a goose blind, so I know he's got an interest that some of us have in this meeting. I worked with this man last fall and he's not afraid to work. And he's taken time out of a very busy schedule to come here.

I present to you, William Morris, the Lieutenant Governor of the State of Missouri.

LIEUTENANT GOVERNOR WILLIAM MORRIS: Thank you, Jim Tom.

President Noren, Miss Taylor, gentlemen, welcome to the State of Missouri.

I speak for Governor Warren Hearnes, and all of the people of the State, when I say that we are always happy to welcome visitors to our State, both those with serious business to consummate and those who are here to enjoy themselves. I hope you will be successful in doing both.

I realize that your primary consideration at this meeting is the fish and wildlife of your various states, but I also know that your consideration must involve people, because people are the source of both your problems and your solutions.

It is particularly interesting to me that your first speaker this morning will discuss the role of conservation development in the Inner City. I don't know what Father Shocklee is going to say, but I can assume that he isn't worried about beaver dams flooding the church basement. More likely, he sees methods whereby fish and wildlife management can play a role in improving the lives of the people of the Inner City. The fact that a discussion of this subject is part of your meeting indicates your interest is broader than rural fields and streams. While our wildlife resources struggle to survive the thoughtless beating they are taking from pollution of the environment, people are developing a greater awareness of their need to see and enjoy nature.

I would guess that most people who head for a lake or stream want to spend their leisure time outdoors. I don't believe that everyone who fishes or camps out is fully aware of the need to be close to nature occasionally. They go because it is fun.

It is only a minority of them who seek to meet nature on its own terms, back packing and living, at least to some degree, off of the land.

But everyone enjoys unspoiled scenery. Most enjoy seeing wildlife. For some of the Inner City residents, the pigeon is the last remaining wildlife form and may be worth the problems it causes.

There are other subjects on your program that have increasing relevance for everyone. Water quality is as important to people as to fish. Fortunately, or perhaps unfortunately, people have found ways to live with bad water, by spending a lot of money on purification equipment. Fish aren't so lucky. It is possible, maybe even probable that the susceptibility of fish to pollution will generate the research needed to solve our pollution problem before our water gets so bad that even people can't use it.

The same is true of pollution by pesticides. The deadly threat it poses to the bald eagle may wake us up in time to save ourselves.

Apparently the awareness of our environmental problems is reaching the point where something significant will be done. I know that when people are aroused enough to favor a tax to cure the problems, as most people did in the recent survey for the National Wildlife Federation, the chances of getting something done are pretty good.

I saw demonstrated again, during the recent session of our legislature, that taxes are a thorny subject.

It is a tribute to people, who are working to maintain and improve our environment, including fish and game departments, that the public has indicated a willingness to finance pollution control.

These matters are serious business; but I hope you will find enjoyment in your visit, too.

You are in a fine City and there are lots of things to see and do. You will have a chance to see our St. Louis Cardinals. We had hoped they would have their divisional pennant clinched by now, but there was a slip-up somewhere along the line.

If any of you are interested in American history, you will find plenty to see here. The great arch on the riverfront symbolizes the role of St. Louis and Missouri as the Gateway to the West.

The St. Louis World's Fair was held in our great Forest Park sixty-five years ago. Some of the buildings erected for the fair are still in use.

For more recent history, the uranium for the Manhattan project and the atomic bombs was refined in a plant adjacent to the August A. Busch Memorial Wildlife Area, which some of you will visit tomorrow. And America's first manned space vehicles were built at the McDonnell-Douglas plant here.

Of all the things you can see in St. Louis and Missouri, possibly the most important is the downtown area of this City. I doubt that anyone who hasn't visited or kept up with St. Louis in the past twenty years would believe what they see here. The typical big city downtown area has been torn down and rebuilt. Historically important buildings have been preserved and enhanced. New buildings have sprung up. In St. Louis, Downtown is, in modern parlance, "Where it's happening!" The area is a monument to what people can and will do to revive a city.

I believe the same effort by people all over the country could revive our environment. It's expensive, but I feel certain that most people in St. Louis are convinced that what they have done is worth the effort and money.

You won't have time at this meeting to get around the State and see what the Missourians have done to revive and enhance their outdoor sports opportunity.

Most of you are probably aware of the restoration of several wildlife species that were nearly wiped out in the State, including deer, turkey and beaver.

We are proud of our Conversation Commission and Department for many jobs well done, and of the Missouri sportsmen who have supported and financed the program.

Not all of the old problems are solved. And there are new ones constantly appearing. But past successes give us hope that present and future problems can be solved.

Again, I welcome you to our State and wish you success in your deliberations.

I am very happy to have been with you and take a small part of your program. So, have a good meeting and thank you.

PRESIDENT NOREN: Governor Morris, thank you, sir, for these thoughtful remarks and interesting comments about the State of Missouri. We are happy you could take time to come here and be with us. We think this is a quality group, not a big group, but I'm sure they will take home with them your thoughtful remarks.

LIEUTENANT GOVERNOR MORRIS: I have a plane to catch, if you will excuse me.

PRESIDENT NOREN: Surely.

This association, I think most of you are aware, has been in existence for a good many years. It was started in 1934. It's several years older than the Missouri Department of Conservation, and so I regard it with some reverence.

There are fourteen states and two provinces in the membership, as was indicated by the roll call. Some of these people would like to introduce people who accompanied them and I'm going to ask Mr. Barnickol to go over the membership roll and ask if they will introduce their personnel or guests. We'll skip Missouri, but we would like to hear from other states and provinces.

Before we do that, I think it would be well to recognize and introduce your Vice-President and President-elect, Mr. Kenneth Doan from Manitoba.

MR. BARNICKOL: Gentlemen, we will go through the roll call again and as President Noren has indicated, this will give you a chance to introduce the people who accompanied you.

COLORADO - Ford Strong, Commissioner.
Robert R. Elliot, Assistant Director, Administrative Services
Eugene P. Cook, Regional Manager.
ILLINOIS - John H. Rebuffoni, Chief of Division of Law Enforcement.
Jay Neubauer.
INDIANA - No other representatives.
IOWA - E. D. Weinheimer, Commissioner.
Les Licklider, Commissioner.
Harry Harrison, Superintendent of Biology.
KANSAS - Fred Sears, Commissioner.
KENTUCKY - No other representatives.
MANITOBA - Alex Drobot.
MICHIGAN - Charles Harris, Director of Resources and Management.
Donald W. Douglas.
Brad Durling, in charge of Hatcheries.
MINNESOTA - No other representatives.
NEBRASKA - Phil Agee, Superintendent of Biology and Land Management.
Francis R. Hanna, Commissioner, Thedford, Nebraska.
Dr. Bruce Cowgill, Commissioner, Silver Creek, Nebraska.
James C. Columbo, Commissioner, Omaha, Nebraska.
Mrs. Phil Agee.
NORTH DAKOTA - Wilbur Boldt, Deputy Commissioner.
OHIO - No other representatives.
ONTARIO - No other representatives.
SOUTH DAKOTA - No other representatives.
WISCONSIN - Walter E. Scott, Assistant to Deputy Secretary.
John M. Keener, Director of Game Bureau.
Harold D. Hettrick, Director of Law Enforcement.
John G. Brasch, Director of Fisheries Bureau.
Kenneth Beglin, Pilot.
L. P. Voigt, Secretary, Department of Natural Resources.

MR. NOREN: There are a few other people from Missouri, other than the staff, whom I'd like to recognize.

MISSOURI - Claude A. Relf, President of Conservation Federation of Missouri.
Ed Stegner - Conservation Federation of Missouri.
Robert L. DeLaney, Commissioner.

MR. NOREN: We have called the roll of the states and provinces, but we haven't recognized the people in the Federal Government.

I shall introduce only Bob Burwell, if he's here - and he's probably ducked out, expecting this.

MR. BURWELL: Our group is up in Carl's room, cleaning up pistachios.

MR. BURWELL, (introducing B S F & W personnel): Mr. Lou Garlick, Deputy Regional Director of the Minnesota office.

John Langenbach, Assistant Regional Director of Operations.

Burt Rounds is scheduled to be here.

Art Hawkins from the Washington office.

Merwin Marston, Chief Division of Federal Aid.

And I think Bob Jenkins was authorized to come down.

I don't know whether there are any others or not.

PRESIDENT NOREN: Bob, I think it is mighty nice we have such a good relationship.

MR. BURWELL: I forgot to mention L. M. Springer and Bob Sharp.

PRESIDENT NOREN: I wonder if you will make the announcements that should be made at this time.

(Announcements)

PRESIDENT NOREN: Dan, I wonder if you would like to introduce for us, a man from the Canadian Wildlife Service, and his name is Dr. F. G. Gooch. He's one of our speakers.

That reminds me, Fred Evenden (Wildlife Society) is here, and Woody Seaman (American Fisheries Society). Gus Budde from the National Park Service.

(Announcements)

PRESIDENT NOREN: Our first speaker on the program is Father John Shocklee, and he comes to us from a church here in St. Louis, which I think has the prettiest name I ever heard for a church, St. Bridget of Erin Church. This sounds beautiful to me even though I'm not Irish.

Father Shocklee is going to speak to us on a subject rather new to the thinking of fish and game departments and conservation organizations in the United States and Canada. We in our department, at least, had not, until recently, been devoting a great deal of thought to conservation and the Inner City, with the specific thought that this required special attention.

After Father Shocklee has talked to us, I'll give you a little indication of why we have been thinking on this subject more lately than we had in the past years.

Father Shocklee has been an administrator of high schools. He is the Pastor of the St. Bridget of Erin Church and has been a lecturer at St. Louis University and a member of the Department of Theology at Marillac Seminary in Normandy, Missouri.

He was appointed Commissioner of Public Housing of St. Louis in 1965. He is a member of the executive committee on the Archdiocesan Commission on Human Rights. He's a member of the executive committee of the NAACP. He's been a frequent panelist on civic and poverty problems.

He's a man with a distinguished record. He's been a recipient of the 1966 American Democracy Award and the 1965 Maryville Award for civic leadership. In 1967 he received a special citation from Religious Heritage of America for his ministry on behalf of the underprivileged, exemplifying a life of dedicated service to church and humanitarian causes and in special recognition of his efforts to improve living conditions through establishment of the Mullamphy Redevelopment Corporation of St. Louis, Missouri.

He's a recipient of the 1966 award for contribution to the City of St. Louis by the St. Louis Argus.

He's a recipient of the 1966 Lane Bryant annual award citation to an individual for volunteer service to the committee. He's a recipient of the 1967 award for outstanding service by the Missouri Association of Social Welfare in recognition of his valuable services on behalf of the people of this State and particularly for his creative contribution toward the solution of problems of urban housing. He's had an honorary Doctor of Laws degree from St. Louis University conferred in June 1968.

You will recognize from this that he is a man of considerable accomplishment. We welcome Father Shocklee.

ROLE OF CONSERVATION DEPARTMENTS IN THE INNER CITY

FATHER JOHN A. SHOCKLEE: I came at twenty after 9:00, expecting to go to work about 10:30. This is the most unusual convention I have ever had to appear before. You come to see the City and begin to see it at night, and the first guy up in the morning doesn't have many people to talk to. That's why I'm a little bit thrown when I see this alert, alive group.

I'd just like to say, from my viewpoint, as welcoming you to the City of St. Louis, and while it doesn't sound strange that the Fish and Game Commission would be meeting in a city as crowded as St. Louis, I'm awfully glad you are here. It gives us a chance to let you see how the other half lives and the problems we are faced with, those who are residents of the City. And those few men who are employees of the states and regions and provinces, it is your problem also.

I spoke at Missouri University, at Columbia, during the spring and it was about just as contradictory, I suppose, my being there as my being here before this group of fish and game commissioners; but we were able to let some of the people see that were interested, that it is not impossible for people in your area of interest to get involved in helping to come to a solution of some of our urban problems. As a result of my being there, one of the groups there was from Kentucky, and within the next week, we are going to have about thirty poor kids from St. Louis going camping down between the lakes in Kentucky. And I had never dreamed we'd get some kids down to Kentucky, but it happened that way.

I think it would be good for you to know what we are dealing with in the City and how we are dealing with it. I have a few statistics about the City. You have seen the nice parts. You came from the airport through the residential section and down the highway where there is nice green grass on the slopes. God has been good to us this year and it rains every twenty minutes and the river comes up and the boats go down. But as you came, if you did not get out of the limousine and the cab in which you were riding, as you came closer and closer to St. Louis, it is a beautiful drive. If you would have gotten out, you would have seen a different part, if you would have gone up the grassy slope you would have seen the poor people and the tumbled down housing and the overcrowded conditions. But we don't like to show the visitors that. We put the highways up in the air or down in the ground and you can't see the other things. But you have seen the arch and I know you'll see the stadium and the Mansion House Center on the riverfront, and all of these things that are fantastic and beautiful in the City and they are indicating a change for the future; but let me say what has happened here.

In the last fifteen years, St. Louis lost 150,000 of the middle class to the suburbs. St. Louis has a little bit fewer than 700,000 people. Of course, we are ham strung by about 100 small municipalities, seventy-five cent an hour magistrates and judges and all of this business right around the edge of the City that we have great difficulty with in getting co-operation from them. But the City of St. Louis has lost 150,000 of its population, 3,000 businesses closed their doors and 50,000 jobs were lost.

Now, a portion of this 150,000 has been replaced by a non-white population, sixty percent of which are immigrants from Mississippi, Arkansas, Tennessee, Alabama and the boot-heel section of Missouri. We have lost 150,000 but sixty percent of these have been replaced by immigrants mainly from the South. Many of these people are not able to understand urban living. They are rural in origin and they come to St. Louis, the land of milk and honey. When they get here, they are greatly disenchanted. What happens is ten to twelve percent of our functional people are illiterate and cannot read and write and are of the fourth and fifth grade level. Fifty-six percent have had eight years of formal schooling or less. Seventy-four percent have had less than twelve years of school. And a large percentage of the 700,000 are not white.

I'm giving you somewhat of a gloomy picture, because the Mayor likes to have us do this.

The State Legislature never listens to us. We have a team in Jefferson City, from St. Louis, discussing housing, and they are not listening to us. And the aldermen don't listen to us. And we have to say it over and over again. And you have to know what the problems are so that you men, through your organizations, are best able to give assistance.

You know very well that the indigent people, most of the time, are not working and they are not property owners. And what is happening, we are having a constantly eroding tax base for increasing services and escalating costs.

We read how a new group of City employees are going on strike. We were not to have water. The water people were going on strike but now they are going to wait until September. And twenty-two percent of our housing needs rehabilitation, according to the statistics. Housing needs rehabilitation or demolition. And twenty-two percent of these people are living in them and people are paying rent and they are getting sometimes very minimum or no services whatsoever. I give this to show you as a little bit of a background in the hope we can see that the role that agencies other than the city agencies might need to perform. These twenty-two percent of the people who are living in poor housing are live human beings. Many of them are not permanent residents of the City of St. Louis, they have come in fairly recently.

After the 1964 Supreme Court decision about schools, and it was done, on a basis that you do it as well as you can, the City of St. Louis was one of the first large cities to be completely opened up to the population. And many of the people in the South learned about this and moved North to Cincinnati and St. Louis and those more affluent made it to Chicago and Detroit. But the poor came here. Mississippi begins about forty miles south of Memphis and first big town you hit, as you come up the river, is St. Louis. We do have hospitals and we do have schools and we do have public housing. And there was a hope for jobs, and a peak number of adults moved in from the South, 60,000 of them, and they were in need of some kind of assistance. And the City has been high and dry and not able to

provide those nice things -- not just nice things in the sense it would be good if you had them, but nice and important, the type of services fish and game commissioners might be able to offer. These poor people, black and uneducated, still have the same need for quiet and a certain element of privacy and ability to be with nature as anyone else. But the poor, by reason of poverty, are always very immobile. They cannot move any place.

Despite what you hear about the poor people having Cadillacs, I can't find a Cadillac in our neighborhood. And the neighborhood I live in is the Pruitt-Igoe Housing Development. Thirty thousand people live there. And I don't know of a Cadillac or Riviara there. They are immobile and cannot go.

They have mass transportation in all urban areas, which is very, very poor. The people are brought here and are dropped and they stay. It is very difficult for them to get back down home, where they'd like to go. Despite the difficulties where they lived, there is a fondness for the land.

If you wonder whether I'm kind of a mixed up guy, I am. My mother was a city gal and my father was a country boy. My father came to the city and met my mother and they moved back there to the country. But by that time, my mother had enough of the country and had enough of wringing heads of chickens and skinning rabbits, that she came back to the city. And all of the time my dad was sneaking away. When they reached twenty-five years of marriage and added them up, my dad had gone fishing and hunting on weekends while all of the time my mother was cooking and washing for the family. I love the concrete and the city, but I have twenty acres out in the boon docks, and I got it for twenty-five cents an acre, and I've been offered $150. I am not a speculator, but I know grass, logs and hills are worth something. But there is this mixture in me. I can begin to feel a little bit like the people who want to get out of the area in which they live. Where do you go? When you are black, not all of the doors are open to you. When you are poor, you do not have the facilities to get there.

And what happens in our community is our people stay and rarely go back home, except for a death.

If we didn't have Mr. Busch's place and Grant's Farm, which I hope you will see -- the kids know every cow by its first name since we go there so often -- and if we didn't have the August A. Busch Memorial Wildlife Area in St. Charles County, at Weldon Springs, there would be very few places to go.

I am not a do-gooder or crying type of person, but these people are a part of our population and every agency, no matter how remote, must see this is a part its problem. How do you solve the problem? I don't know! In the first place, we have to want to do it.

Would you have dreamed when President Kennedy said we must get a man on the moon by 1970 that we would so successfully have men there before 1970. At first we said that would be nice and then, to our amazement, despite many setbacks of the first equipment, and the tragic death of three men it came to pass. There is an important point here. This was the will to do it. We can do anything we want in this country, if we want to do it. With twenty-four billion dollars you could do it.

If we want our schools to be what they ought to be, we can do it. If you want recreational facilities to be adequate, this can be done. There is nothing that can't be done that the American creativity and the industrial complex cannot do, once we make up our mind to do it.

The fish and game commissions today are wondering what to do about the Current River and the Black River or Estes Park. Those problems they are talking about are not their fault. And I don't know whose fault they are. I'm not laying the blame on anyone. But there has to be a solution on the part of all people. What can be done?

Last year I was invited to bring ten kids out to Colorado Springs. There is a Protestant religious group with a ranch next to the Broadmoor Hotel. I went up there and they went ahead of me, ten black kids from St. Louis and ten black boys from Chicago, Disciples - tough, plenty tough. When they arrived, they had to hand in the equipment. They were told, "You're going to get fed and there is a swimming pool and mountains."

And I arrived three days later and I was a fink and I was a white and everything else. What kind of fink was I? I was sorry for the ten with whom I flew up from St. Louis.

The next day we went mountain climbing. Not only did we have to climb up the mountain but we had to climb down, too. There were boys from Chicago who would kick old ladies in the head and steal their purse, and they were crying out of fear to climb that mountain. And here was I, fifty years old, and I was afraid, and I knew I had to act strong and courageous. And so I went ahead. But I found out, after awhile, as I would be hanging on a stump with one hand and reaching around one of the boys with the other, they didn't care what color that arm was or what religion I was, just so I was strong enough to hold them as they'd swing from one position to another. When we got to the top, I didn't know what they thought. Perhaps that someone was going to send a helicopter to get us down. We were only half finished, because there were no buses running up to the top of the mountain; but they hadn't given this a thought. And it took us five hours to get down.

(The remainder of Father Shocklee's presentation was not recorded owing to illness of the recorder.)

NO QUESTIONS FROM THE FLOOR. NO DISCUSSION.

President Noren thanked Father Shocklee. He further reported on a study of the Missouri Conservation Department, by a special study team, the interest of the study team and what the department is doing in meeting the problems of urban areas.

Mr. L. P. Voigt of Wisconsin commented on their two hundred million dollar bond issue. He reported on their use of urban area youth in summer jobs away from the cities.

Mr. Carl R. Noren, Mr. Robert W. Burwell and Mr. R. W. Shapr, reported on a summer fisheries program in four St. Louis City parks, involving the Bureau of Sport Fisheries and Wildlife, St. Louis City Parks Department and Missouri Department of Conservation.

Mr. Gene Gazlay of Michigan reported their legislature has recently enacted legislation earmarking fifty million dollars for programs to meet the recreational needs of urban areas.

Mr. Willard Barbee of Nebraska pointed to programs in which the agencies are providing fishing in the manner utilized in the trout programs, demonstrating that making fishing available for the underprivileged can be done.

Mr. Herb Schwartz of Missouri explained further the department's participation in the fishing programs and the ones at the park. He explained further activities taken by interested organized groups.

(Morning Recess)

PRESIDENT NOREN: We are running late, so I will now call on Mr. Glenn Chambers.

(Whereupon the following report was entered into the record, after which Mr. Chambers presented two pheasant range density maps, one for 1961 and one from 1966, and discussed pheasant population density as demonstrated by slides.)

1969 REPORT

MIDWEST PHEASANT COUNCIL ACTIVITIES

Prepared for the
ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS

By
Robert D. Feldt
Immediate Past Chairman, Midwest Pheasant Council

The twelfth annual meeting of the Midwest Pheasant Council was held at Harrisburg, Pennsylvania April 14-17, 1969. The 48 persons in attendance included delegates and representatives from 13 member states, New York, and New Jersey. Also present were representatives from the Bureau of Sport Fisheries and Wildlife, Illinois Natural History Survey, Ohio State University, and the Penrose Research Laboratory.

Fred Hartman, Vice-Chairman, welcomed the delegates and guests to Pennsylvania at 8:00 P. M. on April 14. He introduced Mr. Glenn Bowers, Executive Director of the Pennsylvania Game Commission, who also welcomed the group and gave a brief resumé on Pennsylvania's programs, achievements and goals. Further orientation of Pennsylvania's ecology and research programs followed Mr. Bowers.

The formal business meeting was called to order at 8:30 A. M. on April 15. The roll call was given and the secretary's report accepted.

An interim committee report was given by Robert Dahlgren (South Dakata) concerning computed populations and the recently revised Midwest Pheasant Range Map. His efforts pointed to the dubious accuracy of the techniques employed by the various states. He was strongly in favor of standardization of both technique and effort. The report also offered a statistical procedure for compiling papulation data to be used by the next Midwest Pheasant Range Map Committee.

Vic Janson (Michigan) briefly reported on his efforts ta prepare a five-year Midwest stocking report. A copy of his results had been mailed to members earlier.

Kansas was selected to host the 1970 meeting. A Program Committee was appointed to organize an interesting agenda.

This year's program included two members of the New York Conservation Department. Mr. Dirck Benson reviewed early stocking efforts and a fox predation study. Mr. Elmer Wagner discussed a unique nest and brood survey New York uses instead of the Rural Mail Carrier Survey. The discussion was very informative to the group because this state, which is not a member of the Council, has not been heard from in previous meetings.

Dr. Robert L. Snyder, Associate Pathologist at the Penrose Research Laboratory, introduced Pennsylvania's Game Table Survey. The origin of this survey was traced from the early hunter questionnaire to Game Protector estimates. This evolved to questionnaires distributed by Game Protectors and completed by hunters. Hunting pressures distribution was obtained by hunters maintaining a personal calendar which was submitted at the end of the season. The biases, errors, advantages and disadvantages of the system were presented and discussed.

A Tuesday evening session provided an opportunity for the delegates and guests to talk shop, compare notes and discuss problems. Very lively discussions were held on the problems of stocking, pay-as-you-go shooting, population replenishment by wild-trap transfer, and associated programs. Also discussed were problems and new approaches in Council programs.

The Wednesday morning session opened with a discussion on pesticides and pheasants. Robert Dahlgran (South Dakota) reviewed recent work in the subject area. He then reported on his work in relating dieldrin administered to cocks and hens (first and second generation) with associated behavioral changes. Results showed effects on cocks, cock-hen interactions on fertility, hatchability of eggs, and chick survival. A study on dieldrin-botulism interaction was also briefly mentioned.

William Anderson (Illinois Natural History Survey) talked about the incidence of DDE, dieldrin, and heptachlor epoxide in pheasants with reference to sex, age, and seasonal activity. He found that pesticide concentrations in tissues correlated with physiological changes. Pesticide residues were high in summer and low in winter. Pheasant populations in Illinois were found to be on the average, 99 percent contaminated.

Carl Wolfe (Nebraska) related his experiences with a recent green-bug spraying program. From 4-8 ounces of parathion were used per acre to treat corn and milo. Following this program, reports were received of unusual wildlife mortality within the sprayed area. Also in 1968, the Wide Aerial Spray Program was created in which total units of land will receive malathion dosages. Because of the apparently disastrous effects of this first program and potential long term implications of the second, Nebraska is planning studies to test the environmental effects of both programs.

Lowell McEwan (USF & WS) reviewed the increasing trend of pesticide usage and production in the United States. He then pictorially described his

investigation on pesticide dosed, wild-trapped, and transmitter equipped pheasants. Interesting side light information on habitat usage, home range, and mode of capturing birds were of interest to the members.

Ed Frank (Wisconsin) chaired a panel discussion on the implementation of research findings into management programs. Glenn Chambers (Missouri) related his experience on converting research studies into management programs. He concluded that continuous communications with administration coupled with mutual trust in the work is a basic necessity.

Nebraska's Research Division, according to Bill Baxter, is viewed as a service organization whose primary function is to provide information to Management. Findings are implemented by formal and informal communications within the organization. Mr. Baxter stressed that as a service organization, the avenues of communications were of necessity, two-way.

Experiences in getting Iowa's ASCS and other land management agencies to implement research findings were reviewed by Dick Nomsen (Iowa). He related successes in implementing management programs by exerting additional liason with and through the SCS, ASC, and similar organizations.

Minnesota's proposed pheasant program called "Operation Ringneck Pheasant" is a case where the legislature enjoined the Management Section to develop a program. Roger Johnson related the experiences of the management people in evolving the program. Research personnel were asked to evaluate the program's effectiveness.

Ed Frank summarized the topic by reviewing the vehicles available for disseminating research results. He stressed that in many cases, research results needed to be translated for proper interpretation by the various levels of usage. The need for feed-back from the other levels is also a necessity. Within these connotations, Frank concluded that research efforts are not finished until they are made known.

The Thursday morning discussion opened on pheasants and predation. After reviewing results from some similar studies, Carl Trautman (South Dakota) revealed the results of his predation control study to date. He reported finding reduced rates of pheasant declines on the fox control areas. Over a four-year span, a 17 percent difference in decline was noted between the fox removal and control areas. After two years of control on the all predator control areas, some questionable but otherwise fantastic results were obtained. Trautman found a 34 percent increase since 1966 in pheasants on the all predator control areas compared with a 31 percent decrease on the check areas, a 65 percent differential. The fox control was obtained at a cost of $42.50 per square mile per year.

Arlow Boyce (Michigan) reviewed the history of predator control in Michigan. In effect, the experience has been that bounties have not been effective control measures. Continued work needs to be done to keep bounties from being effected on foxes and other species.

Recent experiences with transmitter tagged pheasants in Wisconsin in relation to predation were discussed by Ed Frank. In a preliminary study, 41 percent of the hens were lost to predators in seven months. Further studies are being conducted.

Considerable discussion followed on the entire pheasant-predator syndrome, and the need for re-inspection of some aspects were stressed.

Some prior discussion of land retirement systems resulted in the appointment of a Resolutions Committee to examine the systems. The thoughts of the members on Committee action was solicited. The members were in favor of assisting the Association of Midwest Fish and Game Commissioners with problems associated with possible changes in land retirement programs with the Association's permission, by having a representative of the Midwest Pheasant Council testify as needed on behalf of favorable land retirement systems.

After some further discussions concerning potential program materials, the 1969 Pheasant Council Meeting was adjourned.

A brief account of the past pheasant hunting season, winter conditions and breeding season prospects were placed on a blackboard by the delegates. The kill was up in most states; a fairly mild winter was experienced in most of the Midwest, and the future population prospects appear to be mostly good. An upward trend in the Midwest pheasant population seems to be occurring.

Two afternoon field trips into South-Central Pennsylvania showed the delegates and guests some rather unique pheasant habitat. The ridge and valley areas are far more rugged and wooded than any other pheasant range most members had ever witnessed. The apparent pheasant population and hunter success in some of the areas seen stimulated much discussion and introspection on the part of members from states west of Pennsylvania. Current research work in areas of clean farming and pheasants was also reviewed.

In conclusion, I would like to thank the Association of Midwest Fish and Game Commissioners, on behalf of myself and the Midwest Pheasant Council, for your support of the Council. I would also like to reaffirm the Council's strong desire to help you in the future. Any suggestions as to how we might do this better will be appreciated.

Robert D. Feldt, Immediate Past Chairman
Midwest Pheasant Council
R. R. #5, Box 65
Lafayette, Indiana 47905

EARL T. ROSE (Iowa): I just want to comment. I think the situation in Iowa is about like it is shown on the map there for most pheasant states. We are losing our habitat in northern Iowa, and of course, we have the great pressures from local clubs, communities and sportsmen to close the season on pheasant; stock the pheasant. Stocking just won't work there. We could just as well stock prairie chicken or flamingoes; it just won't do any good because the habitat is gone. I really believe that the greatest limiting factor is with winter cover and I think southern Michigan is the same way. We have quite a lot of nesting cover -- roadsides, for instance. In Iowa the primary roads and most of the secondary roads are not mowed, so I do think we have a lot of nesting cover. Certainly whenever we have a severe winter like we had in '65 and again this year, the pheasant just can't stand it and I don't believe you can build winter cover even with some of the finest stands of honeysuckle banks and conifers since the snow comes drifting through them and you just don't have a chance. I believe that some of the whims of Nature are involved in this.

Of course, the more cover you do have, the better chance for survival except during periods of real blizzards. How are we going to overcome this tendency to stock and to close season which we know will absolutely not help nor have an effect on the population? These are some of the problems we face. The public relations aspect is terrific because they know that we have had pheasants in north Iowa eighty to a mile commonly up to three hundred. Now we have one pheasant per square mile in some of that area which was covered by the extended blizzards of '65 and again this year. We think we are out of business, but it's hard to convince people that you shouldn't close the season and that you shouldn't stock.

MR. CHAMBERS: This is a tremendous problem and we wrestle this thing at the Council every year. We get caught up with talking about stocking and who knows, this may be the answer in the future, but right now if we can implement some type of a cover program, that can help.

MR. RICHARD D. WETTERSTEN (Minnesota): In Minnesota we are very happy with the work and help of the Pheasant Council.

I might mention one other thing. You said that Minnesota might consider stocking. The area shown as dark blue or black on the first map now should be shown as white.

MR. CHAMBERS: Right.

MR. WETTERSTEN: The field men in the West Central part of Minnesota are unable to find a single pheasant in whole townships, and this is the point where we are right now. As Earl said, it's darn tough when you are used to killing a million or a million and a half pheasants a year to come down this far so soon. We are not stocking yet but we are giving some thought to it.

MR. BRUCE E. COWGILL (Nebraska): I certainly agree with the need for good habitat, but in Nebraska we have areas where the habitat hasn't changed too much and we still get this great decline in pheasants in isolated areas. As pesticide use has increased our pheasant population has decreased. That's something I'm wondering if we are hammering on hard enough.

MR. CHAMBERS: Right. This year we thought about an additional resolution concerning hard pesticides, but at this point I think we are going to leave it until next year. I know this needs attention, but pesticides are getting a pretty good hammering nowadays anyway.

MR. COWGILL: Yes; but hard enough?

MR. CHAMBERS: Well, we'll help you out next year.

MR. COWGILL: Each year where the habitat hasn't changed we are still getting the same decline.

MR. CHAMBERS: This presents a problem which would take on all kinds of ramifications. It may be an intricate complex of situations including snowfall, pesticides, a poor hatch for some reason and it's hard to point to one thing and say this is the answer. I don't disagree with you at all, pesticides are important in helping to limit our pheasant population. So next year I'm sure we will be promoting a resolution concerning use of hard pesticides.

PRESIDENT NOREN: Gentlemen, when you are addressing questions to the speakers or even requesting some discussion, please identify yourselves and where you come from for the record. The next speaker is someone that I didn't know very well; I overlooked him this morning in our introductions, and now here I am introducing him and presuming to tell you something about him.

I can only go from some records I have here. But talking informally with some of our people, I have learned some things which I won't tell you in my introductory remarks about him -- these are not adverse -- but it sounds to me as if he were a most interesting gentlemen and I must say I would like to get better acquainted.

I think he has led the life -- at least some of his life -- that I would have liked to have led, and I envy him for some of his activities. I'm talking about Doctor Cooch, who is going to talk to us on how should Canada relate to the present waterfowl crisis. Let me tell you a little bit about him.

He got his Masters and his Doctor's Degrees from Cornell University in 1958. He has been with the Canadian Wildlife Service since 1947, variously a member of cooperative breeding ground surveys 1947-1951, and he was Arctic Ornithologist from 1951 to 1962, Head of the Pesticide Unit, 1962-1965, and Staff Specialist, Migratory Bird Populations, 1964 to present.

He is the principal advisor to the Director, Canadian Wildlife Service, on Migratory Bird Populations, Surveys, Research Legislation and International Problems. In addition, he is Head of the Canadian Banding Office, and one of his duties is to set the basic framework of the Canadian Regulations.

He is a Fellow of the Arctic Institute and a member of the American Association for Advancement of Science, a life member of the Wildlife Society and an elected life member of the American Ornithological Union. And he has published approximately sixty scientific papers.

This relates to you of some of his background and accomplishments. I only wish that I knew him better and could learn of some of the things he has done, because he apparently has a very interesting life.

DR. COOCH: The last time I was in Missouri in 1953, I was arrested on suspicion. When I was drafting this paper, I let a few of my colleagues read it and they said this time you'll get lynched.

If you don't mind, I'm going to read this because it's all jumbled. I understand my assigned topic had something to do with how should Canada relate to the present waterfowl crisis. I'm not going to discuss the condition of the breeding grounds this year or the population levels, but it may seem that this topic is somewhat redundant.

I maintain, however, that there is a continuing crisis, a crisis caused by lack of understanding between states, provinces and countries with regard to population objectives and the regulations needed to meet those objectives. In addition, although continental numbers of a given species may appear healthy, some components may in reality be sick.

Let me begin by discussing the crisis caused by lack of understanding, and I have a reason for doing this, 'cause I have received three to five thousand pieces of mail from stateside as soon as our regulations get out each year, mostly complaining. We, in Canada, annually set our Migratory Game Bird Regulations in mid-July of each year, about one month in advance of the National Waterfowl Advisory Committee meetings in Washington, and in advance of the Council meeting and technical sessions in early August.

Not long after both sets of regulations are made public, indeed often just as the general population becomes aware of them, it's not unusual to hear what might best be described as cries of anguish wafting northward on the hot, humid air of late July or August.

The first comparison which is usually made concerns the length of the season allowed the various provinces of Canada. A state in the Mississippi or Central Flyways which has just been informed by the Bureau that they will be offered a straight season of 30, 40 or 50 days or a split season with the usual penalty, will look at published season lengths for southern Manitoba or Saskatchewan and come up with 69 and 76 days respectively. The addition is perfectly correct, but the length of the effective season in each is not.

For example, Manitoba and Saskatchewan do not permit hunting on Sundays, but we don't give a bonus just because you are good boys and don't shaot on Sundays. This means Manitoba and Saskatchewan have seasons which on paper would still permit sixty or sixty-seven potential shooting days respectively and reduce the kill which one would anticipate on an opening weekend or indeed on any weekend by fifty percent.

Furthermore, in Saskatchewan and Manitoba seasons generally open on a Monday. This also reduces hunter activity on opening day to less than 50 percent of what is recorded six days later on the first Saturday of the season. Let's go back to this 60 and 67 days during which hunting is permitted. The 1967 and 1968 Canadian kill and species composition surveys for these two provinces show that hunters did not report any activity in December. Indeed, only one hunter reported any activity after November 16th, and I think he was a wildlife biologist for the Federal Government. He was bag checking or something.

This is not unexpected. After all, no one wants to hunt or who can hunt when the maximum daily temperature does not rise above 30 degrees Fahrenheit, and nighttime temperature may descend to 15 degrees Fahrenheit or lower? In short, in terms of temperature and available birds, effective season lengths in Manitoba and Saskatchewan in 1967 and 1968 were 32 and 34 days respectively, not 69 and 76 that one would suspect.

As a matter of fact, for the past several years, the effective season length in Saskatchewan has been shorter than that enjoyed by the Central Flyway. This is so even if one discounts the special teal season of the late High Plains Greenhead Mallard season. Manitoba has a season about two days longer, not 2 1/2 times longer, than the Mississippi Flyway. Seasons are extended late into the Canadian winter in order to prevent the build-up of overwintering flocks in areas where eventual freezeout can be anticipated in most years.

Judging from the correspondence and phone calls, differences in bag limits are somewhat contentious points. Let me give you a few background factors which have a direct bearing on Canadian bag limits. Firstly, waterfowl populations available to Canadians are at a maximum in late August or early September. Secondly, waterfowl species can be roughly divided into three groups: (a) the early September migrants, teal and pintail; (b) those that leave by October 15th, ringnecks, widgeon and gadwall; and (c) late migrants such as mallards, redheads and canvasbacks.

Even the late-migrating species begin a major exodus by October 1st. Unlike the situation in some states, there is no waiting for flights of late migrating birds to arrive from Canada because in our case, they are never going to arrive. Thirdly, most ducks are raised on private lands and in many instances are barely tolerated because they do represent a possible threat to crops. The worse the depredations, or the greater the inconvenience to the use of heavy farm machinery, the greater is the likelihood that those privately controlled ponds will be drained. If that occurs, all North American hunters suffer.

Fourthly and finally, Canadian farmers and sportsmen live in areas of waterfowl abundance just as do the people who live in certain parts of the Pacific Flyway or in coastal Louisiana and Texas. As a result, it is sometimes difficult for them to believe that the continental population of a species may be down 20, 30 or even 40 percent from a year ago and restrictions must be imposed.

Canadians are caught in a dilemma. If seasons are opened on September 1st when populations of all species are at a maximum, local, immature and thus vulnerable breeding populations on the southern prairies would be burned out. We, therefore, open seasons in the southern prairies late in September. As a result, sportsmen in Alberta will witness a 1969 fall flight of pintail probably exceeding four million birds; yet they will harvest only one hundred thousand. In 1969, Manitoba will produce a million and a half blue-winged teal and harvest twenty-five thousand. This is not because Manitoba hunters would not take teal, but because they are south of our borders by the time the season opens on September 29th and are not available.

These are some of the factors involved in setting seasons and bag limits in Canada. That is, the later we set our season openings, the greater will be the proportion of mallards, scaup, goldeneye, canvasback and redheads in birds available to hunters. Furthermore, the later we set the season, the fewer late migrants that will be available. This was apparent in 1968 when mallard limits in Manitoba and Saskatchewan were two and three respectively and effective seasons barely exceeded thirty days. Nevertheless, the percentage of mallards in the kill actually rose in reflection of the kinds of birds that were available to be killed. As was predicted, the total kill did decrease because species other than mallards had migrated south to warmer climates during September.

The average hunter in 1967 and 1968 in Saskatchewan and Manitoba took 2.1 and 1.7 ducks per day respectively -- this is quality hunting in the United States, I admit -- and on the average hunted seven days per season. This works out to about one mallard per day per successful hunter or an average of six mallards per season per successful hunter, as I define as someone who kills at least one bird. Converted to potential hunters, this works out to an average of 3.46 mallards per season as compared with the United States average, Central and Mississippi Flyways, of 2.20.

A decrease of one bird per season in the average season bag of mallards in Canada would mean a potential increase in the bag in the United States of 0.22 mallards per successful hunter per season. Take five guys and let them fight over that lousy bird.

On July 22nd, 1969, the 1969 Canadian Regulations became law. These regulations provide for an increase in daily bag limits on mallards and total ducks of two birds per day. Manitobans will have an effective season not exceeding 35 days and will be permitted to take four mallards with a total daily bag of seven. In Saskatchewan, the effective season will be forty days with a daily bag of seven. In southeastern Saskatchewan, the daily bag limit for mallards is four; in the rest of the province, five. Both provinces will open their seasons on a Monday and both provinces have a mistake canvasback regulation of one bird.

We estimate that these regulations will increase the retrieved harvest of mallards in Canada from one million thirty thousand to one million three hundred fifty thousand. The 1969 regulations are essentially the same as those which prevailed in Canada in 1967. The 1967 Regulations in the United States produced a mallard kill of four million thirty-nine thousand, and those on 1968 a kill of two million five hundred thirty-three thousand. This year if there is a return in the United States to 1967 regulations, it would probably mean a mallard kill of at least four million five hundred thousand; a continental kill of five million nine hundred thousand; plus a 25 percent loss of unretrieved birds; or a total continental kill of 7.9 million mallards, equal to the total estimated 1968 continental breeding population. This is a reflection of the sensitivity of your kill to relatively minor manipulations in regulations.

I have gone into this detail because I firmly believe that except for factors associated with production, a key to continental mallard population rests not in Canada, but here in the United States. Generally a two-bird increase or decrease in the permissable daily mallard bag in Canada and seven days on or off the hunting season means plus or minus three hundred thousand birds on an average Canadian kill of one million three hundred fifty thousand. On the other hand, a one-bird fluctuation on this side of the border and seven days added to the season length mean plus or minus one and a half million mallards on an average U. S. kill of four million.

Earlier in this paper I referred to a second crisis; that is, continental figures do not necessarily tell the whole truth about the well-being of a particular species. For several years the numbers of breeding mallards in Minnesota, parts of the eastern Dakotas, southwestern Manitoba and southeastern Saskatchewan have been very much below their long-term averages. We in Canada have been especially concerned about the situation in Manitoba and adjacent Saskatchewan.

An examination of available data indicates that in the states and provincial areas listed above, survival of banded mallards ranges from 32 to 37 percent as compared with 48 to 54 percent in Alberta and western Saskatchewan. Furthermore, the number of mallards per pond, by stratum and political zone, is considerably less than 1.0 in this area and considerably above as one goes further west.

To me, this means overharvest of locally-reared birds, a burning out. It is for this reason that an experimental mallard season was instituted in Manitoba in 1967, an experiment which failed because hunters could not identify what they were shooting. The present Monday openings, mallard limits of four, and September 29th opening in Manitoba are designed to reduce pressure on local breeding birds. By delaying the season and opening on a Monday, we allow birds that overfly the prairies to get south and dilute resident flocks. I think we have been moderately successful in stopping the downward spiral of resident populations in southern Manitoba.

In closing, we in Canada conceive our role in the field of waterfowl management as being one of cooperatively preserving breeding populations on a continental and area and species-specific basis. Further, we recognize we must protect and/or expand pothole habitat on which many of those populations depend. This is a continental resource and its components recognize no international or national boundaries. They don't care whether they are Saskatchewan mallard or Alberta mallard or Manitoba mallard, they are mallards.

The cooperation and frank exchange of views between the United States and Canada in waterfowl management is an example of which I think we can all be proud. For instance, Europe and their situation is such that if ever statements were made there that are between the Bureau or Canadian Wildlife Service and some states, there would be war tomorrow.

Thank you very much.

PRESIDENT NOREN: Thank you for your remarks. We all know the waterfowl field has all sorts of potential controversies. I don't know about the suggestion of lynching. We can find lots of reason to differ among ourselves in the States and find reasons possibly to lynch each other without moving to the Provinces, but anyway, would anyone like to comment on anything Doctor Cooch said?

MR. ART HAWKINS (Fish and Wildlife Service): I notice that you put considerable emphasis on this Monday opening. One of our big problems stateside is that we take the greatest share of our annual harvest on opening day and I wonder if you have some hard data to support or at least show ideas about this Monday opening as compared to a weekend opening. Would you care to elaborate on that point a little bit more?

DOCTOR COOCH: Thank you for that question we discussed last night. We have Monday openings in three provinces, Manitoba, Saskatchewan and Alberta. In Manitoba it's a Monday opening at noon, which even makes it tougher. In Ontario, which has a Saturday opening and no Sunday shooting, an opening Saturday shoot kills fifty-five percent of the birds that are going to be killed in that season and has about forty-five percent of its total hunter activity on that one Saturday.

When one goes to Manitoba, the first thing that you see -- and I'll give you this as an example: if you have three hundred and fifty hunters in your sample saying they hunted on a Monday, you will have fourteen hundred saying they hunted the next Saturday. This is reflected in our wing receipts and in hunter activity studies we are doing in the field. It's not quite as dramatic in Saskatchewan or Alberta, because they are allowed to start in the morning. We think that the evidence is quite clear. In Manitoba the number one day in terms of total harvest during the season is not opening day any more. It's the first Saturday, which is six days later.

And if you ever open this in conjunction -- as they did last year -- with the upland game season, it has a further effect.

MR. DAN ARMBRUSTER (Ohio): You said here in your talk there is a fifty percent reduction in kill by closing Sundays?

DOCTOR COOCH: No. I said two things. One, it cut the number of days on the weekend; and secondly -- and we can't test this -- but if they could hunt both Saturdays and Sundays -- and these are days they get off -- they only hunt half the time. In areas of waterfowl abundance, this stirring them up doesn't accomplish much so that by hunting one day instead of two days on a weekend, it has reduced the kill.

MR. ARMBRUSTER: Thank you.

DOCTOR COOCH: Follow me? On the basis of our surveys of people going out and hunting after that day of rest, Monday is one of the low days in the week; people just don't -- they are back at their job.

MR. ARMBRUSTER: In your experience, what would you estimate your kill reduction to be by not hunting Sunday?

DOCTOR COOCH: I don't know because we haven't any way to assess it.

MR. ARMBRUSTER: Would it be considerable?

DOCTOR COOCH: Well, it's considerable only under certain conditions. If you were in a situation where you said we'll take three or four Sundays off our season but then we want three or four more days to hunt to get a wider spread of days, I think you would have increased your kill statewide by doing this, but we have no supporting data because we have no Sunday openings.

(FROM THE FLOOR): Canadians were trained right, they never did hunt on Sundays.

DOCTOR COOCH: That's right.

(FROM THE FLOOR): So they don't know what they are missing.

DOCTOR COOCH: One of our problems is that you read the differential in our regulations and every time that this differential appears to become a little wider, we have from ten to twenty-eight thousand hunters who come to Canada and are generally very successful. This is one of our problems in forecasting what the effectiveness will be of our regulations. This twenty-eight thousand hunters who come up and are hunting for a week will take a lot of ducks.

Ken, I would like to get out of you how to do it.

DOCTOR KENNETH DOAN (Manitoba): The hunters today are conditioned all their life not to hunt on Sunday for game birds, but they are sharpening up. Every year for the last three years at the Wildlife Federation, the sportsmen bring up a resolution for Sunday hunting. Then some farmer-type member will stand up and preach on don't violate the Sabbath and they beat the resolution. From the cities, from the mining camps, the mining towns of the north, shift workers who only have a Saturday and Sunday off, are still plugging for Sunday hunting. I would suspect within a couple years Sunday hunting will come into the fore, not in the southern part of our province near the cities, but up in the northern part of the province.

(FROM THE FLOOR): Is that Sunday closing statutory?

DOCTOR DOAN: It's statutory.

MR. HAWKINS: What about a Wednesday opening? I think you would have an entirely different effect with a Wednesday opening compared with a Monday opening because of the half day, follow me?

DOCTOR COOCH: Yes. In the small towns you can't buy a pack of cigarettes on a Wednesday, so that would be different. I don't think we could effectively open on Wednesday; I think it would have to be a Monday.

PRESIDENT NOREN: Are there any other comments? If not, we will move on to our next speaker.

This next gentlemen has never disagreed with anybody on the question of waterfowl management and regulations. This is Mr. Dale E. Whitesell, Executive Vice President, Ducks Unlimited. Let me tell you a little bit about him.

He is a graduate of Ohio State University having taken Masters and his Bachelors Degrees there. He worked for the Ohio Division of Wildlife in a number of capacities, including the position of Chief of the Division of Wildlife. He is well known to all of you having joined Ducks Unlimited in 1965. He is a man who has been very active and has a very urgent way about him. We always enjoy hearing from Dale Whitesell.

MR. WHITESELL: Thank you, Carl. This will be short and unique as most of you that know me know that seldom do I have a short report. Too, I think it's not too controversial.

If I may go back to that one item before, though, where we were discussing an opening day. I think back home in Ohio we experimented with a mid-week opening the first week. We found Friday was one fine day because the boys in the shop will work on Fridays. If you open the season on Monday, you will have boys then by Saturday that are ready to go again, but we didn't. It measurably cut pressure.

The 1969 waterfowl breeding season looks to be the most productive since the mid-1950's. Not in terms of total ducks, however, because the breeding population is still below those lush years, but in terms of production from the available breeders. Considering that the U. S. Bureau reported a 1.6 production ratio in 1965, there are definite indications that this year's ratio will exceed that. In such an event, and since I understand the number of mallard breeders has been found to be significantly greater than the estimate reported in February, we could well expect a fall flight for 1969 that could be the best since the late 1950's.

Water conditions, except for southeastern Alberta, were excellent when the ducks returned to the prairies. Stimulated by a warm April, nesting began early and proceeded uninterrupted by late snowstorms or prolonged cold spells. Broods appeared in numbers well ahead of normal. Cool, showery weather maintained good water through the spring, although rainfall was below average. Heavy rains fell prairie-wide in late June and early July and brood water is now abundant for late nesting species, as well as renesters. Mallard pairs and some lone drakes still "on territory" indicate that for those few females whose first nests were destroyed they are still trying, and there is ample water to support that renesting effort. Other species are also continuing their efforts.

This condition is true prairie-wide except for the southeastern corner of Alberta where most natural water areas are now dry. Early nesting pintails probably were successful here, but there will be no further production from this area except from D. U. projects and other man-made reservoirs. A smaller, relatively dry area is centered on Edmonton, Alberta, but here the larger water areas are still in good condition.

The return of breeding ducks to the prairies in response to good water conditions was dramatic. The key word here is prairie. Our DU surveys show prairie breeding populations to exceed any other year in the last decade. This does not necessarily indicate an increase in the continental population over 1968, but rather a redistribution of the breeding population to the south of Canada's Prairie Provinces. Except for Alberta, this breeding population is well below that of the mid-1950's. However, the concentration of breeding birds on the prairies this year, along with the good water and nesting conditions, gives promise of a banner year. This is the key to the thing. This year you have got the birds back where they belong to produce at their best potential. The major nesting effort is concentrated in the environment where the birds are most likely to be successful and under almost ideal conditions.

The most spectacular increase in all three provinces was in the pintails. In Alberta they reached a level equal to the average of the 1960's; in Saskatchewan there were more breeding pintails than in any other year of the 1960's, though the population was well above the average for the 1950's. In Manitoba, the population was well above the average for the 1960's except that there were more in 1960 itself.

The increase in mallards nesting on the prairies was significant, though less spectacular. Although DU's Alberta surveys showed a small decrease from last year for this species and a level somewhat below the average for the 1960's and well below that of the 1950's, Saskatchewan registered a significant increase over 1968 and was at the highest point since 1961. This, however, was well below the average for the middle and late 1950's. Manitoba mallards increased over last year significantly but are still below the average of the 1960-68 period. This is three time areas or periods that we are making comparison with. This is comparing our surveys in the prairies where there was a count of no birds last year -- the birds weren't on the prairies last year; now they are on the prairie. One other time we are considering is the period of the '50's and the other is the period of the '60's. We all know there were more ducks in the '50's than in the '60's, hence the comparison in the two periods.

It should be realized that according to U. S. Bureau data, the average number of mallard breeders for the years 1960-68 inclusive was about eight million birds, or less than the number of mallard breeders recently reported as returning to the breeding grounds this year.

All other species showed at least moderate gains except in Alberta where blue and green-winged teal and gadwall showed no gain. However, good increases were recorded for these species in both Saskatchewan and Manitoba.

Brood observations made through June confirmed the high production anticipated. The contrast with last year is, of course, spectacular due to the greatly increased breeding population on the prairies. Representative counts on our Ducks Unlimited projects and study areas, however, show that in Alberta early brood production has been the best of the last decade, while in Saskatchewan it was exceeded only in 1963 of the same period. Similar comparative data are not available for southwestern

Manitoba, but broods are abundant and there is every evidence of an excellent early hatch. Brood counts in the great Saskatchewan River Delta at The Pas, in Northern Manitoba, show a good hatch. Brood numbers are equal to 1967, which was the best year since these counts began in 1961.

Many young pintails are now on the wing and groups of these birds are conspicuous on prairie waters and staggering about the sky. Young mallards are flying, too. Canvasback and widgeon broods are on the water along with gadwall and newly hatched scaup. Blue-winged teal broods are slow in appearing; however, there is no reason for concern. Nest initiation may have been delayed by cool weather of early June which apparently had no effect on other species. Some loss of nests is known to have occurred in southwestern Manitoba due to heavy flooding from rain, but is not expected to be a serious limiting factor. These rains of recent data are again setting the stage for another year of improved habitat conditions.

In summary, we might say that this year is a very good example of what can happen in the waterfowl world when the habitat situation returns to that which is near ideal. It appears now that we might well expect to see not only a greatly increased fall flight for 1969, but a significantly increased spring breeding population for 1970. Now I'm going back to this average number of mallard breeders because we are talking now about our DU indications of what actually have been in the prior paragraphs. This can happen even though reasonable harvest regulations are enjoyed this year.

Only a few months or even a few weeks ago it was speculated by a few that such wonders could only occur if harvest would be eliminated for at least one season. Wonders of nature will not cease so long as man does not eliminate the environment by acts of commission, omission or regulation against those forces necessary to maintain this environment.

These figures that I have used in these instances were computed assuming the normal losses, mortality losses to both hunting and natural mortality.

Thank you.

PRESIDENT NOREN: Dale, thank you for your interesting report. Are there any questions for Mr. Whitesell?

MR. ROSE: How about the areas that you find in Canada particularly in the Minnedosa area, southwestern Manitoba, and on west through southern Saskatchewan?

MR. WHITESELL: I do not have a count on that, Earl. I do know this, however: that back during the peak populations of the '50's there were areas without birds on them. This was a phenomenon reported to us not only by the key men, the ranchers, but by biologists who have been there since 1937.

Now, what I observe this year, I have made two tours through that particular area and across from International Falls by automobile -- not by plane. You can't count a thing from the air because much vegetation is unundated. In going through those areas I saw very few water areas without birds on them, especially when I got out and walked the shore line. Now, Earl, it's only fair to relate further that some of those birds that I saw in those areas were drakes with no hens observable. I did see areas without birds on them; however, of those that I checked, I was able to flush birds on most of them.

DOCTOR COOCH: Perhaps I could help. The ratio of mallards to wetlands in southwestern Manitoba is seventy mallards for every hundred water areas. East it's ninety mallards for every winter water area. Then as you go further west, except in southeastern Alberta, you start to exceed one and this is the concern that I was expressing earlier. We still have underpopulation in southwestern Manitoba and adjacent Saskatchewan.

MR. ROSE: It's the contention, Dale, among some of the people in the Mississippi Flyway that it's not good management to continue to harvest these birds and not to reach the goal of the council of sending back ten or twelve million breeders each year when you have unoccupied habitat that we are not managing properly.

MR. WHITESELL: I am interested in hearing your comments, Earl, but I'm not going to belabor this discussion with you because it can go on for the next two hundred years. This business of unoccupied habitat came up to me several years ago when I was a voting member of the Mississippi Flyway Council. I was interested in checking with the Canadians on this particular situation and I was informed very emphatically that during the peak populations that some of these people recall -- and this goes back earlier than late 1920's -- that there were unoccupied habitat areas during peak populations.

Now, I'm wondering how wise it is to sit around and wait on the Utopia which may not occur.

MR. ROSE: You had a lot more than ten million mallard breeders.

MR. WHITESELL: I'm sorry, we don't have the data on that, but I do know, Earl, what you got up there this year.

MR. ARMBRUSTER: I was on a show-me trip on June 30th. About July 2nd in the Quill Lake area the two DU lakes were loaded with ducks. Right alongside of the DU flooded areas a very small one -- probably as big as this group in the natural potholes -- there weren't any ducks. Maybe Doctor Cooch or you could explain the situation. I'm not a waterfowl man, but I did notice this. As a matter of fact, I photographed those two small areas. Does drying out of these potholes make them more productive or what?

MR. WHITESELL: I think what you find, Danny, is that south of the Quill Lakes you are dealing first of all with no projects in that immediate area. You would probably see few birds in there because there is an alkaline situation. Formerly the Quill Lakes and some of those little marsh areas were alkaline and the birds wouldn't utilize them. Now in DU projects we are catching more the fresh waters. These are where the birds are. Would you agree, Doctor Cooch?

DOCTOR COOCH: The natural water in this relatively small area is loaded with alkaline. I mean loaded to the extent that they are virtually sterile. So what Dale is saying with regard to surface water in projects in these high-alkaline areas is correct.

MR. WHITESELL: You will find some potholes in these areas in the western part of Canada unoccupied during peak bird populations because they are alkaline. Some studies indicate, however, that there is a certain degree of alkaline associated with high production of birds. It's a fine point between no production or poor production and peak production so far as alkalinity is concerned.

I didn't come here to toot DU's horn. The projects are there -- a million and a half acres. We have gone far in the last ten years with the cooperation of the Canadian Dominion and Provincial Governments.

(FROM THE FLOOR): I'm not sure I have the data in relation to the anticipated fall flight and the anticipated breeding population next spring.

MR. WHITESELL: I said that it appears that we might well see not only a greatly increased fall flight for 1969, but a significantly increased spring breeding population for 1970.

See, one thing that all of us here are unaware of is what the activity was in the early '50's. I couldn't find any records on that but a few people with whom I have been in contact in Canada have advised me that their 1.6 and 1.7 production figure is not excessive for '52 and '53. Now we are looking at a situation very comparable to '52 so far as habitat is concerned.

As far as the ability of the birds to produce in '69 compared to '52 is concerned there's no point in arguing these things. As far as I'm concerned, I have given up arguing these decimal points; they are ridiculous because essentially we are still in the process of trying to develop techniques and we are not getting the job done. Arguing over decimal points indicates we have caliper-like precision when we're still using yardsticks.

PRESIDENT NOREN: Any other comments or questions for Dale?

(Whereupon the morning session was concluded.)

Afternoon Session
Monday, July 28, 1969
James W. Sprague, Presiding

MR. JAMES W. SPRAGUE: Good afternoon. I am Jim Sprague of the land of infinite variety. The first thing on the agenda is the drawing, so I will turn it over to Mike Milonski.

(Attendance prize drawing was held.)

MR. SPRAGUE: We have a full schedule this afternoon with a number of committee reports and very interesting speakers.

As with the morning session, at the end of each speaker's presentation or committee report, we shall try and save some time for questions. We would appreciate it at that time if you would stand and give your name and the state you represent.

The first presentation this afternoon will be one of the highlights of this meeting. This is a report on the Progress and Problems in Enforcement of Water Quality Standards by Mr. Murray Stein, Assistant Commissioner of Enforcement with the Federal Water Pollution Control Administration in Washington, D. C.

Mr. Stein is a graduate of George Washington University. For fourteen years, he was a member of the staff of the law library in the office of the General Counsel, Federal Security Agency, in the Department of Health, Education and Welfare. Since 1955 he has been on the staff of the Federal Water Pollution Control Administration, and he has handled all the pollution enforcement cases under the Federal Water Pollution Control Act.

He has worked in various fields including mental health radiation, water supply, developing model statutes, procedure, interstate compacts, and handling the administrative and legal problems for the department.

I welcome Mr. Murray Stein to our podium.

PROGRESS AND PROBLEMS IN ENFORCEMENT OF WATER QUALITY STANDARDS

MR. MURRAY STEIN: The theme of your meeting "Conservation Moves Into A New Decade" is particularly applicable in regard to the water quality standards activity. For the most part, the initial development and establishment of water quality standards for interstate waters have been accomplished. We move into the new decade with major attention and emphasis to be given to the implementation and enforcement of the standards.

The Water Quality Act of 1965 authorized the establishment of water quality standards for the Nation's interstate waters. The States were given the first opportunity to adopt standards and submit them to the Secretary of the Interior for approval. Their acceptability was conditioned on his finding that they were such as to protect the public health or welfare, enhance the quality of water, and otherwise serve the purposes of the Act. More specifically, consideration was required to be given in establishing the standards to their use and value for public water supplies, propagation of fish and wildlife, recreational purposes, and agricultural, industrial, and other legitimate uses.

Standards adopted and submitted by all 50 States, 3 Territories, and the District of Columbia have been approved in whole or in part. The Secretary has excepted from his approval items included in the submissions of 28 States. Dissolved oxygen and temperature criteria comprise the most-often excepted items found inadequate for protection of fish, wildlife and other aquatic life. The approved standards are Federal standards and are Federally enforceable.

Measuring and evaluating compliance with the standards combines two approaches. First, monitoring and surveillance of water quality cooperatively carried on by the States and ourselves. This is to provide information on the progress in improving and enhancing the quality of the waters and to detect discharges which lower the water quality below the established standards. Secondly, the approved implementation plans set out the requirements for waste dischargers necessary to meet the standards and a timetable for their accomplishment. This provides a direct check on compliance and every effort will be made to see that the requirements and timetables are met. A number of State agencies have issued orders in connection with their implementation plans, signifying their readiness to effectively enforce the standards. They have our full support and encouragement.

The Federal enforcement procedure for abating violation of water quality standards provides for direct court action, if a prior six-month period does not produce voluntary compliance. Interstate and intrastate pollution are distinguished in this procedure. If the violation has interstate pollution effects, the Secretary may, on his own action, request the Attorney General to bring suit. If intrastate pollution alone is involved, the written consent of the Governor is needed for the Secretary to request the court action. In either case, before the Secretary requests the Attorney General to begin court suit, he must notify the violators and other interested parties at least 180 days prior. This six-month period is afforded for obtaining voluntary compliance, if possible. In his notice, the Secretary designates the time and place where the violator may appear for an informal hearing before him, his designee, or a Board that he may appoint for this purpose. To date, we have had no experience in the utilization of this procedure. State enforcement plans are an integral part of the approved standards. Accordingly, every opportunity and encouragement is given to the States to bring about compliance. Federal enforcement authority will be applied only where other action has not been adequate to halt the violation.

Apart from the specific standards procedure, we have enforced compliance with water quality requirements through our basic enforcement actions to abate pollution which endangers the health or welfare of any persons. Forty-six enforcement actions have been taken to date. This involves a three-stage procedure -- the conference, the public hearing, and court action, each succeeding stage to be applied only if satisfactory progress to abate pollution is not made at the preceding stage. The conference is a nonadversary action. Conferees are the State water pollution control agencies, any interstate water pollution control agency with jurisdiction in the involved area, and the Department of the Interior. The conference inquires into the occurrence of pollution subject to abatement under the Act, the adequacy of measures taken toward abatement, and the nature of any delays. If possible, the conferees reach agreement on a required program of action. Invitees of the State agencies, usually municipalities and industries alleged to contribute to the pollution, and others interested, such as civic and conservation groups, and individuals participate. The Federal presentation is usually made in an investigative report prepared by the Federal Water Pollution Control Administration with statements from other Federal agencies. Unanimous agreements reached by the conferees in a majority of the actions attest to the success of the conference procedure. It has been necessary to move to the public hearing stage only four times and to court action only once.

Standards have been used on an ad hoc basis in the course of the conference. In preparing water pollution reports, engineers and scientists inevitably use water quality criteria that are generally accepted by the scientific community in formulating recommendations for adequate treatment. Everyone in the water pollution field relies on implicit standards when planning pollution control programs; general notions of the quantities of oxygen that fish require, of the bacterial levels that are a reasonable guarantee of safety for swimming, of the general appearance and lack of odor that make a river pleasant to be near. In the review of State standard submissions for the Secretary's approval, they were considered as to their consistency with established requirements in enforcement areas, and particularly so in regard to the schedules for remedial action. In this way, standards enforcement has been an on-going fact.

Water quality standards, of course, are not a new device. The direct benefits that they can produce, however, are fairly obvious: By committing State and Federal governments to the protection of streams for certain specific uses, they will make it harder for pollution to sneak up unnoticed as it has so often in the past. By defining the levels of water quality that all citizens have the right to expect, they will make our combined task in defending the interests of all water users easier.

The water quality standards will not be self-operating. They must be enforced and to be truly enforceable they must be supported by a concensus of public opinion. The establishment of standards is analogous to the traffic light system. The reds and the greens are there. If everybody ignored the red traffic light, it would make the whole system meaningless. To ensure that the red traffic light is observed, violators are handed a ticket. In the same way, violators of water quality standards must be brought to account to deter all who would ignore them by reason of non-enforcement.

MR. SPRAGUE: Thank you, Mr. Stein. I know there are problems both on the Federal and the State levels, especially in interstate waters. We don't seem to get the cooperation we need.

We do have some time for questions.

MR. DALE WHITESELL (Ducks Unlimited): With all the expenditures in Canada, we are very much interested in the United States, and pollution comes into that interest. I respect and appreciate your comments, although I heard the same comments made by Mr. Quigley four years ago.

Do you have anything you might impart to us that might involve an action program, other than expecting the sportsmen who basically provide the funds for people in this room to function with to carry the load? What might we do to encourage some of these billions, literally, spent from Washington annually for projects that might determine some of the corrective measures, even to finance some of the monitoring measures? I know from my days as Director in Ohio, where not just this form of pollution, but also pesticides are concerned, it seemingly is left up to the fish and wildlife people to do something.

Since it has been left to them, at least it has been put on their shoulders to come up with areas of responsibility to correct the measures, even if it is monitoring.

I think there should be other funds utilized, because the sportsman pays twice. I think the sportsmen would like some help and would be appreciative of receiving some help from H. E. W.

MR. STEIN: One correction. They transferred us from H. E. W.

I suspect that if you took a tour up the Missouri River and mentioned pollution and talked to the industries and the municipalities involved who have spent hundreds of millions of dollars, that they would think we already had an action program.

Now, I would agree that what we have to do is get at this case by case. In my mind, it is better -- to use a sportsman's analogy, and I am not much of a hunter, but I have been around enough to know that they say when you shoot at a flock of geese, and just shoot at the flock, that you are not going to hit anything. Since the spaces are awfully big, you have to lead one and get it. The same way with pollution control. You can make all the grandiose speeches and talks about monitoring, surveillance and all this. This isn't going to do the job. To do the job, you have to go out, and there is no substitute for this in my mind, river by river, source by source, identify them, and decide what you are going to do in that area.

I do think that the Department of the Interior, the Federal Water Pollution Control Agency, has a great responsibility in working on the monitoring and working on these problems. I do also recognize, though, that in a large area that we are concerned with, the real expertise rests with fish and game people and not with us. I don't think we should hide that.

When we get to a specific area we have to make an analysis of what is holding up pollution control in the area. Most of the time, and I would say in a vast majority of the cases, it is because they haven't built the treatment works we know very well how to build. They haven't put money in. Someone has to push them in one way or another or stimulate them to action.

In a small number of cases, the holdup may be due to a problem of political organization. I just came back last week from the twin cities, Minneapolis and St. Paul. Until they resolved that perennial squabble between the suburbs and the large city, we couldn't get the program off the ground even though we knew what we had to do. I think that is solved. There is another one. In some cases, and fewer than you might think, we need research. In other words, if we had all the money in the world we still would not know how to solve the problem. In several of the cases, we have to have monitoring to get the facts. We have to go take a section of river, and find all sources of contamination, large and small, and proceed on those on a painstaking basis. Without such action we are just not going to have pollution control.

MR. SPRAGUE: Any further questions? Thank you again. We could spend quite a bit of time on this. It is a never-ending subject, but we do have to move along.

Our next speaker is Tom Evans, and I am sure he doesn't need an introduction to this audience. He will be speaking to you on the Accelerated Programs Focusing on Shore and Upland Migratory Game Birds.

I would just like to say this about Tom. He has served regularly as Chairman of the Migratory Birds Committee for the International Association since 1960, and he has been the Chairman of the National Program Planning Commission for Shore and Migratory Game Birds for the last two years.

MR. THOMAS R. EVANS: Thank you, Jim.

This is quite a transition to go from a most complex subject such as water quality and pollution control, which will probably cost millions and millions of dollars, to a program which is barely in the money -- this will be a small scale program, even if we reach our ultimate goal. We hope it does not die in its infancy.

ACCELERATED PROGRAMS FOCUSING ON SHORE & UPLAND MIGRATORY GAME BIRDS

When I was asked several months ago for a presentation of this subject, I thought it would be a snap. After all - when you have worked with a new program such as this from its inception you should know it - inside and out. And, perhaps that's the problem. I feel that it has been discussed so much that everyone else involved is also thoroughly familiar with it. On the other hand, every time we have a committee meeting I realize that the organizational set-up and the program operations are pretty well misunderstood, or just not understood. I will, therefore, try to clear away some of the cobwebs and hope to leave you with a clearer picture of what we are trying to do, how we are trying to do it, and why we need all the help we can get.

The Accelerated Program of Research on and Management of Shore and Upland Migratory Game Birds originated with the attempts of the International Association to secure increased Federal appropriation for Mourning Doves. That was back in 1963 or '64. At that time the Bureau of Sport Fisheries and Wildlife had an appropriation of $59,000 or less to do research on one of our most important game birds - the Mourning Dove. It had no special funds for working on migratory game birds other than waterfowl - the webless species, the Bureau boys call them.

In the course of the discussions on how to expand mourning dove work it was decided that other species needed attention just as much, if not more. Such species as woodcock, common snipe, white-winged doves, band-tailed pigeons and rails were sadly neglected although all were being hunted.

In 1966 resumés of what needed to be done, research wise, were prepared by various workers for each species or group of species. Under the sponsorship of the Migratory Birds Committee these needs were molded into a total national program of research and management. Instead of seeking $450,000 plus for Mourning Doves, we found ourselves faced with the task of going after a $1,300,000 annual appropriation for all the named species.

The natural approach was to try and secure this appropriation by getting it included in the Bureau's budget request. It never got past the Bureau of the Budget. In 1967 a new tactic was tried.

A few people, among them Len Foote, Wildlife Management Institute, and Earle Frye, Florida Game and Fish Director, developed a specific budget request and with the assistance of friends in Congress presented the request directly to the Senate Interior Appropriations Sub-committee. To everyone's surprise this sub-committee did add part of the total request - $250,000 to the Bureau's appropriation. The bill sailed through Conference Committee and the Accelerated Program was underway for fiscal year 1968.

At the time the $250,000 appropriation was secured Senate Committee leaders advised that the total appropriation of $1,300,000 should be sought in installments gradually building to the final figure. This sounded good at the time but it hasn't worked out that way. Subsequent attempts to secure additional installments have run into the austerity programs of the past two years and "add-ons" have not been granted. We got none for fiscal 1969, and have not yet gotten any for fiscal 1970. We are still working on it since final action has not yet been taken on appropriation bills but we are pessimistic, to say the least.

It is our hope that for fiscal '71 we can get some $300,000 to $400,000 added in the Bureau's request so we don't have to go directly to the Appropriations Committee. That is the hardest and least desirable way to get this increase.

A word now about the organization . . .

In 1967 an informal committee was selected and, through the Migratory Birds Committee, was recommended to the International Association. To give this group some official status the International Association President named the selected individuals to the National Program Planning Committee for Shore and Upland Migratory Game Birds. He also named the Migratory Birds Committee Chairman as Chairman of the new Planning Committee.

During the time that this program was forming the Bureau had established the three management units (Eastern, Central and Western), for Mourning Doves, based on at least some evidence of specific population segments. The Planning Committee, taking cognizance of these three management units is made up of three representatives from each unit. To these were added one representative each from the Wildlife Management Institute, National Wildlife Federation, Izaak Walton League, National Audubon Society, The Wilderness Society, and the Chairman from the International Association. Thus the Committee actually numbers fifteen members.

Moving down in the organizational set-up we have three Management Unit Committees; one each for the Eastern, Central and Western Management Units. The Western and Central Unit Committees consist of one representative from each state. With 27 states in the Eastern Unit, all organized into three regional associations, it was decided that the Unit Committee should consist of three representatives each from the Midwest, Northeast and Southeastern associations. This means a nine-man Eastern Management Unit Committee. Some are technicians and some are administrators.

With each of the three regional associations in the Eastern Unit having technical committees dealing with mourning doves, woodcock, rails, snipe, etc., it was decided that these regional technical committees should provide the real foundation for programs in the Eastern Unit. There is also a technical dove committee in the Central Unit and in the Western Unit.

PROCEDURES:

While the desired procedures are not yet fully implemented it is hoped that the program will operate in this manner.

The National Program Planning Committee's job is to do the final screening of projects and decide as to which projects shall make up a given year's program. It is not intended that this Committee should originate or do all screening of projects.

The plan is that the technical committees will receive project proposals from member states. Or the committees may originate proposals for individual states or for groups of states. These regional technical committees will pass their recommendations on to their unit committee. The projects will be screened from the standpoint of unit needs and priorities will be assigned and the Unit Committee's listing passed on to the National Committee. The National Committee will then do the final screening based on national needs and finalize the list of projects for a given year.

This screening process does not apply only to the preparation of project listings for new appropriations. Since the initial appropriation of $250,000 was secured for fiscal year 1968 we do, periodically, have funds to be allocated to projects. These projects are carried out under contracts between the Bureau and the States for a specified period of time. Upon termination of a project those funds become available for allocation to a new project. Even with no further supplemental appropriations there will be a continuing need to screen project proposals for allocation of funds which do become available as projects terminate.

For example, some of the first year projects did terminate as of June 30, 1969. These were two year contracts. A total of $26,200 became available for reallocation and this has been done. As of June 30, 1970, another $85-$90,000 worth of contracts will terminate so the next job of the National Committee is to decide which of the many projects now on hand should be initiated July 1, 1970. This will be a continuing process so long as this appropriation and any subsequent additions remain available for this program.

I should add that the reason these funds remain available is that they have become a part of the Bureau's "hard-core" project. While they were secured initially as an "add on" they are now an integral part of the Bureau's annual appropriation and, so far as the Bureau and the states are concerned, they are earmarked annually for this accelerated program. It is intended that if and when more such funds are secured they will be handled in the same manner.

PROGRESS OF PROGRAM:

Progress under this program has been much slower than hoped for. After receiving the initial $250,000 appropriation in 1968 we ran into the austerity programs of 1969 and 1970. Based on the recommendations of members of the Senate Appropriations Sub-committee the full scale program of $1,300,000 annually was split into segments with new segments to be added each year. This is on record in the Congressional Record. With the advent of the austerity program the Appropriations Committees tell us they made no add-ons to appropriation bills for fiscal 1969. We are still faintly hopeful for 1970.

It is our hope to get this request incorporated into the Bureau's budget request for 1971. Going directly to Congress is not desirable and is the hard way to do it. It should be made a part of the Bureau's appropriation bill with the specified amount being earmarked for contract work with the states and for Bureau administration of the program and analysis of resulting data.

The 1970 request, still pending, was for $418,700 involving 18 state contract projects and one Bureau project. The latter was a $150,000 item to permit staffing to get at the analysis of the data which accumulated through the years in the Bureau's files. The 18 state projects totaling $268,700 involves 26 states. This is because there are some projects which involve several states. For example, the Central Management Unit censusing and banding of Mourning Doves includes 10 states. A joint or group project on band-tailed pigeons involves 4 states, Colorado, New Mexico, Arizona and Utah.

The 1971 request will probably be less than the present $418,700. Since $85-$90,000 will be available for reallocation some of the projects making up the $418,700 will be funded by reallocation. We may therefore present a somewhat reduced request for new additional funds.

In any event, no matter which course is pursued, strong support from the states is needed. We have had good support from some states but obviously the pressure hasn't been sufficient. Possibly, due to the austerity program, no amount of pressure would have been effective. We do, however, urge every state to work on their congressional delegations when requested to do so in the interest of this program.

Where do we stand right now? In order to bring this thing up to date we still have faint hopes. Appropriation bills have been delayed in the current Congress. While the appropriation bill has already passed the House, the Senate Sub-committee has not yet marked up the Bureau's appropriation bill. And apparently it will be a while before they get to it. The Senate, of course, is well tied up with the ABM and the surtax extension problems, and Paul Eaton, with whom we correspond, has no idea when they will be getting to this.

There is an opportunity yet to put on further pressures. So I urge those present who have representatives on the Senate Appropriations Subcommittee to make contacts.

There are three from this association. I think they all have been contacted quite recently. They are Senators Proxmire of Wisconsin, Mundt of South Dakota and Young of North Dakota. Russell Stuart advised me that he had a response from Senator Young to a recent request, saying that he (the Senator) would go to bat for this program in the subcommittee.

Senator Mundt, I believe was not quite so firm, more or less non-committal, but he would give it consideration. I don't know if anyone here from Wisconsin can tell me if he had a reply from Senator Proxmire.

Is there anyone in the room from Wisconsin who would know?

There are some others who are on the full Appropriations Committee, in addition to those named. Senators Hruska from Nebraska, Allott from Colorado and Pearson from Kansas are on the Appropriations Committee and I urge you to make contact with those people. It never hurts to make contact, whether a senator is on the Appropriations Committee or not, any senator who is very influential in the Senate can exert pressures on the Appropriations Committee.

So again, I urge everyone to make every contact possible to see if we can't get this program rolling a little stronger. Thank you.

MR. SPRAGUE: Thank you, Tom. Anyone have any questions?

A VOICE: What is the bill number?

MR. SPRAGUE: Tom, do you have the bill number?

MR. EVANS: No, I don't. All you have to do is refer to the Department of Interior, Fish and Wildlife Appropriations Bill.

MR. SPRAGUE: Anyone else have any questions?

Thank you, Tom.

We have two important committee reports now before we break for coffee. The first one will be the Wetlands Committee Report by Richard D. Wettersten, the Director of the Division of Game and Fish, Minnesota Department of Conservation.

WETLAND COMMITTEE REPORT

MR. RICHARD D. WETTERSTEN: Thank you, Jim. After Dale Whitesell's report and others this morning, I think all of us are breathing a little easier this year. We have heard the glowing reports from the prairies. The wetlands are in good shape and duck production looks good. But these optimistic reports, however, should not dull our senses to the facts of life.

Those interested in drainage, both public and private, are taking pictures of high water, and probably we will see these pictures at future drainage hearings. So while we can breath easy, we still have a long way to go.

This Wetlands Committee Report will not provide a detailed, up-to-date tabulation on the wetlands acquisition by the various agencies, as we feel that most of this information is readily available to you.

We will focus instead on three current programs. These are: One - wetland drainage; two - Federal wetland acquisition; and three - the waterbank.

Two weeks ago, at a board meeting of the Minnesota Conservation Federation, Art Hawkins gave a very graphic presentation on wetland destruction in Canada. I think it is sufficient to say that Saskatchewan farmers are no different than their counterparts in Minnesota. It is a nuisance to plow around a pothole, and wet soils reduce their yields, and money can be made by drainage. They are filling and draining in Canada as they have been for a longer time in the United States.

This apparently is what lead the Canadian Wildlife Service, in 1967, in cooperation with the provinces, to institute what I would call the very ambitious wetland preservation program. This would be preservation by the use of easements, as well as fee title and acquisition. The basic objective of the easement program is to maintain about two-thirds of the more than six million ponds on the prairies to provide habitat for waterfowl populations within the 1950 to 1956 levels. The program is estimated to take ten years to complete.

I think that preservation of two-thirds of the six million ponds is a real ambitious program, and my compliments to them.

Since this was started, the estimate through the current fiscal year is that they will have easements over 100,000 ponds. In addition to that, they will have acquired in the neighborhood of 40,000 acres of marshland in the wetland preservation program; another 18,000 in the wildlife management acquisition program. That in essence is what is transpiring in Canada.

Since 1962, when the U. S. Department of Agriculture was prohibited from using ACP funds to assist farmers technically or financially with drainage, we have heard much less about this enemy of waterfowl production. Not only has there been less discussion, but drainage has also decreased. Far from being ended, however, private drainage continues to reduce wetlands.

Major drainage systems, built in the past, are being used as outlets for new, privately-constructed farm drainage systems. These outlets are provided by the Small Watershed Flood Control Act (P. L. 566). You have heard of it before. There are also the Corps of Engineers flood control projects, highway construction and local, county and judicial drainage systems.

And an inventory of Type III, IV and V wetlands was made in 115 counties in the Prairie Pothole Region of Minnesota, North Dakota and South Dakota, in November of 1964. Since 1966, private drainage has been sampled annually to measure the impact of wetland destruction.

It has been estimated that approximately 100,000 acres of Type III, IV and V wetlands were drained during the period of 1966, 1967 and 1968, in the Prairie Pothole Region of Minnesota, North and South Dakota, or 3.7 percent of the total prairie pothole acreage.

A significant loss of wetlands is shown in the result of this study. The greatest percent loss occurred in the nineteen-county area of Minnesota, where approximately 48,000 acres of Type III, IV and V wetlands were drained in the last four years.

Drainage eliminated approximately 67,000 wetland acres, or five percent of the total inventory of 1964, in North Dakota during the same years. South Dakota lost approximately 9,200 wetland acres, less than two percent of the 1964 inventory, during the same period. The average annual drainage rate since 1964 of Type III, IV and V wetlands in the tri-state area has been 1.89 percent of the total wetland acreage inventoried in 1964.

What we are saying is that drainage is continuing with private funds or public assistance.

I would call your attention to a report on this subject which was prepared by a couple of the fellows in Region 3 of the Bureau of Sport Fisheries and Wildlife. It was entitled "Report on Drainage Trends in the Prairie Pothole Region of Minnesota, North Dakota and South Dakota." I think the fellows have done a fine job on this, and it is worth looking at in a little more detail.

I would like to bring up one other thing, and that is the Federal acquisition program which is conducted in this same area, as well as elsewhere. The Federal acquisition program, as we have seen it, has worked well, with an excellent staff. I think Region 3 is to be complimented on their work, and on coordinating their efforts.

Right now, however, the appropriations act in Congress is reducing by a third funds to be used for wetland acquisition. The appropriation act which was approved by the House and is now under consideration in the Senate, reduces the $7.5 million acquisition budget to $5 million. This reduction will be borne entirely by the wetland program.

If anybody can help restore some of that $2.5 million that would be appreciated. We have a lot at stake here in this $2.5 million cut, which could really be disastrous so far as the wetland acquisition program is concerned in this drainage area.

Finally, I would like to bring out one additional program - the waterbank. Those of you at the Midwest Association Meeting in Des Moines recall Larry Jahn's description of the waterbank proposal. Larry has worked long and actively on it. They have been meeting in Montana and in North and South Dakota, and Montana is trying to get the program moving. I believe North Dakota took the lead, with help from Larry and Keith Harmon, the Wildlife extension man in North Dakota. Subsequent to that we appointed a committee in Minnesota to draw up a waterbank proposal in our state. The committee was composed of agricultural people from state and Federal service and county, bureau and state representatives, and just about everybody who has an interest in it. This committee has resulted in a small publication. I do not have copies with me, but we can furnish them in St. Paul if anybody is interested.

This is a proposal for a waterbank program, and in light of apparent cuts in the wetlands acquisition program it behooves us to get behind a waterbank concept.

Briefly, a waterbank program would pay the farmer to maintain a water area on his property, be it a natural marsh or an artificial marsh. Under the Minnesota proposal, the landowner would have two options, whether he wanted to put the marsh in a program similar to the bureau's easement program or a larger non-use option where he would agree not to utilize lands adjacent to the marsh. Rates of payment would be determined on the productivity of the land and the farmer would receive value on an annual basis for participating in the program.

I won't go into the details of it unless someone has a question that he would like to ask. But again, I would like to reiterate that I think this is a very important program to have for the pothole country of the United States. It is essential, I think, to the preservation of wetlands, and there have been bills introduced in the Congress for this purpose.

I think several of the congressmen from North Dakota have their own bills, don't they, Russ? There are a number of them in. We have one or two from the Minnesota delegation. Representative Walker from Minnesota has introduced HR 12-377, to establish a waterbank program. There are other bills, and I believe these are all North Dakota bills. They include HR 11-707; HR 11-717; and Senate Bill 2257. I believe that it would be time for all of us to get behind these waterbank proposals to maintain waterfowl production areas in this country.

I think that in light of the budget cuts being made, it is still desirable to urge a new program such as this. It is sometimes easier to get a new program than the restoration of cuts.

Mr. Chairman, that is all I have to say, except to reiterate that drainage continues! It continues without change in direction or rate. Wetland acquisition programs are in a bit of jeopardy and we have an alternative here that we should take advantage of. Thank you.

MR. SPRAGUE: Are there any questions on the drainage, waterbank or land acquisition programs that you would like to direct to Mr. Wettersten?

MR. EARL ROSE, Iowa: I would like to make a suggestion here about the possibility of sending a telegram to the Appropriations Committee, urging that they restore this $2.5 million for the Bureau. This would have an impact and may be a valuable aid to get this amount reinstated.

MR. WETTERSTEN: I personally feel it would be appropriate, and I have sent a few such communications.

MR. ROSE: I think a wire should come from the association, signed by the president.

MR. SPRAGUE: Do you want to take that up at the business meeting on Wednesday morning?

I know you are correct when you say that during the period of wet years, some agencies don't hesitate to take advantage of that. I attended a meeting at Brookings on the big Sioux River, where the Corps of Engineers, before the water subsided, showed up with their plans and programs to prevent such situations in the future by at least 99 percent through a series of dams and other things that the State of South Dakota has been fighting. They don't waste any time.

The next committee report is on Federal-State relations. The chairman of the committee is A. Gene Gazlay, Assistant Director of the Michigan Department of Natural Resources.

FEDERAL-STATE RELATIONS COMMITTEE REPORT

MR. A. GENE GAZLAY, Michigan: Thank you, Mr. Chairman. Inasmuch as this is a Federal-State Relations Committee report, I propose to deviate from the standard shift and share my time with a rather prominent federal co-worker who I think is well equipped to make a contribution. Later I shall call upon Mr. Torr Marston of the Division of Federal Aid, Bureau of Sport Fisheries and Wildlife.

First of all we might reveal the state of the New Mexico litigation.

The court case filed by the New Mexico State Game Commission against the Secretary of the Interior in Federal District Court, which challenged the right of the Department of the Interior to kill deer in Carlsbad Caverns National Park, for research purposes, still has not been finally resolved.

The U. S. District Judge who heard the case handed down a decision to the effect that the Secretary of the Interior had not been authorized by Congress to kill deer for this purpose without first securing the approval of the New Mexico State Game Commission. However, the Circuit Court of Appeals of the Tenth District, after hearing the matter, reversed the decision of the District Court. The Appeals Court held that the authority conferred on the Secretary of the Interior was broad enough to include the conducting of an ecology study to determine deer range conditions within that park. It also held that it was not necessary for the Secretary to wait until injury was actually caused to the park by the deer before he could exercise this authority.

An encouraging aspect of this opinion was that the Appeals Court did not hold that the United States owned the deer, but, to the contrary, such deer are owned by the State; subject, however, to the right of the Federal Government to protect its lands against either actual or potential injury.

The New Mexico State Game Commission is now attempting to have the issue finally decided by the U. S. Supreme Court. It is not known at this time when, or if, the Supreme Court will hear the case.

The Legal Committee of the International Association of Game, Fish and Conservation Commissioners has urged all those states and associations that have previously filed amicus curiae briefs to file new briefs in the proceedings now pending in the U. S. Supreme Court.

Jurisdiction of Wildlife -

There have been no recent developments with respect to Federal legislation which would reaffirm the rights of the states to manage and regulate fish and resident wildlife. Several hearings were conducted in various parts of the country last winter and spring by Senator Moss on behalf of the Senate Commerce Committee on S. 1232 and S. 1401. The last of these hearings was held in Cleveland, Ohio, on April 3, 1969. Testimony was presented at that time in behalf of the Midwest Association, endorsing the legislation. It was pointed out there is great concern among the mid-western states that, if the Federal Government can establish regulations for fish and wildlife on its lands, it is not too difficult to conceive that private landowners might logically claim a similar right. If such a development were to occur and become ultimately accepted, the time-honored principle of state regulation and management of fish and resident wildlife would be completely destroyed.

It was also emphasized that this traditional and time-honored relationship must be preserved if we are to avoid complete chaos in the management of fish and game resources of this Nation.

It is further acknowledged that the Secretary of the Interior's general policy statement regarding the management of fish and resident wildlife on Interior lands, dated June 17, 1968, was a commendable document and would go a long way toward resolving this jurisdictional matter. Nonetheless, the legislative solution is recommended, because this policy statement could be reversed by the present Secretary of the Interior or any succeeding Secretary. On the other hand, a similar declaration of national policy by the Congress would have the necessary stature and assurance of permanence to satisfy the great majority of states.

An improvement in the two bills being currently considered by the Congress, S. 1232 and S. 1401, is that they delete any reference as to ownership of fish and wildlife. While it is conceded that the Congress may ultimately have to determine who owns the fish and game, a more immediate and pragmatic concern is to confirm the states' authority to control, regulate and manage fish and resident wildlife.

There is, in our judgment, one paramount consideration which suggests the necessity for an immediate legislative solution to this jurisdictional problem. Our preoccupation over this divisive issue has been a festering sore which has prevented the full cooperation between state and federal conservation agencies during the past five years.

The multitude of natural resource management problems facing this Nation make it absolutely imperative that the full resources of the state and federal agencies are cooperatively utilized.

Federal Stamp to Hunt, Trap or Fish on Public Lands -

A draft bill has been prepared for possible introduction in the Congress which would provide for a $2 stamp for the privilege of hunting, fishing or trapping on federal lands. The additional fee would be invoked only after a comprehensive plan for conservation and rehabilitation had been prepared by the agency having jurisdiction over the land. It is also significant that no programs would be adopted under the provisions of this proposed act until it had been approved by the designated state agency. The fees collected under this program would be earmarked for the conservation and rehabilitation program outlined in the plan. While it is recognized that the comprehensive plan aspect of this new proposed program with the requirement for state approvals has considerable merit, it is a certainty that the fee plan for hunting, fishing, or trapping on federal lands will be controversial. There are some obvious disadvantages. I am sure that the member states of this Association will want to review this legislation very carefully when it is introduced -- and this is expected to be within a matter of days.

Amendments to the P-R and D-J Acts -

An omnibus bill recently introduced in the Congress, H. R. 12475, would provide for the housekeeping amendments to the Pittman-Robertson and Dingell-Johnson acts which have been recommended by the Grants-In-Aid Committee of the International Association of Game, Fish and Conservation Commissioners. The bill would also receipt all tax collections from the excise tax, imposed on pistols and revolvers to the Pittman-Robertson program. In addition to the housekeeping amendments to the two programs, the new bill provides for an alternative method of program documentation involving the promulgation of the comprehensive plan. Once the plan is approved, implementing segments are subsequently approved by the simple execution of an annual agreement form.

With respect to the receipting of the 10 percent tax on handguns to the P-R program, the bill's provisions are that half of the funds which go to the program could be used for hunter safety programs and target range construction and maintenance. However, this is optional with the states. The other half of the approximately $5 million that would be apportioned to the states would be used for regular P-R purposes. Your committee recommends that this Association enthusiastically endorse this legislation.

In addition to H. R. 12475 which we just discussed, which would provide for needed reforms in the P-R and D-J programs, there is a growing indication that the Congress and the Administration are properly concerned over the need for simplification, consolidation and standardization among the various grant-in-aid programs. For example, in the realm of pending legislation, the Joint Funding Simplification Act of 1969, H. R. 9167, provides that States and their political subdivisions are to use federal assistance programs more effectively and efficiently by adapting such programs more readily to their particular needs through the wider use of joint projects drawing upon resources available through more than one federal program. Another, the proposed

Grant Consolidation Act of 1969, S. 2035, authorizes the President to initiate a plan which would result in the consolidation of federal assistance programs in related fields.

Finally, another bill known as the Intergovernmental Cooperation Act of 1969, H. R. 7366, is aimed at encouraging the simplification and standardization of financial reporting requirements in federal assistance programs and to promote among federal agencies administering such programs, accounting and auditing policies that rely on state and local financial management and control systems.

In this regard, the recent changes initiated by the Bureau of Commercial Fisheries are also significant in revising their documentation procedures whereby standardized forms are now being used for all three of their grant programs.

It is also encouraging that the Department of the Interior's Office of Survey and Review is currently auditing the BOR's Land and Water Conservation Fund Program, in an effort to find some means of simplifying the program. This is well-directed emphasis in that it is the consensus of most states that the Land and Water Conservation Fund program is, by far, the most cumbersome and plagued with more red tape and other unnecessary delays.

Expenditure Ceilings - P-R and D-J Programs -

There has been a considerable amount of concern expressed by a large number of states over the P-R and D-J expenditure ceilings which have been invoked by the regional offices of the Bureau of Sport Fisheries and Wildlife which have precluded the full obligation of apportioned P-R and D-J funds. Your committee has proposed a resolution to the Resolutions Committee which we believe attacks the problems in a meaningful way.

With respect to the immediate explanation, I'd like to call upon Torr Marston, Chief, Division of Federal Aid, Bureau of Sport Fisheries and Wildlife, to give us the lowdown on these expenditure ceilings. Torr finally explained the situation so your committee understands the problem -- perhaps he'll be equally successful with you.

MR. SPRAGUE: We will set up for Mr. Marston during the break and he will be the first speaker immediately after the break.

Are there any questions of Mr. Gazlay? He has done a great job of bringing us up to date on federal and state relations.

If not, Mr. Barnickol has a few announcements, after which we will take a break for coffee.

MR. BARNICKOL: (Announcements)

(Coffee break taken.)

MR. SPRAGUE: Torr will help explain to us the federal ceilings.

MR. TORR MARSTON: This first chart, merely shows the record of excise tax collections for P-R and D-J, and the projections for 1969 collections, which will be the money you are spending in fiscal year 1970. Notice the tremendous upward trend in P-R collections. Notice the big movement upward in D-J collections in 1967 and the drop back in 1968. (Slide shown).

Now, this slide will attempt to explain things to you. Notice there are two columns for each year, beginning in 1964 to 1969. Now, this stippled portion represents the appropriation, the amount of money apportioned to the states, the amount collected the previous year. The cross-hatch portion setting on top of it represents the unobligated balance carried forward from the previous year. The total column represents the obligation ceiling approved by the Bureau of the Budget which is the amount that they permitted us to obligate in state projects. And the colored-in part of the column, the black part, in each case, represents the amount which the states actually obligated that year.

Now, you know that in the years 1964, '65 and '66, the amount of ceiling was always greater than the current appropriation. The way this was arrived at was that first we would ask for a ceiling, which was based on the amount in the President's budget. We would live with that ceiling for the first six months of the fiscal year, and at that time we would ask the regions for an estimate of how much the states could be expected to obligate that year. Then we would go to the Bureau of the Budget with a request for a reapportionment, a request for a higher ceiling. In each case they would give us the ceiling that we asked for, which always turned out to be two or three million dollars more than the states would eventually use.

Now, in 1967, when we went back to get the reapportionment (the increased ceiling), they said, "No, we are trying to hold obligations and expenditures down; you will have to stay with what you have." That left us with a ceiling below the appropriation. The states would have obligated all of this, in which case the black would go all the way up to the top, with one exception.

In fiscal year 1968, exactly the same thing happened, and the states obligated the entire amount of the ceiling, and could have obligated roughly seven million dollars more than that amount which would have brought the line all the way up to there (indicating), if it hadn't been for the ceiling.

The effect of this inability to obligate for what they needed has been to increase the carry-over from 1967 into 1968, and from 1968 into 1969. A lot of people think this has created a huge backlog of funds, but it has not. Remember, I said the states could have obligated up to in this area here (indicating). We couldn't do that on June 30th, but we were able to approve those projects on July 1, so that approximately this much of the carry-over was obligated immediately in the new fiscal year. This has the effect of making revisions possible. There is not a huge backlog building up.

This is the picture for P-R. And here we have essentially the same picture going on for D-J, except that we move backward a little bit. I mean, we had a reduction in this area here (pointing to chart), in D-J. (Slide shown).

In 1969, what happened was this. We got an initial obligation ceiling that came up to about here (indicating), and we knew it was not going to be enough. We gave each state an obligation ceiling, and made all the states pretty sore. They started to write in. Fortunately they wrote a few letters to the Bureau of the Budget too. About the first of September, the Bureau of the Budget decided it would raise the ceiling up to essentially the amount of the appropriation, for both P-R and D-J.

The states have obligated this entire column, or at least so close to the top that it doesn't make any difference and so we did not lose any appreciable amount of ground in 1969. The amount carried over into 1970 will be essentially the same amount carried forward from 1968 into 1969. In other words, by getting the Bureau of the Budget to give us a ceiling that approximated the appropriation, we are still in the same place we were last year.

Now let us look ahead to 1970. (Slide shown). We expect a thirty-three million dollar collection on P-R and twelve million in D-J. Right now, we have our first ceiling from the Bureau of the Budget. It is about thirty-four million dollars in P-R, because we anticipated that this would keep on going up, and we asked them to provide thirty-four million dollars in the budget.

D-J started on a downtrend again after this rise and so we did not anticipate an increase. We only have $9.3 million in the budget and $9.3 million in the ceiling. We are faced with a probable appropriation of between eleven and twelve million dollars. Already it is over ten million dollars on the basis of seven months' collection.

(Slide shown). Now here is something interesting. I think this may relate to some of the things that you have been talking about earlier this afternoon. This is a simple straight-line projection of the way the budgets for various things in the Bureau of Sport Fisheries and Wildlife are running. Here is the total Bureau of Sport Fisheries budget projection, based on the ceilings that the Bureau of the Budget gives to the Department of Interior, and the ceilings that the Department in turn gives to the Bureau of Sport Fisheries and Wildlife. Here is the uncontrolled, automatic, permanent, appropriation for P-R, and of D-J, making up the total for federal aid that is represented by the black line. The Bureau of the Budget considers that the federal aid funds and the in-house bureau finds all go to one general purpose, and they put one lid on the whole thing.

What happens is that these automatically go up, and the Bureau ceiling is maintained, these lines are steeper than this one (indicating), so the in-house bureau budget is on the way down.

In spite of the fact that the dollar is worth less every year the Bureau of Sport Fisheries and Wildlife for its in-house programs, including buying wetlands, and including the "web-less" program, is going down. This is very likely related to the fact that the total FA is continually going up.

Now, I hope I have made this clearer than it has been. If not, I will be glad to answer my questions.

MR. THOMAS EVANS, Illinois: What year did the D-J go down?

MR. MARSTON: 1968

MR. EVANS: Do you have any reason for that decline?

MR. MARSTON: No, I don't know why.

MR. EARL ROSE, Iowa: From the looks of this chart there appears to be about ten to thirteen million dollars held in reserve on P-R.

MR. MARSTON: About ten million dollars in P-R and thirteen million dollars in D-J. Not held in reserve, but as an annual carry-over.

MR. ROSE: Subject to be reallocated eventually? Or is there a reason that the Bureau of the Budget has brought these out to the state?

MR. EVANS: Would it be put on to pay some debts eventually?

MR. MARSTON: You can't get it out of the P-R. It has been allocated to the states. It doesn't exist actually in the treasury; it's taken away from the states; it exists in the total of the states unobligated funds simply on the state's being able to operate.

MR. MOORE: And some day we may get it.

MR. MARSTON: Some day you may be permitted to obligate it. And each year, you use last year's money before you start using this year's money.

MR. EVANS: Is it possible that you can't use it?

MR. MARSTON: Sure, it is possible that some money reverts. Some money reverts every year. What will be bad is the day it reverts because of the Bureau of the Budget's actions. Then the Bureau of Sport Fisheries and Wildlife will get to use it, you see.

It is kind of embarrassing for us that we help cause you to lose money that we can spend.

MR. GAZLAY: One of the things was the authority in fiscal 1969 to hold the money and convert it in the expenditures. Fortunately this did not occur. There is a real question whether the Bureau of the Budget has that authority in the year in which there isn't anything comparable in the authority. It is questionable whether they have this authority in the fiscal year '68 and '67. If in fact the Bureau of the Budget does impose expenditure ceilings on fiscal 1970 which are below the appropriation level, we might well raise this question with the Bureau of the Budget, and perhaps with some of our conservation legal brains. There definitely is a question. The regional negotiations have really been inadequate. I propose that we might well consider that method of attack on the problem, if it occurs this coming year.

MR. SPRAGUE: Thank you. Any further questions on ceilings? If not, we will move along in our program.

The first speaker in our regular afternoon session needs no introduction. Dr. Kozicky is the Director of Conservation for the Winchester Western Division of Olin Mathieson Chemical Corporation.

Included in his responsibilities is the direction of Nilo Farms, the corparation's demonstration shooting preserve on the tour schedule on Tuesday afternoon.

Dr. Kozicky is a native of New Jersey. He received his MS and PhD degrees from Penn State. He is a recognized authority on farm game and has published hundreds of articles on game management, conservation of our renewable natural resources and private enterprise in outdoor recreation.

Prior to joining the Olin Mathieson organization, he was employed by the U. S. Fish and Wildlife Service. He is a member of various professional and scientific societies, too numerous to mention, and is very active in all of them.

He will speak to us today on "What's a Proper Role for the Wildlife Society". Dr. Kozicky.

THE ROLE OF THE WILDLIFE SOCIETY

DR. EDWARD L. KOZICKY: Thank you. Gentlemen, it is a great pleasure to be here. I am sure you were welcomed yesterday from the Missouri side of the family, and we would like to welcome you from the Illinois side. We consider Missouri the finest suburb of Illinois. Welcome to the Midwest, and tomorrow we hope you will come over and enjoy some of our hospitality. We can't offer you any shooting at the present time, our season is closed, but we have two operations over there I think would be of interest to you. One is the Nilo Kennels, undoubtedly one of the finest Labrador retriever kennels. If there is a finer one, I don't know of it. And then the Nilo farms, and we will show you the area that comprises the Nilo farms.

I am supposed to give you a talk about the Wildlife Society. Of course, it is a great pleasure to talk about the Society, and in fact, I will ask, how many of you are members of the Wildlife Society? Please raise your hand. I see I am talking to friends. So I might as well go home.

I am sure you will want to hear something about the Society, and I am happy to tell you about it, because I think all of us who are in the Wildlife Society feel a great sense of dedication. I can tell you that I have been a member, I guess, for something like twenty-five years. I have had the privilege this year of setting up twenty or twenty-five committees, and I have been in and out of a lot of organizations in my life, sports and so on, but I have never seen such dedication as we have in this Wildlife Society. I think in those twenty-five committees, with the exception of one committee that I had in the first go-round, you didn't have to ask people to serve. There was always a tremendous response of volunteers. My great regret was that we didn't have more things for people to do. So it is a very viable society, one that we can be proud of.

I appreciate this chance to discuss the role of the Wildlife Society before the Association of Midwest Fish and Game Commissioners at your 36th anniversary meeting.

Three years after your association was organized, the Wildlife Society grew out of the 1937 North American Wildlife Conference here in St. Louis. Membership in the Society is open to both professionals and nonprofessionals, regardless of nationality, who are interested in wildlife resources -- a truly democratic organization. It recognizes that wildlife management is not restricted to game management; it embraces the practical ecology of all vertebrates and their plant and animal associates.

The basic objectives of the Society are: 1) to establish and maintain the highest possible professional standards; 2) to develop all phases of wildlife management along sound biological lines; and 3) to publish journals and other information that will accomplish these ends.

As far as maintaining the highest possible professional standards, the Society believes that this is best reflected in the quality of our individual work, and is a field for individual rather than mass action.

With respect to the second and third objectives -- to develop all phases of wildlife management along sound biological lines and to issue publications and other information that will help accomplish this -- we have been outstandingly successful. We are proud of our two technical publications, The Journal of Wildlife Management and Wildlife Monographs, which are the depositories of most of the information which forms the basis of the wildlife profession. The Society has also published a book, "The Wild Turkey", and the useful "Manual on Wildlife Management Techniques".

Our greatest weakness has been our inability to convince the layman of the value of the biological approach to game management, as compared to political expediency or spectacular management efforts. Some results of this weakness are certain annual demands of duck hunters, ill-advised foreign game introductions, reorganization of state game departments for more political patronage under the banner of efficiency, and the demand for predator control as the basis of pheasant management. All of this is still going on. Some of this is our own fault, and we can blame the narrowness of our Society. We have done little to encourage information-education specialists to join us in promoting the biological concept of game management.

The Code of Ethics of the Wildlife Society is plain and simple:

"Members of the Wildlife Society have a responsibility for contributing to an understanding of man's proper relationship with natural resources, and, in particular, for determining the role of wildlife in satisfying human needs. Each member will strive to meet this obligation by subscribing to the highest standards of integrity and conduct and to the following professional goals: He recognizes the conservation and wise management of wildlife species as the primary goal of his profession. He will support research to improve wildlife conservation programs, and he will encourage the exchange of information among members of his profession and the interested public. He will strive for public understanding of the need for the wise use of wildlife resources."

"He will increase his knowledge and utilize his skills to advance the practice of wildlife management; he will encourage professional competence by supporting high standards of education, employment and performance. He will discharge his professional responsibilities in an objective manner, and he will base decisions on sound biological and management principles.

"He will act in such manner and engage in those practices that will bring credit to his profession, employer, and community."

We have nearly 7,000 members, living in over sixty countries. The basic membership of the Wildlife Society is composed of biologists -- with a smattering of administrators (mainly former biologists assigned to swivel chairs), a few educators, some managers, a few information-education specialists, and even fewer enforcement officers. And in spite of our 7,000 members, we will continue to serve only a small segment of the total wildlife conservation profession.

We need to broaden the base of our Society to include administrators, educators, commissioners, information-education specialists and conservation officers. In order to do so, however, we must offer them something beyond a membership card, a general Society newsletter and a technical journal which has little bearing to their immediate needs.

Broadening the base of the Wildlife Society was one of my campaign pledges, and it must have found a receptive audience within the ranks of the members.

So, as a beginning within the Wildlife Society, we have set up expansion committees in the specialties of administration under Harry Wilber, information-education, law enforcement, and wildlife management. We are asking these committees to recommend ways in which our Society can be more meaningful to others in their specialties.

Many of us who started as biologists now find ourselves working mainly in the fields of administration, teaching or management. We believe the Society is necessary and worthwhile and continue to pay our annual dues. We are proud of the Journal and Wildlife Monographs, but we are in desperate need of information more relevant to our current activities. We are also aware of the necessity of a large, umbrella-type parent professional organization, if we are to have any meaningful political impact on the natural resource scene.

Society expansion does not mean that we will change the style or the format of the Journal or the Monographs, which have been the foundation of our success; but it could well mean the publication of additional journals or newsletters.

Broadening the base of our Society is a long-range objective which is being explored in depth. If it proves worthwhile, I envision the day we will have a basic dues assessment for membership within the Society -- with additional charges for those publications one may wish to receive on research, administration, management, teaching, information and education, or law enforcement.

The Wildlife Society has grown over the years in both numbers and stature. Yet we are in the infancy of our development if one considers the role the Society should and must play in the management of our natural resources.

There is a great need for a big, strong and effective professional society to provide guidance and leadership in the management of our natural resources and in the designing and planning of a better tomorrow. And, in my humble opinion, this need is the proper role of the Wildlife Society. Thank you.

MR. SPRAGUE: Are there any questions or comments for Dr. Kozicky?

Thank you again. Your talk was very stimulating. I am sure that you probably have picked up some new membership for the Society.

We have two more committee reports. The first is the Federal Farm Program Committee Report. George C. Moore, Director of the Kansas Forestry, Fish and Game Commission, is chairman of that committee. I would like to introduce Chairman George Moore.

FEDERAL FARM LEGISLATION COMMITTEE REPORT

MR. GEORGE C. MOORE: Thank you, Mr. Chairman.

For the sake of expediency, I am going to read my report. I think it would be better to read it because I am referring to certain bills for which you may be interested in getting the number.

In reviewing the Reports of the Federal Farm Program Committee it appears that this Committee first came into being in 1962. It seems that it replaced the Soil Bank Committee. Since there is more to Federal Farm Legislation than the Soil Bank, I think this appropriate.

Much farm legislation has been conceived during the past ten years, some of which has come into being. Some good legislation has been supported vigorously by this Association; there has been other legislation of dubious value and some just plain useless. During the past ten years, farm legislation has completed the full circle and quoting from the first report of 1962, by Walt Filmore, you will understand what I mean. His remarks are as follows: "As far as the Federal Farm Program is concerned, it is pretty much in a nebulous state at the moment". I could end this Report with the same remarks and it would give a pretty accurate picture of present farm legislation. Since that time, however, we have seen glimpses of good legislation which was beneficial to fish and wildlife. A good example was the program to give additional incentive to landowners to permit public hunting on land in the Soil Bank. In Kansas we were able to get over 50,000 acres open to public hunting. There have been others, but unfortunately there has been no continuity in these programs. As a result, State Fish and Game Agencies, the State ASC people nor the landowners could not plan future management. I personally see no real improvement and I suppose it is due to the magnitude of the problem and no one except "me" can decide what should be done.

So much for past history!

I will try to give you what information this Committee has been able to piece together and to give you the benefit of the Committee's thinking regarding certain programs that are being discussed. I want to thank each member of the Committee for his suggestions and also special thanks to Lou Clapper of the National Wildlife Federation for his help regarding the latest legislation and status of this legislation.

There are a number of programs that are detrimental to fish and wildlife. These are difficult to tie to specific Farm Legislation except through the questionable practice of the Feds paying for it. Some examples are: Drainage of wetlands; stream channelization; land clearing, including the removal of shelterbelts; herbicide spraying of brush; and many other practices such as removing brush, et cetera, in a stable water course and reseeding it into a beautifully planned "socialized" water way that may look pretty to the planner but looks awful to a covey of quail or pheasants. If less

money was made available for planning these projects, and the actual cost sharing for development, many of these probably would be eliminated. Most of these are the "hang on" from the depression days when it may have been necessary to aid the farmer. It is questionable now in my opinion.

As stated above, the past farm programs are fast coming to a "screeching halt" and we are not sure what will be substituted. The CAP Crop Land Retirement phase will end in 1970 if it is not extended by Congress. There are several identical bills; (H. R. 9009 and H. R. 11698) dealing with the agricultural program. Title IV of the above bills extends the Crop Adjustment Program to 1975 and encourages the inclusion of whole farms in any agreement. This program is designed to obtain the retirement of no less than ten million acres per year during the period 1971 through 1975. This bill, or at least Title IV, is worth serious consideration by this Association.

S. 2257, H. R. 11717 and 11707 titled "Water Bank Act" authorizes and directs the Secretary of Agriculture to carry out a program, beginning in 1970, to conserve and protect wetlands in the waterfowl breeding and nesting areas. This legislation should be supported by this Association and all sportsmen. I understand that the Bureau of Sport Fisheries and Wildlife does not support these bills. Certainly some effort should be made to produce a meeting of minds regarding this legislation so all of us can get behind any efforts to save wetlands.

H. B. 11612, Department of Agriculture appropriation bill passed the House with one significant clause known as the Reuss Amendment. This clause provides that no portion of the federal funds for the current year's program may be utilized to provide financial or technical assistance for drainage of wetlands now designated as wetland Type II, IV and V in Wildlife Circular 39. If some way is not found to circumvent this requirement, much past abuse may be solved. As of June 25, 1969, the Senate Committee issued a report on H. B. 11612 and restored funds for sign up of C. A. P. Program.

There are several other bills relating to land use and the Department of Agriculture which have tremendous impact on fish and wildlife, such as Pesticides, Grazing Fee, and Timber Supply Act. I am sure these will be treated in another Committee Report.

Since writing the original draft of this Report, H. B. 11368 has come to my attention. This bill amends P. L. 984 to include drainage in the above law where the Federal Government aids the States and local participation in land reclamation.

We recommend that this Association continue to oppose those practices that have serious adverse effects on fish and wildlife. We should support those which will benefit fish and wildlife.

I move that this Report be accepted.

This report was submitted by George C. Moore, Chairman; and by Arnold Mitchell, Wilbur Boldt, Woodrow Fleming, and Robert Barratt, members.

MR. SPRAGUE: Any questions or comments for George on the Federal Farm Legislation Committee Report?

If there are, would you please state your name before you begin to speak.

The next committee report is the Legislation Committee Report by Les Voigt.

REPORT OF THE LEGISLATION COMMITTEE

MR. L. P. VOIGT, Wisconsin: Thank you, Mr. Chairman. It is getting late in the afternoon and I know you have heard a lot of reports. Rather than read mine, I will spare you that ordeal, because I do have extra copies which are available, and because of the myriads of numbers in federal Legislation.

This report is the result of the efforts of a number of people who made suggestions and gave valuable assistance, particularly Donald W. Douglas of Michigan, Robert R. Elliott, Colorado; Fred E. Morr, Ohio; Charles A. Purkett Jr., Missouri; and Everett B. Speaker, Iowa.

I have been away from these meetings since starting to come to them in 1946, and I miss the roundup of state legislation. I know that quite a few things have been happening in Wisconsin and I am sure that interesting things have been happening in your states. I recall particularly the meeting at Itaska Park a number of years ago, when we were in Minnesota, and George Selke was still there. We put together our experiences and came up with some very good things that were later embodied in state legislation throughout the midwest area. So I would commend this to the program committee for further consideration. Somehow along the way it got dropped out of the format and routine of our Midwest Association.

Although I was assigned fifteen minutes for this program, I don't think anybody could cover the federal legislation in fifteen minutes. Thanks to the help of the indefatigable Walt Scott who works with me, and by having him canvass Lou Clapper and a number of people in Washingtan, we have as an addenda to our report. It is a rather detailed review of what the situation was in Washington last week, which undoubtedly has changed already. We included only things that would be of general Midwest interest dropping out some of the individual state projects such as Apostle Islands, Sleeping Bear Dunes, Voyageurs National Park and other legislation that could well be considered by this group. Undoubtedly some of these will be the subject of resolutions to be considered later.

If any contribution at all can come from an oral presentation which isn't included in the report, it would be to try to point out several trends in legislation. It seems to me that our discussion this afternoon has already covered some of the major problems that confront a state agency in dealing with federal legislation. First is the sheer frustration of trying to keep up to date with what is going on. When a bill of the type of the environmental councils or those calling for ecological advisors and so on become the fashion, immediately every congressman puts one in the hopper. The big deficiency, of course, is the so-called gap between what Congress piously authorizes and then never appropriates. First and foremost, so far as I am concerned, is the promise of a billion dollars for pollution abatement, and the two hundred and fourteen million dollars which is the current level.

This certainly isn't the fault of any of the people in Interior who are working hard on this program. They would like to see the billion dollars the same as the rest of us. Some of the other places, where promises haven't been lived up to, are in the emergency waterfowl and wetlands program and the Land and Water Conservation Fund. Then another subject dear to my heart, because I happen to be the chairman of the International Great Lakes Fisheries Commission, is of the minimums that we requested; two hundred thousand dollars was blocked out. Fortunately last week this two hundred thousand dollars was put in, and thereby lies the story.

I think that all of us in the states haven't been militant enough to get our message across. It isn't enough to pass resolutions or read off a lot of numbers. It takes a lot of spade work to get these programs across and get them coordinated to our liking through the complexities of the federal government.

I would like to relate an incident. I sent out several letters, probably about 200 of them, and my secretary just slipped a little bit. She put one on the Great Lakes letterhead instead of having me wear my other hat as head of the Natural Resources Council. Congressman Rooney took exception to that, said this letterhead on which I wrote my congressmen was a violation of the lobby laws. I had calls from the Christian Science Monitor, and the New York Times, but it enabled me to get the message of our Great Lakes Fisheries across very well, far better than my 200 letters. I think I got to our Congressmen, Davis and Burns. Fortunately they were early contemporaries when President Nixon first came to the legislature, so somehow the two hundred thousand dollars got back in the Great Lakes Fisheries budget, which was what we wanted.

I think this type of thing is what we have to do more of. We must present our story intelligently and as forcibly as we can. Then of course, priorities will be set at a higher level than ours. If the priority is on going to the moon or the priority is on aid to the citizen, and they are needed very badly, I think we should accept the decision gracefully. Meanwhile we should put our best foot forward and do the best job we can to express our needs. Otherwise the people would never know.

But still, there is subterfuge and sham in putting out authorizations and getting the states to plan. I don't know how much we have done in the pollution field in the way of planning and setting priorities. Fortunately we passed the present financing ourselves and still find there is some quirk in the bill so that maybe even the present financing won't work out the way we planned it.

I think we have been ineffective with regard to liaison with Congress and with our own people. These things aren't going to come to pass by our meeting and patting ourselves on the back. After all, there are no sinners in this group. I think we ought to contact the simmers and get them on our team.

So with these words of wisdom I am going to conclude my remarks, but I have summarized, with the help of the committee, Lou Clapper and Walt Scott, what we deemed the major regional legislation we have in our association, and we have made up an addenda of other legislation. It would serve no purpose for me to read them. I hope you are better informed after reading our report. If you have some questions, perhaps some of you would like to contact me. Thank you very much.

(Written report of Mr. Voigt, Report of the Legislation Committee, attached to back of transcript.)

MR. SPRAGUE: Our last report and speaker of the day is Mr. Arthur F. Hawkins. Since 1946 Arthur has spent at least some time each summer on the duck nesting grounds in Canada, so he is well qualified for this assignment.

WATERFOWL STATUS REPORT

MR. ARTHUR S. HAWKINS: I may say a few things this afternoon that are very similar to what you heard this morning from Dale Whitesell, but I don't think you will mind too much. So long as the news is good, I think we should put up with it.

A year ago, my presentation to this group was summed up by this statement" "To make a long story short, the duck crop of the Canadian prairies this year is going to be below average. Our experience in the past has been that a good flight simply doesn't occur unless the prairies produce."

Age ratios obtained from duck wings last fall substantiated last year's forecast of poor production, but even as I talked to you last summer the picture was changing. The rains came, and by freeze-up the soils were soaked. Steady cold conserved the generous snowfall until a heat wave in April turned the snow into run-off which filled the potholes. Ducks returned to find more water than they had seen in years. Ample feed remained in grainfields, some of which were still unharvested due to the wet fall. Cover around the potholes which had been so combustible in 1968 was too wet to burn in 1969 and predators had to hunt far and wide to find duck eggs. Besides, a high in the mouse cycle probably caused many predators to substitute mice for duck eggs in their diet.

To illustrate this point, last year I told you that on Jerry Stoudt's study area in Manitoba only seven percent of his canvasback nests produced young. This year over half the nesting attempts were successful. Jerry attributes this improvement largely to the cessation of fire around the potholes, thereby reducing predation. Here is the way the situation affecting waterfowl production in various survey areas appeared during the annual May survey of nesting pairs of ducks:

Northern Survey Areas:

Alaska and Yukon: Weather and habitat conditions optimum for good production in Alaska. Duck breeding populations down twenty-six percent from last year (as expected with improved conditions on the prairies) but up twenty-eight percent from 1967. One of the favorable features was there was no flooding anywhere. An exception was the Old Crow Flats in the Yukon where spring was late and populations were below 1967 and 1968.

Northern Alberta, Northeastern B. C., and N. W. T. This year we had late spring along the Arctic coast and Mackenzie Delta, but normal or early to the south. Dabbling ducks down twenty-seven percent from 1968 as expected due to improved conditions on the prairies. Rivers in this area were also at low stages and no flooding. Conditions appeared right for normal production.

Northern Saskatchewan, Manitoba, and Ontario, including Saskatchewan River Delta.

One of the earliest springs on record but returning to winter conditions on May 30 and June 11 over part of the area. The snowstorm which crossed northern Manitoba on June 11, dropping up to a foot of snow, was record-breaking for that late date. It may have done considerable damage to nesting waterfowl, particularly the Canada geese of the Eastern Prairie Population which were hatching in large numbers at that time. Habitat conditions generally favorable. The total duck index was about the same as a year ago, but mallards and pintails showed moderate increases.

Alberta. Habitat conditions the best in the past five-six years. Phenology normal or slightly early. Pond index up thirty-six percent over last year. Breeding population up about forty-five percent over last year's. Mallards increased about twenty percent; pintails nearly three hundred percent. The teal index decreased twenty-eight percent. Canvasbacks were unchanged from last year and still only one-third of average numbers. Good hatch anticipated.

Saskatchewan. The May pond index of nearly 1.9 million was 133 percent above 1968 and twelve percent above average. Biggest gains were on the open prairies of the southern part of the Province with less improvement to the north where there were some dry spots. Spring came early permitting early nesting. Breeding population up thirty-one percent over 1968, but mallards showed no change and remained a third below average.

Pintails, however, were up 125 percent. Blue wings showed a good gain from last year (twenty-nine percent), but were still twenty percent below average. The canvasback picture was identical to that of the teal. Outlook generally favorable.

Manitoba. The late summer and fall of 1968 were wet in southern Manitoba. The winter was cold with a heavy snow pack topped in some areas by a late twenty-inch snowfall. A warm spell in April brought a rapid run-off causing excellent surface water conditions in much of the pothole country and a gain in ponds of twenty-seven percent over 1968. Duck numbers increased twenty-eight percent this year over last but remain well below the sixteen-year average. Mallards were up nineteen percent over 1968 but thirty-nine percent below average. Pintails were 215 percent above last year's index, teal thirty-nine percent, and canvasback fifty-five percent. Within this generally good situation, however, were some weak spots. Heavy rains in late June and early July did some damage to late nesters, but the general production outlook is favorable. As of mid-July in the well-known Minnedosa area broods of dabbling ducks were slow in appearing and canvasback broods were more commonly seen than those of all dabbling ducks combined.

Dakotas. Water conditions are the best since 1960 with twice as many ponds this year as in 1968. Duck populations responded proportionately to the increase in habitat except for mallards which showed only slight improvement over 1968. Pintails and blue-winged teal made substantial gains. Conditions appear favorable for a good hatch, although local cloud bursts may have flooded out some nests.

Minnesota. Water conditions generally good with a third more ponds this year than last. Locally, they may be too good. Heavy rains in southwestern Minnesota around May 20 probably caused some nest destruction. Despite the improved habitat conditions, duck numbers did not change much from 1968, and this applies to both mallards and teal. Normal nesting success is expected.

Summary and Discussion:

The duck picture today is vastly improved over that of a year ago. Habitat conditions on the nesting grounds have not been better overall during the present decade. Restraint in the form of restrictive regulations and some stockpiling of breeders during periods of adversity finally have paid a dividend. The remarkable resiliency of the waterfowl resource when conditions are right on the prairies again has been demonstrated.

In our business, we don't get this kind of good news very often. We should enjoy this sudden prosperity to the fullest, but let's not go overboard. This spring, we found more mallards than we thought there were -- some two million extras -- but let's not get all shook up about it. If it demonstrates anything, it is that ours is not an exact science. An error of two million sounds like a big one, but it could come about simply by underestimating last year's production ratio by a mere .1 of one percent, and overestimating the kill last fall by ten percent. In other words, the chance combination of small errors could easily explain a discrepancy of this magnitude. We've made mistakes before and we'll make them again but over the years there is good reason to believe that the batting average of the present survey system has been high.

But even this pleasant surprise only puts the 1969 continental mallard population an insignificant five percent ahead of the 1968 level, or about on a par with that of 1967. It is still twenty percent below the level of our target period 1956-62. A similar situation applies to widgeon, blue-winged teal, pintails, and canvasbacks, all moderately better off than a year ago but all still below the 1956-62 average. Gadwalls and green-winged teal were two species showing moderate decreases this year as compared to 1968, but both of these are above long-term averages. The combined totals of ten species of the most important game ducks were twelve percent higher this year than last. Because the production outlook is generally good, we can anticipate a sizeable increase in this year's fall flight. The magnitude of this increase will be better defined when results of the July production survey, still in progress, are tallied we hope to be able to give a full report in one week at the Biloxi meeting. The outlook for geese at this point is more uncertain but less promising as far as the Mississippi Flyway is concerned. Most of you will hear my report on production when the Mississippi Flyway Council meets at Biloxi in August.

This weekend, the long series of meetings will commence leading to the setting of the 1969 waterfowl regulations. Reaching logical decisions will require having some specific goals in mind. Do we want to clip all our coupons this fall, or should we plow back some of our gains in anticipation of even bigger dividends in 1970?

I don't want to miss the opportunity to speak about the special teal season:

Eleven of the fourteen states which are members of this association elected to participate in the September teal season. Those who accepted it agreed to the following provisions:

1. Define areas open to hunting where significant numbers of teal are expected to be present during the dates selected.

2. Conduct a hunter education program to improve hunter performance.

3. Implement a stepped-up enforcement program during the hunting season.

4. Provide a complete report to the Bureau concerning hunter performance, success, and attitudes.

We are all well aware of the main objection in some quarters to having such a season -- namely, poor hunter performance during the three-year experimental season. States which have accepted this season are saying in effect that they believe they can overcome this objection. As I see it, the most positive step toward a clean teal hunt would be to permit hunting only where teal are common and other species are rare or absent. Yet, most states are planning statewide openings.

Two states plan to reduce participation by the least qualified hunters by requiring special permits. One state will limit teal hunting to a three-day period. Two states, hoping to give their local wood duck populations added protection, will reduce the hours of hunting because the woodie is most active in early morning and late evenings.

All states have agreed to mount a strong I & E program aimed at helping hunters identify the proper target and convincing him to desist from shooting at illegal birds. All states also are expected to intensify enforcement activities.

One of the best handout items for helping hunters identify teal is this one by Charlie Schwartz of the Missouri Conservation Department. They cost $12 per thousand if the combined order totals 70,000. I understand they will be available about August 15, but the deadline for submitting orders is July 30. Perhaps Carl Noren or Larry Gale would like to comment on placing orders, et cetera.

Chuck Griffith, the Bureau's conservation education officer in Region III, plans to work closely with the states' I and E staffs and will supply each state with a set of slides for hunter education. He is also working on TV spots using slides and motion picture footage.

I hope everyone is aware that many people are looking at this additional venture in species management very critically. All of us have subscribed at one time or another to the principle of species management and recognize how important it is in the total waterfowl management program. We also are aware of some of its pitfalls. We can't afford to get another black eye, so I hope all participants will do their utmost to make the thing work.

If anybody has any specific questions I will be glad to try to answer them.

MR. DAN C. ARMBRUSTER, Ohio: I want to tell you what we are doing in Ohio. We are putting out a one-page pamphlet, on mallards, woodducks and teal. This gives you an idea on the teal. It looks good on paper and I think it is a beautiful handout. We find by putting the mallard in, spacing those ducks that were shown to be illegally shot at, we think we can help the people do a much better job.

MR. HAWKINS: I think that is a good idea. That is black and white, I suppose?

MR. ARMBRUSTER: Yes.

MR. THOMAS R. EVANS, Illinois: Two questions. One goes back to a statement that you made with regard to this pickup of two million more mallards for breeders than you thought were available. Was this only five percent of the total?

The second question is, do you know anything about the availability of "Ducks at a Distance", from the Bureau?

MR. HAWKINS: To answer your second question first, I understand that there are copies available for sale. I think they cost eighteen cents if you get them in quantity lots. Of course, this runs the cost quite high but they are available, Tom, by writing to the Government Printing Office.

In answer to your other question as to the five percent change as of a year ago. What are we doing with this extra two million mallards? We can round it off at two million since we are talking about a mallard breeder population increase in the area of 1.8 million. A year ago I think it was 1.2 million. That was based on all the anticipated gain and last year's breeding population, which was 8.2 million. The hatch showed a production ratio of somewhere around 0.8 overall. That yielded a fall flight last fall, according to the projection, of thirteen and a half million. Then with the removal by hunting, this was where you whittled it back down to six and a half to seven million, which is the figure they were using before this extra two million showed up.

But in terms of comparing, it was just about on the nose of that for 1967, so far as the figures are concerned.

Do I make myself clear?

MR. EARL ROSE, Iowa: I do think the Bureau has a credibility gap. It was compounded in the northern states in this fly-way by the unprecedented announcement of the teal season. I think this has caused a lot of confusion and a lot of misunderstanding. We are just happy as can be that this two million mallards has been found, and that the forecast is going to be in the neighborhood of some twenty to thirty million birds.

MR. HAWKINS: I am well aware, Earl, that this has created a serious problem of this nature. We called them as we saw them, both last year and this year. We put all the data together, and this is the way it came out. I just mentioned two or three possibilities showing how this discrepancy could have occurred but there are a lot of other ways. For example, last year we had this strong overflight. Our surveys are geared most heavily for the prairies. They are not geared nearly so intensively for the far north where the birds were. We also had a problem to work out the measurement of visibility rates there. In other words, you can't mount a ground study there as you can on the prairie. The result is we used a standard visibility figure for the far north.

Now, many people, I think Grant Cooch is one of them, feels it isn't a standard situation. Visibility there isn't always the same. This year, for example, with one set of conditions ducks may be a lot more visible than they would be another year, and may be simply a matter of sampling. Something has thrown us a curve and all we have done is call them the way the data came out. We were sincere as the Technical Section was last year, thinking this 6.7 was in the running of where we were. Fortunately we came out ahead.

MR. ROSE: I think we are concerned because many of the states have published articles advocating a closed season this fall based on the predictions that we had in order to build this population up to around ten million breeding mallards. Now our faces are really red so far as our local people are concerned. We have been lead down the glory road on this proposition.

MR. HAWKINS: It can still stand some building, so far as that goes.

MR. ROSE: Here we get the teal season offered to us and we can hardly turn it down. Yet many of us think it is wrong. But we take it anyway, because of the pressure of our hunters. They say, "Well, you have that many, let's have it." We are opening on the Mississippi River where we know we have lots of woodducks. We really shouldn't do it on the Mississippi, in my opinion, but yet we have a lot of teal up and down the State of Iowa. You can't delineate northwest Iowa unless you have permits like were issued before.

MR. HAWKINS: I think we are quite keenly aware of these differences of opinion.

MR. ROSE: Could you answer that, Art? What precipitated this teal season?

MR. HAWKINS: Well, I think you saw the rationale, Earl. I think I might point out that the experimental teal season developed information that shows that the teal population itself is not damaged by the special teal season. In other words, it did not even increase mortality rates on the teal significantly. This is one asset. The other was that there was nothing demonstrated that had an adverse effect on any other species. So these are the two basic tenets on which the teal season was offered, plus the fact that it is the policy of the Bureau to try to provide additional recreational opportunity wherever the resource will stand it, and so this is the rationale.

MR. ROSE: This thing has hit us right between the eyes.

MR. THOMAS R. EVANS, Illinois: One point that has been missed here, and that is the Bureau's decision a year ago on the teal season. Then it was considered ethically and morally wrong to put hunters into the field under the conditions of a special teal season. And this was a very strong point made at the meeting when the decision was made not to continue it after the three years. That situation has not changed. And this is why it is hard for some of us to swallow this special teal season again this year even though we are taking it. That point has not been made.

Another point I wanted to raise is this, Art. When did the Bureau find these two million mallards? How long has it been since you have known that there were two million more than you had first anticipated?

MR. HAWKINS: Well, actually, Tom, as far as I am personally concerned, I didn't hear about it until I got back from the trip to Canada.

MR. EVANS: When?

MR. HAWKINS: I got back on July 1st, and the information apparently was developed during the previous month.

MR. EVANS: What bothers me on this, and I am sure it does some of the other people, is that when this fact was discovered, the Bureau did not make a point to notify the states to this effect. We got it in Illinois by the grapevine. It would seem to me that it would be most appropriate for the Bureau, under such circumstances, to notify the states directly.

MR. HAWKINS: Maybe Dr. Cooch can add something. As I understand it, the first place it was mentioned was on the Potomac, and I think the information was gotten there.

DR. F. G. COOCH, Canada: The 25th of June was the date. It was hardly apparent until -- The figures were not too badly out of joint until the Brazda Survey came in from northern Manitoba, northern Saskatchewan and northern Ontario came in. We really didn't anticipate the situation. No one did. What happened there is that part of Brazda's work in Ontario was done by Dick Chamberlain. He sent the results of his survey to the Carona Hotel in Edwardsville, and Brazda had gone to Louisiana. We couldn't get the population figures together. We were searching all over the country for that data. It wasn't until the 25th of June that I got them over the phone from Brazda in Lafayette and I think the Washington office got them the same day.

MR. EVANS: It has only been about a week or ten days that we have known it.

MR. HAWKINS: Yes.

MR. SPRAGUE: Gentlemen, I am sure you can go on with this discussion all evening, but we are getting into the evening activities. After a few announcements have been made, we will declare the afternoon session adjourned until nine o'clock tomorrow morning.

MORNING SESSION
Tuesday, July 29, 1969
Mr. Dan Armbruster, Presiding

MR. DAN ARMBRUSTER, Ohio: Good morning, gentlemen. Welcome to the Tuesday morning session. At this time I would like to give you a little outline of how we want to conduct this meeting. During the question period it is requested that you give your name, stating your organization also, so that the reporter can take this down. If you cooperate, I think we can get along better in the session. Also this morning we are going to stick to our time limit because we do have a tour this afternoon, and we must get done on time.

At this time, I would like to introduce our first speaker, Brad Durling, Chief of the Hatcheries of the Michigan Department of Natural Resources. Brad is in charge of the hatcheries for the Michigan Department and has been with the department since 1950. He was born in Chicago, Illinois. He has received a certificate of Liberal Arts in 1947 from the University of Chicago, and a Bachelor of Science degree in Conservation in 1950 from the University of Michigan. His service with the department began as a fisheries aid in the Institute for Fisheries Research in 1950 in the Upper Peninsula. The same year he was made District fish biologist and stationed at Baroda. In 1964 he became the regional fisheries biologist in Lansing, and in 1966 was placed in charge of hatcheries, the position he now holds.

He is a member of the American Fisheries Society and the Michigan Association of Conservation Ecologists. He served in Italy during World War II and he has a family, a daughter and two sons. They reside at Parkway West in Lansing.

So Brad if you will come up and give us a report on diseases, which I believe you are going to talk about, I would certainly appreciate it.

DISEASES AND INTERSTATE COMMERCE

MR. T. B. DURLING, Michigan: Thank you, Danny. I am going to have to hurry through this presentation because I have to get out to the ball park. I was hired as the new third base coach for the San Diego team. Those of you who saw the game last night understand this.

Gentlemen, it is very gratifying that this group of influential conservationists, grappling with such important issues as water quality standards, firearms control legislation and the role of conservation departments in the inner city, should allot time to discuss a problem concerning fish hatchery management.

This may be a reflection of the fact that hatcheries have come of age as a fish management tool and a recognition that hatchery fish may well be of primary importance in fish management and recreational fisheries programs geared to the needs of today and tomorrow.

Hatchery fish have been produced in the United States for about a century. During the first 60 years of that period stocking was generally considered a panacea for all fishery ills. Then, in the 1930's, biologists began to question the benefits of these costly programs. In case after case, they were able to demonstrate that stocking as then conducted was ineffective or failed to meet acceptable cost-benefit standards. Hatcheries fell into disrepute with fishery managers.

Then, within the last ten years, biologists and hatcherymen began to examine more closely the stocking practices which had previously proven ineffective. Gradually it became apparent that the production of quality fish on a precision basis; i.e. the production of healthy fish of a proper size, available for release at the proper season, was the key to success in programs where long survival and growth in the wild environment were required. Reduced production costs realized through feeding of modern diets and utilization of merchanized feeding and handling techniques made stocking more attractive from the cost standpoint in the case of put and take programs.

For example, for years releases of Pacific salmon from West Coast hatcheries had provided scarcely enough adult returnees to produce the eggs needed to perpetuate the stocking program. However, the development of a sophisticated diet known as the Oregon Moist Pellet and the careful regulation of growth in the hatchery and time of release of the salmon smolts has dramatically increased survival. Now fish of hatchery origin comprise a substantial percentage of the sport and commercial catch of salmon on the Pacific coast.

Stocking of coho salmon, reared and released within precision parameters, is and will be the primary basis of support for the spectacular new fishery in the Great Lakes with which you have all become familiar. The comeback of the lake trout in the Great Lakes as a result of precision stocking is a matter of record.

There is mounting evidence that warm water fisheries can be similarly enhanced by release of healthy hatchery fish of the right size at the right time.

Demonstrated success led to the investment of tens of millions of dollars in large, efficient, modern hatcheries. One such hatchery now under construction in Michigan will cost 5.5 million dollars and will produce over 8 million salmon and trout annually. It has been estimated that this hatchery alone will support a fishery with an annual economic value of 20 to 40 million dollars.

However, effective and efficient use of both new and existing hatcheries is threatened by the growing problem of insidious fish diseases. Certain of these diseases can reach epidemic proportions and wipe out within a few days most of the programmed production of the infected hatchery. Sometimes the hatchery must be removed from production for long periods of time until it can be sterilized and rendered free from a particular disease.

These diseases also menace wild populations of fish, although the most spectacular manifestations of fish disease usually occur in hatcheries.

An example of such a fish disease is the so-called "whirling disease" of trout and salmon. It is a devastating disease in hatcheries, resulting in infection rates approaching 100 percent and initial mortalities of over 50 percent. Importantly, fish which survive the disease become carriers. The only known method of control is destruction of stock followed by disinfection of the hatchery.

Other diseases, such as the virus diseases known as infectious pancreatic necrosis (IPN) and viral hemorragic septicemia (VHS) or "egtved disease", are equally destructive.

New or previously unidentified diseases, such as the Cultus Lake Virus Disease, are being discovered with alarming frequency.

Most frightening has been the rapid spread of these serious fish diseases in recent years. "Whirling disease" for example, came to this country, most likely in frozen Danish table trout, less than 10 years ago, and has already spread until its confirmed range includes Pennsylvania, Connecticut, Virginia, West Virginia, New Jersey, Ohio, Michigan, California and Nevada.

How are these diseases spread? Largely by man, through the transfer of infected fish or eggs from hatchery to hatchery, watershed to watershed, state to state. Rapid air transportation of live eggs and improved technology in live fish transportation have increased man's capability for widespread dissemination of fish diseases.

How can these diseases be controlled? I believe this can be done only through a system of state and Federal regulations similar to those which have proven effective in suppressing the dread disease of livestock such as hog cholera and hoof-and-mouth disease.

What is the current status of programs designed to control the spread of fish diseases? Since January 1, 1969, the Bureau of Sport Fisheries and Wildlife has required certification of freedom from certain serious diseases before certain fish or eggs can be imported into the United States.

Only seven states and one Canadian province presently have some form of regulation concerning the shipment of diseased fish. Most of these are ineffective, impractical to administer and are certainly far from uniform.

Neither the Federal government nor any of the states have a program to indemnify owners of fish or eggs which must be destroyed to control diseases. Such indemnification is crucial to avoid driving diseases underground and to avoid protracted litigation likely to result when a citizen is deprived of his property without compensation.

There are currently before the Congress companion bills S-1151, sponsored by Senator Moss and HR 9417, sponsored by Congressman Dingell. These bills provide for effective control at the Federal level. Provision is made for quarantine or seizure of diseased fish moving in interstate commerce, quarantine or seizure of diseased fish not in interstate commerce if any emergency is deemed to exist (but only if adequate measures are not being undertaken by the state involved), for cooperation with the states in developing plans and methods for control of fish diseases and for indemnification of owners of fish which must be destroyed.

The bills were patterned very closely after existing legislation dealing with the control of livestock diseases.

Judging from the history of livestock disease control laws, companion state legislation will be required and a national disease control program will finally be developed on the basis of state and Federal cooperation, including cooperative cost sharing.

Your resolution committee has before it a resolution supporting the Moss-Dingell bills. The resolution also urges the establishment, under the auspices of the International Association of Fish and Game Commissioners, of an ad hoc committee to draft model companion legislation for consideration by the states in the event the Moss-Dingell bills become law.

I urge that you give this resolution your most careful consideration. I have a copy of S-1151 with me should you wish to review it.

In closing, I wish to reiterate my belief that the problem of dissemination of serious fish diseases is real, is urgent and requires early solution if we are to avoid serious disruption of carefully planned fisheries management programs.

MR. ARMBRUSTER: Are there any questions?

I might add that we have been working with Michigan, and also we have had at least one meeting in Washington. We have at the present time a study being conducted by Ohio State University, in trying to trace down the whirling disease problem in Ohio. However, with the large storm that we had on the 4th of July, I am afraid

that problem is going to be somewhat difficult, due to the fact that there was about three feet of water over this particular private hatchery we had in Ohio. So this may hold our work up a little bit in Ohio.

But I will say this: This disease has become a problem, particularly throughout the middle west. And I know Brad and the people in Michigan are quite alarmed about it.

So are there any questions on the report? Brad, you did a wonderful job. No questions.

At this time I would like to introduce the next speaker, who I think perhaps you all know, especially the fisheries people. In this report he also has something that is very serious. I think you all are familiar with the publicity on the walking catfish, especially in the southern part of the United States, in Florida, Georgia and through Mississippi.

This gentlemen was working with the State of Ohio when I started to work with him thirty years ago. He was born in West Virginia, and he attended the Allegany School of Natural History in New York. He also received his B. A. degree from Wooster College, in Wooster, Ohio. He did graduate study at the University of Michigan and received his maters in zoology at Marshall University.

As to his experience, I have about two or three pages here, but I am going to shorten it a bit. Woody was a fisheries and aquatic biologist with the Ohio Conservation Department. He was the Chief of the Fisheries Division in West Virginia, later Executive Secretary of the Sport Fishing Institute, and at the present time is an advisor on Natural Resources for the United States Air Force.

He is also the President of the American Fisheries Society, the oldest society in America. He is associate editor of the Progressive Fish Culturist, and has published over forty-five papers. He has received many awards, one of them is the Overlander Trust Award for the original study of ecology in Wooster in 1939, and the Lorriland-Spencer Award for organizational ability in Region 4, Boy Scouts of America.

At this time I would like to present Elwood A. Seaman, known as Woody Seaman, who will speak on Guidelines for the Future of Controlling Exotic Fishes.

MR. ELWOOD A. "WOODY" SEAMAN: Mr. Chairman, and ladies and gentlemen: I want to point out one thing rather hurriedly. Those of you who have looked at my tie pin might wonder what this slash of shaving cream is on my tie. A stewardess on an airline noticed it one morning and said, "Sir, you still have some shaving cream left on your tie." Well, Dan Armbruster here gave me this shaving cream bit about six or eight months ago, and he said while I was President of the American Fisheries Society that I had better wear this during the year. I am quite honored to do so, because it is a unique thing. It is a tie tack that I have never had before, and I don't think too many people have. It is a fish otolith. You have a lot of fun with it if you ask people what it is.

I walked up to a Latin scholar, at one of our large universities, and I said, "You being a Latin scholar, you ought to be able to tell me what this is if I give it to you in Latin - otolith." He said, "Well, it's something out of the teeth of something or other, has something to do with teeth." And I said, "I told you so, you're not much of a Latin scholar. It's part of an ear bone setup of a fish." And he said, "Well, see, man, you're pretty stupid. You pronounce the word wrong." He said, "As a Latin scholar, you should say o-tho-lith not o-do-lith." There's a little difference as to whether you're in the jaw or in the ear.

I am most appreciative of having this made up for me and it has been called everything under the sun. But it does cause people to make comments about my tie instead of me.

GUIDELINES FOR THE FUTURE OF CONTROLLING EXOTIC FISHES

This is the year fishery biologists in the U. S. are looking hard into the problems of exotic fishes.

Our Canadian colleagues put some emphasis on the problem in January 1968, with a symposium on introductions of exotic fishes at the Twenty-First Meeting of the Canadian Committee on Freshwater Fisheries Research, Ottawa. (Kenneth Loftus, Convener)

In February 1969 a joint Conference on Exotic Fishes and Related Problems was convened by the American Fisheries Society and the American Society of Ichthyologists and Herpetologists in Washington, D. C. (E. A. Seaman and E. A. Lachner, Conveners)

Since February an article appeared in the June 1969 issue of National Geographic Magazine by C. P. Idyll on Florida's Walking Catfish (Clarius), and the Huntley-Brinkley TV News Show in February likewise covered the problems of Clarius in a newsworthy fashion.

In recent months there has been much talk on the subject of exotic fishes, and I know most of you have read the discussion in the Sport Fishing Institute Bulletin, where Dick Stroud gave considerable space to the subject.

It is timely that state directors of fish and game discuss the various facets of the problem. I am honored that you offer me the privilege of speaking today about my views on guidelines in solving this natural resources problem.

Who Does the Controlling?

Down through geologic time fishes were moved about, but as far as modern times are concerned it is man who is responsible for fish distribution.

My remarks today are addressed not to the fish, but to man who can or cannot control the future distribution of fish and other aquatic organisms. I'm amused when conservationists point out how destructive the "bulldozer" is in disrupting grassland and forest areas for housing developments. It is not the bulldozer, but the man at the machine, coupled with planners -- the other "men" -- who are destructive.

So it is with moving fishes about, we must direct the emphasis on man.

You commissioners, directors and administrative-biologists are "the men" who are key to the handing of exotic fishes of the future.

Definition of Exotic

For sake of discussion I wish to call an exotic fish one that is not native to the habitat under consideration. This is the broad view, for it includes the foreign importation species as well as those (indigenous species) moved from stream drainage to stream drainage.

I feel the guidelines discussed here today should cover both types of fish movements.

Guidelines; Who Needs Guidelines?

I realize it can appear rather presumptious for me to spell out guidelines for controlling exotic fishes, because most of you don't really need much advice from me. My desire is to the contrary, not advice, but re-examining the problem, analyzing the situation and then attempting to drag a seine through to make a catch. I hope "my haul" is worthwhile!

We all need guidelines in problem solving, else we lose our focus on important considerations.

Policy -- Do You Have One?

Does your state have a policy for handling fish distribution? If not, it is essential to establish such a policy. If you do have a policy perhaps it is timely to review your policy because matters are moving faster these days and very likely your policy is not in line with present day knowledge on controlling exotic fishes.

If your policy to regulate is somewhat loose you may have to strengthen regulatory measures, and this usually calls for more legislation in most states. Now, for examples. How much do we know about the distribution of The Walking Catfish in America? As far as the literature is concerned, very little. With all the publicity on this unusual fish this year it is apparent we are ignorant on the facts of its present distribution. From some accounts it is rather widely spread in Florida, from others it is not so widely distributed. We need published facts. Some reports claim that the aquarium trade has the Genus of Clarius scattered widely, but how far? I heard from one biologist recently that the Walking Catfish was in Las Vegas and Portland, Oregon. Where else is it?

I had three walking catfish in my aquarium at home. I am quite an aquarist and like aquarium fishes. I had three over some months and have one left right now. My very casual observation of this fish is so amazing, and in private conversations I can tell you some interesting things about them, how they can jump and run around the house and so forth. This makes me believe we need to pay close attention to species of this sort, and we are caught short by not knowing much about it.

I can't resist telling you that I had a dentist in my house recently who is always trying to keep one up on me and trying to point out that I don't know everything about fishes. He had seen the Clare Idyll article in the National Geographic, and he thought I hadn't seen it, and he asked me if I knew what a walking catfish is. I let him go on for half an hour since he thought I was a stupid fish biologist. He reiterated all of the article that Clare Idyll wrote which I had read previously. So I let him go on, and then I sent my son quietly to bring a walking catfish down. My son released it on the living room floor right in front of my good friend, the dentist, and his eyes nearly popped out. He hasn't forgiven me since the catfish went past him and into the kitchen and out to the dining room. You ought to see that. It stands on its pectoral fins and walks with quite a dramatic wiggle. It is quite a thing to see it walk around the house.

What do we know about the Clarius? How many Missourians know whether it is in Missouri? How many have been in the pet store down at Famous-Barr Department store? Have you been in the pet store down there recently? I went down yesterday and looked around in your big department store, I wanted to see if they had Clarius, and they do. They have one about the same size as I have at home, seven or eight inches long. They have them in all the stores around Washington, D. C., and a pet store in Tyson's Corner in metropolitan Washington has many that they say they get from a breeder in Georgia. It shakes me up that there is a breeder down in Georgia. And they want $1.59 for the little ones. I asked the pet dealer whether or not he sells many. He said they were not for sale. So I asked, "What do you have a sign on them for, $1.59?" He said, "That's in case anyone wants to buy them." Logic?

I asked the people in your store down here about the walking catfish, whether they sell very many of them and how many they have. I was told that they sold out of them and only have the one seven or eight-inch one left. I said, "What do you ask for this one?" Boy, you would be surprised what he asked for it. I took a double take on that. He said, "It's $28.95." I knew that Piranha could run up to $65. And he reiterated, $28.95.

I am not going to get into my feeling as to what can happen in Missouri with regard to this fish. Somebody has to get busy and study the temperature tolerances of this species. We have to get busy real fast. We need to know whether or not this fish could adapt itself to temperatures other than tropical areas. It has an ability to flip out of the aquarium and lie out overnight. When you pick them up half dry and stiff the next morning and put them back in the aquarium and they swim away - it shocks you. We need to know a lot about this and we need to know about guidelines on various exotic fishes.

My point is that it is advisable to know your own situation in your state as to what's going on in fish distribution. This is the first major guideline that needs your attention. What fish species are on sale in all of your live fish-selling stores? Have you listed them? How frequently are shipments made into your state? Do you know what the purchaser does with his fish after he tires of them?

Have you conducted a survey on these questions? Shouldn't you? What about bait dealers, do you know exactly what species are handled week by week? Where are the fish used and eventually disposed? I'm not wanting to raise these questions like as if you weren't really on the ball, but I know from personal experience in state fisheries work that we did not have the time (or take the time?) to check on these matters closely. I now feel they deserve closer attention.

Legislate Now?

Some states are taking forthright action to regulate certain species, such as Piranha, and of late Clarius. Have we adequate information at hand to draw up stringent restrictions? Although I feel we should draw a line on exotics at this time, I must admit I feel we have inadequate data on distribution, survival in the wild, shipping methods, life histories, best methods of control, etc. It is, of course, always better to legislate only when necessary. I personally feel some early legislation at times serves as a warning to the fishmovers that you mean business in the control of exotics.

Coordination

Essential to the control of exotic fishes is the cross-feeding of information from agency to agency. Only through being informed can a uniform approach be had. This guideline is of utmost importance.

One significant fact of the Washington Conference on Exotics was that we had a wide divergent group of "interests" sitting down at a table discussing their varied views. This was a first, for never before had we had the trader, aquarist, fishery biologist, systematist, manager, administration (et cetera) together to express their views openly.

We cannot tackle a complex problem in the area of fishery biology, as exotic problems are, without shared knowledge and experience prevailing.

The state or federal biologist must keep in touch with the other interests. I believe this should include the concern of the nation (the workers) from which a foreign introduction came. I believe it is unethical, poor conservation, or whatever you choose to call it, for us to wipe out a species in a foreign country habitat just to supply demands of aquarists in U. S. This is in need of intensive study. We have an obligation to keep abreast of the habitat conditions from which we overcollect or overharvest. Actually this could possibly happen in stream drainage-to-drainage in our country.

Disease-Parasites

Should we be concerned about disease and/or parasite introduction? Of course! But, how inadequately we have managed our affairs in this area!

I believe we have been just plain lucky with our low incidence of disease spreading. Maybe we are living on borrowed time at this.

We need to show great caution at fish transferring so that disease or parasites are kept in control. Perhaps a guideline here is for states to establish tighter restrictions, do more sample checking of specimens, and develop a policy that at least warns transporters of fish that disease and parasite checking is vital.

Research Biologists

To claim that a research fishery scientist was guilty of releasing exotic fishes into natural waters after studies are completed might sound rather insolent to me. But, in fact, this has happened. Flash floods have washed fish from ponds, et cetera. State officials should pay attention to such actions. Fish are being used by scientists other than fishery personnel for such work as pollution studies, toxicological studies, and so forth. These scientists might innocently be unaware of the dangers of releasing exotic fishes. A guideline in this instance could be spelled out by the state fisheries chief through a notice to various research labs.

Educational Efforts

There is a distinct need to air-out the exotic species problem via your state conservation magazines. Some states have done this; others need to. The problem of exotics needs attention. Some warning facts should be directed to the fish handlers, such as pet stores and bait dealers, as well as private hatcheries. I doubt if these people are adequately informed on exotic fishes in your state. There is a need for feature articles as well as warning notices.

Field-Testing, Hybrids, Pollution-tolerant Fishes

There are some risks in introducing exotic fishes into strange waters even when the odds against failure are expected to be small. In the biological world conditions often are complex. Furthermore irreversible conditions often are complex. Irreversible conditions can result and herein lies a need for careful planning, paying close attention to research findings and avoiding too much so-called "field-testing". What proved true in species combinations in the laboratory or under pond culture conditions does not necessarily apply in the wild in larger rivers or larger impoundments. We cannot, as you know, predict the future in large bodies of water, such as one of the Great Lakes.

So, caution is of utmost importance in the introducing of any new species into your state waters.

The use of hybrids shows some promise, and in this area we can avoid irreversible hazards inherent in the introduction of exotics by substituting hybrids.

Some feel we should push for more pollution-tolerant species in our waters where pollution is a constant drawback for native fishes. I guess I'm old-fashioned, for I do not warm to this idea. I feel stopping pollution is our first job in such cases. Or, if possible, reduce pollution under proper control so the native fish population has a chance.

State Conference on Exotics

I suggest you state commissioners and directors call conferences in your respective states on exotic fishes problems similar to the one previously referred to in Washington, D. C. It is timely that we discuss this problem locally. Perhaps several states could call such a conference jointly.

I can suggest here a number of guidelines, but the pertinent ones will come from your own local attention to the problem and your conference will bring to light the points needing first attention.

Political and Sportsman Pressures

My last guideline deals with a subject you know well. My past experience in state fisheries, Ohio and West Virginia, gave me some insight into political and sportsman pressures.

From the sportsman you can get demands for cohos, striped bass, muskies and other great sport fishes for all your larger waters.

I feel we should show great caution in such planting of fishes. Maybe we don't want these species too widespread. Maybe there are factors we have yet to consider, unknown by research or investigation, which will bring much regret in our species manipulation.

We have had some spectacular successes in coho and striped bass. Do we know enough? I doubt it.

To Reiterate

I have suggested a few guidelines which I hope will be helpful.

The whole field of "exotics" is rather new to most states, at least new in that we have not had the pressure to be cautious up until now. It is timely to review, and thinking of guidelines should be in order.

Thank you for the opportunity of covering this subject here today.

MR. ARMBRUSTER: I would like at this time to introduce a very distinguished gentleman who just walked into this room, Bill Lodge, former Director of the Illinois Department of Conservation.

Are there any questions for Woody?

MR. BRAD DURLING, Michigan: We have been meeting in Michigan with an advisory committee of university ecologists and the aquarium industry people in an effort to come to grips with this problem that Woody discussed. I would like to reiterate the point he made. You better have your information pretty well in hand. As a group, they are pretty well informed and usually know more than you do about the fishes you are discussing.

Also, the number of species involved in the trade comes as quite a shock. We are told by the people in the industry that the industry imports over 400,000 species of fish.

MR. M. G. HOYER, Missouri Department of Conservation: I would like to ask Mr. Seaman a question, as a man from the street. I am not a fish biologist. I gathered from your talk that you felt the walking catfish posed a problem or a danger. I never did figure out what that danger might be. Would you enlighten me on that?

MR. SEAMAN: I was assuming, perhaps too much, that everybody was aware of some of its habits. It happens to be a species of fish that can come out of a pond and go at will, on wet days, or days that are suitable to it, go elsewhere, and this is the basic reason that it got spread over a fifty-mile radius, as I understand it, in Florida. It just leaves the ponds and goes elsewhere.

The other factor we know is that it not only has a gill, but it has a lung also, and so it can breath out of the water as well as in the water. Those two factors combined, where it can move about, it is highly moveable and can be out of water for certain lengths of time, it is not fully understood how long, makes it a dangerous fish. We think in terms of fish staying where they are confined. It is a little bit of a shocker where you have a ponding of fish where you raise these in a hatchery, as someone is doing in Georgia. They just are not going to stay there if they don't want to. I have not asked the walking catfish why he goes out, why he gets the urge to leave, but that is the real hazard.

MR. HOYER: I thought it might be something like the rabbits in Australia or something, eating up all of the grain and so on.

MR. SEAMAN: That is another point. There are two species of Clarius in East India and Africa. And the one in Africa gets up to forty something pounds. There is a story, whether it is authenticated, I don't know, but that in cutting up a large one in Africa, they found a small dog. But it is the voraciousness of the fish that is most unusual. Fish twice the size might be eaten. And you must keep them isolated. That is another hazard, as far as our national fishes are concerned.

MR. ARMBRUSTER: I believe they also found in Florida that the walking catfish will eat large quantities of fish, particularly the game fish in that area. So this is quite a problem.

Any other comments in regard to the paper?

At this time I would like to introduce our next speaker. The next paper will be on Large Reservoirs - Management Possibilities. This is a former Missourian. He was born in Kansas City. He got his fish biologist degree in Oklahoma. He was regional fisheries biologist in Oklahoma Fish and Game Department and worked in the Oklahoma Fish and Game Research Laboratory. He was Assistant Executive Vice-President of the Sport Fishing Institute and has served in the Navy, coming out as a lieutenant commander. He is a member of the American Fisheries Society.

At this time I would like to present Mr. Robert M. Jenkins, Director of the National Reservoir Research Program, Bureau of Sport Fisheries and Wildlife, Fayetteville, Arkansas.

LARGE RESERVOIRS - MANAGEMENT POSSIBILITIES

MR. ROBERT M. JENKINS: Thank you, Dan.

I would like to illustrate a few of my remarks on the screen, concerning the big reservoirs that are increasingly presenting problems, as well as opportunities, for sport fishing.

Abstract

The major possibilities for improvement in midwestern reservoir fish management include: Angling regulation changes based on better knowledge of population dynamics factors such as production and mortality rates; introduction of threadfin shad, kokanee, rainbow trout, walleye, northern pike, white and striped bass, black basses and crappies; annual stocking of catchable rainbow trout in warmwater reservoirs with an oxygenated hypolimnion; periodic stocking of juvenile striped bass and walleye; extreme drawdown or dewatering of suitable flood control and recreation reservoirs followed by planting the exposed bottom, refilling and reintroduction of desired species; controlled water level fluctuation and improved substrate to enhance spawning and survival of pike, bass and crappie; improved designs for timber clearing, brush shelters, piers and floating fishing docks; chemical control of undesired species; pollution cantrol; improved access and zoning for undisturbed angling.

Introduction

In the fourteen States of the Association of Midwest Fish and Game Commissioners, there are now about 330 reservoirs over 500 acres in size, compared to 1,100 natural lakes. In terms of total area, reservoirs and natural lakes are now equal, with about 2,340,000 acres in each category. Complete data on Manitoba and Ontario were not available to me, but total reservoir area in the two provinces probably exceeds 300,000 acres.

One-fourth of the number and area of all reservoirs in the U. S. lie in the Midwest Assoc. states. Ranked in terms of total area at average pool levels (nos. in parens. = 1,000s of acres), the states are: North Dakota (469), South Dakota (432), Minnesota (276), Wisconsin (202), Kentucky (186), Missouri (167), Kansas (138), Colorado (90), Illinois (89), Nebraska (82), Ohio (80), Michigan (55), Iowa (41), Indiana (31).

According to the 1965 National Survey of Fishing and Hunting (Bureau of Sport Fisheries and Wildlife, 1966), the Midwest natural lakes were fished most often by about 45 percent of all anglers and reservoirs by about 28 percent.

The immediate conclusion is that opportunities for increased angling are greatest on the reservoirs. The remoteness of some big reservoirs from population centers poses a deterrent to full utilization, but increasing angler mobility and improvement of facilities should overcome this condition. New reservoirs, particularly in Indiana, Illinois, Iowa and Missouri, will add substantially to angling opportunities near metropolitan areas in the next decade.

Fish Production Potential

Do the reservoirs have sport fish production capabilities equal to the natural lakes? A comparison of the average standing crop of fish in mid-South reservoirs with that of southern Minnesota natural lakes (Table 1) suggests that they do. Reservoir crops of gars, carp, redhorses, buffalofishes and crappie are comparable to those in Minnesota waters classified as "game-fish" lakes. Reservoir crops of pike and pickerel, carpsuckers, walleye, yellow perch and drum are more closely akin to Minnesota rough-fish lakes. Black bass and sunfish crops are strikingly similar in all three categories.

Table 1. Estimated mean standing crop of various fishes taken by rotenone sampling in 140 U. S. reservoirs compared to those estimated by haul seine from 112 southern Minnesota Lakes (Moyle, et al., 1950). Means are based on the number of waters in which each species was taken.

Species or group	Pounds per acre		
	U. S. Reservoirs	Minnesota Lakes	
		Game-fish lakes	Rough-fish lakes
Gars	2.8	<4.0	<7.6
Shad	77.8	0	0
Pike and pickerel	1.3	8.0	5.4
Carp	19.3	11.0	202.6
Carpsuckers	5.0	0	<7.6
Redhorses	4.7	<4.0	0
Buffaloes	21.5	4.3	166.6
Other suckers	3.5	9.8	7.9
Bullheads	2.2	14.7	17.7
Other catfishes	10.5	0	0
White bass	3.2	0	0
Sunfishes	24.8	29.7	32.4
Black basses	9.0	8.5	9.6
Crappies	6.2	28.3	45.0
Walleye	1.2	8.1	7.0
Yellow perch	5.7	32.1	8.1
Freshwater drum	12.8	5.0	16.1

The principal deficiencies in reservoir sport fish production appear to be pike, walleye and yellow perch. However, the big reservoirs in the Dakotas (which are not included in this sample) have produced outstanding crops of these species during the early years of impoundment. The deficiencies are further offset by reservoir production of white bass and catfishes other than bullheads.

Correlation and multiple regression analyses involving standing crop and thirteen environmental variables in 140 reservoirs have enabled us to identify some cause and effect relationships of value to management (Jenkins, 1968). For example, a morphoedaphic index, total dissolved solids divided by mean depth, which has been used to predict yield in Canadian lakes (Ryder, 1965), has also been shown to explain up to 60 percent of the variability in reservoir fish crops. The relationship is curvilinear, with maximum crops occurring between index values of 5 and 25. Use of this index can afford fishery managers a rapid prediction of standing crop, as determined by cove rotenone sampling.

Environmental variables which appear to have the greatest influence on reservoir crops are mean depth, dissolved solids, storage ratio (water exchange rate), shore development (relative shoreline length), area, age, water level fluctuation, outlet depth and growing season. Partial correlation analysis has revealed some highly significant (0.05 level) relationships. For example, sport fish crops in hydropower storage reservoirs are positively correlated with storage ratio and dissolved solids, and with outlet depth in non-hydropower reservoirs.

In hydropower reservoirs, shad crops are positively influenced by drainage area, growing season and storage ratio; total crop is negatively related to thermocline depth. In reservoirs with a thermocline, age of reservoir is positively linked with total standing crop.

Management Accomplishments and Possibilities

Administrators and fishery biologists responsible for the management of manmade lakes have been faced with many complicated problems. The prediction and control of species composition and production of sport fishes in these new aquatic environments has necessarily rested on the manager's experience and judgment until the expensive and laborious process of data acquisition and analysis could catch up. Mistakes have been made because of the knowledge gap, but trial and error attempts, combined with an increasing backlog of facts, permits fishery managers to approach reservoirs with lessened trepidation each year.

Let's consider the major advances in reservoir management in the past quarter century and peer briefly into the crystal ball in searching for improvement possibilities in the future.

(1) Liberalized fishing regulations. The time-honored, severe angling restrictions which had been drawn from trout management and arbitrarily applied to warmwater reservoirs were brought to an end largely as a result of a TVA research team effort in the early 40s. Thirty-five states now permit year-around black bass fishing with increased creel limits and no size limits. Few major changes have been made in the last decade.

Continuing, long-term research is now prerequisite to the establishment of sport fish mortality rates, and to determine standing crop and production capabilities in reservoirs. Midwater trawl studies by our South Central Reservoir Investigations team (Houser and Bryant, 1968) have shown that forage fish supplies are not inexhaustible. Young gizzard and threadfin shad in Beaver and Bull Shoals Reservoirs undergo 90 to 99.9 percent mortality by fall, due to fish predation. Young shad production has been estimated (1966 - 1968) at 40 to 100 pounds per acre per season in these clear, deep impoundments which would theoretically be converted to 15 to 30 pounds of predator sport fish flesh. Angler harvests of predators have reached 40 pounds per acre in Beaver Reservoir and 80 pounds per acre in the Missouri portion of Bull Shoals Reservoir.

When we can define the portion of annual production that can be harvested without endangering future populations, optimum harvest rates can be calculated and regulations adjusted accordingly. Accurate information of this sort holds real promise for finely-honed regulations in the future. As fishing pressure mounts on reservoirs, such data will be essential to proper management. The attitude of anglers toward regulation changes is another important ingredient, influencing the seasonal aspects of angling pressure and harvest and concomitant activities of law enforcement personnel, and must receive careful consideration.

(2) Stocking. Introduction of threadfin shad, white and striped bass, rainbow, brook and lake trout, walleye, crappies, black basses and northern pike have been successful in many waters - most spectacularly in new or reclaimed reservoirs. These species will undoubtedly grow in management importance, along with catchable channel catfish in smaller impoundments.

At least 31 States now produce rainbow trout in fertile, warmwater reservoirs having a cool, oxygenated hypolimnion. More thorough evaluations of hatchery trout survival, growth and harvest are an immediate need to improve the efficiency of this popular technique. Up-to-the-minute data on the existing forage base in "two-story" waters could guide schedules and rates of stocking catchables or sub-catchables in warm and coldwaters.

Lake and cutthroat trout, kokanee, splake, coho and landlocked Atlantic salmon have also been planted in reservoirs with highly variable results. Further experimentation will undoubtedly reveal that some of these species are suited to specific reservoir types, primarily "cool" water in nature (max. summer tep. 70 - 75 degrees F). But the rainbow trout will be the increasingly important salmonid both above and below dams, with future harvests rivalling largemouth bass in some midwestern "two-story" reservoirs.

The superiority of the threadfin over the gizzard shad as a manageable forage fish has been recognized for twenty years. Its small maximum size, high fecundity, prolonged spawning period, susceptibility to winterkill, short life span and ability to suppress gizzard shad production has inspired introductions in many reservoirs south of the Midwest Association States. Transplanting of threadfin has been undertaken by Kentucky and Missouri. The future should see annual plants of adult threadfin far north of their native habitat. They would be eliminated by winter kill each year, but should provide a superior forage crop during the growing season of great benefit to white and black bass, crappie, walleye and pike in forage deficient waters. The details of economically obtaining, transporting and stocking optimum numbers need further refinement.

Heavy management emphasis has been placed on the striped bass, a relatively new and unproven reservoir species, since its spectacular success in the Santee-Cooper Reservoirs, South Carolina, in the early 1950s. At least 20 State agencies have introduced this anadromous giant, and resident spawning populations have developed in Kerr Reservoir (Va.) Millerton Reservoir (Calif.) and the lower Colorado River impoundments.

The development of techniques for hormone-induced ovulation of striped bass now affords a dependable supply of fry which can be reared to juvenile or yearling size to improve survival in big reservoirs. Many southern fishery managers now believe that this "put, grow and take" plan for trophy stripers will be increasingly productive if fry can be obtained regularly and reared economically to six-inch size in hatchery ponds. The future will undoubtedly bring more attempts to establish striped bass in the Midwest Assoc. states, especially in large reservoirs on major rivers.

Walleyes have been stocked in reservoirs for 50 years and efforts have accelerated recently in turbid, windswept impoundments on the Great Plains. Surprising success has been attained in many shallow, sand and silt-bottomed reservoirs in Kansas and Nebraska. Spawning occurs in the rock rip-rap on earth-fill dams. Production and harvest are highest in the Missouri and upper Mississippi River drainage reservoirs. Subimpoundments of 5 to 20 acres are now being used in more southern climes to produce 4 to 10-inch walleye for fall stocking. This technique is relatively expensive, requiring pond construction, fertilization and a supply of forage fishes. However, without planting sizable juveniles, good year classes are rare in deep, clear, older reservoirs. Pond-rearing efforts will probably continue on a limited basis until better methods for improving natural reproduction are devised.

Northern pike and muskellunge have been championed in the past decade as reservoir trophy sport fishes and as rough fish predators. Spectacular pike growth and harvests have occurred in young impoundments in the Dakotas, Wisconsin and Minnesota. Pike fry stocking in new reservoirs in the mid-South has also paid dividends, but has been relatively unsuccessful in later years of impoundment. Nursery area water control structures, rising water levels, chemical control of undesirable fishes and planting of sedges or grasses for egg deposition have been used in management. The prodigious efforts that have been made to improve production of these species in natural lakes in the past century point the way to future success in reservoirs. The critical influences of spawning substrate, water levels, wind and temperature which have been defined by research must be controlled to some degree by fishery managers before desired results can be expected. Work in life history such as that being done by our North Central Reservoir Investigations team in South Dakota should speed solution of the problems.

Other species which have been introduced into reservoirs include flathead, blue and white catfishes, blueback and Atlantic herring, needlefish, smelt, iconnu, chain pickerel, spotted, redeye and smallmouth basses, various sunfishes and sauger. Brackish-water reservoirs on the Great Plains have been stocked with a variety of marine fishes, including flounder, red drum, channel bass, redfish and corvina. Growth of some species has been phenomenal, but reproduction has not occurred. Transplants of additional species from the North American continent will undoubtedly continue on an experimental basis. Introduction of exotic fishes should be approached with extreme caution, following the guidelines of the Joint Committee (AFS-ASIH) on Exotic Fishes and Other Aquatic Organisms as explained by the preceding speaker, Mr. E. A. Seaman.

(3) Drawdown to aerate bottom muds, grow rye, sudan or smartweed on the flats, facilitate removal of rough fishes and concentrate forage fish for predators should become increasingly used in management. Complete population removal with toxicants is often economically combined with drawdown. Spring drawdown to control carp and other shoreline spawners has met with erratic results and is incompatible with water levels needed for black bass and crappie. Uncontrolled water level fluctuation may be deleterious to sport fishes; soundly conceived and carried out, it is potentially the most effective management tool in the biologist's kit.

(4) Fertilization of large reservoirs has been precluded by cost, inability to control inflow and outflow, and the fact that undesired fishes might benefit as much as desired species. Increasing nitrogen and phosphorus levels in major rivers from agricultural and domestic sources indicate that accelerated eutrophication will present greater problems in the future than nutrient deficiency.

(5) Submerged trees. The problem of optimum timber clearing in reservoir basins has been a rather knotty one. Since 1950, a variety of clearing patterns has evolved, the most productive being those in which timber is left standing in selected arms of deep reservoirs with boat paths provided for access, and in clumps dispersed throughout shallow reservoirs. Timber left completely submerged in deep open water contributes little to angling success or production and interferes with the operation of population sampling or rough fish control devices used in research and management. Further study will probably show that recent recommendations on standing timber have been somewhat overstated. Too many trees dilute the concentrating bonus which facilitates angler harvest. The principal value of veritable forests of exposed tree tops lies in protection of fishermen from disturbance by high-speed boats and skiers.

(6) Draining and/or population removal. The most effective, but rarely attainable, techniques are complete draining and/or complete population removal. Dramatically successful results in smaller reservoirs indicate that these methods should be used in larger flood control and recreation reservoirs whenever opportunities arise. Antimycin and other toxicants being tested by the Fish Control Laboratories at La Crosse and Warm Springs hold the ultimate key to selective population control in big waters which cannot be drained. Low concentrations of rotenone and other toxicants have been applied to selectively remove overabundant adult gizzard shad. The beneficial effects last one to four years and must be repeated periodically to suppress the population.

(7) Aquatic weed control measures have included drawdown, elaborate weed cutters, dredging, fertilization and weedicides. Grass carp and other plant-eating exotics have shown promise but are restricted by temperature and may pose undesirable side effects. A cheap, efficient control method remains as a vital need in shallow reservoirs with little or no fluctuation in level.

(8) Brush shelters have functioned as fairly valuable tools in bringing fish and fishermen together. Problems include placement to avoid drawdown exposure and periodic maintenance costs. Floating, heated fishing docks have revolutionized winter angling on many southern impoundments. More of these commercial enterprises should appear on midwestern reservoirs where heavy ice cover is not a problem. Needs for public fishing piers, jetties and bridge walkways will demand greater attention. Warmwater winter discharges from steam plants and inundated springs attract fishes and increase harvest. Artificially created temperature gradients have been relatively unproductive to date, but hold future potential.

(9) Artificial destratification by air injection or mechanical pumping is rapidly growing as an economic means of evaporation control and improving drinking water quality. With these devices in operation, the heat budget is increased as homothermy is reached in summer, theoretically increasing benthic production and organic sediment decomposition. However, elevated temperatures may eliminate or preclude establishment of trout fisheries. Systems have also been devised to aerate the hypolimnion without causing thermal destratification. These techniques will

undoubtedly become more widespread in reservoirs with irrigation, water supply and pollution dilution purposes. More research is needed to identify their effects on fishery resources.

(10) Increasingly accurate predictions of angler-use will enable agencies to build optimum numbers of reservoir access areas, launching ramps, brush shelters and other amenities. The designation of large areas where speed boating is prohibited has restored undisturbed fishing on many reservoirs. Zoning, in space or time, should be improved with more experience in enforcement and public response.

Conclusion

With more precise data on the life history and population dynamics of fishes and the limnology of reservoirs, fishery biologists will be better able to advise project engineers on the design and operation of dams to accommodate fishery needs (Stroud, 1968). Deliberate management of reservoir fish populations is already crudely practical. Provided further biological insights are gained through research and clearer definitions of management goals are forthcoming (e.g., angling demand, pressure, yields, species preferences) fishery agencies should be able to meet the challenge.

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MR. ARMBRUSTER: Thank you, Bob. Are there any questions in regard to the paper?

MR. DUNBAR ROBB, Missouri Department of Conservation: You mentioned something in regard to standing timber in deep water. Would you repeat that? I know that posed a problem many times before in reservoirs.

MR. JENKINS: As far as we know, completely submerged timber that remains primarily below the thermocline in summer contributes little to the production of paraphyton that would contribute to the fish food base, and it is a problem in terms of attempting to sample these areas.

You can imagine trying to pull a trawl through something like that. In future attempts in reservoirs where rough fish control will be attempted, this does constitute a real obstacle. The standing timber, depending on the species of trees involved, may last for 100 or 200 years. Where trees are exposed or where ice can work on them, of course, their duration is much shorter.

MR. PURKETT, Missouri Department of Conservation: Would you elaborate on your effect of outlet level on productivity?

MR. JENKINS: I neglected to show one slide there. This is partial correlation where all the environmental factors were considered, and it shows highly significant positive correlation. You break it down through hydropower reservoirs and non-hydropower reservoirs. The outlet has great control in non-hydropower. That is for conservation control and water supply. These reservoirs are typically smaller. The mean reservoir size in the sample is about 6,000 acres, and that is a draw down to summer conservation. Most all of them are stratified except the ones on the plains where there is a lot of wind movements. Apparently the use of water for power production which pulls the thermocline down, has a positive effective on total-standing crops of all species. This means total production, actually. It must have an influence on the basic productivity of the total water mass.

In hydropower reservoirs, storage reservoirs particularly, no significant correlation was found. It may be a function of storage ratio but partial correlation is supposed to hold all these other variables constant.

MR. PURKETT: Then in the hydropower reservoirs, your tail water fishery could be the determining factor in when you want to have the water removed? Would you concur in that?

MR. JENKINS: We haven't completed this yet. But we are trying to do it species by species, to see if in the sub-samples, like in the big hydropower storage reservoirs that we found so far, the outlet depth has a positive effect on large-mouth bass, catfish and carp. I have some raw data I will show you. There is a difference. In some species it has the negative effect and in others positive. On most there is no significant correlation. The data shows nothing.

MR. ARMBRUSTER: In your work, have you found what is the most desirable draw down during the summer periods? Top, bottom or middle?

MR. JENKINS: We haven't been able to go into this to that extent. All we have, in using the fluctuation, is mean annual vertical fluctuation of the water level in feet, and the general effect is negative on standing crops. On the species breakdown level, however, there are some species that benefit from drawdown.

MR. ARMBRUSTER: But you haven't worked on any method of drawdown?

MR. JENKINS: No, they haven't been able to do that yet. You can imagine the complexity of the problem. There must be daily water level fluctuation data from a number of reservoirs for a number of years. One basic thing too is we have abstained primarily from work that has been done by the states. The data aren't adequate to evaluate the source of drawdown.

MR. ARMBRUSTER: We found out in Ohio that in one reservoir, which is deep for Ohio, the best drawdown is from the bottom in the summer months. We found very little loss in fish. On a new reservoir, of 5,000 acres and another new Corps reservoir of about 2,500 acres. We found drawdown from the bottom was not good. Therefore they drew water from the middle level during the summer, because there was so much iron in the bottom water that it rendered the tail water useless for fishing. I think it goes back to the various different types of reservoir that you have.

MR. JAMES W. SPRAGUE, South Dakota: I just have one comment that Bob didn't mention. I feel that the main problem on the main stem reservoirs, from Montana and the Dakotas and Nebraska, is lack of cooperation from the Corps of Engineers, especially for spawning early in the year as related to water fluctuation. This is one thing we have tried to approach the Corps on. We have tried to get them to manage each reservoir on a thirty-year basis, let Montana have control one year and North Dakota and South Dakota and Nebraska and so forth. It so happens everything works backwards. If North Dakota asks for low water in the spring for vegetation, they get high water. One thing the Corps does is put a dollar value on whatever water goes through the dam. It has to produce something.

This is the biggest problem, the lack of understanding and lack of cooperation from the Corps of Engineers.

MR. JENKINS: Hopefully, as we gain more information and can be more positive in our statements about what we expect in terms of benefits, I believe we will be able to accomplish more of what you and I have attempted.

MR. ARMBRUSTER: Well, it is now time for a break. We will begin again at 10:45.

(Break taken.)

MR. ARMBRUSTER: We are going to proceed with the program. I know you people want to go on the tour and we want to leave early.

The next speaker will speak on the Effects of State and Federal Gun Legislation in Illinois. I would like at this time to give some background on this gentleman.

His name is John H. Rebuffoni, Chief of the Division of Law Enforcement, Illinois Department of Conservation. He is like my wife an Irishman from the Mediterranean Sea.

He lived in DuQuoin, Illinois, attended school there, was quite a football player, and also played basketball in the tournament in Champaign in his senior year. He served as a Marine in World War II in the South Pacific, attended Purdue and Bradley Universities and graduated from Bradley University with a Bachelor of Science degree in education in 1949. For nine years he had been the education officer with the Illinois State Police. He has been working primarily with schools, clubs and civic groups, and other organizations in promoting traffic safety and respect for our laws.

At this time I would like to present John F. Rebuffoni, Chief of the Division of Law Enforcement of the Illinois Department of Conservation.

EFFECTS OF STATE AND FEDERAL GUN LEGISLATION IN ILLINOIS

MR. JOHN F. REBUFFONI: Mr. Chairman, ladies and gentlemen: It is certainly hard to talk about something as controversial in the State of Illinois as gun legislation. As you probably have read in the newspapers in Missouri and Illinois, we have split Illinois into two segments, the northern part and the southern part, as far as gun legislation is concerned. And at the present time, there is a bill on the Governor's desk to repeal the gun law and the ID card in Illinois except in counties of one million or more. This would include only Cook County.

Now, being on both ends of the stick, as you may realize, as a law enforcement officer and also one in conservation, I have mixed emotions here. The bill was passed on August 3rd of 1967 and signed into law at that time by the Governor. It went into effect July 1, 1968. So basically we have only had one year to implement gun registration and ID card requirements. It is not fair to come up with a variation

now, if it has cut down various crimes within our metropolitan areas. I don't think it has been in long enough to be effective. One year is not enough.

We do believe there is a tremendous amount of pressure put on the constituents by chiefs of police and public safety officials within the confines of Illinois, to have gun control to some extent.

We did find that the number of hunting licenses sold in Illinois in 1967 and 1968 decreased 91,625 below the previous year. This represented a loss of approximately $274,875 in fees to the Department of Conservation. We were quite concerned that there was this tremendous loss of revenue. But we could not say that the fault rested with the ID registration, because hunting has been down in Illinois. To some extent, the war situation has not helped either. I believe that the Gun Registration Act was not the primary reason for our loss of revenue.

We were quite concerned that we did lose close to $280,000 for the game and fish fund and that there was a loss of hunters. We did have a tremendous number of persons who were not hunting because of lack of game.

What effects did this have on the law enforcement? In East St. Louis, Ross Randolph spoke before the Senate Committee asking that the repeal bill not take effect. He found that in East St. Louis, which is a high crime area, with a Stop and Frisk law working in conjunction with the ID law, there was a decrease in crime in the area. Also, in Chicago and Cook County, this was an effective piece of legislation which reduced the number of assaults by weapons. But here again, we have only had it one year. I don't think it is fair to evaluate this particular bill before it has been in effect at least five years.

There was a great deal of uproar from various parts of the State. Hunters in the southern part of the State contacted their representatives and senators, and put a great deal of pressure on these people for repeal. If the Governor signs it, the law will be repealed except in counties of one million people, which would include only Cook County.

Speaking as an employee of the Department of Conservation, and as a law enforcement officer, I believe that the gun registration ID had a great deal of merit. Number one, it did prevent close to 15,000 persons from securing the ID cards to carry firearms in Illinois. We know for example, that the criminal element would not register a weapon. We know that with the ID and the Stop and Frisk Bill, there were approximately 2,300 persons who were arrested in Illinois in one year because of improper identification. They were arrested and prosecuted in various courts throughout the State.

This did not put a hardship on the hunter in Illinois. The initial cost was $5 for a five-year permit. It entitled a person to present his credentials to the Department of Public Safety to have a picture taken. Any time he is stopped, he must present the permit to an arresting peace officer. Now, the ironic thing, of course, was this: The Department of Conservation did not enforce the ID registration. We had no enforcement power whatsoever in this particular field, because basically the Department of Conservation law enforcement officials were not peace officers. Still we had to bear the brunt of the criticism. Since we did not have any enforcement power for the identification, we were ridiculed in many instances for not making an arrest. We could not. This was changed in last session of the legislature. The Department of Conservation law enforcement officials now have full authority as peace officers within the confines of the State. This will give us an added tool to use in the field.

You and I know that there will be gun legislation, not only federal but state. We have problems every time a killing occurs in Illinois. Throughout the nation, there is a clamor for more legislation on firearms. We feel we have a bill at the present time that we can work with. We do not believe this has created a hardship for hunters nor has it placed a hardship on sportsmen. We do believe this is a law enforcement tool to stop the high crime rate in the metropolitan areas. Basically the law has done the job it was intended to do.

You may have a different opinion, but for the people who have to enforce the laws within metropolitan areas and the confines of the ghettos, gun legislation is needed, and we believe it has provided an appropriate tool. Police officials, not only in the Cook County area, but also in the East St. Louis, Peoria, and areas that have had a great deal of crime involving firearms encourage gun legislation.

On what grounds coul d the Department of Public Safety prohibit a person from securing an ID card? Number one, persons under the age of twenty-one who have been convicted of a misdemeanor, other than a traffic offense, could be denied an ID registration. Other than for a misdemeanor, a person under twenty-one years of age who does not have the written consent of his parents or guardian would be denied an ID identification. The person convicted of a felony, under the laws of Illinois would be denied a certificate of identification for five years after the felony was committed. A person who had been a patient of a mental institution within the past five years also would be denied a registration card. And a mentally retarded person would be denied an identification.

We did not restrict non-residents with a valid non-resident hunting license from coming into Illinois to hunt during an open season. We allowed such persons to hunt without an Illinois identification card. So you can see neither we nor the legislature attempted to put a hindrance on the hunters. Still it was a tool for law enforcement and law enforcement officials supported this particular bill.

Again, being perhaps a little emotionally concerned because of the law enforcement experience, and being in the Department of Conservation only a short time, I believe the legislation has done the job that it was intended to do. Many of your states have passed firearms legislation. We think the Illinois bill is a model bill that could be copied by many states. And probably I shall be criticized for this statement but we do believe it is working in Illinois.

Again, I hope the Governor of Illinois does not act to repeal this particular bill. I speak from past experience in law enforcement, because law enforcement must be given the tools to work with. The gun law and the Stop and Frisk Bill have provided these tools in Illinois.

Are there any questions?

MR. TIM RENKEN, St. Louis Post-Dispatch: How can you document the fact that the bill did help law enforcement? Can you document the fact that any crime was prevented?

MR. REBUFFONI: I believe the number of arrests made for failure of individuals to carry identification in Illinois is an indication. Certainly you and I know the criminal will never register a firearm. We know this, but with the Stop and Frisk Bill, it has given the police officer authority to stop and question an individual if he thinks a crime is about to be committed. I believe this has done the job.

MR. RENKEN: You are talking about crimes which you created with the laws, you are not talking about crimes against citizens. Can you document that it did prevent even one crime?

MR. REBUFFONI: This could never be documented. The Stop and Frisk Bill did cut down the number of assaults by weapons in the Cook County area. That fact by itself reveals its merit.

MR. RENKEN: The Stop and Frisk Bill?

MR. REBUFFONI: Yes, and the identification, the firearms identification, both.

MR. RENKEN: Do you have those figures?

MR. REBUFFONI: Yes, I do. There were approximately 1,500 arrests made in the Chicago area alone for failure to have the identification card.

MR. RENKEN: I mean the aggravated assaults.

MR. REBUFFONI: This would never be documented, couldn't be.

MR. RENKEN: You said it did reduce the number of aggravated assaults in Cook County. Do you have those figures?

MR. REBUFFONI: No, I do not. You have to get that from the Chief of Police. He was reluctant to give us this information for the simple fact that the law has been in existence only one year. That wasn't a long enough time to give us a complete report. I believe it should be in effect for a couple of years.

MR. ARMBRUSTER: Pardon me, if you are going to ask questions, give your name and organization.

MR. RENKEN: Tim Renken, with the Post-Dispatch.

MR. ED STEGNER, Conservation Federation of Missouri: What has happened with the crime rate in East St. Louis since the law went in effect? Has it gone down?

MR. REBUFFONI: It has gone down. I checked with Ross Randolph, the head of the Department of Public Safety in East St. Louis, and it has gone down. Mr. Randolph was one who spoke against the repeal of the firearms identification, and he was, of course, at the head of the Department of Public Safety in Illinois, who administered this particular bill. He was for it because he needed it in the East St. Louis area. The crime rate has come down a great deal.

MR. DUNBAR ROBB, Missouri Department of Conservation: How much credit should be given the Stop and Frisk portion of it as opposed to the identification part of it. I am assuming, of course, that it is illegal to carry a concealed weapon in Illinois. If you had the Stop and Frisk privilege without the identification card, what difference would this have made?

MR. REBUFFONI: Well, I think they both go hand in hand. I think the Stop and Frisk Bill and the identification was just another tool for law enforcement. I believe it did show a tremendous reduction with both being able to operate together to stop assault. Being from a rural area, I don't believe we shall know how effective this was in the metropolitan areas until we talk to the man on the street. This is the problem. We as conservationists do not know the problem like the man who has to walk these beats. It has given him a tool which we think is very effective.

MR. DANIEL BALL, Missouri: Wouldn't you have made those same arrests, though, under the Stop and Frisk Bill without the ID? Wouldn't the same 1,500 arrests have been possible?

MR. REBUFFONI: I doubt it very strongly. This is my own personal opinion. I doubt if the arrests would have been made, unless there was a reason for stopping this individual. With the identification, there was this particular tool to make the initial arrest and take it to the courts.

MR. BALL: You would allow him to continue to carry this concealed weapon?

MR. REBUFFONI: Definitely not. There is a law in Illinois concerning the carrying of concealed weapons. The same as in Missouri and most other states.

MR. BALL: If you did have an ID card, whether you had the law or not, you still had him, because you found him with the concealed weapon.

MR. REBUFFONI: Here again you must remember we deal basically with the felons who commit crimes in the municipalities. The ID and the Stop and Frisk law work hand in hand.

MR. JIM KEEFE, Missouri: You made a lot of arrests. How many convictions did you make?

MR. REBUFFONI: As you well know, I think our court systems not only in Illinois but throughout the nation are quite weak. We cannot tell the judicial how to conduct their courts. We are only in the field of law enforcement. What the courts do is their personal business. We have no control over the court system. We feel our courts are quite weak in various parts of our State and I think every state has that particular problem. Our judicial system, of course, is independent, and many times they do not think this is a serious matter. I believe it is. We do not have control of our court system in Illinois.

MR. KEEFE: You are saying there weren't very many convictions then?

MR. REBUFFONI: I have no idea how many convictions. There has never been an attempt to tabulate the number of arrests and the amount of the fines that have been made. The Department of Public Safety administers only the identification. No one in the State of Illinois has been able to come up with the amount of fines and convictions as yet.

MR. KEEFE: You don't know really whether this has stopped crime or not.

MR. REBUFFONI: Just by talking with the chiefs of police of the various metropolitan areas like Cook County.

MR. KEEFE: One more question, sir. The federal law exempts antique and replica-type guns. Does the Illinois law also?

MR. REBUFFONI: Yes, it does. The Illinois law exempts a person who is using a weapon for target practice within the confines of a meet, subject to the Illinois Department of Public Safety approval. We allow this to go on. Also

we allow a person to have BB guns and things of that nature. Ammunition is licensed in Illinois. To secure ammunition you must have the proper identification.

MR. BUSS RUFFING, Illinois Sportsman: I just want to get one point clear in my mind. I see you are the Chief of the Division of Law Enforcement, Illinois Conservation Department, is that correct?

MR. REBUFFONI: Yes, sir.

MR. RUFFING: And you are saying that Illinois Conservation Department is in favor of this Illinois gun owners registration?

MR. REBUFFONI: I never said that, sir.

MR. RUFFING: Did you say you personally were, as an individual?

MR. REBUFFONI: Yes, as a prior law enforcement official.

MR. RUFFING: You are just speaking for yourself?

MR. REBUFFONI: I am speaking for myself. I stated that, as an individual. I am not speaking for the Department of Conservation.

MR. RUFFING: Thank you.

MR. REBUFFONI: I would be a little naivé to try to speak for the Department, a department that I only worked for six months. I am speaking as an individual with law enforcement background. I am speaking for this particular individual, myself.

MR. FRANCIS EYMAN, Missouri Department of Conservation: If I understand this new law, the conservation officer will have peace officer powers. Are they going to be required to check all hunters for identification in addition to their hunting license?

MR. REBUFFONI: If this is what the law states, you have to do that. Yes, sir, as full peace officers, that is correct, sir.

Do you have that in the State of Missouri at the present time? You do not have that authority?

MR. EYMAN: No.

MR. ED STEGNER: Does the Department have a policy on this law?

MR. REBUFFONI: It does not at the present time. It does not.

I cannot speak for the prior administration. I did not work for them. I do not know what the prior rules or administrative orders were. I can only speak within the last six months. If we are given the full peace officers' authority, there is nothing else we can do but enforce it.

MR. STEGNER: Let me ask you this: Did the Illinois legislature do anything with the bill to permit Illinois citizens to purchase a rifle or shotgun in a neighboring state?

MR. REBUFFONI: No, sir, not that I recall, they did not.

MR. STEGNER: This was in nearly all the legislation that was passed.

MR. REBUFFONI: I did not see that in the bill, sir.

MR. SCOTT BRUNDAGE, Peabody Coal Company: Not being real familiar with this law, and quickly glancing over it, this question comes to mind: As I understand it, this pertains to all firearms, whether pistols, rifles or shotguns. In your opinion, wouldn't this law be just as effective if it just pertained to sidearms or pistols, revolvers, and excluded the shotguns and rifles?

MR. REBUFFONI: I think it would, sir. I think one of the problems is that not one penny of this money, which was approximately five million dollars, went to the Department of Conservation. I believe if the revenue that was derived from this legislation could have been sent to the Department of Conservation to be used in wildlife, the bill would not have been opposed. But the money went to the General Revenue, which I think was wrong. It should have gone to the Department of Conservation. However, it did go to the General Revenue and was administered by the Department of Public Safety, which has control of not only the State police but the prisons. This put a bad taste in the sportsman's mouth. He had to pay double, for the license and $5 for the ID. I think this is where the trouble arose.

MR. BRUNDAGE: Somewhere along the line you said you figure that this would be a model law. Would there be some changes in order to keep the sportsman happy, to send some of this money back or to exclude rifles and shotguns? This would eliminate probably ninety-five percent of the sportsmen.

MR. REBUFFONI: I think you are right, definitely. I think of the five million dollars that did arise from this, it could have been sent back to the Department of Conservation to be used in gun safety or some other aspects of conservation. I think this would assist in a great number of ways, especially to the persons and individuals in the southern part of Illinois. We are dealing with conflicts with the north and the south, as you well know. We always have had this conflict in Illinois. It will always be this way. Every metropolitan area which has the densely populated area versus a sparsely populated area as Illinois has in the southern part has the problem.

MR. ARMBRUSTER: Pardon me, gentlemen. We have time for two more questions.

MR. TIM RENKEN: I don't want to belabor this, but the Department has taken no official stand?

MR. REBUFFONI: It has not.

MR. RENKEN: Was any testimony by the department heads or officials taken?

MR. REBUFFONI: It was not, sir.

MR. RENKEN: They didn't participate on the repeal at all?

MR. REBUFFONI: No, sir. Mostly the people who spoke for or against the bill were law enforcement officials.

MR. ED STEGNER: Of the various laws that have been introduced in the various states or the congress, this is perhaps the most reasonable approach that I know of, if you must have some type of law. But there is one thing that keeps bothering me. In any firearms legislation, it is not designed to protect the gun owner, it is designed to protect all of the citizens. I don't see why the gun owner should have to pay for it with a licensing fee. It seems to me the law should be administered with general tax funds rather than a fee from the gun owner. It is not the gun owner who is being protected, it is all the citizens. And if it is protection, it should be paid for out of the general tax fund.

MR. REBUFFONI: I don't know if this is the ultimate for gun legislation. You and I know that after the three assassinations there was an uproar, not only in the State of Illinois, but in Missouri and other states. Everywhere there was a cry for some type of gun legislation and registration. We in Illinois do not register the weapon, we register the individual. We do not care how many weapons you have in your possession. If you had one hundred weapons, we register the individual.

MR. STEGNER: The point I am making is why should the gun owner pay when all the people are protected. The general tax funds should pay for this administration, not the gun owner.

MR. REBUFFONI: Five million dollars is not too great. This could have been done very easily. Basically, the whole text of this lies within the individual hunters being taxed double by the ID and also having to buy a permit to hunt. It should be interesting to see if the Governor lets it die or does sign this bill. We would like to have taken this three and a half million dollars, which was left, and put it into gun safety. This is where we would like to see this money spent not sent back to the General Fund. We would like to see this three and a half million dollars

taken in and do some education in the schools with gun safety. This is what we were going to use it for.

MR. ARMBRUSTER: I would like to ask one question. Does the fee charge take care of the administration of the gun legislation?

MR. REBUFFONI: It did, with a surplus of, I think, three or three and a half million dollars.

MR. ARMBRUSTER: What is your fee charge?

MR. REBUFFONI: Five dollars for five years, regardless of the number of weapons that you may have in your possession.

MR. ED STEGNER: In this law, there was nothing that required the gun owner to declare his guns or the serial numbers or the make or the caliber?

MR. REBUFFONI: No, sir, it did not.

MR. STEGNER: The federal law that is now pending does.

MR. REBUFFONI: It does, right, sir.

Gentlemen, I would like to thank you very much. I knew I would be sitting in the hot seat, stating some of these things. Being realistic about this whole problem, we have to work with it. It is very easy for someone to sit back and say these things are not workable when other officials around the State need this type of help to solve their problems. Who is to say these problems are not workable. I think we should have at least three to four years to see if it has accomplished what it is meant to do. A year is not a fair time for the bill itself.

Again, thank you very much.

MR. ARMBRUSTER: Last but not least - and I assure you it is not least, the next speaker is Mr. Harry R. Woodward. I think everyone in this room knows this man, but I am going to give him a buildup. He will speak on Firearms Legislation By the States in 1969.

He is the Director of the Colorado Division of Game, Fish and Parks. He is forty-nine years old, a native of South Dakota. He attended Colorado State University, and transferred to Utah State University, where he received his B. S. degree. I don't know how to take that, but I shall let him explain it. He was also an artillery officer in the Pacific during World War II. He worked in South Dakota in the Department of Fish and Game as a biologist. In 1948, he was promoted to State forester and director of State parks, and was named director of the South Dakota department in 1958.

In 1963 they shipped him overseas again to the Republic of Ireland, to consult with the Irish National Game Council and to assist in plans to establish a national program on game management.

He is Vice-President of the International Association of Game, Fish and Conservation Commissioners, a member of the Board of Directors of the American Forestry Association, and a member of the Board of Directors of the National Association of State Outdoor Recreation Liaison Officers. He is active in many other conservation organizations and is an avid hunter and fisherman. He is a Mason, a Kiwanian, and a member of the Presbyterian Church. He is married and has three children.

So at this time, it is my pleasure to introduce Harry R. Woodward, Director of the Colorado Division of Game, Fish and Parks.

MR. HARRY R. WOODWARD, Director, Colorado Division of Game, Fish and Parks: Thank you, Dan. After an introduction like that, I am reminded of the Irish family who had lost their father. They were attending the funeral, and the priest was giving a eulogy to old Pat. It got so thick the mother leaned over to little Pat and said, "Run up there to the coffin and look and see if that's your father."

With friends in the audience like George Moore and Ed Kozicky, I am sure I missed a pretty good session, although I suspect it is going to be an anti-climax to the last session, since Kozicky isn't here. I am going to tell you a story. When Kozicky was in college, he was working in the woods to earn a little money to get through college, and he got in a pulp wood operation. Things were going pretty slow for him, so he decided to go buy a power saw. He used it for several days and found he could only cut thirty to forty trees a day so he took it back to the dealer who sold it to him. He put it on the floor there and said it wasn't worth a darn. The dealer got a starting rope, wrapped it around the saw and gave it a pull and the saw went brrrrr. Kozicky said, "What the heck was that noise?"

And of course there is my friend George Moore. I didn't want to get personal about him and tell you what kind of a fellow he is. But he got a letter the other day from somebody who said, "If you don't stop making love to my wife I'm going to kill you." And George has been in a complete dismay ever since because the letter wasn't signed.

FIREARMS LEGISLATIVE ACTIONS BY STATES - 1969

My comments may be somewhat of an anti-climax, and some of you may not agree with me, but as nearly as I can analyze it after polling the states and discussing this matter with people all over, I would have to say that 1969 was a significant year in regard to firearms legislation, because of the fact that relatively little detrimental legislation was introduced or enacted. For this the sportsmen of the nation can be thankful, but we better not be complacent. While anti-gun

hysteria may have subsided to a degree in 1969, the relative success of the sportsman's viewpoint can better be attributed to the reasonable position taken by sportsmen acting individually and in organized groups.

A number of states has passed or has legislation under consideration. I shall review that now.

Alaska: Alaska passed a contiguous states' firearms purchase law (that ought to confound Federal Agents) and had two other bills introduced. One concerns discharging firearms in the state parks and the other shooting near a highway. Both are pending at reporting time.

California: California had eleven bills introduced concerning use and purchase of firearms. At reporting time, only one had passed. This bill allows officers to seize firearms in certain cases. None of the bills passed in California to date are detrimental to sportsmen.

Colorado: Bills passed were the following: - 1) authorizing residents of this state to purchase or obtain rifles or shotguns in states contiguous to this state, and authorizing residents of contiguous states to purchase or obtain rifles and shotguns in this state; - 2) a bill relating to hunters wearing daylight fluorescent orange garments while hunting with a rifle, or with a shotgun firing a single slug; 3) a bill making it unlawful for any person to possess a loaded firearm in a motor vehicle.

Idaho: Idaho passed a contiguous states' firearms bill, providing the states involved also pass such a bill. No other firearms legislation was passed.

Indiana: Woodrow Fleming reported that there were rumors that gun legislation would be introduced, but none was. I presume this is still the case.

Iowa: Iowa's House of Representatives worked on a bill referring to a compulsory hunter safety course. This bill didn't pass this session and was referred to the 1970 session.

Kansas: Assistant Director Fred Warders of Kansas reported that there were no bills introduced concerning firearms laws, in the Kansas legislature in 1969.

Maine: Maine's legislature worked on three bills. One would require I. D. cards for the purchase of firearms. This bill was killed. Two other are still pending, one which would completely outlaw machine guns and the other a contiguous states' law.

Maryland: Seventeen bills were introduced that pertained to gun control - only two passed. The lack of passage of some of these bills was encouraging to sportsmen.

Michigan: A bill was passed by the Senate making it illegal to sell a firearm of more than 30" in length to anyone under 18 years of age. I'm still trying to figure that one out. Also a contiguous states' firearms bill was enacted by the Senate. At the time of their report both bills were being sent to the House.

Minnesota: An amendment to an existing law was passed making stiffer penalties for felons using firearms in committing a crime.

Missouri: House Bill 608 passed the House but failed in Senate Committee. This was a contiguous states' firearms bill.

Montana: Joyce MacDuffie reported the only firearms control law passed by Montana was a contiguous states' firearms sales law.

Nebraska: Nebraska passed a contiguous states' firearms sales law and a law forbidding persons under 18 years of age to possess a pistol or revolver.

New Hampshire: New Hampshire's State Senator Chandler introduced the bill concerning mandatory ownership of firearms which didn't pass -- but it did gladden the hearts of a lot of sportsmen. They report that they have one Bill, HB 17, which requires a minor (under 21 years of age) to have the written permission of a parent or guardian before he can be allowed to purchase a BB gun. The law further states that the gun may only be used in his home and may only be carried to or from an approved range that is under the supervision of an expert gun safety instructor.

Another Bill, HB 743, allows the purchase of long guns in contiguous states.

New Jersey: Several bills were introduced but none passed. One of the bills introduced would have required registration of all firearms in the state. This bill by assemblymen, Merlino, Wilentz and Woodson was actively opposed by the sportsmen of New Jersey.

New York: Hunter Safety Supervisor, Bryan E. Burgin reports the following: The gun control legislation introduced in the 1969 session was too voluminous to record. There were some bills which would require total registration of firearms purchase as well as ammunition. There were others which were less drastic in nature. None of these bills passed, and there were no significant changes in the possession and use of firearms.

North Carolina: Quote from this state, "Thank God I can report no gun control laws passed."

Oklahoma: Cloyse Bond reports from Oklahoma that seven bills were introduced in this state in 1969 pertaining to gun control. Five of these bills passed. These bills are not detrimental to sportsmen and included a contiguous states' firearms sales law.

Oregon: Ten bills pertaining to gun legislation were introduced - only three passed. The three that did pass were backed by the sportsmen and included the contiguous states' law. Sportsmen were instrumental in defeating undesirable legislation.

Rhode Island: No bills passed. However, several were introduced concerning registration and other restrictions.

South Carolina: "This is to advise that up to this point there have not been any laws introduced with regard to the subject. I doubt seriously that there will be since the body will adjourn - possibly the first week in July."

South Dakota: Defeated a bill that would have made it unlawful to carry a firearm in that state. They passed a contiguous states' firearms sales law.

Tennessee: Passed a contiguous states' firearms sales law. This was the only gun legislation introduced in Tennessee in 1969.

Texas: Passed a contiguous states' firearms sales law. No other gun control legislation was introduced in Texas in 1969.

Utah: There were no gun control laws introduced in the 1969 legislature.

Vermont: Passed a contiguous states' firearms sales law. Several other bills were introduced and defeated after meeting heavy opposition at public hearings. One of these would have permitted local governments to control possession of firearms. Commissioner Edward F. Kehoe said, "We hope we are now over the hump and that sentiment is going against further restrictions of this kind."

Washington: Several bills were introduced - three passed. One of these requires a seventy-two hour waiting period before a pistol can be delivered after purchase. Another bill forbids drawing a firearm to intimidate another person; the other bill makes penalties more severe when a firearm is used in felony.

Wisconsin: Quote from Dale L. Erlandson, Hunter Safety Supervisor - "A brief account of these bills is attached. There have been no bills introduced which advocate licensing or registration at this time. Public hearings were held last year and the bulk of the testimony offered was overwhelmingly against registration."

Wyoming: Dick Kenny reports, - "The Wyoming State Legislature passed during their last session a firearms bill which permits sale of firearms and ammunition to persons of contiguous states."

Sportsmen have learned to be prepared for the emotional outbursts that follow dramatic crimes or riots by being more rational than the anti-gun zealots. We have learned to counsel with legislators at all levels from town councilmen to United States senators. We have been aided in 1969 by the obvious shortcomings of the Federal Firearms Act of 1968 and to an even greater extent by the dictatorial manner that this act has been interpreted by Federal agents. All of these things have aided in dampening the ardor of those State Legislators who had panned to enact further firearms restrictions.

We even saw the pendulum swing in the opposite direction when New Hampshire people felt that no control of firearms was too restrictive. Consider Senate Bill 36, introduced this past session by State Senator Chandler of New Hampshire read like this:

"An act requiring certain citizens to possess a firearm, Chapter 159-A. Firearms: Every male citizen of the state of New Hampshire, 21 years of age or older, of sound mind, and with no criminal record shall own or have in his possession and keep in working order one firearm and 500 rounds of ammunition for the same."

Penalty: "Whoever violates the provision of the preceding section shall be fined not more than one hundred dollars or imprisoned for not more than six months or both. For the purpose of this section, each seven-day period shall constitute a new offense."

This bill, it is obvious, goes as far in one direction as Tom Dodd goes in the other. It may have been introduced with tongue in cheek. But it was introduced, referred to the Senate Judiciary Committee, and considered before being buried in a timely death.

I am sure this bill produced some humor in the New Hampshire legislature and brought a chuckle to the people of this country, but it does illustrate the wide divergence of opinions held by the public on the subject of firearms control. With the Sullivan Act of New York City on the one hand and the New Hampshire legislative proposal on the other hand, we can visualize the parameters within which the fight for and against firearms control legislation will be waged. On the one hand is the desire that all law abiding persons be required to own and keep in working order a firearm and ammunition. And on the other hand, is the desire to make it as difficult and costly as possible for any person to own a firearm.

It is interesting to note that there seem to be few people who espouse the middle ground. It is all or nothing at either extreme. But it is also interesting to note that federal firearms control legislation may be swinging toward reasonableness as a number of states, in their efforts to convert the federal law into something with which they can possibly live, have moved to alleviate one of the problems caused by the Federal Act.

For instance, many states, during the past year, have adopted legislation that will allow the sale of firearms and ammunition to residents of contiguous states as dictated by the Federal Act of 1968. While this provision of the federal act is deplorable, it gives some latitude to the states if they enact appropriate statutes.

States which have adopted legislation to comply with the contiguous states' provision I have already read, but let me enumerate them for emphasis: Alaska, Arkansas, Colorado, Delaware, Georgia, Idaho, Iowa, Maine, Maryland, Massachusetts, Minnesota, Montana, Nebraska, New Mexico, North Carolina, Oklahoma, Oregon, South Dakota, Tennessee, Texas, Vermont, and Wyoming - an impressionable number of states have passed this.

This list may not be complete for at the time of compilation of data, several of the state legislatures had not completed their sessions and some bills concerning firearms had not received a final determination.

A considerable amount of discussion but little action was produced by proposed requirements concerning firearms I. D. cards. Massachusetts adopted such legislation, its neighbor, Maine, did not. And New Jersey, which already had such a law, had the constitutionality of that law upheld by the U. S. Supreme Court.

In all, 325 bills concerning control of firearms were introduced into state legislatures during 1969. Most of these were defeated and for the most part those which passed were favorable to the sportsman's viewpoint.

In Colorado, we feel that our mandatory hunter safety law will do about as much as anything to bring about a reasonable public philosophy regarding firearms. Unfortunately, not enough states are actively participating in Hunter Safety. Fifteen (15) states now have a mandatory program while 25 more have voluntary programs. This leaves 10 with apparently no program at all. In Colorado we expect to quadruple our efforts in Hunter Safety in 1969 and 1970. We have no doubt that this will open the doors to many homes and families that we are not now reaching.

I will say in conclusion that we should all have a good feeling about firearms legislation in 1969 - especially because most of the detrimental bills were killed. We must urge sportsmen, however, to continue their diligence and their communications with lawmakers. Hopefully more effort can be directed towards punishing the criminal who uses firearms. Eternal vigilance is still our order of the day in town councils, county boards, state legislatures, and in Congress.

MR. ARMBRUSTER: Thank you, Harry. Are there any questions?

I might add here, that the sportsmen's bill in Ohio that provided for an increase in penalties for the misuse of firearms was more or less killed last week in committee. However, I think our legislature is still in session, and I don't know if they are going to bring this back or not. I do know that one sportsmen's group in the Cleveland area, known as the Ohio Sports and Firearms Council, defeated a Cleveland council action to register firearms in Cleveland. I think we can all see here the role the sportsmen, especially the hunter, plays in the registering of firearms under safety rules.

I would like to comment just a few minutes in regard to what Harry said about hunter safety. This is something I think all states must promote. We have just completed our year in Ohio, we had twenty-eight thousand students who went through hunter safety this year. I think this is something we can all do. We can do a better job on this and also on waterfowl identification. I had to throw that in too.

MR. TIM RENKEN, St. Louis Post-Dispatch: I just got back from Maine, and I have a note here that says that the State of Maine just passed a bill which was signed by the Governor. It made mandatory fines for game violators. It imposes a fifty-dollar minimum fine, twenty-five dollars for each illegally taken (killed or possessed) deer, waterfowl or game bird. And a mandatory loss of license for one year. This was passed and signed by the Governor. Night shooting of deer is two hundred dollars for the first offense, four hundred dollars and thirty days in jail for the second offense. And it is still a misdemeanor. And they have found a new fish bill they passed last year very effective, too. I thought the gentlemen would be interested in this.

MR. ARMBRUSTER: I think this would be a revision in the existing game and fish law. I think most of the states do have this. As a matter of fact, some of the penalties you have there are quite low as far as Ohio is concerned.

MR. RENKEN: Mandatory fines, nothing less.

MR. ARMBRUSTER: In Ohio, we have a fifteen to a hundred dollar fine.

MR. RENKEN: This is mandatory. Mandatory minimum. I would like to ask about the hunter safety program in Missouri.

MR. LARRY GALE, Missouri: F. E. Eyman is in charge of the hunter safety program. I would like to have him discuss it.

MR. F. E. EYMAN, Missouri: The specific question you are interested in, ours is a voluntary program. We are in our twelfth year. We have trained and passed over one hundred thousand students. This year, on a fiscal year basis, we have trained over twenty thousand in Missouri. We are now on

the threshold of putting our hunter safety program into the schools. This has been proposed and it looks good for the future, to put it into the school curriculum. This is a door that has just been opened to us in the last week, and we feel that this is a boon to Missouri hunters' safety program. Unless you have a specific question, I think that about covers it.

MR. A. GENE GAZLAY, Michigan: Michigan has just completed its legislative session, and it did enact a mandatory hunter safety program in Michigan, and also, Harry, it did pass the particular bills you mentioned.

MR. ARMBRUSTER: Gentlemen, this is the end of the session. I certainly want to thank you for allowing me to be the moderator.

I am going back to Ohio this afternoon. It was nice to see you again. Thank you.

MORNING SESSION
July 30, 1969
PRESIDENT CARL R. NOREN, Presiding

PRESIDENT NOREN: Good morning, Gentlemen. I am sorry that today we don't have any excitement of the quality that we had last night.

P. G. Barnickol, Secretary-Treasurer, will give the Secretary-Treasurer's Report.

MR. PAUL G. BARNICKOL: Good morning, Gentlemen.
Before I give the report, I should like to say it has been my privilege and pleasure to serve as your Secretary-Treasurer. Since I was not present at Chicago last year some of you didn't even know who you had elected.

We tried to fill the job of the office, and collectively it has been our pleasure to serve you. As you are well aware, we had a great deal of good help and we hope that you had a rewarding and also a pleasant time in St. Louis.

REPORT OF SECRETARY-TREASURER

On March 28, 1969, Secretary-Treasurer Paul G. Barnickol received from Past Secretary-Treasurer James C. Helfrich checks totaling $560.00 for members' dues. On June 19, 1969, Cashier's Check in the amount of $1,715.30 was received which represented the balance of the time deposit in the Illinois National Bank of Springfield. On July 24, 1969, a check totaling $282.53 was received which represented the balance of the checking account in the Illinois National Bank of Springfield.

All of these funds, totaling $2,557.83, have been deposited in the Association of Midwest Fish and Game Commissioners Account No. 0865-0060 at the Exchange National Bank at Jefferson City, Missouri.

The Ledger showing receipts and expenditures was received from Past Secretary-Treasurer James C. Helfrich. This has been made available to the Auditing Committee.

The 1969 record of receipts and expenditures will be forwarded to the newly elected Secretary-Treasurer prior to the close of the calendar year.

Gentlemen, unless there are questions that you have to raise about the Report of the Secretary-Treasurer, that concludes my remarks with regard to this matter.

MR. GEORGE MOORE, Kansas: Did Mr. Helfrich or whoever is responsible, get that business on this federal revenue status straightened out? They kept sending it to me and I first sent it to Ross. They finally sent another one and I sent it to Illinois. Did he talk to you about that?

MR. BARNICKOL: This matter was discussed yesterday when we met for a brief time with the Auditing Committee. Mr. Helfrich reported that he is continuing to work on this and he thinks he has it solved. Until I get some word from him, I am not sure just what the details are.

MR. MOORE: It's a mess.

MR. BARNICKOL: I might add that the time deposit account, during the past year was on deposit for six months. I believe it was from January through June and earned at the rate of 4 3/4% interest.

Mr. Chairman, I think that concludes my report.

PRESIDENT NOREN: I entertain a motion for acceptance of the Secretary-Treasurer's Report.

MR. GEORGE MOORE, Kansas: So move.

MR. WOODROW FLEMING, Indiana: Second.

PRESIDENT NOREN: All in favor, say aye. Opposed. Carried.

The next report is the Report of the Auditing Committee. Is Russ Stuart here? Russ Stuart of "South" Dakota, Chairman of the Auditing Committee.

MR. RUSSELL W. STUART, North Dakota: As a matter of fact, one of these days we are going to get South Dakota back into North Dakota. Back in the 1880's, it was Dakota Territory, and there were a bunch of reprobates down in Yankton after the state capitol. When it was determined it was going to be Bismarck, which is in North Dakota, they just broke away and set the 46th parallel as the division. And I think the population hasn't grown any since then.

Mr. Chairman and ladies and gentlemen: With the expert assistance of Mr. Earl Rose, we audited the books yesterday, and we found them in very good condition. They balance. Owing to a change of administration in Illinois, Mr. Helfrich has not had enough time to work on it, and he did not provide us the cancelled checks. However, he promised that he would give them to Mr. Barnickol within the next two or three weeks. We will make copies of these and they will be sent along with the ledger to Manitoba.

That concludes my report, Mr. Chairman.

1018.35
115.28
1133.63

PRESIDENT NOREN: Thank you, Russ.

I don't know if Jim Sprague is in the audience, to comment on these remarks about South Dakota.

Is there a motion for the acceptance of the report?

MR. HARRY WOODWARD, Colorado: So move.

MR. GEORGE MOORE, Kansas: Second.

PRESIDENT NOREN: All in favor, say aye. Opposed. Carried.

Walter Scott just walked in the room. We are ready, Walter, for the report of the Resolutions Committee.

MR. WALTER E. SCOTT, Wisconsin: Gentlemen: We had a very good committee working on resolutions. Except for myself, I think they were good. John Brasch of Wisconsin assisted. He was substituting for Charles Lloyd. Dr. Kenneth Doan of Manitoba was on the committee. Mr. Charles Harris, Administrative Services Division, Michigan. Earl Rose substituted for Fred Priewert of Iowa. Harry Woodward, Director, of Colorado, was a member. Ex-officio we had the advice of Carl Noren. We also had a number of very interested people who surprisingly sat through some of our sessions, even in the evening ... Willard Barbee, Derk Brown, Bob Elliott, Russ Stuart, Fred Evenden. I want to thank them all for their efforts.

Now, maybe we were too generous in inviting people to come up with resolutions, because we ended up with twenty-nine. Some of them are commendatory, however, and I think that is always a good thing to do. But evidently, too, these are the days of austerity, when we are not getting all the money we want, and you notice the number of times we speak about the need for more money. So you can count about ten of these are just asking for more money from the Congress. At least ten or twelve are tied in with legislation. So this, of course, ties in with the legislation report. One resolution actually recommends action on legislation, to the effect that we do something about it instead of just sitting still.

Now, I would like to follow the practice here, as we have usually, of just reading the resolution through once, and I am not going to repeat the standard part of every resolution, which is "Now, therefore, be it resolved, that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri"... I am not going to repeat that each time, so we will skip it and save a little time there.

Now, if there are any questions on any of these resolutions and you want to discuss them further, I am going to suggest we set them aside and then get into the discussion phase. I hope that because of the discussions we have been through, it won't be necessary to argue too much. But there are bound to be some that you want to talk about.

The first one is:

RESOLUTION 1

Administration of Pittman-Robertson and Dingell-Johnson Programs.

Whereas, obligation ceilings in fiscal years 1967 and 1968 have resulted in a carry-over unobligated balance of approximately $16 million in the Pittman-Robertson and Dingell-Johnson programs; and

Whereas, the continued withholding of funds apportioned to the states will prevent the full development of urgently needed fish and wildlife restoration programs and is of questionable legality; and

Whereas, the provisions of the Expenditure Control Act (P. L. 90-364) could have resulted in funds being diverted to non-program activities in fiscal year 1969; and

Whereas, a further increase in the unobligated balance of the two programs could result in a reversion of funds in some states; and

Whereas, an unnecessary delay in obligating funds will tend to result in reduced program accomplishments, particularly because of the escalation of land costs.

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NORTH DAKOTA FORESTRY, FISH AND GAME COMMISSION

Now, Therefore, Be It Resolved, that the Association respectfully urges the Federal Bureau of the Budget to establish obligation ceilings for the Pittman-Robertson and Dingell-Johnson programs in the current fiscal year which will result in the immediate elimination of excessive or abnormal carry-over of unobligated balances; and

Be It Further Resolved, that the Association Respectfully urges the Congress to safeguard these funds by preventing the passage of any legislation which would allow these dedicated revenues to be reserved or diverted.

Now, does anybody want to hold this over for further discussion?

I don't think we need to have a motion each time for approval. I am going to take it that it is the consensus of the group that we adopt these resolutions unless you say otherwise. Any objections? We will go to number two, then.

RESOLUTION NO. 2

Establishment of a National Water Bank

Whereas, drainage of marsh lands, wetlands and potholes in the United States is continuing at a high rate; and

Whereas, these areas are valuable resources for water and nutrient retention, flood and sedimentation reduction, ground water recharge, wildlife habitat and other purposes; and

Whereas, such drainage will continue to the public detriment in the absence of publicly supported incentives to maintain such areas on private lands; and

Whereas, legislation to preserve such areas through public support and incentives has been introduced into the United States Congress in the form of measures such as H. R. 11707, H. R. 12377 and Senate Bill No. 2257.

Now, Therefore, Be It Resolved that the Association requests the United States Congress to enact into law a Water Bank Act with special emphasis on the non-use option; and

Be It Further Resolved that Senators Young and Burdick of North Dakota and Representative John Zwach of Minnesota be commended for their efforts in this regard.

Any comments?

MR. BUD MORGAN, National Wildlife Federation, Bismarck: I merely want to comment on the resolution and say maybe one of the big hurdles we may be up against if this legislation is adopted is the fact that some of our farm organizations have already expressed their desire to shorten the period of contracts. I think this should be considered.

MR. SCOTT: Is it your thought that you want to amend this resolution, Bud? Or is this just information for our illucidation here?

MR. MORGAN: Personally I feel a short amendment merely urging that the length of contract be made as long as possible would add to the resolution.

MR. SCOTT: You don't necessarily want to set this aside to talk about it?

MR. MORGAN: I don't think it is necessary.

MR. SCOTT: If you would make a motion to the extent that we add a short statement to that effect, you and I could get together and write that into it, if that is all right with the group.

MR. MORGAN: I would so move.

MR. RUSSELL STUART: Second.

MR. SCOTT: All in favor, say aye. Opposed. Carried. We will add a short statement to the effect of Bud Morgan's suggestion on Resolution 2.

RESOLUTION NO. 3

Regulations on Shipment of Diseased Fish

Whereas, unregulated importation of diseased fish into the United States and Canada and unregulated shipment of diseased fish between the states as well as the Provinces of Canada can jeopardize natural fish populations; and

Whereas, unregulated shipment of diseased fish can damage private and public fish cultural operations; and

Whereas, existing legislation regulating shipment of diseased fish is not comparable with legislation regulating shipment of diseased livestock, which has proved so effective in controlling livestock diseases; and

Whereas, legislation is now before the Congress of the United States which would provide for effective control of shipments of diseased fish.

Now, Therefore, Be It Resolved, that the Association of Midwest Fish and Game Commissioners assembled at, etc. go on record in support of S. 1151 and H. R. 9417 now before the Congress of the United States; and

Be It Further Resolved, that the International Association of Game, Fish and Conservation Commissioners be requested to establish an ad hoc committee for the purpose of drafting model companion legislation to S. 1151 and H. R. 9417 which can be enacted by each state or Province to provide for a total program of effective fish disease control.

Anybody want that set aside, or any comments? All right. We will go on to number four.

RESOLUTION NO. 4

Control of Persistent Pesticides

Whereas, the Association of Midwest Fish and Game Commissioners has in three previous resolutions urged stricter control on the use of persistent pesticides; and

Whereas, accumulated levels of these pesticides, such as DDT and Dieldrin have been found at and above actionable levels of the Federal Food and Drug Administration in several species of commercial and sport fish in the Great Lakes so as to threaten the commercial fishing industry, and maintain an aura of uncertainty over the sport fisheries of the Midwest; and

Whereas, concentration of some chlorinated hydrocarbon pesticides, and recently discovered persistent characteristics of other pesticide chemicals, do pose a distinct hazard to all animal life existence; and

Whereas, the implications of the effects of accumulated pesticides on humans are only now being researched and evaluated; and

Whereas, other effective but degradable pesticides are available, or practices are known, which do not require chemical control to achieve ample food and fiber production for the welfare of the nation.

Now, Therefore, Be It Resolved, that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, urges the President of these United States, and the Governors of the various states, the members of Congress, and the members of State Legislatures immediately and without further delay to seek appropriate legislation to prohibit use of any of the so-called hard or persistent pesticides. The only exceptions should be by prescription issued by a statutory established board with full authority to

rigidly control their use and permit application solely by a determined responsible agency, in the event of an actual human health threat where no effective alternatives are available.

Any comments?

RESOLUTION NO. 5

Boating Safety Funds From Federal Fuel Tax

Whereas, at present three-fifths of the Federal marine fuel tax is credited to the Land and Water Conservation Fund; and

Whereas, a source of revenue for these programs is required; and

Now, Therefore, Be It Resolved, that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, recommends to the Congress of the United States that the remaining two-fifths of the Federal marine fuel tax be allocated to the states for marine enforcement and boating safety programs.

Any comments?

RESOLUTION NO. 6

Boating Safety Weather Information

Whereas, there is a tremendous increase in recreational boating and sport fishing; and

Whereas, the small boatman has a great need for timely information on atmospheric and water conditions and weather forecasts.

Now, Therefore, Be It Resolved, that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, go on record as favoring the plans of Environmental Scientific Services Administration (ESSA) to make its marine weather services available for boaters; and

Be It Further Resolved, that Congress should be made aware of the needs of the small boatman and be urged to support an adequate marine weather reporting program as developed by the ESSA.

Any comment?

RESOLUTION NO. 7

Replacement of Wildlife Losses Caused By The
Small Watersheds Management Act, P.L. 566.

Whereas, implementation of the Small Watersheds Act, P. L. 566 of the 80th Congress of the United States, has resulted in the construction of dams across streams, stream channeling, wetland drainage and other measures designed to reduce flooding; and

Whereas, some such construction has resulted in significant losses of fish and wildlife habitat which has not been replaced.

Now, Therefore, Be It Resolved by the Association that Congress amend the existing law to provide for replacement essentially in kind of fish and wildlife habit losses as a part of the project costs, in those cases where such losses are incurred as a result of P. L. 566 projects.

Any comments?

MR. GEORGE MOORE, Kansas: I am not opposed to it, and in fact, I think it is good, but as I remember it, the only change in the law would be in kind, wouldn't it? Because even the --

MR. SCOTT: Replacement essentially in kind. That is the main part of the argument.

MR. MOORE: Because they are already supposed to do it, but I think in kind is the crux of the whole thing.

MR. SCOTT: Shall we underline in kind?

MR. RUSSELL W. STUART, North Dakota: I beg to differ with Mr. Moore of Kansas, because Public Law 566 does not come under the Fish and Wildlife Coordination Act.

MR. MOORE: I think you are right, but under the articles in their law, it sets up that. Remember, they came out about five years ago with a resolution saying that they are supposed to, but most of the states SDFC involved don't do it, but they are supposed to note "in kind", they are supposed to mitigate the losses. I think "in kind" will hit the crux of the whole thing.

MR. SCOTT: We are not quoting the law or anything.

MR. MOORE: You may be right, Russ, that it is not definite enough, but I think "in kind" is the crux of the whole thing in both the reformation acts.

MR. STUART: Mr. Chairman, we are very much concerned about this because it isn't in the law, it is optional with the Soil Conservation Service, and we have had some real sad experiences in North Dakota. We have one project that recently has been submitted to the Bureau of the Budget wherein we stand to lose about ten to twelve thousand prime wetland acres in the Devil's Land acres, and that is why we want it mandatory, mandatory in the law that they do replace.

PRESIDENT NOREN: As I recall the Coordination Act, it doesn't provide for mitigation on any project. I believe it says - "may be", whether it is the Corps of Engineers or Bureau of Reclamation or anybody else.

MR. SCOTT: We will go on.

RESOLUTION NO. 8

Federal Farm Programs

Whereas, past and present federal farm programs, including the "Soil Bank," "Feed Grain Program," and "Cropland Adjustment Program," have provided widespread benefits in the conservation of the Nation's soil resources; and

Whereas, provisions in these programs have resulted in the exclusion of intensive cultivation and grazing on portions of our agricultural lands, and the development of grasses, legumes and other vegetation that enhances production of wildlife; and

Whereas, termination of all or portions of several farm programs has resulted in the loss of many of these productive wildlife areas; and

Whereas, it is highly important that new programs or modifications of existing programs developed in the federal Congress, contain provisions or features which develop a "conservation reserve base" favoring wildlife production.

Now, Therefore, Be It Resolved that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, urges Congress to enact HR 9009 or HR 11698 or similar legislation which will extend the principles contained in Title IV of the Cropland Adjustment Program of the Food and Agriculture Act of 1965.

Any comments?

RESOLUTION NO. 9

U.S.D.A. Advisory Board of Wildlife

Whereas, the Food and Agriculture Act of 1965 (P.S. 89-321) authorized the Secretary of Agriculture to appoint an Advisory Board on Wildlife to advise and consult with the USDA on matters relating to the Cropland Adjustment Program carried out under Title VI of the Act; and

Whereas, the present work of the Advisory Board has shown it to be useful in promoting wildlife values in the Cropland Program; and

Whereas, there are many other USDA programs which affect wildlife and which would be benefited by work of the Advisory Board, including such activities as the Feed Grain Program and the Small Watershed Program; and

Whereas, there is widespread opportunity for assistance in these programs through enlisting the resources and advice of various state and private agencies concerned.

Now, Therefore, Be It Resolved that the Association urges the Secretary of Agriculture to make the Advisory Board on Wildlife a permanent board with substantial representation from state wildlife agencies and expand its authority to include an advisory role to the Secretary on wildlife aspects of all his responsibilities in the field of natural resources.

Any comments? We put the easy ones first. We are going to have some arguments later, so I'm glad you are being good about letting these through now.

RESOLUTION NO. 10

Need for Ecological Education and Environmental Quality Councils

Whereas, the long-term productivity of the Earth and the standard of living of man depends on our maintaining reasonably high environmental quality; and

Whereas, environmental contamination of all kinds - water pollution, air pollution, and pollution by ill-planned and non-planned land use continues; and

Whereas, contamination of natural areas and shorelines, as well as scenic and recreational areas by overuse and overdevelopment, improper use by increasing numbers of people continues; and

Whereas, much of this environmental abuse is due to a lack of understanding of the ecological complexities of man's environment and the interdependence of all living things.

Now, Therefore, Be It Resolved that the Association strongly recommends that all segments of our educational systems be assigned the task of developing an ecological understanding and conscience; and

Be It Further Resolved, to accomplish this end, that in addition to the integration of these subjects in all of the curriculum at least one course in environmental science which emphasizes ecological principles be required in all public and private primary and secondary school programs and a similar course of study be a prerequisite to obtaining a four year college degree; and

Be It Further Resolved, that the governors of the states represented by this Association establish within their jurisdictions ecologically-based Environmental Quality Advisory Councils with scientific competence to evaluate environmental quality problems and potential problems and to recommend solutions which will preserve the environment.

Anybody want to drop it? Okay.

We could add there the wildlife agencies should be represented on the councils.

MR. WOODROW FLEMING, Indiana: I think that resolution is excellent. However, when you spell out that states shall have one course that all students must take, I know that educators are saying it is better to spread and constantly call these things to the attention in various classes. You can teach conservation in art class as well as biology class and other classes.

MR. SCOTT: Shall we say "in addition to integration in other courses"?

MR. FLEMING: Well, the states, I am sure, and their advisory councils, should have some choice.

MR. SCOTT: "Similar course of study should be a prerequisite" -- I think it was meant by us that it would be in addition to other courses.

We could say "and in addition to integration in the study program, a course" - if you would be agreeable to an addition of that idea at that point. I think we could cover your point.

All right, I will make a note on 10 to make a slight amendment. Is that agreeable with the group?

RESOLUTION NO. 11

Funds for State Planning on Federal Water Projects

Whereas, several agencies of the Federal Government are engaged in the planning and construction of numerous water development projects including channelization, which have the potential to damage seriously or significantly enhance fish and wildlife; and

Whereas, federal law and executive policy as expressed in Senate Document 97, the Federal Water Projects Recreation Act (P.L. 89-72) and the Fish and Wildlife Coordination Act (P.L. 85-624) provide for full consideration of water development projects; and

Whereas, under the Federal Water Projects Recreation Act, the states may be called upon to administer and share fifty percent of the separable capital costs and all of the operation, maintenance and replacement costs of fish and wildlife enhancement features; and

Whereas, it is essential that sufficient time and effort be provided to properly investigate and evaluate fish and wildlife in relation to water projects, in order to formulate recommendations for the protection and enhancement of these resources; and

Whereas, This Association finds that greater consideration of fish and wildlife is necessary in connection with federal water developments, and that in order to implement studies of sufficient depth and detail to permit sound judgment and recommendations for the protection and enhancement of these resources; and in order to make a prudent assessment of the merits of including fish and wildlife enhancement in federal project, it is essential that such studies be considered in the earliest phases of project formulation and as an integral part of project planning, funding and scheduling.

Now, Therefore, Be It Resolved that the Association urges Congress to insure sufficient funding for fish and wildlife studies by the state agencies in cooperation with federal agencies when it considers the appropriation of funds for authorization and planning of federal water projects; and

Be It Further Resolved, that this Association requests the federal agencies to establish necessary liaison and interagency coordination to assure that fish and wildlife studies will be properly funded.

Now, I might point out this is much like a resolution passed by the International last fall. We feel it is still current and desirable.

Anybody want to hold it up?

We will go on to No. 12. Larry Jahn drafted this one. We didn't change it. It's on Amendment to Fish and Wildlife Coordination Act.

RESOLUTION NO. 12

Amendment to Fish and Wildlife Coordination Act

Whereas, authority of the Corps of Engineers is being challenged legally to deny a permit for draining and filling navigable waters for any purpose other than protecting navigation; and

Whereas, H. R. 12086 seeks to provide the head of any department or agency of the United States with authority to refuse to issue a federal permit or license for modifying any body of water if the Secretary of The Interior recommends the modifications should be avoided to prevent damage to wildlife resources.

Now, Therefore, Be It Resolved that the Association of Midwest Fish and Game Commissioners, assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, urges the House Committee on Merchant Marine and Fisheries to hold a public hearing on H. R. 12086 in the very near future and ultimately strengthen the Fish and Wildlife Coordination Act.

I guess this is very specific, down to a particular point, but we think it is a good resolution.

You have to yell if you want to set it aside. Otherwise we will go ahead.

RESOLUTION NO. 13

Administration of Land Water Conservation Fund

Whereas, the Association of Midwest Fish and Game Commissioners was one of the supporters of the Land and Water Conservation Fund Act when the Act was passed in 1961; and

Whereas, this Association continues to stress the application of these funds to meaningful wildlife and outdoor recreation programs; and

Whereas, the Bureau of Outdoor Recreation has announced new rulings which will have a crippling effect upon the states' administration of these funds; and

Whereas, Public Law 90-401 authorizes sources of the Land and Water Conservation Fund to be increased to at least $2 million per year for five years.

Now, Therefore, Be It Resolved that the Association strongly urges Congress to maintain the pivotal position of the states in the administration of the Land and Water Conservation Fund, and to assure an appropriation of no less than 60% of the Land and Water Conservation Funds for allocation to the states in each fiscal year; and

Be It Further Resolved, that this Association request the Bureau of Outdoor Recreation to rescind its policy wherein each state is required to spend 2/3 of its Land and Water Fund allocation for land acquisition; and

Be It Further Resolved, that this Association urges Congress to appropriate in 1969 and each year thereafter the full amount authorized to be covered into the fund by Public Law 90-401 and by any future authorized increase; and

Be It Further Resolved, that this Association urges the Bureau of Outdoor Recreation and the several states to dedicate a greater portion of the Land and Water Fund to game and fish projects than has been accomplished to date.

Now, this is a resolution passed a month ago by the Western Association. We changed nothing except our name. We are endorsing what they did.

Anyone want to talk about it later?

RESOLUTION NO. 14

Continuation of the Golden Eagle Passport

Whereas, the acceptance of the Golden Eagle Passport is a manifestation of the desire and willingness of outdoor recreationists to pay a major portion of the cost of outdoor recreation facilities; and

Whereas, the Land and Water Conservation Fund, financed in part by revenues from this permit is an important stimulant to outdoor recreation development and embodies the basic principle of fairness in that a portion of the cost of developing outdoor recreation facilities is borne by those who use them; and

Whereas, the Golden Eagle Passport has become an identifying symbol to the public reminding the individual that the money he has spent is being used to develop outdoor recreational facilities and has served to make more Americans aware of their heritage in outdoor recreation.

Now, Therefore, Be It Resolved that the Association urges the Congress of the United States and each individual Senator and Congressman to retain, protect and support the Golden Eagle Passport program as expressed in Bills S 2315 and S 3331.

Anybody want to hold that up?

MR. LARRY R. GALE, Missouri: I would just like to raise the question of the attitude of the constituents in the other states toward this program.

This has been quite unpopular in Missouri among the people and the resort operators.

MR. WOODROW FLEMING, Indiana: Which is unpopular, the Golden Eagle or the BR-4?

MR. GALE: Charging the fees, particularly at Corps of Engineers reservoirs.

MR. GEORGE MOORE, Kansas: I favor the fee myself.

MR. GALE: I am asking what your people think about it.

MR. MOORE: I think the people in Kansas favor it, the bulk of them. You've got a few against paying anything, and consequently up there all the time trying to get up on welfare, so they won't have to pay anything.

MR. HARRY R. WOODWARD, Colorado: I would like to say something on this. If the Golden Eagle is abandoned, and legislation calls for individual specific fees in every area, and it is going to cost the people one heck of a lot more under this condition than it will under the Golden Eagle.

Now, maybe the Golden Eagle isn't raising as much money as it should, but if the sportsman, the outdoor recreationist, really had his wits about him, he would fight to keep it. Unfortunately, in some areas, they have been mumbling and grumbling about having to pay the fee, but they haven't seen anything yet if this is dropped.

MR. JAMES W. SPRAGUE, South Dakota: We are charging a $2 user fee for all the state parks. We get complaints from people about this, but yet they will pay the Golden Eagle passport and you never hear about that. Now, if they take it off the Corps of Engineers projects, we are threatening to take our fee off. We are in favor of the passport.

MR. MOORE: To be more specific on Larry's question, the major camping groups in Kansas have gone on record in favor of recommending continuation of the Golden Eagle. You have individuals, sure. But the major camping groups have spoken in our favor.

MR. SCOTT: Do you want to hold it up?

MR. GALE: No, I just wanted to ask a question. I don't want to hold it up.

MR. SCOTT: I think it is going to have some comments, so we are not getting away too easily.

The next two resolutions are aimed on getting federal funding for waste treatment facilities and pollution abatement facilities. These two resolutions were written by Wisconsin, because we have a great deal at stake. The water pollution is now under the department's control, so you see we have a new headache.

RESOLUTION NO. 15

Federal Funding of Waste Treatment Facilities
Construction Grant Program

Whereas, Public Law 660, the Clean Water Restoration Act of 1966 authorized substantial sums for federal grant-in-aid to municipalities for construction of wastes treatment facilities; and

Whereas, Congress has each year appropriated substantially lesser amounts and in some years as low as one-fifth of the authorized amount as grant-in-aid; and

Whereas, the nation's water pollution control program needs to be accelerated to reduce the growing rate of pollution by municipal wastes; and

Whereas, there is a great need for upgrading many municipal treatment facilities at a cost far above that which the municipalities can afford; and

Whereas, abatement of pollution is an intergovernmental responsibility.

Now, Therefore, Be It Resolved that the Association urges that Congress increase the appropriations for grant-in-aid for construction of municipal waste treatment facilities to the amounts authorized by law to enable acceleration of the pollution abatement program.

That is the first one. The second is specific, concerning states that should qualify for a greater amount of money under the law.

RESOLUTION NO. 16

Federal-State Assistance Programs for Construction of Pollution Abatement Facilities

Whereas, Public Law 660, the Clean Water Restoration Act provides for an increase in federal grant-in-aid from 30% to 50% to municipalities whose projects are supported by state aid to the extent of 25% and where the state has adopted acceptable water quality standards; and

Whereas, the present formula for distribution of allotments to states has not been amended to provide an increase to offset the increased rate at which the participating states are required to distribute the federal grant-in-aid; and

Whereas, fewer projects can now be commenced in participating states because individual projects receive a larger grant than formerly; and

Whereas, this has the effect of reducing the rate of pollution abatement in such states;

Now, Therefore, Be It Resolved that the Association urges that Section 8 of Public Law 660, the Clean Water Restoration Act, be amended to provide for an increase of two-thirds in the basic allotment for those states participating in financing pollution abatement projects in accordance with the law.

Actually what this has done in Wisconsin, because we are accelerating everything under the special schedule, we can't start any new projects and have millions of dollars of new projects presently pending. I think this occurs in other states, too.

Any comments? Okay. Now we are back in the wildlife.

RESOLUTION NO. 17

Waterfowl Management Policies

Whereas, the concept of migratory waterfowl management on a flyway basis has been recognized as the best approach to waterfowl management for 20 years; and

Whereas, this concept provides for the regular review of current waterfowl conditions; and

Whereas, direct state participation in establishing annual waterfowl hunting seasons is recognized as an integral part of the Flyway Council's functions.

Now, Therefore, Be It Resolved that the Association urges the Secretary of Interior to establish a formal policy stating that, except in emergency, the Bureau of Sport Fisheries and Wildlife will not establish migratory waterfowl seasons without first consulting with appropriate flyway councils; and

Be It Further Resolved that the Bureau of Sport Fisheries and Wildlife, jointly with the flyway councils and individual states, adopt a National Waterfowl Management Policy to guide future resource management efforts and to make clear the purposes and intent of federally established season frameworks.

MR. THOMAS R. EVANS, Illinois: I have a comment to this effect, Walt, that the Migratory Birds Committee of the International Association will be presenting a proposed international waterfowl management policy at the annual meeting in September.

I am glad to have this resolution as a backup to that. As many of you know, I am sure, a development of this policy statement was on the basis of an International Association resolution asking that it be done. And as a result of the point here on special seasons, one of the last minute changes in that policy statement is going to be a statement on that very point. So I am very glad to see this.

MR. SCOTT: Very good.

MR. GEORGE MOORE, Kansas: I don't know what brought this on, but I know we have had some problems, particularly on the King Rail, when they changed it without our knowledge. But my understanding is that this teal season was discussed extensively by the Technical Committee of the Flyway Council early in the year. It is too late now for the ones who are going to be meeting or have met. Let's hold that and I would like to have a roll call vote on it.

MR. SCOTT: We will hold Number 17.

MR. ROBERT W. BURWELL, Minnesota: With respect to the king rail, I got ready to make the change, I tried to reach George, and he was out of the office, and the other Rail hunter had left Kansas.

MR. MOORE: I was trying to help him get information on how many were still available.

MR. SCOTT: At least we have one over here, so we will be sure of an argument.

Number 18 is one I think we will agree with.

RESOLUTION NO. 18

Commending the Federal Bureau of Commercial Fisheries
For Streamlining Administrative Procedures In
Their Grant-In-Aid Program

Whereas, the Bureau of Commercial Fisheries has made a major revision in their Federal Aid Handbook which now incorporates into one greatly simplified manual the policies and procedures governing the several grant-in-aid programs administered by them; and

Whereas, this handbook revision has been accompanied by a consolidation of basic forms required for the programs resulting in elimination of a number of separate and different forms formerly required; and

Whereas, these steps taken by the Bureau of Commercial Fisheries has reduced considerably the confusion and frustration encountered at the state level by those involved in the grant-in-aid programs.

Now, Therefore, Be It Resolved that the Association commends the Bureau of Commercial Fisheries for their action in enhancing federal-state relationships.

Any comments?

MR. GENE GAZLAY, Michigan: One comment. Maybe some of us have gone a little overboard in commending the Bureau of Commercial Fisheries. While it is true they have consolidated or standardized the forms, I am not sure how greatly simplified the manual is.

With respect to the Bureau of Sport Fisheries and Wildlife I know as a certainty more effort and time has been spent to attempt to simplify their procedures than anyone else. There are constraints in the basic law that makes this rather difficult which hopefully will be resolved.

Finally, I think we do have a little quarrel with the Bureau of Commercial Fisheries with respect to the allocation of funds. The Great Lakes states don't fare very well, and the criteria seems to be that the rich get richer and the poor stay poor. I think maybe some attention should be given to revising their method of allocation, particularly with respect to the Commercial Fisheries Act.

MR. SCOTT: Would you like to hold this up, then, and discuss it later?

MR. GAZLAY: Not particularly.

MR. SCOTT: Your comments are sort of general.

MR. GAZLAY: Perhaps some of the other states might want to react. Those are my remarks. That is my reaction.

MR. SCOTT: Who brought this in? I will let them defend it. Minnesota. This is your commendation, as I understand it, Dick.

MR. RICHARD D. WETTERSTEN, Minnesota: I didn't get the question.

MR. SCOTT: I said, we are talking about commendation of the Bureau of Commercial Fisheries, and Gene Gazlay suggested we shouldn't commend them. Now, will you defend the resolution?

MR. WETTERSTEN: Yes. I think the Bureau of Commercial Fisheries' revision of their administrative guidelines and format is excellent. Perhaps not as good as it could be, but a great improvement from what it has been. And we would like to see that the same thing be done with the BOR and Bureau of Sport Fisheries guideline manuals in administrative matters. I think it could be done.

MR. SCOTT: We dan do this by commending the Bureau of Commercial Fisheries, without saying the rest. Would you like to hold it up for further discussion.

MR. WETTERSTEN: I think a good move has been made here and it should be continued.

MR. SCOTT: Well, Gene's point is this: They haven't been good as all that, and the Bureau of Sport Fisheries and Wildlife has already done quite a bit too.

MR. WETTERSTEN: I might say that our paper work volume has probably been reduced 60% or more as a result of the change in BCF matters.

A VOICE: What is the dollar volume? In money, the saving is probably very minor.

MR. WETTERSTEN: Yes.

A VOICE: I propose that in fairness you might want to consider including the Bureau of Sport Fisheries and Wildlife and I think the BOR.

MR. SCOTT: Would that be agreeable with you, Dick? It would read: Be It Further Resolved that the Bureau of Sport Fisheries and Wildlife and Bureau of Outdoor Recreation -- why don't we just say "other federal agencies" be encouraged to review. We are just telling them to look at their form to see if they can do a better job.

I made a change to that effect.

We will then go on to Resolution No. 19.

RESOLUTION NO. 19

Formation of an Upper Mississippi River Basin Commission

Whereas, the Federal government, through the U. S. Corps of Engineers, has expended over $4 million for Type I planning of the Upper Mississippi River with a Coordinating Committee collecting basic background data on water-related natural resources in cooperation with the several states, local governments and other federal agencies; and

Whereas, the final report on this first phase of the long-range planning effort soon will be prepared with recommendations for further action becoming available to the public for consideration; and

Whereas, some of the problems calling for more detailed study and possible Type II priority planning decisions -- such as the proposed 12-foot channel -- call for concerted and unified appraisal by all State and Federal agencies concerned with such resources as fish, wildlife and related scenic beauty values.

Now, Therefore, Be It Resolved that the Association recommends that all states within this vitally important Upper Mississippi River Basin give serious consideration to the establishment of a Basin Commission under procedures of the federal Water Resources Act and join with the States of Illinois, Michigan, Missouri, South Dakota and Wisconsin whose governors already have either requested establishment or favored an Upper Mississippi River Basin Commission for continued long-range planning functions; and

Be It Further Resolved, that the governors of the several states be urged to select the heads of their fish and game conservation agencies to represent the states involved.

Any comments?

RESOLUTION NO. 20

Study Projects for Consideration by the International Association of Game, Fish and Conservation Commissioners

Whereas, there are several recurring problems related to administration of fish and wildlife resources by the several states which affect all of them and therefore need serious study by qualified ad hoc committees; and

Whereas, the International Association of Game, Fish and Conservation Commissioners is in the best position to establish such working groups which could prepare recommendations for desirable action.

Now, Therefore, Be It Resolved that the Association requests the International Association to consider the following subjects for such study reports:

1. Amendment of the Federal Coordination Act to provide for replacement or compensation in kind for fish and wildlife losses instead of only "mitigation"

2. Reappraisal of the entire P. L. 566 program as related to fish and wildlife preservation

3. Funding and administration of the P-R and D-J programs

4. Federal hunting stamp charges and program relationships

5. Appraisal of anti-hunter propaganda on television and through similar large-audience media and need for counter measures to explain wildlife management principles.

RESOLUTION NO. 21

Upper Mississippi River Conservation Committee

Whereas, the Upper Mississippi River Conservation Committee has served as a coordinating body for fish and wildlife management and related concerns for the past quarter century; and

Whereas, its efforts to encourage research, sound management, uniform regulations and long-range planning through state and federal cooperation have been assisted materially and financially by the Bureau of Sport Fisheries and Wildlife as well as the several states with beneficial results; and

Whereas, the need for continuation of this voluntary organization in the face of even more complicated problems is greater than ever before.

Now, Therefore, Be It Resolved that the Association of Midwest Fish and Game Commissioners assembled at their 36th Annual Meeting this 30th day of July, 1969, at the Sheraton-Jefferson Hotel in St. Louis, Missouri, commends the officers and staff of the Upper Mississippi River Conservation Committee, both past and present, for a job well done and urges them and all cooperating federal, state, and local agencies and governments to support this successful coordinating mechanism and its leaders in future years.

We thought it might be nice to say something about this organization on their 25th Anniversary.

RESOLUTION NO. 22

States' Jurisdiction of Fish and Resident Wildlife

Whereas, the Secretary of Interior has not established policies acceptable to the states to resolve the question of state's rights to manage fish and resident wildlife; and

Whereas, the Association of Midwest Fish and Game Commissioners feels strongly that this question will be best and finally resolved by legislative action, as contained in S. 1232 and similar legislation; and

Whereas, S 1232, and similar legislation is being considered by the Senate Commerce Committee and has been referred to the Secretary of Interior, Secretary of Defense, and Secretary of Agriculture for comment.

Now, Therefore, Be It Resolved that the Association urges the Secretaries of Interior, Defense, and Agriculture to submit their comments on S. 1232, or similar legislation, to the Senate Commerce Committee without delay; and

Be It Further Resolved, that said departments of government should recognize and reaffirm state jurisdiction over fish and resident wildlife to the extent that the authority of the individual states is fully recognized; and

Be It Further Resolved, that the Association urges Congress to take immediate action to move this legislation toward a successful conclusion.

MR. HARRY WOODWARD, Colorado: Walt, I want to make a comment. Representatives of the Executive Committee of the International met with Senator Moss on Sunday, and Senator Moss has indicated he is ready to move this bill in the Senate. He expects that we will get approval by the Senate this year if the states support it, and particularly if we get citizen support.

The thing that has been lacking in this program is the fact that the preponderance of the testimony has come directly from the state agencies themselves and not enough has come from the citizens. So we are going to need to develop some citizen support in the form of letters to Congressmen and Senators on the Committee. We will get this through the Senate this year.

We will have to look next year to get the House action, but it looks excellent that we can get Senate passage this year.

MR. SCOTT: Thank you, Harry. The next resolution is on the same subject, in some ways. It was proposed by the late Nicholas Olds, former chairman of the legal committee of the International. No doubt they will be doing something on this in the International in September.

RESOLUTION NO. 23

Continuation of Case - New Mexico vs. United States

Whereas, the Legal Committee of the International Association of Game, Fish and Conservation Commissioners has concerned itself with the case filed by the New Mexico State Game Commission against the Secretary of the Interior in the Federal District Court, challenging the right of the Department of Interior to kill deer in the Carlsbad Cavern National Park for the conducting of a research project, without first securing the approval and permission of the New Mexico State Game Commission; and

Whereas, the U. S. District Judge who heard the case handed down a decision to the effect that the Secretary of the Interior had not been authorized by Congress to kill deer for this purpose without first securing the approval of the New Mexico State Game Commission; and

Whereas, the Circuit Court of Appeals of the 10th District after hearing the matter reversed the decision of the District Court; and

Whereas, the New Mexico State Game Commission has secured from the U. S. Supreme Court a stay of execution of the order of the Circuit Court of Appeals pending the filing and hearing of a petition for a writ of certiorari; and

Whereas, it is of the utmost importance that the issue involved in this case be heard and finally decided by the U. S. Supreme Court since it concerns a principle of national importance to all of the states, namely, whether or not the states' ownership of game is such a property right which cannot be destroyed by an Act of Congress;

Now, Therefore, Be It Resolved that the Association continue participating as amicus curiae in the proceedings now pending in the U. S. Supreme Court; and

Be It Further Resolved that all of the states which participated as amicus curiae in the case before the Circuit Court of Appeals be urged to continue their active support and participation in said proceedings.

RESOLUTION NO. 24

Federal Funding for Hunter Safety Programs

Whereas, the State Fish and Game Commissions have an obligation to their supporting public in the field of hunter safety; and

Whereas, there is a growing need for sources of new revenue to meet many and diverse demands for these programs;

Now, Therefore, Be It Resolved that the Association actively and vigorously support passage of S. 670, companion bill H. R. 1048 and also consolidated bill H. R. 12475 which provides that the tax on handguns, which amounts to about $5 million per year, (the whole of which is now deposited directly in the general fund of the U. S. Treasure) be placed in the Pittman-Robertson Federal Aid-in-Wildlife Restoration Fund with the provision that one-half the amount be allocated for state hunter safety and shooting range programs as provided in these bills.

RESOLUTION NO. 25

Substitution for the Gun Control Act of 1968

Whereas, firearms and the ammunition therefore are useful and praper tools for the harvest of surplus game populations; and

Whereas, the use of firearms by millions of Americans in the sport of hunting and target practice provides much healthful recreation; and

Whereas, some proponents of gun control legislation have avowed the purpose of securing the eventual passage of laws to completely suppress the use and ownership of firearms and ammunition by private citizens of the United States; and

Whereas, these same proponents of gun control legislation consider the oppressive Gun Control Act of 1968 as only a first step in the elimination of the lawful ownership and use of firearms by private citizens of the United States; and

Whereas, the Internal Revenue Service has promulgated regulations more restrictive than the Congress intended by the passage of the Gun Control Act of 1968; and

Whereas, the Internal Revenue Service, in Publication 640 (4-69) entitled "Questions and Answers Gun Control Act of 1968", has misled the public by making the Act seem more restrictive than it is, in an apparent attempt to further reduce commerce in sporting arms;

Now, Therefore, Be It Resolved, that the Association requests Congress to repeal the Gun Control Act of 1968 and enact, in its stead, legislation guaranteeing to all private citizens of the United States who have not been convicted of a crime of violence or adjudged mentally incompetent, the right to acquire, own, use, transport and sell any and all kinds of sporting arms and ammunition therefore suitable for hunting and target practice without restriction by the Federal Government; and

Be It Further Resolved, that this Association urges the Congress to enact legislation to make a prison sentence of not less than five years mandatory for any person who is convicted of a crime of violence if the court finds that a firearm was intentionally used to aid in the commitment thereof.

That is a mouthful. If we don't set it aside, I'm surprised.

MR. GENE GAZLAY: Is it possible to hold up the previous resolution?

MR. SCOTT: Which one? No. 24, Federal Funding for Hunter Safety Programs?

MR. GAZLAY: Yes.

MR. SCOTT: Sure. We will hold it up.

RESOLUTION NO. 26

Motor Vehicles on Federal Lands

Whereas, public lands administered by the Bureau of Land Management and United States Forest Service and other federal agencies have become increasingly important hunting and fishing areas; and

Whereas, these federal agencies have made noteworthy strides in recent years to preserve, develop, and manage fish and wildlife habitat and maintain access to these lands; and

Whereas, with the greater demand by all recreationists to use these lands, the substantial increase in four-wheel drive and other rough terrain vehicles, including snowmobiles, is beginning to result in excessive motor vehicle travel throughout valuable wildlife range, causing excessive harassment of wildlife species, habitat damage, and increased fire dangers; and

Whereas, it is in the wildlife interest to maintain important habitat areas free of motorized travel;

Now, Therefore, Be It Resolved, that the Association of Midwest Fish and Game Commissioners assembled urges the U. S. Forest Service, the Bureau of Land Management and other federal agencies to control motor vehicle use on all lands under their administration; and

Be It Further Resolved, that these federal agencies be encouraged to work closely with the state wildlife agencies in planning and construction of all road building programs which may affect fish and wildlife resources.

MR. RICHARD D. WETTERSTEN, Minnesota: Could you read the first part of the first "whereas", Walt? I wonder if this is directed only to the Bureau of Land Management and the Forest Service, or is it those and other federal agencies?

MR. SCOTT: The resolution reads "and other federal agencies".

RESOLUTION NO. 27

Manitoba Meeting in 1970

Whereas, the 37th Annual Meeting of the Association of Midwest Fish and Game Commissioners will be held at Winnipeg in the Province of Manitoba; and

Whereas, that federated government will be celebrating its Centennial Anniversary in 1970, which also will be the Three-hundreth Anniversary of the Hudson's Bay Company;

Now, Therefore, Be It Resolved, by the Association that all States and Provinces in the Midwest Region plan to help the Province of Manitoba celebrate this memorable occasion by attending the next annual meeting and publicizing these events to their colleagues.

RESOLUTION NO. 28

Action on Legislation and Resolutions Adopted

Whereas, the Legislation Committee has prepared a detailed report favoring certain bills pending action in the United States Congress; and

Whereas, the Resolutions Committee has made a number of recommendations in connection with pending legislation, projects and programs on conservation and natural resources subjects which also received approval; and

Whereas, prompt action is needed to publicize these resolutions and positions on pending measures;

Now, Therefore, Be It Resolved, that the Association requests the Secretary to follow through on distribution of copies of all resolutions as indicated therein or as may be deemed advisable to secure maximum effect and value from them, and that the Chairman of the Legislation Committee, both this year and the next, use the Legislation Committee's report in preparation

of position statements as necessary and desirable expressing the Association of Midwest Fish and Game Commissioners' stand on pending bills in the United States Congress.

Last Resolution, No. 29.

RESOLUTION NO. 29

Appreciation for Missouri's Hospitality and Good Program

Whereas, the Department of Conservation of Missouri has provided an exceptionally well organized meeting and an excellent program for the 36th Annual Meeting of the Association of Midwest Fish and Game Commissioners; and

Whereas, both delegates and guests are most appreciative of the hospitality and courtesy extended by our hosts in the beautiful city of St. Louis; and

Whereas, Missouri has been a leader in the conservation movement in the Midwest and the Nation especially in the fields of conservation education and wildlife management;

Now, Therefore, Be It Resolved that the Association of Midwest Fish and Game Commissioners assembled expresses its gratitude and appreciation to the State of Missouri, to their Conservation Commission, Department of Conservation and Director Carl R. Noren and his staff, the City of St. Louis, Sheraton-Jefferson Hotel, and other cooperating individuals and organizations; and

Be It Further Resolved that copies of this resolution be sent by the Secretary to each of the individuals and organizations named.

If you want to add any names, we can do that.

Now, we have two here that have been set aside.

A VOICE: Walter, might I point out, I believe you may have skipped No. 23.

MR. SCOTT: We changed the numbering, so it must be a different resolution.

A VOICE: We had a resolution on the American Fisheries Centennial.

MR. SCOTT: It was dropped because it doesn't come until next year. If you want to bring it up from the floor, though, you have my endorsement.

I think the International probably will adopt the resolution in September.

We have two resolutions here: No. 17 - Waterfowl Management, and No. 24 - Federal Funding for Hunter Safety. Was there a holdup on the National Waterbank, No. 2, or were we just going to make a slight amendment?

MR. RUSSELL W. STUART, North Dakota: An amendment to that.

MR. SCOTT: Bud Morgan's amendment.

We have two resolutions here. We will start off with the Waterfowl Management Policies, No. 17. Here we had a request from Tom Evans. No, you were favorable there, weren't you, Tom?

MR. GEORGE MOORE, Kansas: I was the one who asked it to be held up.

MR. SCOTT: All right. Then, would you talk to your point.

MR. MOORE: I agree with the theory behind it, but I think this is pointed to a particular incident and possibly a particular individual. And we have the Flyway Council to take those things up, and maybe it should be -- if they want a resolution, maybe the Council should be the one involved in something like that, rather than this Association.

I am going to yield to my friend and neighbor from Colorado.

MR. HARRY WOODWARD, Colorado: I will say this: I sat on the Resolutions Committee and it didn't occur to me when we were discussing the full thing. But the states have a friend in the Assistant Secretary, and I can't see how we are going to accomplish anything by being petulant about the teal season decision. Maybe it hasn't been the most favorable thing for some of you, but I think we would do well to drop this resolution and handle our differences of opinion through the Flyway Councils and through the National Council. Let's not become involved in here as an association.

I agree in principle, we want them to consult with us, through our Flyway Council. We tried this all through the teal season and it sounds to me like we are being a little petulant about it.

MR. EARL ROSE, Iowa: I would like to rise in defense of the resolution. I didn't write it, although it may sound like I did.

I feel that if my friends from the Central Flyway had this happen to them, they would probably feel the same way we do about it. I am not so concerned about this resolution, because I am sure it will be brought up at the Flyway Council meeting in Biloxi. I do feel that it should be included in the National Waterfowl Policy discussion to be considered by the International at New Orleans.

I personally would agree with Harry and George that perhaps this is not the proper place to have it, but if it comes for a vote, I will probably vote for it.

MR. RICHARD D. WETTERSTEN, Minnesota: I feel that talking about the teal season as announced is pushing the point a little far, with respect to teal hunting. Now with respect to the methods and the procedures followed, I don't believe that it would do much good for the Mississippi or any other Flyway Council to go through a lot of motions with regard to a resolution, if indeed the Bureau does not intend to listen to the Flyway Councils anyway.

I think that has been pointed out in letters from commissioners, from a number of states, in essence laying out "are we even going to have a Flyway Council concept continuing". I think it would be appropriate for another organization, such as the Midwest, to make it clear that we do endorse the Flyway concept, and the use of Flyway Councils.

That is the reason why I would certainly like to see this resolution go as it is.

MR. SCOTT: It is possible, of course, to drop out that word "whereas, regarding the teal season". We still have a resolution. It would be less to the point, of course, and we wouldn't be citing any examples.

What is your pleasure? Does somebody want to move?

MR. THOMAS EVANS, Illinois: I don't recall if this other point was covered in the resolution specifically, Walter, but there is a second point involved here. I suppose it might appear that this, too, has been pointed out by the fact that a couple of million more mallards were discovered during the breeding ground surveys. But this is not the primary point that I want to make. It is this: All through the breeding season, we and the sportsmen keep getting reports from Ducks Unlimited as to what the situation is up on the breeding grounds, but at no time do we receive anything during this period from the Bureau itself. And we have nothing, really, with which to argue if it is necessary to argue with these sportsmen when they keep hitting us with how wonderful

things are. And we know that year after year, Ducks Unlimited is over here, the Bureau is over here. They are not very close together usually. So one of the points that I have written down here, as a result of this resolution, was possibly to incorporate in the proposed Waterfowl Management Policy statement something to the effect that perhaps the Bureau might find it possible to give us in the states some periodic reports so we could see what their thinking is, as well as what the D. U. thinking is.

MR. EARL ROSE: I would like to comment a little bit more about Tom's statement here concerning the communications gap, if you will, between the Bureau, the states and the Flyway Councils. I believe it was at the meeting at Traverse City last August that this very thing was discussed at length. As I recall the Bureau addressed themselves to this proposition that they would keep us informed on what was going on. We could then go to the annual meeting of the Flyway Council in August and be better informed. Then we would not have a lot of things laid on the line - innovations and new developments. I believe that the more I think about it, the more I want to support this resolution.

MR. SCOTT: How would it be if I read this resolution without this one "Whereas".

MR. MOORE: I guess there is nobody in here that has got any pique with the service that won't speak to me as I am. I know this summer we received two or three news releases. They didn't say a lot, but we got them and they did give us a little bit about the situation in Canada.

At this point I want to make a motion that this resolution be tabled.

MR. WOODWARD: Second the motion.

MR. SCOTT: Any comments, discussion?

MR. CHARLES HARRIS, Michigan: I would like to comment the Michigan Flyway Council took definite action voting against the teal season. Unfortunately it was announced during the winter meeting of the Technical Committee that they were even considering recommendation to the Council this week that they have no waterfowl season at all. Then without any consultation with any states, they come out and announce a special teal season, completely contrary to the recommendation of the Council. I think they should have come back to the Council and found out their feelings before they went ahead with it.

MR. SCOTT: I might say too that Mr. Armbruster of Ohio said he was favorable to the resolution, and he insisted on taking a copy. I don't know if he left his proxy with anybody. So we have a vote from Ohio that can't be changed. I think we had better have a roll call vote.

Any more comments? It's nice to have a roll call vote to find out who is here.

Colorado - (yes).

When you say "yes", you are voting to table this motion.

Illinois - No. Indiana - No. Iowa - No. Kansas - Yes. Kentucky - No; I have two proxies. Manitoba - No.

DR. KENNETH H. DOAN, Manitoba, Canada: I am voting this time, Mr. Chairman. If this kind of early teal season can be set so - I won't use the word whimsically - but it seemed to us, knowing what the Flyway Council recommended, then we too perhaps north of the border will turn in an early pintail season without telling anybody about it. This gives us an opportunity to rock the boat a little bit.

MR. LARRY R. GALE, Missouri: I would like to make one thing clear, in voting against the motion to table, this does not necessarily indicate opposition to the teal season. What I am talking about here is procedure.

MR. SCOTT: Yes, I agree on this.

Now, we have two "yes" votes who want to table this so far.

Michigan - No. Minnesota - No. Missouri - No. Nebraska - Yes. North Dakota - Yes. Ohio - No. Ontario - not here. South Dakota - Yes. Wisconsin - No. Well, the "no's" have it. That means we have a resolution.

MR. L. P. VOIGT, Wisconsin: I move the adoption of the resolution.

MR. A. GENE GAZLAY, Michigan: Second the motion.

MR. HARRY WOODWARD: I make a substitute motion. That the fourth whereas --

MR. SCOTT: We have a motion on the floor.

MR. WOODWARD: I make a substitute motion. That takes precedence. I move to strike the fourth whereas of the resolution.

MR. SCOTT: Who is our parlimentarian?

MR. THOMAS R. EVANS: Mr. Chairman, --

MR. SCOTT: I don't know whether a substitute motion can take over.

MR. EVANS: Walter, we have gone through that in Mississippi Flyway Council, and it has been pretty well established that a substitute motion is not in order.

MR. SCOTT: I guess I have to rule against you, Harry.

MR. WOODWARD: I don't know who the parlimentarian is. I am not sure I agree with Tom. If you want an amendment, I move to amend the motion to strike the fourth whereas from the resolution.

MR. SCOTT: We can amend the resolution. Mr. Woodward moves amendment, to drop out the fourth whereas, which would be the whereas regarding the teal season.

It reads: Whereas, the Secretary of the Interior ... recently announced a special teal season in September, 1969, without consultation and review with the two Flyway Councils ... I read the resolution other than that. And it would still make sense without that in it. However, it also would have less point, or let's say at least no example.

Now, all those in favor -- was there a second?

MR. GEORGE MOORE: Second.

MR. SCOTT: I am going to take a voice vote. All those in favor of dropping the fourth whereas in the resolution, please say aye. Opposed, no. Sounds like the "ayes" have it. I think we had better have a hand count. All in favor of dropping it, raise your hand.

Looks like we have ten votes, so that would do it. We have dropped the fourth whereas on this resolution. Everybody happy? No.

Now we go on to Resolution No. 24, Federal Funding for Hunter Safety Programs.

MR. RUSSELL STUART: Mr. Chairman, you have a motion before the house.

MR. SCOTT: I beg your pardon. All those in favor of Resalution No. 17, Waterfowl Management Policies, as amended, say aye. Opposed, no. Carried.

Now we go on to Resolution No. 24, Federal Funding for Hunter Safety Programs. This resolution is specifically trying to support two bills, which would establish or give it some more funds, and Gene Gazlay has a point there.

MR. GENE GAZLAY: These two bills you mentioned in the resolution are identical bills, and the provisions in their entirety have been incorporated in a committee printed version adopted by the Chairman of the Fisheries and Wildlife Subcommittee, House Merchant Marine Committee. Mr. Dingel has combined the hunter safety provisions with the housekeeping amendments to the PR-DJ programs, so he has all the amendments which would amend the PR-DJ program in one bill. We have been advised this very likely is the bill that will move, at least from the House. The bill is HR 12475, so we propose it be added to the other bills listed.

MR. SCOTT: What you are proposing here is to leave in the two numbers but simply add this additional number?

MR. GAZLAY: Yes.

MR. SCOTT: It will read "actively and vigorously support passage of S. 670, companion bill H. R. 1948 and also consolidated bill H. R. 12475."

MR. GAZLAY: Right.

MR. SCOTT: This is a simple amendment. I think it is an excellent one. This will give endorsement to the bill which is probably going to do what we want here. Is there any more opposition here? Any more comment? If not, I would like to hear a motion that we accept Resolution No. 24.

MR. LARRY GALE, Missouri: So move.

MR. GENE GAZLAY: Second.

MR. SCOTT: All in favor, say aye. Opposed, no. Motion carried.

Now I would like to see the two people who wanted to make slight amendments - Bud Morgan and Les. So I am going to try to get these done.

MR. LARRY GALE: May I ask a question. Is the resolution submitted by the Midwest Pheasant Council incorporated in one of these resolutions?

MR. SCOTT: It is incorporated -- we had committee work on three resolutions that dealt with the same subject. I think most of the essential points that they wanted were incorporated. I believe it is the resolution on federal farm programs.

I want to thank you very much.

MR. GEORGE MOORE: We never did have a motion on all of them, but maybe since there is no object, they are approved.

MR. SCOTT: Gentlemen, forgive us for bringing in so many resolutions. I hope we will have some money and no problems next year and we won't have any resolutions.

Thank you very much.

PRESIDENT NOREN: I think all of you will agree, and the records will show, that we owe a real debt of gratitude to Walter Scott for his efforts and the efforts of his committee. His was a big job and he has done such a good job heading this committee over the years. I can't say too much about how highly we think of your work, Walter, and we want to express our thanks to you.

Your Secretary-Treasurer will process the resolutions and transmit them, when he knows where they should be transmitted, to the appropriate people.

The time has come for a break, but I would suggest since we don't have very much more business that we try to move along so that those of you who need to leave can meet your air transportation schedules which are going to be pressing. So if you agree, we will continue, and get done here. Then those who can stay have coffee and donuts and visit a little. Is this agreeable? If so, we will go on.

The next item on the agenda is old business. Anybody have any old business they wish to discuss?

MR. EARL ROSE: Mr. President, early in the meeting I made the request that the Association consider the sending of a telegram to the Chairman of the Senate Interior Appropriations Committee requesting that the $2,500,000 that was removed from the Bureau's Wetlands Acquisition Program be reinstated, and also that the Association request the International Association for an additional $418,700 for work in Webless migratory game birds be added to the Bureau's appropriation.

I would like to have the Association act favorably on these, and to have the Secretary proceed with the first one immediately, sending the wire on the $2,500,000.

PRESIDENT NOREN: What is the feeling of the group on this? Is that agreeable to you?

MR. ROSE: I so move.

MR. HARRY R. WOODWARD: Second.

PRESIDENT NOREN: Discussion? All in favor, say aye. Those opposed, no. Motion carried.

Get the information to P. G. Barnickol, Earl, and he will see that it is taken care of.

MR. ROBERT R. ELLIOTT, Colorado: After listening to these discussions, I wonder whether or not resolutions are the most effective means of communicating our collective thoughts and desires to the people who can do the most about them.

Just like we say, we instruct the Secretary to send copies of these resolutions to the people who should have them, and we haven't told him who those people are. When they get a sheaf of about thirty resolutions, why, you know probably what happens to them.

I've thought about this, and I discussed it with some of you. I talked to Les Voigt about it a little bit. It seems to me we ought to devote a little more of our time during the regular sessions of our meetings to discussing some of the issues that we have down here in the Resolutions Committee meetings. We should have a resolutions committee report and decide first of all what stand we will take on the issue, so we don't have division; and secondly, what means of communication would be most effective in getting it across.

This might mean a little jockeying of our program scheduling, but it occurs to me that we might spend a little more time in discussing a lot of these issues and getting either a policy statement or a position statement of the Association. Then we could pick out the people who need to get the information and perhaps in the form of a more personalized type of letter, with your signature on it, the President's signature, rather than a somewhat more formal and impersonal type of communication such as a resolution.

Anybody have any thoughts on this, too?

PRESIDENT NOREN: Anybody else care to speak on this?

MR. WOODROW FLEMING, Indiana: Mr. President, I think what I have to say - and I will make it very brief - is related to what Mr. Elliott just said. I had planned to ask for some time to comment on this. I talked with Walter Scott about it and we decided this wasn't appropriate for a resolution. This morning I find it was included. This matter has bothered me a

great deal. It has to do with the constant and increasing effort it seems to take to sway public opinion to the idea that hunting is good and that hunting is good wildlife management. We passed over it very quickly.

I will not be able to, it appears now, to go to the International, but in Resolution 20, the last item you may recall had to do with making a study of this trend, particularly in television, against hunting, against waterfowl hunting - I think hunting of every kind. We can sit and let this thing creep, creep, creep right up on us.

I viewed two television programs this last year, one over a two-year period and the other one a single session. Some of you may have seen the most pointed one - the Gentle Ben series. It has the big black bear that appears in one of the programs. I imagine the national park people cringe every time they see a little eight or nine-year-old boy playing around with a big black bear. This may encourage the kiddies to do that when they come to the parks. But anyway, the point was brought out that the northern marshes were all shot out by the private duck clubs and other duck clubs and that now the hunters were moving into Florida and the south and buying up marshes from the poor natives who didn't know the value of the land and so forth. Buying up the marshes from them so they (the hunters) could now finish up the job of shooting out the marshes of the south.

This is wrong, and we must do more than just give a passing comment. I hope through this last little item on Resolution No. 20, which calls the International's attention to it, that some of you as interested as I am will be present, to lend your voice and to do something really solid about it.

I am told time and again that "you people in conservation do a poorer job of tooting your own horn than anybody we ever heard". I agree with that sometimes. We had better take heed. If hunting is done away with through the force of public opinion, and I don't know any stronger force, we are in real trouble.

In a state like Indiana we have a relatively small deer herd. But if something would happen to cause us not to have hunting, within two years we would be in real trouble. We just couldn't let them go. And we who have resource management responsibility had better be aware of this very small item pointed out in Resolution No. 20.

Thank you.

PRESIDENT NOREN: I think we all fully intend to invoke all means at our disposal to further the actions implied in the resolutions, whether they be done through the transmission of this resolution or by other means.

I would suggest, Bob, that this is a subject which appropriately could be taken up by the Program Committee for next year, and I would urge that this program committee give pretty careful consideration to the general format of the meeting. I have had some personal thoughts on this, which I certainly don't want to impose on the group at this time. But the Program Committee might well want to review the entire format of the meetings and to see whether or not the meeting is being conducted in the manner which is most effective and which accomplishes what the organization was formed to accomplish. This is possibly something the Program Chairman can take up quite seriously.

MR. LARRY R. GALE, Missouri: Mr. Chairman, I would like to mention again the subject of teal, teal illustrations. Woody Fleming has indicated that Indiana would like to order some. If any of the other states want to do so, today is about the last opportunity. We would like to hear from you if you haven't already notified Jim Keefe or somebody else.

PRESIDENT NOREN: Any other business?

If not, we will now hear from the Chairman of our Nominating Committee. Mr. Larry Gale.

MR. LARRY GALE: Mr. Chairman, your Nominating Committee this year was comprised of Mr. Dan Armbruster, Dr. C. H. D. Clarke, and Mr. Larry R. Gale, Chairman.

We conducted our business by mail prior to this meeting. Our proposed slate of officers would continue the procedure followed by the Association in recent years. We nominate for 1969-70:

President - Dr. K. H. Doan, Manitoba

Vice President - Mr. Harry Woodward, Colorado

Secretary-Treasurer - Mr. Alex Drobot, Manitoba

I move the nomination of these officers.

MR. GEORGE MOORE: Second.

PRESIDENT NOREN: If there are no nominations from the floor, I would suggest that the nominations be closed and that we have a unanimous ballot cast for the nominees.

All those in favor, say aye. Opposed. Carried.

I wonder if Chuck Harris would escort our new President to the rostrum, and Russ Stuart escort the Vice President, and Woody Fleming the new Secretary.

Gentlemen, let's give our new officers a hand. (Applause). Let me, as a symbol of the transfer of this office, Dr. Doan, present you this gavel, and let me say also that in accordance with the bylaws of this organization, you don't actually become the president until the first of the year. This permits us to complete the business of the organization, the proceedings and the business of the treasurer's office. At the first of the year, you will take office.

Perhaps you would like to say a few words.

DR. K. H. DOAN, Manitoba: Mr. Past President who is still in office: The Province of Manitoba has some considerable history in participating and working with this Association. Where the meetings are held from year to year seems to rotate somewhat systematically, but not always according to alphabetical list in the member states and provinces. It gives us indeed a great amount of pleasure to be able to accept our opportunity in taking the responsibility for making available the facilities in which this Association can hold a good meeting.

We, as you have noted in the past, have probably taken less of a part in programming and in discussions, since we feel that the association is overwhelmingly a United States group and the international aspects involve only Ontario and Manitoba. You will find that we speak up on subjects when you don't happen to quote a house resolution or a senate bill, which becomes an international thing in which we can speak. So we take part in discussions affecting all of us, but don't take part in discussions that have specific political overtones.

So, we can talk about international waterfowl harvest, or pesticides and things like that, that we can join in without having too specific an accusation of butting into your own national and interstate personal business here.

So, with that understanding, I think that you will find that next year's meeting is going to be a "Show Me to Manitoba". If you have never been there before, you will be pleased to see 240,000 square miles with only a million people in it. Incidentally, we don't talk so much in acres up there, I don't know what a million acres looks like, I don't think that way. I think that it is somewhere close to a couple thousand square miles or something like that. So we start talking to you and showing you lakes of 100 square miles or 50 square miles or public shooting grounds of 20 square miles and so on. Don't think that we are trying to boast. They are not on the other end of Texas, but we still talk in square miles, and thank God that we can.

We will show you a different system of land control. For instance, all of our land that hasn't been sold to a private individual still belongs to the state or province. We never vacated our lands except by sale to landowners. The only people that have land in Manitoba, unless it has been purchased and patented by

the owner, is the federal government. We have one national park. We have no more federal agencies that we squabble with. When I come to these meetings and see how many bureaus are involved to see if a deer can get a drink of water or a bite to eat, it is amazing.

So, gentlemen, again, I welcome you all and hope you will make it a vacation trip. We had sent, through one of the wonders of modern transportation systems, namely, the Railroad Express Agency, some literature for all of you, but we goofed - we only put it on board ten days ago. The men went to the moon and got back again, and our package hasn't come a thousand miles.

So, gentlemen, again, thank you for this distinct honor, and we will now start to work on your behalf and hope to see you all - somewhere I heard that expression.

PRESIDENT NOREN: Thank you, Dr. Doan, for those good remarks.

I wonder if our new Vice President, Harry Woodward would like to say something. As I understand, Harry, this meeting in '71 will be a joint meeting, won't it, with the Western Association?

MR. HARRY WOODWARD, Colorado: Thank you, Carl, and thank you for the honor you bestowed upon me. Colorado has anticipated your action. We have scheduled a joint meeting with the Western Association at Snow Mass at Aspen. Snow Mass at Aspen is a completely new resort, some $25 million to $40 million have already been spent, and maybe by the time you get there, they will have another $30 million spent. This has been scheduled for the week of July 18 to the 24th, and we are going to assure you that we will do everything possible to see that you have a good time in Colorado in 1971. Thank you.

PRESIDENT NOREN: Alex, would you like to say anything? Alex Drobot, your Secretary-Treasurer.

MR. ALEX DROBOT, Manitoba: Gentlemen, I think the one thing I would like to say is I really appreciate the opportunity to come here, to watch the proceedings, and to see what makes this association tick. Certainly I owe a lot of gratitude to Missouri for, I am certain, helping us to make a good convention next year.

We are going to have a pretty hard time trying to follow the distinguished speaker you had last night. We have a serious brain drain problem - I am sure you heard about it. I'm sure they must be coming here. Thank you very much.

PRESIDENT NOREN: They can make some pretty brainy comments, these two gentlemen. We would like to drain some of their brainy ability.

If there is no further business, I would like to entertain a motion that we adjourn.

(Motion made and seconded.)

PRESIDENT NOREN: Everybody say aye. The 36th Meeting is adjourned. It was fine having you here.

ASSOCIATION OF MIDWEST FISH AND GAME COMMISSIONERS
36th Annual Meeting, St. Louis, Missouri
(Sheraton-Jefferson Hotel, July 27-30, 1969)

REPORT OF THE LEGISLATION COMMITTEE - JULY 28

By L. P. Voigt, Chairman

(Secretary, Wisconsin Department of Natural Resources)

This report of the Legislation Committee is a result of the efforts of a number of people who made suggestions and gave valuable assistance. My colleagues on the Committee included Donald W. Douglass of Michigan, Robert R. Elliott of Colorado, Fred E. Morr of Ohio, Charles A. Purkett, Jr. of Missouri and Everett B. Speaker of Iowa. Staff members of several states (and especially Gene Gazlay of Michigan) sent recommendations frequently tied in with proposed resolutions. My assistant, Walt Scott, fortunately was Chairman of the Resolutions Committee so he was in a good position to help put this report together. And finally, Lou Clapper of the National Wildlife Federation staff gave us a last minute status report on some of the most significant pending legislation.

As I am assigned only 15 minutes for this presentation, it is my plan to read it straight through and then move for its acceptance. If there are any parts that are in conflict with your thinking and need separate discussion, possibly they could be pulled out for such special consideration. The Resolutions Committee is considering at least a dozen resolutions relating to these legislative matters and further discussion will be possible in connection with their report. Copies of this statement along with a list of bills and their numbers - as well as related measures which may not be mentioned specifically - will be available for handout later.

Because of time limitations, it was necessary to include only those bills which had broad interest for all states in the Midwest and possibly some importance to the adjacent Canadian provinces. For this reason, such local projects as the Great Prairie Lakes and Upper Mississippi Valley National Recreation Areas, Apostle Islands and Sleeping Bear Dunes and Voyageurs National Park were left out. Also, attention will be called primarily to measures that our Committee recommends either in principle, in part, or for passage as the case may be. Of course, in such a voluminous task, everyone's pet bill cannot be mentioned specifically.

Anyone who has tried to keep track of federal legislation in the conservation and natural resources field knows that whenever a new idea comes along, or a new word like "environment", there is a rash of more-or-less identical bills with each Representative or Senator trying to introduce the one that succeeds in the end. The 91st Congress seems to be the year of environmental councils, committees, policies and plans tied in with ecological advisors, research, inventories and reports. Finally, in desperation, Congressional committees are forced to consider many bills at once and recommend a "clean bill" which represents the majority of good ideas presented. This may be why the bill number you remember is in the appended checklist related to that which we use here.

But before getting into the list, attention should be called to an up-dated version of Lou Clapper's report of last spring on the "deep slashes in recreation programs" recommended by the President's budget and also the Administration's $214 million assignment for federal grants to local government's sewage treatment plant construction. This sparked the "Crusade for Clean Waters" campaign which started last month.

Some of the biggest issues at present are in the field of funding - the significant gap between authorizations and appropriations for fiscal 1970. Part of the responsibility lies with the Bureau of the Budget which evidently may withhold the right to spend money even if it is appropriated. Some of these grave concerns are:

1. Sewage treatment plant construction grants - $214 million of $1 billion authorized. This is in the Public Works Appropriation Bill which may not be cleared by the House until after Labor Day.

2. Advance appropriation for emergency waterfowl wetlands acquisition program - $7.5 million authorized for fiscal 1969 was reduced to $5 million in fiscal 1970. It is expected the House will allow only this smaller amount when they consider the Interior Appropriations bill this week.

3. The Land and Water Conservation Fund authorization of $200 million last year was a major conservation victory, but it now appears that only $108 million will be allowed for fiscal 1970 in the Interior Appropriations bill.

4. The International Great Lakes Fishery Commission requested $1,297,100 for control of the lamprey eel in the Great Lakes, but the Bureau of the Budget is proposing a cut of $234,000 in this program which is in the Department of State Appropriations bill.

5. The Cropland Adjustment Program in the Agriculture Appropriations bill is important to wildlife projects. This measure now has gone to a Senate-House Conference Committee with the Senate version calling for $99,300,000 to cover new sign-ups while the House version contains nothing for this program. As the House has prevailed in past Conference Committees of this type, the outlook is not hopeful.

Besides these financial problems which no doubt will receive attention of the Resolutions Committee, action also may be desirable on some of the bills on the following list which is not in any order of priority or importance:

I. Importation of Endangered Species and Transportation of Reptiles and Amphibians Between States - The House Committee on Merchant Marine and Fisheries has cleared H. R. 11363 which is expected to pass the House in a few days and go on to the Senate Committee on Commerce which already has heard a companion bill, S. 335. However, because of the reversed court decision in the case of New Mexico vs. Interior Department, it appears especially important that the Congress specify that the states have priority responsibility over resident species of wildlife.

II. Authority of States to Control, Regulate and Manage Fish and Resident Wildlife - The Senate Committee on Commerce conducted hearings on S. 1232 and there are some indications they will clear the bill for action. However, the House Committee on Merchant Marine and Fisheries has shown no inclination to act on H. R. 71.

III. Financial Assistance for Wildlife and Hunter Safety Programs - It appears that H. R. 1048 and companion bill S. 670 have a good chance of moving forward. They provide monies from taxes on pistols and revolvers with 50% to hunter safety programs and 50% to the Federal Aid in Wildlife Restoration Fund.

IV. Revision and Clarification of Federal Aid Acts - A new bill, H. R. 12475, makes important "housekeeping" improvements recommended by state wildlife agencies in the federal aid to fish and wildlife programs.

V. Water Bank Act - Wildlife interests have a big stake in S. 2257 and H. R. 11707 (as well as H. R. 11717) which will help conserve surface waters and improve habitat for waterfowl and other wildlife in cooperation with farmers. No hearings have been scheduled on these bills. However, both the Senate and House have passed H. R. 10595 which would extend the Great Plains Conservation Program for 10 years for substantial benefits to wildlife.

VI. Agricultural Adjustment Act of 1969 - Even though there is good support for bills S.2524 and H. R. 9009 which would continue this program including the Cropland Adjustment portion of importance to wildlife, there has been little action awaiting decisions by the Administration. There are two new principles under consideration. One would go from the system of taking unneeded agricultural land totally out of production to rentals aimed at not producing certain crops. Another would authorize a new Select Senate Committee to study present and potential uses of private land in this regard.

VII. Water Quality Improvement Act of 1969 - So far as water pollution control is concerned, the House already has passed H. R. 4148 and it is expected the Senate Committee on Public Works will clear a similar bill, S. 7, in a matter of days. These deal with pollution from vessels, oil spillage and lake eutrophication, but they do not include advance financing of federal grants to cities for waste treatment plant construction. There are many related bills, such as S. 544, which does include a $50 million federal revolving fund for sewage treatment plant construction grants. A new bill, H. R. 12435, puts restrictions on phosphorous content of detergents and H. R. 10316 orders the Corps of Engineers to help in the pollution control work.

VIII. Environmental Quality Acts - As stated earlier, the bills aimed at preservation of environmental quality and establishment of councils as well as research studies on ecological relationships are numerous. The Senate has passed the National Environmental Policy Act, S. 1075 and the House Committee on Merchant Marine and Fisheries has cleared H. R. 12549 as a "clean bill" ready for passage. This would establish a Council on Environmental Quality and assist in coordination. Another bill co-sponsored by 41 Senators is S. 2391 and it is aimed at more effective coordination of federal air, water and solid waste disposal programs. Reference is made in the appendix to this report to the numbers of many somewhat similar bills that may deserve support.

IX. Land Water Conservation Fund Increase - Both H. R. 11127 and H. R. 11072 would double the Land and Water Conservation Fund appropriation from $200 million to $400 million and there is no question that additional monies are needed urgently. Two related Senate bills, 2315 and 3331 would restore Golden Eagle Passport requirements for admission to federal recreation areas.

X. Anadromous Fish Conservation Act Amendment - This bill, H. R. 1049, would amend the Act to provide for cooperative agreements between two or more states for joint research and development programs with the federal government authorized to pay up to 75% of the cost.

XI. Permit for Taking Migratory Birds Except Waterfowl - Bill H. R. 5510 would establish a $1.00 permit for taking migratory birds other than waterfowl (i. e. doves, snipe, woodcock, etc.) and the income would go to the Migratory Bird Conservation Fund for research studies on these species.

XII. Federal Lands for Parks and Recreation - Bills S. 1708 and H. R. 11650 would permit transfer of federal lands to the states for outdoor recreation use under certain conditions. The former has passed the Senate in amended form and the latter is in the House Committee of Interior and Insular Affairs.

XIII. Amending Fish and Wildlife Coordination Act - A bill which would give the Secretary of Interior more control over federal water modification projects is H. R. 12086 and a resolution on this subject is being considered. This is similar in part to a more inclusive bill on the general subject, H. R. 12579.

XIV. Control of Thermal Pollution - Several House bills would try to amend the Federal Water Pollution Control Act to give the Secretary of Interior authority over any permit issued by a federal agency that would result in discharge of heated effluents into interstate or "navigable" waters. They are H. R. 421, 1056, 1058, and 9972. More consideration is wanted for the values of fish, wildlife and scenic beauty that may be affected by wastes from atomic power plants.

XV. National Pesticide Commission - Two bills call for establishment of a National Pesticide Commission composed of twelve members representing agriculture and private enterprise. They are H. R. 11809 and 12455. Another pair of bills are aimed at advance consultation with the U. S. Fish and Wildlife Service on federal pesticide programs (H. R. 12367) and efforts to minimize injury to fish and wildlife (H. R. 12368). Another bill, H. R. 11477, would restrict or prohibit use of pesticides which might be a threat to man or fish and wildlife by polluting navigable waters. This is in the House Committee on Merchant Marine and Fisheries at present. Identical bills, S. 1753 and H. R. 9868 would ban the sale or shipment of DDT completely.

XVI. National Safety Program on Boating Accidents - Bill H. R. 1125 seems to have strong support from agencies concerned with boating safety. It would establish standards for boats and equipment on a coordinated basis and assist the states to carry out safety programs.

XVII. Policy on Wild Predatory Animals - The public interest in such large predatory animals as the wolf, mountain lion, lynx, bears, etc. would be expressed in relation to their value as wildlife resources in bill H. R. 1055. The measure also would establish a national policy and program in relation to their management.

XVIII. Studies of Chemical Effects on Fish and Wildlife - This measure, H. R. 1057, would authorize the Secretary of Interior to undertake comprehensive continuing studies to determine amounts, percentages, and formulation of chemicals that are lethal or injurious to fish and wildlife.

XIX. Additional Funds for Waterfowl Wetlands Acquisition - Bill H. R. 1051 would amend the Migratory Bird Conservation Fund Act to provide that monies remaining after counties are paid their share of receipts from leases and sales from the National Wildlife Refuge System would be transferred to the Migratory Bird Conservation Fund and made available for acquisition of waterfowl wetlands.

XX. Federal Department of Conservation and Environment Act - This measure, S. 2312, would require considerable readjustment of agencies in the federal structure and the reorganization efforts might cause some controversy. However, it is felt that the bill deserves support at least in principle and the problem of improved coordination and cooperation in the natural resources conservation field must be squarely faced.

XXI. Revision of Gun Control Act of 1968 - Removal of shotgun and rifle ammunition for sporting use from restrictions in this 1968 Act is the primary purpose of bill, S. 845. This measure was considered in recent hearings by the Subcommittee on Juvenile Delinquency of the Senate Committee on Judiciary along with Senator Dodd's Federal Gun Certification Act. Several other gun bills were considered at the same time and this important subject continually needs consideration.

XXII. Watershed Protection and Flood Prevention Act - Bills H. R. 127 and 526 would amend this Act to provide for federal participation in water quality management projects as well as recreational developments.

XXIII. National Land and Water Inventory - Compilation of a national land and water inventory in consultation with other interested federal, state and local agencies is the purpose of H. R. 11979. Priority would be given to determination of areas suitable for recreational and wildlife use. The bill would authorize appropriations of $10 million in fiscal 1970 and $10 million more each following year until fiscal 1974 for direct grants to state and local governments for acquisition of recommended areas.

XXIV. Surface Mining Reclamation Act - Identical bills S. 524 and H. R. 569 would set up a mechanism to encourage the states to impose new controls on effects of mining operations on the environment. However, no hearings have been called on these proposals to date.

XXV. National Youth Conservation Corps - Bill S. 1076 is an amendment to this program which would permit the state forests to benefit from such work as well as federal forests.

XXVI. National Wildlife Disaster Control Fund - This proposal is a carry-over from the 90th Congress and now is expressed in Bills S. 2076 and H. R. 10642. They set up a $10 million emergency fund which would be allocated by a National Wildlife Disaster Board when needed according to policies and criteria for eligibility for such aid.

XXVII. Cooperation with States on Rural Area Forest Fires - The Secretary of Agriculture would be authorized to cooperate with the states in establishing a system to prevent and suppress fires in rural areas by bills S. 413 and H. R. 1182. Federal share of financial assistance would amount to 75% of the cost.

XXVIII. National Timber Supply Act - Several bills introduced early in the 91st Congress on this subject were considered unfavorable to multiple use values of the forests and reportedly contained over-emphasis on timber harvest. However, the U. S. Forest Service proposed amendments to eliminate most of the objections and the revised bill now introduced is H. R. 12006. It now deserves reconsideration in this new form.

No doubt there are a number of other bills which deserve favorable mention but we have tried to call attention to those which were most important. Some others in which you may be interested possibly are listed in the attached appendix.

Respectfully submitted,
FOR THE LEGISLATION COMMITTEE

L. P. Voigt /s/
Chairman

APPENDIX TO REPORT OF THE LEGISLATION COMMITTEE

L. P. Voigt, Chairman
(Wisconsin Department of Natural Resources)
(Association of Midwest Fish and Game Commissioners 36th Annual Meeting - St. Louis, Missouri - July 28, 1969)

Following is a list of bill numbers (91st Congress) cited regarding the several subjects mentioned in this report. In all cases they are underlined, while numbers of other identical bills, or bills with somewhat similar subject or text, are listed without underlining. It was thought that a checklist of this type might prove helpful. Also shown at the end are a few Midwestern localized bills (and numbers) which were not included in the report for lack of time. No claim is made that this listing is entirely complete!

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I. Importation of Endangered Species and Transportation of Reptiles and Amphibians Between States --
S. 335 and H. R. 11363; also S. 671, S. 1151, S. 1280, H. R. 248, H. R. 4812, H. R. 9764

II. Authority of States to Control, Regulate and Manage Fish and Resident Wildlife --
S. 1232 and H. R. 71; also S. 1401, H. R. 916
(In 90th Congress S. 2951 and S. 3212)

III. Financial Assistance for Wildlife and Hunter Safety Programs --
S. 670 and H. R. 1048

IV. Revision and Clarification of Federal Aid Acts --
H. R. 12475

V. Water Bank Act --
S. 2257 and H. R. 11707 and 11717

VI. Agricultural Adjustment Act of 1969 --
S. 2524 and H. R. 9009; also H. R. 9633, 9478, 9971, 10608, 11070, 11355, 11528, 11689, 11705 and 11767

VII. Water Quality Improvement Act of 1969 --
S. 7, S. 544 and H. R. 4148, 10316, and 12435; also related are S. 2391, H. R. 6495 (and pollution from vessels) and H. R. 2184

VIII. Environmental Quality Acts --
S. 1075, S. 2391 and H. R. 12549; also related are S. 237, 1071, 1085, 1752, 1818, and H. R. 25, 952, 3114, 3329, 6750, 7052, 7923, 8447, 8588, 11285, 11937, 12077, 12143, 121, 80, 12207, 12209, 12228, 12264, 12265, 12503, 12506, 12507, 12511, 12525, 12527, and 12573

IX. Land and Water Conservation Fund Increase --
H. R. 11072 and 11127 and related Golden Eagle Passport bills S. 2315 and 3331

X. Anadromous Fish Conservation Act Amendment --
H. R. 1049

XI. Permit for Taking Migratory Birds Except Waterfowl --
H. R. 5510

XII. Federal Lands for Parks and Recreation --
S. 1708 and H. R. 11650

XIII. Amending Fish and Wildlife Coordination Act --
H. R. 12086 and similar (in part) to H. R. 12579

XIV. Control of Thermal Pollution --
H. R. 421, 1056, 1058, and 9972; and also, H. R. 12512 gives states permission to set up standards stricter than those of federal government

XV. National Pesticide Commission (and related subjects) --
S. 1753 and H. R. 9868, 11477, 11809, 12367, 12368 and 12455

XVI. National Safety Program on Boating Accidents --
H. R. 1125

XVII. Policy on Wild Predatory Animals --
H. R. 1055

XVIII. Studies of Chemical Effects on Fish and Wildlife --
H. R. 1057

XIX. Additional Funds for Waterfowl Wetlands Acquisition --
H. R. 1051

XX. Federal Department of Conservation and Environment Act --
S. 2312; and H. R. 11952 somewhat related

XXI. Revision of Gun Control Act of 1968 --
S. 845; also related is Senator Dodd's Federal Gun Certification Act, S. 2433 and S. 249, H. R. 910, 913 and 2166

XXII. Watershed Protection and Flood Prevention Act --
H. R. 127 and 526

XXIII. National Land and Water Inventory --
H. R. 11979

XXIV. Surface Mining Reclamation Act --
S. 524 and H. R. 569; and related H. R. 222

XXV. National Youth Conservation Corps --
S. 1076

XXVI. National Wildlife Disaster Control Fund --
S. 2076 and H. R. 10642

XXVII. Cooperation with States on Rural Area Forest Fires --
S. 413 and H. R. 1182

XXVIII. National Timber Supply Act --
H. R. 12006 (amended bill by USFS); and also H. R. 10344, 11101, 11926, 11985

Midwest Areas Bills

H. R. 10595 - Great Plains Conservation Program
S. 248 - Great Prairie Lakes National Recreation Area
H. R. 1193 - Upper Mississippi Valley National Recreation Area
S. 1962 and H. R. 10482 - Voyageurs National Park (Minnesota)
S. 621 and H. R. 555 - Apostle Islands National Lakeshore (Wisconsin)
S. 1023 and H. R. 4287 - Sleeping Bear Dunes National Lakeshore (Michigan)
H. R. 11084 - Indiana Dunes National Lakeshore (Indiana)
S. 826 and H. R. 149 - Gravel Island and Green Bay Wilderness Areas (Wisconsin)
S. 826 and H. R. 585 - Seeney and Michigan Islands Wilderness Areas (Michigan)
H. R. 67 - Great River Road (Parkway Construction)
S. 983 - Allegheny Parkway (West Virginia, Virginia and Kentucky)