Association of Midwest Fish and Wildlife Agencies

Proceedings of the 47th Annual Meeting

July 14 - 17, 1980
Hilton Inn East
Columbus, Ohio

PROCEEDINGS
OF THE
47TH ANNUAL CONVENTION

ASSOCIATION OF MIDWEST
FISH AND WILDLIFE AGENCIES

JULY 14-17, 1980

HILTON INN EAST
COLUMBUS, OHIO

CONTENTS

Page

Acknowledgments....iv
Officers; Committee Membership....v
Association Meeting Places and Dates....vi
Constitution and By-Laws....vii

Tuesday Morning, July 15, 1980

Welcome - Melvin J. Rebholz....1
Stabilizing Jurisdiction of States in Wildlife Conservation - James R. Hanson....5
How to Win - James H. Glass....12
Dingell-Johnson Expansion Legislation-A Status Report from Washington Dr. John S. Gottschalk....19
Dingell-Johnson Expansion-Ohio's Approach - William R. Montanari....23

Tuesday Afternoon, July 15, 1980

Farm Wildlife Habitat in the Midwestern U.S.-History, Status and Future - Steven H. Cole....27
Significance of the Loss of Topsoil in the Midwest - Norman A. Berg....31
Surmounting Obstacles to Save Topsoil - Howard W. Hjort....37
Legislative Opportunities to Conserve Topsoil and Restore Wildlife Habitat - James W. Giltmier....41
The Farmer's View - Clarence Durban....45
What the Sportsman Can Do - George E. Laycock....48
Summary-Discussion - Dr. Keith W. Harmon....52

Wednesday Morning, July 16, 1980

Wildlife Conservation Education by Television in Public Schools - Steven A. Gray..59
BUSINESS MEETING
Memorial Resolutions....71
Treasurer's Report....73
Audit Committee Report....73
Awards Committee Report....74
By-Laws Committee Report....75

Thursday Morning, July 17, 1980

BUSINESS MEETING
National Hunting and Fishing Survey Review (Ad Hoc) Committee Report....88
States' Rights Committee Report....89
Resolutions Committee Report....90
By-Laws Committee Report....90
Nominating Committee Report....95
Farm Wildlife Habitat Council Report....96
Legislative Report....103
South Dakota Dove Hunting Issue....113

APPENDIX
Registration List....118
Correspondence-National Hunting and Fishing Survey Review (Ad Hoc) Committee Report....121
Farm Wildlife Habitat Council Report....126

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1979-80 OFFICERS

President.....Carl L. Mosley, Jr., Ohio
First Vice President.....William C. Brabham, Iowa (Deceased)
Second Vice President.....David Kenney, Illinois
Secretary.....O. Dale Roach, Ohio
Treasurer.....Fred Warders, Kansas

1979-80 COMMITTEE MEMBERSHIP

Audit
(Chairman) William J. Bailey, Nebraska
Dean A. Murphy, Missouri

Awards
(Chairman) Carl E. Kays, Kentucky
Frank R. Lockard, Indiana
John M. Keener, Wisconsin

By-Laws
(Chairman) Fred Warders, Kansas
William J. Bailey, Nebraska

Farm Wildlife Habitat Council
(Chairman) Steven H. Cole, Ohio
C. R. Grondahl, North Dakota
Wayne Machan, Indiana
Thixton Miller, Illinois
Robert Willis, Kentucky
Bob Towry, Colorado
William L. Baxter, Nebraska
Dean A. Murphy, Missouri
Darrell Montei, Kansas
Ron Fowler, South Dakota
William Fouch, Michigan
Roger Holmes, Minnesota
Harry M. Harrison, Iowa
Ed Frank, Wisconsin
Keith W. Harmon, Wildlife Mgt. Institute - Advisor

Legislative
(Chairman) Charles R. Burrows, Minnesota

National Hunting and Fishing
Survey Review (Ad Hoc)
(Chairman) Robert D. Feldt, Indiana
Lawrence A. Ryel, Michigan
James K. Mayhew, Iowa
William L. Baxter, Nebraska

Nominating
(Chairman) Jack R. Grieb, Colorado
James C. Helfrich, Illinois
Howard A. Tanner, Michigan

Resolutions
(Chairman) Frank R. Lockard, Indiana
Administrators of All Member Agencies

States' Rights
(Chairman) Allen L. Farris, Iowa
Administrators of All Member Agencies

ASSOCIATION MEETING PLACES AND DATES

1. Des Moines, Iowa.....1934
2. St. Paul, Minnesota.....1935
3. Madison, Wisconsin.....1936
4. Sioux Falls, South Dakota.....1937
5. Omaha, Nebraska.....1938
6. Madison, Wisconsin.....1939
7. Mason City, Iowa.....1940
8. St. Louis, Missouri.....1941
9. Duluth, Minnesota.....1942
10. Fox Lake, Illinois.....1943
11. Bismarck, North Dakota.....1944
12 Indianapolis, Indiana.....1945
13. Rapid City, South Dakota.....1946
14. Roscommon, Michigan.....1947
15. Put-in-Bay, Ohio.....1948
16. Lincoln, Nebraska.....1949
17. Milwaukee, Wisconsin.....1950
18. Wichita, Kansas.....1951
19. Des Moines, Iowa.....1952
20. Dorset, Ontario.....1953
21. St. Louis, Missouri.....1954
22. Estes Park, Colorado.....1955
23. Springfield, Illinois.....1956
24. Park Rapids, Minnesota.....1957
25. Bismarck, North Dakota.....1958
26. West Lafayette, Indiana.....1959
27. Rapid City, South Dakota.....1960
28. Higgins Lake, Michigan.....1961
29. Omaha, Nebraska.....1962
30. Columbus, Ohio.....1963
31. Milwaukee, Wisconsin.....1964
32. Toronto, Ontario.....1965
33. Wichita, Kansas.....1966
34. Des Moines, Iowa.....1967
35. Chicago, Illinois.....1968
36. St. Louis, Missouri.....1969
37. Winnipeg, Manitoba.....1970
38. Aspen, Colorado.....1971
39. Wichita, Kansas.....1972
40. Bismarck, North Dakota.....1973
41. Duluth, Minnesota.....1974
42. Traverse City, Michigan.....1975
43. Rapid City, South Dakota.....1976
44. Lincoln, Nebraska.....1977
45. Madison, Wisconsin.....1978
46. Nashville, Indiana.....1979
47. Columbus, Ohio.....1980

CONSTITUTION

Preamble

The name of this organization shall be the Association of Midwest Fish and Wildlife Agencies. The objectives of the Association shall be to gather and disseminate information, exchange ideas and lend helpful cooperation in all matters of administration, management, research and investigation pertinent to the conservation of fisheries, wildlife and general outdoor recreation; to lend its support to the United States Department of the Interior, Fish and Wildlife Service, National Marine Fisheries Service, and Canadian Wildlife Service, and to other agencies of the federal government of both countries, in programs beneficial to fisheries and wildlife; to cooperate in the establishment and creation of migratory bird sanctuaries, refuges and shooting areas, and to submit factual information upon which the Fish and Wildlife Service and Canadian Wildlife Service may base conclusions in prescribing waterfowl regulations; 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, restoration and management of our fish and wildlife resources.

Article I - Officers

Section I. The officers of the Association shall be President, First Vice-President, Second Vice-President, Secretary and Treasurer. The President, First Vice-President and Second Vice-President shall be elected by the members of the Association for a term of one year. The Secretary shall be appointed by the President for a term concurrent with the President's. The Treasurer shall be elected by the members and serve until replaced.

Section II. The Board of Directors shall be composed of the elected officers, and one representative from each state and province except those represented by the elected officers. Such state or provincial Board member shall be the chief executive officer of the fish and wildlife agency of his state or province, or his designee.

Article II - Membership

Section I. 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.

Section II. The area of membership in the Association shall be the states of Colorado, Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota and Wisconsin, and the provinces of Manitoba, Saskatchewan and Ontario and such additional states and provinces as may request membership and be elected by majority vote of the member states and provinces in annual meeting.

BY-LAWS

Article I - Duties of Officers

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 perform such other duties as are naturally incumbent upon the office.

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

Section III. The Secretary 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 and perform such other duties as are naturally incumbent upon the office. The incumbent Secretary of

(Revised 9/80)

each year shall record and compile three hundred copies of the proceedings of that year. He shall forward ten copies to each member in good standing, with the cost of preparation and handling to be paid out of the Association's fund. All other copies are for distribution at the discretion of the host state.

Section IV. The Treasurer shall be custodian of all funds of the Association and draw all warrants for the payment of claims properly presented. He shall bill the several members and collect the annual dues. The annual dues, and earnings therefrom, shall constitute the funds of the Association. It is the intent of the Association that the costs of the annual meeting and related business functions, not to exceed $500, may be paid by the Association.

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

Section VI. The tenure of the succeeding officers of the Association will be from thirty (30) days following adjournment of the annual Association meeting through thirty (30) days following adjournment of the succeeding annual Association meeting.

Article II - Meetings

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

Article III - Voting

Voting shall be by states and provinces, as units. Each state and province shall have one vote. All voting shall be by voice vote, except that a request by any member state or province for a secret ballot shall be honored. Any matters of Association business requiring action in the interim between meetings may be handled by the Board of Directors, by majority vote by mail ballot.

Article IV - Dues

Annual Dues shall be $100 per member state and province, payable in advance, at, or before each annual meeting; provided, that annual dues may be suspended for any given year by an affirmative vote of two-thirds of the membership.

Article V - Quorum

A simple majority of all member states and provinces in good standing constitute a quorum.

Article VI - Amendment

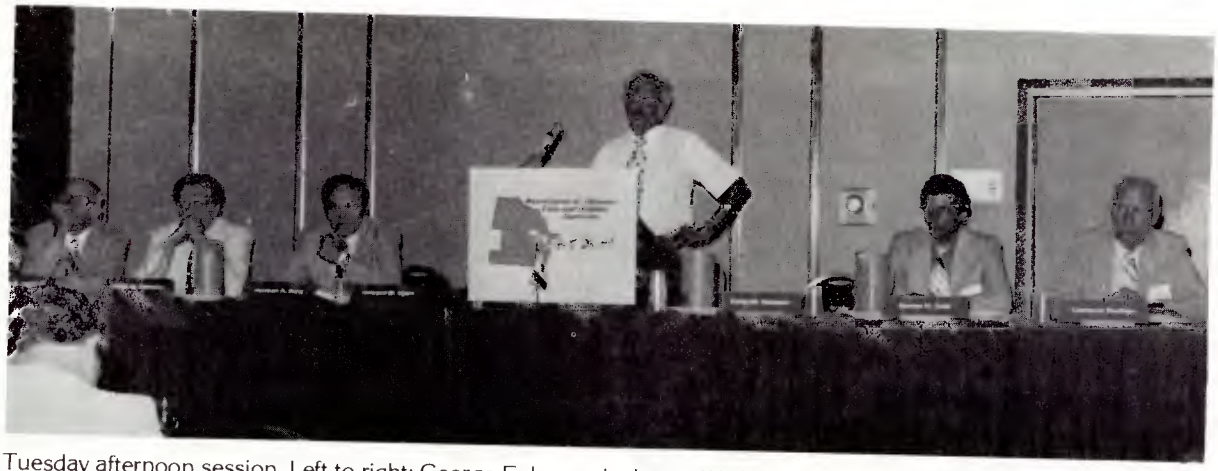
The Constitution and By-Laws of the Association may be amended at any regular meeting by affirmative vote of two-thirds of members in good standing; provided, however, a written copy of such proposed amendment shall have been received by the President and sent by him to the Secretary and to the members at least thirty days before the regular annual meeting or special meeting called for that purpose. With approval of the First and Second Vice-Presidents, the President may call for voting by mail in lieu of a meeting. In this event, the thirty day notice shall still apply, the date of opening ballots shall be previously announced, written notice sent to each member within forty-eight hours of vote tabulation by Secretary, and the Secretary shall keep all ballots for one year following the vote.

Some of the 120 people who attended the meeting.

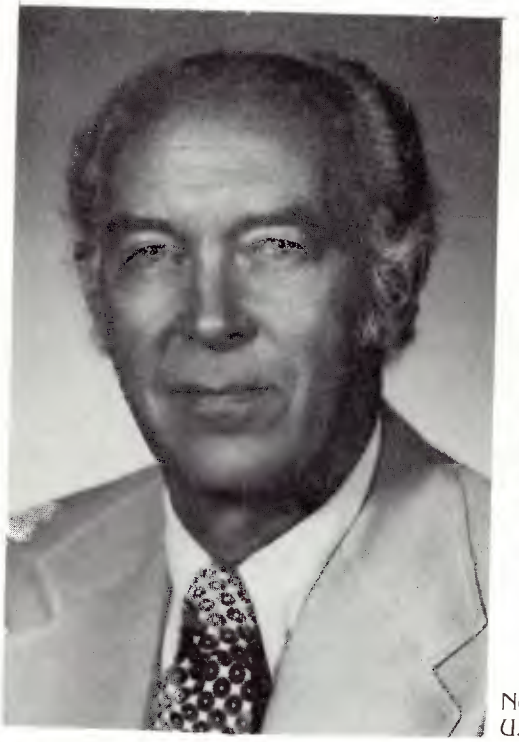
Left to right: Seated - Carl L. Mosley, Jr., *President;* Carl E. Kays, *Awards Com. Chairman;* Fred Warders, *Treasurer;* William J. Bailey, *Audit Com. Chairman.* Standing - Steven H. Cole, *Farm Wildlife Habitat Council Chairman;* Robert Feldt, *National Hunting & Fishing Survey Review Com. Chairman;* Frank R. Lockard, *Resolutions Com. Chairman;* Allen L. Farris, *States' Rights Com. Chairman.*

Some of the speakers. Left to right: Seated - John S. Gottschalk, William R. Montanari, Steven H. Cole, Clarence Durban, Keith W. Harmon, Carl L. Mosley, Jr., Russell L. Scholl and Steven A. Gray.

Tuesday morning session. Left to right: William R. Montanari, James H. Glass, James R. Hanson, Russell L. Scholl, Melvin J. Rebholz and Carl L. Mosley, Jr.



Tuesday afternoon session. Left to right: George E. Laycock, James W. Giltmier, Howard W. Hjort, Keith W. Harmon, Steven H. Cole and Clarence Durban.



Norman A. Berg, Administrator, U.S. Soil Conservation Service.

Left to right: Front row - Nancy Leitwein, Julie Loe, Judy Miller, Judy Tillman, Tracee Strohm, Elaine Mosley, Jeannie Scholl. Second row - Janet Drakos, Betty Strohm, Louise Keener, Pat Popowski, Kathie Farris, Carolyn Thewes, Retha Grieb and Mary Filliez.

President Carl Mosley presents Certificate of Appreciation to Past President Frank Lockard as Awards Chairman Carl Kays beams.

Each delegate was presented an official Ohio Desk Set designed and built by Charles Cashner and Richard Lewis of the Ohio Division of Wildlife. Materials were provided by the Ohio Bait Dealers Association, Piqua Fish and Game Association and the Troy Fish and Game Protective Association.

Tuesday Morning, July 15, 1980

MOSLEY: It's four minutes after nine so I expect we can get started. The 47th Annual Meeting of the Association of Midwest Fish and Wildlife Agencies is now in session. In the room and out in the halls, you'll see some people with green blazers on like this. (If they're from Indiana, they're not the ones I'm speaking of.) The Ohio people do have green blazers on and they're all here to help answer your questions. So if you have any questions or any problems, just ask someone in a green blazer. If you have need for secretarial services, you may contact Judy Tillman out at the registration desk. I think the Resolutions Committee won't have the usual need for secretarial services this year. Is Don Williams in the room? We'll have him in here shortly. Don is in charge of transportation and if you need any transportation services while you're here, have a special flight to catch, want to see Columbus after dark or any of those sorts of things, see Don Williams and he'll be able to help you on the transportation end. Those of you who were in the committee meeting yesterday met Dale Roach, our Convention Manager. Dale has had a back problem for some time. He had to go to the hospital yesterday and get a muscle relaxant shot and he's at home on his back today. Dale has really been putting out a lot of work--he and his committee--and they've put a lot of effort into the preparation of this convention and I'm sure that we're going to have an enjoyable time because of that effort. For those people serving on the committee, I'd like to give a hand right now.

If Dale Haney will come forward, I have something special to say to him this morning. He promised he'd be here at 9:00--there he is. Dale, as you recall, was one of our career wildlifers here in Ohio. He was with us for 20 years and capped his career in Ohio as Chief of the Division of Wildlife. He is now President of the Victor Division of Woodstream Corporation. Dale provided us leadership in Ohio through a very difficult time. I think many of you know about that--when we had the proposed constitutional amendment to ban trapping in Ohio. Dale was Chief at that time, so I would like now to present to Dale what we call the Christopher Columbus Award which is sort of like a key to the city. It's a reminder to Dale that he's always going to be welcome to come back to Ohio and visit with us even though he now lives in Pennsylvania.

The next person on the program needs no introduction because he didn't show up. I am speaking of Robert Teater, Director of the Ohio Department of Natural Resources. Bob had a military commitment--he is a General in the Ohio National Guard. Bob started working for the department back in the late 50's. He worked for several directors and left the department for a while to serve as head of the School of Natural Resources at the Ohio State University. I look upon Bob as probably the best professionally prepared person that we've ever had as Director and in my book, he is the best director we've ever had and I've had the opportunity to work for each of the directors that the department has had. I started with the department 31 years ago just prior to the time that we organized into a Department of Natural Resources.

This morning we have Bob's Deputy Director for Resource Management, Mel Rebholz, who has also been in this business for some time. He was an airplane driver back in WW eleven--as some of the youngsters call it--that World War II thing. He went from there to the parks business down in Cincinnati and was head of the Division of Parks and Recreation here in Ohio prior to the time that he became Deputy Director. At this time, I would like to present to you, Mel Rebholz, to officially welcome you to the Association's meeting.

REBHOLZ: Thank you, Carl. Welcome to the wonderful world of Ohio. We here think it's the best state in the entire nation. Fittingly, we also think our Department of Natural Resources is probably the best department in the nation and our Division of Wildlife, the best of its kind in the nation. Much of this is due in part to the

leadership of Director Teater who Carl mentioned and whom we all think is one of the greatest that's ever come along. Unfortunately, he is a two-star General in the Guard and is up in Grayling, Michigan for two weeks taking care of the troops up there and probably getting a little trout fishing in on the side.

Unlike some of your departments, we here in Ohio, have the Division of Wildlife as a part of the Department of Natural Resources rather than as a separate department. We think this has worked out very well. So much of the division's work is inter-related and correlated with other departmental programs. May I pay tribute to the division's leadership--Carl Mosley, Russ Scholl and their staff--because they have done an excellent job following in the footsteps of Dale Haney who was just up here.

Back to the department--how can you, for example, talk about fishing in the Division of Wildlife without some connection with our Division of Water? How can you talk about hunting without talking about our Division of Parks & Recreation and our Division of Forestry where there are so many hunting opportunities? How can you talk about an endangered species program without it being correlated with our Division of Natural Areas & Preserves? We find this interplay--the inter-relationships here--within one total department works out very well as I said before. There are 12 divisions in our department and seven service offices that service the various 12 divisions. I won't get into all of the 12, but I need to say they run the full gamut of the total natural resources program.

Since the birth of the department in 1949, there has been much progress made--much of it uphill against heavy odds. Certainly the future will not be any easier. Let me run down what we feel are just a few of the major accomplishments. We have probably the most comprehensive and best state park system in the country. There were over 41 million visitors to these parks last year. Much of the impetus for the development of these parks came under the leadership of Governor Rhodes during his first and second terms when there was a large bond issue which provided much in the way of needed capital improvements funds for our parks.

We have a very sound Division of Wildlife with progressive programs including the endangered species and non-game programs. I'm sure you'll be hearing more during the next few days from the division on many of their programs such as the Fish Ohio program, the resurgence of Lake Erie, the increase in bearded wild turkey populations, etc.

We have a Division of Natural Areas & Preserves and its scenic rivers program was the first in the United States. Our scenic rivers program was started in the mid-60's even prior to the federal scenic rivers program and it has served as a model for many states that have been getting into the program.

We have modern, well enforced reclamation laws here under our Division of Reclamation. We have a land-reborn program with a tax on coal which is extracted here in the state. That tax, in turn goes back to the orphan mine lands for their reclamation. The lands were so desecrated prior to the time laws governing reclamation of these areas were enacted.

We have an effective Division of Oil & Gas which was formed when the need arose about 10 years ago. Last year alone, that division issued over 7,000 drilling permits for oil and gas here in the state.

We have soil and water district offices in each county which are correlated with our Division of Soil & Water Districts in the department.

We also have a modern soil survey and land capability program as well as a rigidly enforced stream litter law which is administered by the Division of Wildlife--perhaps you will be hearing more about that later.

There is an Ohio Water Development Authority which was a pioneer in building pollution abatement facilities. Since its establishment in the mid-60's there have been over one billion dollars worth of projects passing through this authority for municipal systems alone. Officially there is about $400 million that has gone into industrial types of programs with another half a billion dollars in contracts. You can see it is a very effective kind of program.

All in all, we feel we have a unified department which really deals with all forms of natural resources management all brought together in one agency. Despite these accomplishments--which are only a few of many--there is much that remains to be done in facing the modern demands on our land, water and energy resources.

We need a number of things. We need a state growth policy with land-use priorities and guidelines. We don't think that this should be established on the federal level nor do we think it should be established on the state level, but rather on a local level to determine local land use policies--perhaps with some guidance and technical help from the state. We need a modern water management program to provide for all of the growing water needs as well as to protect the quality of our water systems. We need more emphasis on retrieving and recycling non-renewable natural resources. I have this one under needs--a statewide litter cleanup and control program--just yesterday the Governor signed into law a bill establishing a new Office of Litter Control in the Department of Natural Resources which will be fairly well funded to start doing a job here in the state. We need a long-range energy resources management program. We must continue land acquisition and development of our statewide recreation resources. We need some unique new programs for managing natural resources within urban areas for more profitable and enjoyable living. As an example, one our departmental priorities has to do with urban river development. If you have the opportunity to visit a few of our cities, you will see some of the fine work being done in this area--Dayton, Cincinnati, Toledo and right here in Columbus as a matter of fact. In so many cities the areas along our urban stretches of rivers are the worst blighted areas that we can find. Here in Ohio, we have started a program to revitalize and redevelop these urban river areas. There was an urban sediment and agricultural pollution abatement program passed recently by our Ohio General Assembly. Unfortunately, it still has not been funded and we must go for that. Finally, we need a crash program for natural resources education in Ohio.

These policies are developed from deep-rooted philosophies and past experience as well as projections of future needs of the people of Ohio. After 35 years as a professional in natural resources, I find that I'm really both preservationist and developer. As a developer, I believe that man must continue to seek knowledge and actually manipulate the environment to improve health, welfare and happiness. He must wisely manage his natural resources to support growth and progress. We cannot deliberately stop progress, else we quiet the vitality and spirit of man. We cannot discard our technology because the only alternative to that is poverty. I'm convinced that technology does not destroy our environment nearly so facetiously and thoroughly as poverty. As a preservationist, I believe that we must aggressively work to protect and preserve the beauty and diversity of our natural resources. Certainly there can be no victory in natural resource exploitation. There's no celebration in environmental degradation. The fact is that nature gives to man much more slowly than man taketh away. Our scenic rivers, wooded hills, unique natural areas and wetlands need to receive special attention in the years ahead. Winston Churchill once said, "Today we shape our dwellings and afterwards our dwellings shape us." This applies equally to natural resources. For there is no aspect of the human condition in the year 2000, 2050 or 3000 that will not be shaped by the way we manage our natural resources

today. There is no one state and indeed no one country that can do it alone but individual efforts when all coordinated and tied together will bring about the results that we are all looking for.

For example, Ohio has had an extensive management program underway in Lake Erie for many years. We were most satisfied with the success of this program as it pertains to the Ohio waters of Lake Erie. At the same time, we are fully cognizant that the cooperation and total unified goals of all states and indeed countries are prerequisite to attaining international or lakewide management. In other words, resource problems in Lake Erie such as migrant fish stocks, pesticides, mercury and siltation are common to all agencies bordering on the lake. We must work together to provide a forum for understanding the aggregate effect of such outside influences on the fisheries resources. The success we have seen in the last few years in developing international scientific recommendations such as those pertaining to yellow perch size limits and walleye quotas are certainly on the plus side. These, however, are just a few of many major steps needed to be taken in developing and implementing international management strategies.

Ohio is certainly honored to host this 47th Annual Meeting of the Association of Midwest Fish and Wildlife Agencies. We welcome you heartily and invite you to fish, to hunt and to visit some of our recreation areas which we believe are some of the finest in the country. Welcome to all of you and have a good meeting!

MOSLEY: Thank you, Mel. The next gentleman to come up here will be Russell Scholl. Russ is the Assistant Chief of the Division of Wildlife--a gentleman with a 16 year career with the division. Prior to becoming Assistant Chief, Russ was in charge of our Lake Erie fisheries management and research program. Here is Russ Scholl who will serve as moderator for the morning session.

SCHOLL: Thank you, Carl. Good morning. I've been counting and there's just about a dozen chairs right up front so some of you folks could come up and be more comfortable and also open up that doorway a little bit so Sara doesn't get run over if we all want to get out of here in a hurry. We've got a couple of announcements that we want to make sure everyone understands. First off, for all the speakers--we'd like to have a copy of your presentation. At 11:45 we're going to have some group photos taken. They'll be taken out in front--weather permitting. If we have bad weather, they'll be taken in the last room on your right going down the hall. We'd like to have everyone there. There will be a full group photo, a speaker photo and a delegates photo. Please try to be there. We're going to have a watering hour at 5:30 courtesy of the friends of Ducks Unlimited. It'll be in the same room as last night and I'm pretty sure that was 1220. There will be drawings for the door prizes after each coffee break, at the start of each morning and afternoon session and at the buffet luncheon on Wednesday. Drawings will be at the starting time listed on your program. You must be present to win. Your name tag must be worn and serves as your lunch ticket for Tuesday and Wednedsay. Your name tag is also your ticket to get on the bus to go to Scioto Downs. Are there any other announcments? Announcements and messages for the attendees will be posted at the rear of the room. Don Williams, would you please stand up. Don is that good looking fella there and is our transportation man so be sure to see him if you have any particular needs

Our first speaker is James Hanson. Jim is an attorney in private practice here in Columbus and is the general counsel for the Wildlife Legislative Fund of America and the Wildlife Conservation Fund of America. He was formerly a research attorney and assistant director of the Ohio Legislative Service Commission and chief counsel for the Ohio Department of Natural Resources. Jim hails from Fremont, Nebraska. He's going to speak to us on the topic of stabilizing jurisdiction of states in wildlife conservation.

STABILIZING JURISDICTION OF STATES IN WILDLIFE CONSERVATION

James R. Hanson
General Counsel
The Wildlife Legislative Fund of America

I once worked with a man who grew to adulthood in an east European country. We both worked for the state at the time, and in my capacity I would have occasion to interpret and explain laws to him. Over a period of time I came to the realization that he could not comprehend the Tenth Amendment to the United States Constitution. I mean he could not comprehend it. His brain refused to translate the Tenth Amendment into any understandable principle for him.

To refresh your recollection, the Tenth Amendment reads that the powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people.

I tried to explain to him that government in this country starts with the people and flows upward. The people banded into states, now 50 in number, and they have delegated certain powers to a federal government which has certain housekeeping functions like minting currency, patrolling the seas outside the three mile limit and fighting wars. But the basic law is made by the 50 states--the laws of human conduct such as those affecting crime and domestic relations, the laws of property, the laws of business.

In his mind, the word "government" produced a concept of power at the top stretching down like tree roots to suck nourishment into the upper branches.

It's getting harder to explain as the years go by. I was even thinking of going back to school to have it explained to me again.

If you haven't recognized it, this is an introduction to a review of federal law vis-a-vis state-federal jurisdiction over wildlife.

I get an eerie feeling when I've been reading the recent federal cases on this subject and I turn to the Ohio statute on state ownership of wild animals, which reads in essence that ownership and title are in the state, which holds title in trust for the benefit of all the people. We take that seriously in Ohio. The legislature takes it seriously. The courts take it seriously. With the language of the federal courts in mind, as I re-read this solid Ohio test (which incidentally is not unlike that of provisions in most other states) I hear the voice of Rod Serling: "Suddenly, you've crossed over into--the Twilight Zone!"

The U.S. Supreme Court that decided Geer v. Connecticut in 1896 would have found nothing odd about the Ohio statutes. That case is cited as a recognition of state ownership of wild animals.

The modern era in federal law on this subject is marked from the year 1920, in which the court decided Missouri v. Holland. Judge Oliver Wendell Holmes, in an opinion that one finds difficult to fault from a point of view of logic and common sense, held that the federal government could enact a law to protect migratory birds. Thus was established a base for one of the three principle sources of federal authority concerning wildlife--the treaty power. The United States and Canada had adopted a treaty for the protection of migratory birds in 1916, and the Congress followed this with the Migratory Bird Treaty Act of 1918.

There was no power to do this delegated to Congress by the Constitution. The State of Missouri argued that thus the power was reserved to the states by the Tenth Amendment. Justice Holmes held, in effect, that the federal government could lift itself by its bootstraps by use of the treaty power. "It is obvious that there may be matters of

the sharpest exigency for the national well-being that an act of Congress could not deal with but that a treaty followed by such an act could."

The concluding paragraph of Justice Holmes' opinion is not an example of nice legal reasoning. If I were to paraphrase it, I think what he is saying here is: "This is what's best for the birds."

> "Here a national interest of very nearly the first magnitude is involved. It can be protected only by national action in concert with that of another power. The subject matter is only transitorily within the State and has no permanent habitat therein. But for the treaty and the statute there soon might be no birds for any powers to deal with. We see nothing in the Constitution that compels the Government to sit by while a food supply is cut off and the protectors of our forests and our crops are destroyed. It is not sufficient to rely upon the States. The reliance is vain, and were it otherwise, the question is whether the United States is forbidden to act. We are of opinion that the treaty and statute must be upheld."

Michael J. Bean, an authority on wildlife law, puts the case in perspective in the following statement:

> "Missouri v. Holland need not have struck a crippling blow to the state ownership theory, since the treaty-making power is a discrete source of federal authority. In fact, however, the decision was a watershed in the development of wildlife law. Nearly every subsequent case in which state authority was asserted in conflict with a federal mandate has been settled in favor of the federal government."

If Missouri v. Holland is a far-off watershed, the decline in the landscape in the last four years has been precipitous.

In 1976 in Kleppe v. New Mexico the court secured a second base of federal jurisdiction by holding that the "'complete power' that Congress has over public lands necessarily includes the power to regulate and protect the wildlife living there." This case involved free-roaming horses and burros. A significant aspect of this holding was the gratuitous observation (the government had made no claim of ownership of the animals) that "it is far from clear...that Congress cannot assert a property interest in the regulated horses and burros superior to that of the State."

In another case that same year (Douglas v. Seacoast Products, Inc.) the Supreme Court in holding that the Commonwealth of Virginia could not refuse to issue licenses to certain non-resident companies to take menhaden in Virginia coastal waters took an even deeper cut at the concept of state ownership of wild animals in the following language:

> "A State does not stand in the same position as the owner of a private game preserve and it is pure fantasy to talk of 'owning' wild fish, birds, or animals. Neither the States nor the Federal Government, any more than a hopeful fisherman or hunter, has title to these creatures until they are reduced to possession by skillful capture...The 'ownership' language of cases such as those cited by appellant must be understood as no more than a 19th-century legal fiction expressing 'the importance to its people that a State have power to preserve and regulate the exploitation of an important resource'."

That case did not turn upon the treaty power or the Property Clause of the U.S. Constitution as did Missouri v. Holland and Kleppe v. New Mexico respectively, but a third base of federal authority--the power given to Congress to regulate interstate commerce. This is the broadest of the powers, limited only by the fertility of the imagination of federal judges.

In Brown v. Anderson (1962) the Supreme Court found an Alaska fishing law a burden on interstate commerce because many of the fishermen affected were from other states and they had moved in interstate commerce to get there. In a federal district court case which I will allude to later, the court found an interstate commerce aspect in the Endangered Species Act because "a national program to protect and improve the natural habitat of endangered species preserves the possibilities of interstate commerce in these species and of interstate movement of persons, such as amateur students of nature or professional scientists who come to a state to observe and study these species..."

Concerning this source of federal authority, Bean, in his chapter on "Federal Wildlife Law" in "Wildlife and America" states:

> "A third potential source for building that body of law, the power to regulate interstate commerce, remains unclear, principally as a result of Geer v. Connecticut, and has received relatively little judicial treatment."

That statement was written for a 1978 publication date. In 1979 the Supreme Court had the Geer v. Connecticut rule before it in Hughes v. Oklahoma.

The lower court in the Hughes case had held that the State of Oklahoma could constitutionally prohibit the transportation out of the state of natural minnows seined or procured from waters within the state. The state court, citing Geer v. Connecticut, had said:

> "The United States Supreme Court has held on numerous occasions that the wild animals and fish within a state's border are, so far as capable of ownership, owned by the state in its sovereign capacity for the common benefit of all its people. Because of such ownership, and in the exercise of its police power, the state may regulate and control the taking, subsequent use and property rights that may be acquired therein."

The Supreme Court reversed, stating flatly: "Geer v. Connecticut is overruled."

The Court said it had not left the states powerless to protect and conserve wild animals within their borders. But the Court found the Oklahoma situation not bottomed on considerations of conservation, but principally upon a desire to exclude citizens of another state.

This case followed by a year a case in which state-righters had allowed their hopes to rise. In Baldwin v. Montana Fish and Game Commission the Court had said it was all right for the State of Montana to charge 25 times as much for a non-resident to hunt elk as the fee it charged a resident. The case was not argued on "commerce" grounds but as a violation of the "Privileges and Immunities" and "Equal Protection" Clauses of the 14th Amendment. The court held that elk hunting is not a fundamental right of the type protected by these provisions of the Constitution, favorably quoting Geer v. Connecticut.

In the Hughes (minnows) case the following year, Chief Justice Burger and Justice Rehnquist chided the other justices for their apparent fickleness in a dissent in which they argued that although admittedly a state does not "own" the wild creatures within its borders in any conventional sense of the word, the concept expressed by the "ownership" doctrine is not obsolete.

> "This Court long has recognized that the ownership language of Geer and similar cases is simply a shorthand way of describing a State's substantial interest in preserving and regulating the exploitation of the fish and game and other natural resources within its boundaries for the benefit of its citizens."

In another use of the Commerce Clause, a federal Court of Appeals held the federal Airborne Hunting Act of 1971 not unconstitutional. In United States v. Helsley, charges against the defendants for hunting coyotes from an airplane were initially dismissed by the federal district court, which found the federal law invalid as an attempt to regulate game management, a subject it said had been "preempted" by the state.

The court of appeals said that this premise was erroneous, and even if it were correct, the Supreme Court has made it clear that the federal power over commerce cannot be so limited, saying: "When acting to promote safety in an artery of commerce, Congress may choose any means that is reasonably adapted to the end."

This discussion of the evolution of federal law and concept of state property rights in wild animals would not be complete without reference to the case of Palila v. Hawaii Dept. of Land and Natural Resources, U.S. District Court for the District of Hawaii, 1979 (which incidentally is being appealed by the State). In that case, the court found that a herd of feral sheep and goats permitted to browse on state land was destroying the habitat of the palil, a six-inch long finch-billed member of the Hawaiian Honeycreeper family. According to the facts recited in the case report, it is an endangered species, numbering 1,400 to 1,600 birds, existing only on the slopes of Mauna Kea between the elevations of 6,400 and 9,500 feet.

The Department of Land and Natural Resources asked to be allowed to reduce the herd of sheep and goats sufficiently to permit regeneration of the forest, while also enabling hunting of these animals. The Court rejected the Department's plan, saying:

> "...looking realistically at the feasibility of such a program, I conclude that defendants' intensive management proposal would be an ineffective solution to regeneration of the forest because of inevitable hunter pressure to increase the feral sheep herd as long as any sheep remain in the forest, defendants' demonstrated susceptibility to that pressure, and the destructive effect on the forest of even a small number of sheep and goats due to their tendency to browse in flocks and denude an area totally."

One of the state's arguments was the Tenth Amendment, citing the Baldwin case as supporting state sovereignty. No federal lands were involved, and the birds do not move in interstate commerce.

The court cited the treaty power as the basis for validity of the application of the Endangered Species Act to the case. The Migratory and Endangered Bird Treaty with Japan binds the parties to special protection for preservation of species in danger of extinction. The palila is listed in an attachment to the treaty. The Western Hemisphere Convention likewise binds the United States to protection of birds against extinction. The Court cited Justice Holmes' ringing declaration in the 1920 case of Missouri v. Holland, concerning protection of migratory waterfowl, that "Here a national interest of very nearly the first magnitude is involved." The district court was also able to cite the report of the House Committee on Merchant Marine and Fisheries to demonstrate that Congress has determined that protection of any endangered species anywhere is of the utmost importance to mankind.

Now Justice Holmes was content with this basis for asserting the right of the federal government to protect migratory birds. The judge of the Hawaii court did his best to bring in the other two bases for federal jurisdiction that have been discovered by the Supreme Court since 1920--the Commerce Clause and the Property Clause!

He found involvement in interstate commerce by the possibility of interstate movement of persons, such as amateur students of nature or professional scientists who come to observe and study an endangered species. The Property Clause argument appears only in a footnote, but it takes the evolution that began with Missouri v. Holland to a

new extreme. The court suggests that Congress can assert a property interest in endangered species which is superior to that of the state. Citing Kleppe v. New Mexico for the proposition that "it is far from clear" that Congress cannot assert a property interest in horses and burros on federal property, the court suggests that going beyond this, where endangered species are concerned national interests come into play and even though the subject is a non-migratory bird on state-owned land, "The importance of preserving such a national resource may be of such magnitude as to rise to the level of a federal property interest."

Why that same logic should not apply to migratory waterfowl, I cannot tell you. That is what Justice Holmes was speaking of. And if waterfowl, then why not any migratory bird, like the dove, for instance? Beyond the facts of this case, but extending the theories propounded to their logical extremes, what is left for the states?

What do we make of all this? I'm not trying to say that these courts have all been wrong. But I do find an underlying thread, from Justice Holmes onwards, of distrust of state agencies and faith in federal agencies, of first deciding what is important and finding legal theories by which power is taken from the states and given to the federal government.

I have an imaginary conversation with my East European friend, in which he tells me, "You see, you do it the same way we do. No different. When the central government wants the power, they take it."

I was asked in connection with my giving this talk to address the possibility of a constitutional amendment. Without doubt, this is a way to re-channel court decisions.

The United States Constitution permits amendment of its provisions in two ways, the "normal" one being adoption of a resolution by two-thirds of both houses of Congress. At that time Congress normally specifies that the proposed amendment be ratified by the legislatures of three-fourths of the states. Congress has the alternative to specify that it be ratified by conventions in these states, instead of by the legislatures, but generally this is not desired by the proponents of the amendment.

If the proponents cannot get Congress to act, two-thirds of the legislatures of the states can accomplish this part of the procedure by calling a convention for proposing amendment. In this case, also, ratification is required by three-fourths of the states--38 states.

Congress places a time limit on ratification, normally of seven years. This is motivated by court decisions indicating that the ratification must occur within some reasonable time after the proposal. In the case of the Equal Rights Amendment, this seven-year period expired in 1979 and Congress extended it.

If you have been reading newspapers the past few years you will no doubt have the impression that the process of amending the federal Constitution is difficult. You would be correct. Even if the 38th state ratifies, it will then be in the hands of whoever constitutes the U.S. Supreme Court at that time to decide whether the procedure produced a valid amendment.

Another difficulty in amending the U.S. Constitution should not be underestimated. That is designing the content and language of the amendment. Whatever one says in the amendment should accomplish the purpose sought without inadvertently accomplishing several other things that would be undesirable. Constitutional language contains a tremendous potential for "overkill." That has been one of the major problems for the proponents of ERA, in trying to calm fears either that Congress would enact laws beyond the currently contemplated scope of the amendment, or that the federal courts would have a new ground for judicial legislation. As different from interpretation of statutes, where courts traditionally are required to resolve doubts in favor of limited

coverage, where constitutional language is involved, courts by mandate of legal precedent assume that broad coverage was intended because this is an expression of the people, not their elected representatives.

I am not here to recommend that this avenue not be pursued. My advice would be only that those who might pursue it understand the pitfalls before spending their time and energy on such a project rather than something else that might have a better chance of success. Wildlife is not the only area in which there is strong feeling that state jurisdiction has been improperly invaded by the federal government, yet there have as yet been no amendments proposed to remedy this state of affairs. There have been 11 amendments in this century, one of which was to take back an earlier amendment, which results in a net of nine--about one per decade. The most recent one was the 26th, to allow 18 year olds to vote, proposed and adopted in 1971.

If there is to be a constitutional amendment concerning state-federal jurisdiction, I suspect it should be broader than the subject of wildlife management. The federal intrusion is not limited to wildlife; it may be that properly organized, there is a large body of highly motivated people in many walks of life who could become interested in this subject.

In the meantime, back at the ranch, I cannot top the recommendations made last year at West Yellowstone by Robert Wambach, President of the Western Association of Fish and Wildlife Agencies, whose organization has proposed that a bill be prepared for introduction in the Congress that would clarify fish and wildlife management roles and responsibilities of the states and federal government. Such a federal law could accomplish many of the purposes of a constitutional amendment. Many of the court rulings on constitutional grounds were made bacause the federal laws brought the parties to that point. Laws are flexible, and can be more detailed and communicative than a constitutional amendment.

As you know, a draft National Fish and Wildlife Policy is under discussion and was published in the Federal Register on May 2 of this year. Such a document can be useful in bringing out issues and focusing on problems. It can also be detailed and communicative. The procedure may leave something to be desired. I quote from Jack Berryman's letter of June 19 to the Director of the U.S. Fish and Wildlife Service:

> "The draft policy is offered as 'an attempt to clarify the roles played by each level of government in the process of sharing responsibilities for fish and wildlife resources'. The draft does not clarify the roles at all. Indeed, the draft is so vague and ambiguous that it intensifies confusion.
>
> "We are aware of four drafts of the State-Federal Relationships section. Significant changes have occurred between the first three drafts and the Federal Register draft. Each of the eleventh-hour changes made in the Federal Register draft downgrades and diminishes state authority and responsibility.
>
> "If the policy as drafted were adhered to, it would constitute an erosion of existing state authority and responsibility for fish and resident wildlife on federal lands."

In the legislative process, the same kind of undesirable changes may suddenly appear, but in a more institutionalized process involving one's elected representatives, which can have significant advantages.

And at this point I would note something else Mr. Wambach said at West Yellowstone that is vital to this whole discussion. He said: "It's time for the states to meet their responsibilities. It's time to develop and use our collective political muscle."

A federal law defining state-federal jurisdiction in wildlife matters is analogous

to a flood control levee. More than the design and construction of a levee is tested by a flood. It tests the history of its maintenance, and the organization, willingness and ability of the people on the scene at flood time to patrol it, to sandbag the breaks, and to build chimneys around each leak.

A federal law is a sturdier levee than a federal policy statement, but neither one is any better than the political organization and ability of the people on the scene at flood time.

State fish and wildlife agencies have a large and potentially effective constituency. The potential for friends in Congress, aware of their needs and their wishes, is immense. The whole pitch of federal programs that now appears to treat a state role in wildlife as an anachronism, the bias of federal treaties, the "big brother" attitude of federal agencies--can change in a twinkling if enough Congressmen are made aware of the importance of state wildlife programs.

I'm not here to tell anyone how to do that. But I've seen it happen and it's a marvel.

There's one step more to this formula. I've watched one state government very closely for just 20 years, and I've witnessed the increasing domination of the federal government in all aspects of the state's responsibilities. For six of those years I was employed by the state legislature. Many a program I devised so that the state could change its policies and programs to qualify for federal grants. When we weren't intimidated, we were seduced.

One of the operative effects in this process was an age-old principle of international relations--that aggression occurs usually when there is a power vacuum. Lack of assertion invites invasion by a stronger power.

State wildlife agencies can't effectively claim and retain jurisdiction without maintaining first-class programs of wildlife management--of research, of enforcement, of public relations. If they can't do this, what are they offering? To do this, they must be soundly financed.

I had the privilege of making a survey of state agencies for The Wildlife Conservation Fund of America this past year, which will be in print later this year. We were trying to get a clearer picture of strengths and weaknesses in the financing of state wildlife agencies. We found some agencies confident, but a lot of them living on the edge. This is a handicap state agencies have that federal agencies don't have.

But it can be found a strength, too. The bulk of the state wildlife agencies depend upon license and permit fees to finance their operations. (God help us if we were all dependent upon state general funds. We wouldn't even be standing here talking to each other today.)

These fees are paid by the state agency's political constituency, the people whom the federal Congressmen would bear in mind if they were fully aware that they existed and had interests and strong feelings about these interests.

If the wildlife agencies, or the license-buyers in the state, can organize and stimulate this constituency, they can get a law through Congress, and when the flood comes, it won't fail. If state wildlife agencies did not have this constituency, they could lock up and wait for the federals and the "anti's" to arrive to take over their business.

The subject that was assigned to me today was "Stabilizing Jurisdiction of States in Wildlife Conservation." I suspect I was asked because I am a lawyer--the problem is most evident in the federal court cases, and the most evident solution to these problems lies in changing the law. But my view is that the solution lies largely

outside my area of expertise, and it's not even scientific. It's based on my experience in Ohio. You, the state agencies, are not helpless. The license-buying sportsman is not helpless. That is unless we, ourselves, decide that we are.

SCHOLL: Thank you, Jim. Our next speaker is James Glass. Jim is currently President and Chief Executive Officer of the Wildlife Conservation Fund of America and the Wildlife Legislative Fund of America. Jim has twenty-some years with Rockwell-International here in Columbus. He's a past director of the National Wildlife Federation. He's one of the main founders of the Wildlife Legislative Fund of Ohio and Chairman of the Board. Jim served a few years ago on what was called the Governor's Lake Erie Task Force. I was also a participant on the task force and I thought Jim was one of the key people that made it work and made us win with a piece of legislation that was drafted between February and September--an almost impossible task. He's very interested in and dedicated to wildlife here in Ohio and across the United States. I think he's an excellent person to speak on the subject of how to win.

HOW TO WIN

James H. Glass
President
Wildlife Legislative Fund of America

After listening to Jim Hanson and the problems that he brought up just now, I am going to get into how to win in view of the obstacles that are put in our way everyday as we're faced with these issues--on the local, state and federal levels.

There are so many people who are able to get their points across in very unusual ways--whether it be through the courts, the legislative process, the media or wherever. That reminds me of a story. I was over in Indiana and a fella told about how you can accomplish your objectives by not really referring to or saying what's on your mind. I think this happens almost every day that we're in business to accomplish our objectives. It's about a little boy from down around Brown County, Indiana. His name was Ernest. Ernest was one of those ornery little kids that we all know and that some of us have at home. He was very outspoken and his mother became very concerned about Ernest's future--whether or not he was going to survive as he became older. One day he came home from school and his mother said, "Ernest, we're going next door to see the Brown's new baby. This child, as many children around the world, was born with a birth defect. It doesn't have any ears. Now if you mention the word 'ear' in front of Mrs. Brown and her family, you're coming to the end of the rope. I've had it with you." Ernest said, "Oh, Mom, I wouldn't do that." So they went next door to the Brown's and Ernest was looking down at the crib at this fine little baby and said, "Gee, Mom, he has a cute chin, doesn't he? Isn't that a cute little dimple in his chin?" And his mother said, "Yes, Ernest, it certainly is." And he looks up and says, "My what a cute little pug nose he has. Isn't that a cute little nose?" And his mother says, "Yes, Ernest, it certainly is." Ernest turns to Mrs. Brown and says, "Mrs. Brown, how's his eyesight?" And everybody stops and she says, "Well fine, Ernest, as far as we know. Why?" He said, "Well he sure can't wear glasses, can he?" So the point was made in a very subtle way that the little boy had a problem.

Well, you and I have a problem, and the problem is how to win. There's nothing new, I guess, under the sun in politics or in winning. But there are a few observations I'd like to share with you today about how we might collectively achieve that objective. I personally feel that the two main ingredients in the battles that you

and I are faced with everyday are leadership and professionalism. I'd like to, if I might just for a moment, discuss these two issues with you and how they relate to what we're trying to accomplish.

First, I'd like to talk a little about the Wildlife Legislative Fund of America and its companion organization, the Wildlife Conservation Fund of America. As a result of my personal experience, and several of the people in this room, we were faced here in Ohio with a problem starting back in the early 1970's with what we referred to then, and most of us still refer to as the "anti" movement--those people who are opposed to the consumptive use of our wildlife resources.

It became apparent, as Jim Hanson mentioned in his remarks, that there was a void that existed in this state. That same void, in our experience, now exists in almost all states across the country. So we formed an organization called the Wildlife Legislative Fund to fill that void. Its purpose was to represent the sportsmen in the legislative halls and in the courts--period. It did not get involved in other environmental and conservation issues. Its single purpose was to look after the sportsmen's interest--his historic right to hunt, fish and trap.

It may not be a legal right--in fact I guess it's not. The consumptive use of wildlife is a privilege and for that privilege, the sportsman pays a special fee. It's not a tax, it's a fee. And we refer to that as a hunting, fishing or trapping license. We had some success with that concept in this state. We felt it was because of the two ingredients--leadership and professionalism. We have tried to carry that concept on to a national organization and, we feel, with a great deal of success.

We have with us today in the audience, Jim Hanson, who is our General Counsel. We also have two other people in the room who I think help to complete that thing we have which we call professionalism and I'd like to introduce them right now. Jim Goodrich, who is the Senior Vice President of our organization. I think a lot of you have met Jim before. The other is Tom Reed, who is our Director of State Support. We stole Tom from the Farm Bureau Federation. Tom will be talking with some of you here--maybe he already has. Hopefully, you'll be seeing a lot more of him as he goes throughout the nation working with and trying to help you in your areas with problems as they crop up.

The Wildlife Legislative Fund is our lobbying arm and our political action arm. The Wildlife Conservation Fund of America is our legal defense, education and research arm. The reason for two organizations is for tax purposes primarily. Both of them are non-profit and do not pay taxes. But the Legislative Fund, because we get involved in politics and in elections and lobbying, is not tax deductible to the donor. The Conservation Fund, which is the legal research and education arm does, in fact, qualify for full tax deductibility on behalf of the donor. It's very important that we keep these two organizations separate. But we also went right out front to the IRS and we have the same board, the same staff and we filed our papers at the same time so there is no misunderstanding of what we're all about.

We have a very prominent board. A lot of them are people you know and respect, who share our concerns about the future of wildlife and the future of sportsmen, hunting, trapping and fishing as we and our forefathers have enjoyed it. Ray Arnett from Stockton, California--many of you know--was former Director of Fish and Game in the State of California. Joe Hudson from South Carolina, a former commissioner in that state. Dale Haney, in the back of the room, whom you all know. General Joe Foss, former Governor of South Dakota, who initiated the "American Sportsman" program. Abe Feinglass, International Vice President, AFL-CIO of Chicago. We have three members of our board who are past presidents of Ducks Unlimited--Herman Taylor, Lee Howley and Pres Williams, who is immediate past president. These people all bring to

us expertise in various areas. David Meltzer of Evans Furs, which is the world's largest fur retailer outlet chain. Toddie Wynne from Dallas, Texas. Toddie's been very active in sportsmen's groups and organizations on the national level. He's an active sportsmen but he is in the real estate development business and oil--The American Oil Company. We have another new person on our board, Louise Ireland Humphrey. She is the current President of the National Metropolitan Opera Society. It's always unusual when we talk about someone who is involved in the arts on both the federal and state levels. She's on the Arts Council in New York and the Arts Council in Washington, D. C. When she gets up and starts talking about wildlife and about hunting, trapping and fishing, it's very interesting to see the response she receives from the audience and her peer group. It's also interesting to see the pressure she gets from her peer group. But I think it is indicative of the commitment that a great many people have made in this country--that they're willing to spend their time and their money and their resources in helping to combat this total movement that seems to engulf us wherever we go.

I'd like to spend just a few moments if I may in the time I have allotted in addressing these two issues and the three elements that we think from our perspective in the leadership and the professionalism role that are going to make it work and why it has worked in certain areas that we've been involved. Number one--we feel that we need strong sportsmen's organizations on the national, state and local level. We do not feel that it is our role to create organizations on an ongoing basis, but merely to work with the organizations that exist. You people are more aware than anybody about the sheer numbers of organized sportsmen there are throughout this country. Those are the people that Jim Hanson, I believe, was alluding to when he talked about if we can get that force mobilized. If we can use their political clout, we can have tremendous influence on both the state and federal legislative bodies. Maybe not so much on the courts, but through the legislative process as Jim indicated, there can be influence on the courts.

The second element is to bring in the natural allies and those people who would be adversely affected by the movement. Oftentimes, we tend to overlook the people who would be adversely affected--agricultural interests, labor, public health officials--the whole spectrum. We tend to work in a vacuum and that's why we feel very strongly that we have to go outside and bring in the other natural allies. Frequently they are not aware that they are adversely affected. It's our job to show them and tell them how they are affected.

The third and probably one of the most important elements of this whole thing, is the strong state agencies. Agencies that, with the limits they have within their various states--stand up to the maximum they can on these issues. They get themselves involved in the issues; take a leadership role in helping to bring together the strong coalition of your natural constituency--the sportsmen and the other people who are adversely affected.

If we're going to win in the "anti" movement and the animal rights movement--and that's what it has evolved to because it is now a movement of giving animals rights equal to human beings--we have to quit talking about the animals and talk about people. Well, that may seem very strange, but you see the raccoon and the fox don't vote, neither does the mourning dove. They don't lobby. People do that. If we can convince the people that they are adversely affected by uncontrolled, unmanaged wildlife populations, we win every time. It's just like in raising money--people give money to people, not to causes. And if we can demonstrate how it's in the people's best interest, we win every time. Obviously we always keep in the back of our minds what's in the animal's best interest. But that is your job as wildlife managers--to manage those wildlife resources in their best interest. For you to be able to do that, we have to convince the people that what you're doing is in the animal's best interest. That's where the whole conflict is and what it all boils down to.

This year alone there were 25 states that had bills introduced (in excess of 50 bills in those 25 states) that would adversely affect your role of managing the wildlife resources. Yes, most of them or a high percentage of them were anti-trapping measures, but not all of them were. On the federal level, we're faced with the same thing--a multitude of bills that have been introduced that would in some way restrict your ability to manage the wildlife resources. We're also faced with the same thing on the international scene, as you're all aware.

There was only one bill, if I recall correctly, that gave a new opportunity to the field of sports and that was in the State of Minnesota. This was a bill authorizing dove hunting, but it did not pass. Most of the bills that have been introduced that I've been involved with have been prohibitive bills to stop the use or the consumptive use of devices. Therefore, we have to take a look at what the future holds and what's going to happen and what role we can all play in that.

The issues are growing by leaps and bounds. This void that Jim Hanson talked about--somebody's going to fill. It is not filled yet. We are afraid--there are a great many of us who are afraid anyway--that it's going to be filled by the preservationists and the "anti's." I don't like to use the name "preservationist" in combination with "anti" because I, too, am a preservationist as you all are in certain aspects. But it's going to be filled by the "anti's" if we don't react and react pretty fast.

There are two issues on the ballot this year where the voters of two states--Oregon and South Dakota--are going to have the opportunity to make a determination at the polls. In Oregon, they will vote on whether or not animals can be trapped. In South Dakota, the issue is whether or not mourning doves can be hunted in that state. The current laws permit both these activities--but the people are going to decide this fall whether or not we can trap in Oregon or hunt dove in South Dakota.

Let's take a look at those two states for just a moment. In Oregon, as it happens in a great many places, the people who propose or draft particular legislation or ballot language say that they're only interested in the leghold trap--that's all they're after. But when you read and analyze what the effect will be and what they have actually done, they've ended up banning all trapping in that state the same way they tried in Ohio, the same way as a great many of the bills that have been introduced throughout the nation. We still don't know whether it's the result of amateurs or non-professionals making legal mistakes or whether it is a very carefully orchestrated plan. I don't know the answer to that. Jim Hanson says there appears to be a lot of incompetency. No, he doesn't feel that way because there are no incompetent attorneys. But let's put it this way--there are a lot of attorneys that are doing something for free and they're getting what they're paying for and that's nothing--in the areas of drafting legislation and ballot language.

In Oregon, we have put together a committee which is trying to help, offering services of sportsmen, agricultural interests, timber interests, wildlife managers and the whole spectrum. It is chaired by Ab Rice, who is from the Wool Growers Association. Agricultural interests feel very strongly in Oregon that they are going to be adversely affected if this issue passes. There is a great amount of conflict between the coyote and the sheep and, when that happens, the coyote normally wins. You can just about put your money on him--that he's going to win. Agricultural interests are very concerned about this ballot issue as is labor--there are a lot of jobs at stake. People all across the country are concerned about Oregon. The fur industry is concerned. Forest products people are concerned. Timber interests and public health officials are concerned. Wildlife managers all across the country are concerned. In a trapping issue such as Oregon, I'd like to bring something to your attention which is probably not going to come as a shock to the "anti's" because they're realizing it and I don't think it will come as a shock to you either. My point is that it is easier to substantiate trapping in people's minds than it is

hunting because almost everyone is adversely affected by trapping bans. Uncontrolled furbearer populations adversely affect almost all of us. We tend to think of the raccoon and the fox--we don't think of the rat and the mouse. We don't think of the disease that is spread from wild animals to domestic animals to man. When you make people aware of this--right away, they can start to relate how they are going to be adversely affected. It's easier to raise money on trapping issues than it is on hunting issues. Primarily because there are so many special interests that are adversely affected.

Now we come to the hunting issue in South Dakota. Here we have an issue that deals with hunting the mourning dove, the most prolific game bird in North America. There are 20 million of them bred every year in South Dakota according to their state agency. The sportsmen finally got a law enacted which permitted them to hunt mourning dove, and the Governor signed it and it became law. Immediately, petitions were circulated to stop mourning dove hunting in South Dakota. They were filed and, in fact, it did stop. Under South Dakota law, after a bill is enacted, you have a short timeframe when, if you get sufficient signatures, you can put the issue on the ballot and the law does not become effective until after the people vote. That happened last year in 1979--there was no season in 1979. There is none in 1980 because the next general election is not until this November which is after the dove season.

In South Dakota we have all the biological facts. We have a state agency that is very strong and working in that area. We have a really outstanding committee in that state chaired by General Joe Foss, former Governor of South Dakota. We have Tom Klinkel, a brillant young attorney who is actually running the campaign. The sportsmen are motivated. Yes, they have difficulty in raising money and I don't know why. It appears that sportsmen still just don't recognize the threat--or they do, but are not willing or capable of putting up the money necessary. You only have 600,000 people in that state and you're looking at a budget of about $300,000 to win the election. It's been cut some but that's a lot of money to be raised from a total population of about 600,000. But that's what it's going to take to win.

What we offer in these areas is that we will go in, if asked, to help identify leadership and help to give them some professionalism. We will help develop campaign plans for them--the nuts and bolts that have to be done. You back up from election days--you back clear up to today's date--something has to happen during this timeframe. The only date that doesn't change is the election. So we develop campaign plans. We try to help them identify sources of money--both from within the state and outside the state. We also grant some seed monies to help them get started. The most important monies you get are oftentimes the front monies you get--the seed money. This same philosophy goes on whether it be on a ballot issue, a court issue or a legislative issue. We try to identify leadership and we try to offer some professionalism to help them win. That's the bottom line--we want to win. Close only counts in horseshoes and hand granades and all these old stories we like to tell are like kissing your mother--you know that's true. Our objective is to win. You have to win because the stakes are so great.

We're talking about man's historic relationship to animals. Most of us as well as the press picked up on the story about Sido in California. You all recall about Sido--there was a lady who died and her will stated that her dog should be destroyed. This happened within the last six to eight weeks. Well, the local Humane Society decided that Sido ought to live and they went to court. The California legislative body enacted a law immediately sparing Sido and he now lives. All of us were in favor of Sido living--I was and I'm sure you all were too.

We're talking about a principle here. Does Sido have the right to live? Do sheep, cows or chickens have legal rights? How do you eat something that has a legal right to live? The answer is--you don't. How do you control them? The answer is--you

don't. So that's what we're faced with--that's the bottom line. That's what it's all coming to--the legal rights of animals. Courts are deciding these issues everyday. They may not be addressing it per se, but the end result is that courts are now addressing the legal rights. It happened in California. The California legislative body passed a resolution establishing the principle of legal rights. Sure, it didn't have any force in law because resolutions never do. It's merely establishing a principle so that the state legislators, when they enact future laws, will take that resolution into consideration. But how do courts look at legislative intent? Resolutions are one of the ways that they do that. What was the state legislative body's intent? When you have a resolution that clearly says that their intention is to establish the principle of animals' rights--you've got a problem and we have to face up to that problem.

How can you, as state agency directors, help in this battle? What can you do? Well, your resources (not monetary), your expertise, your constituency and your clout are almost unlimited. The efforts you can make are almost unlimited. The issue is to funnel these resources that you have into a cohesive force that can win. You can help identify leadership within your states. You can help to build and maintain strong sportsmen's organizations. Now I know there's a problem sometimes when you have strong organizations. I recognize the problems that are inherent in that and the pressures that you're going to get from them. But what are the alternatives? What choice do you really have? Without them, you cannot win. You have to have the strong constituency base. You can help identify other natural allies and other special interests that are going to be adversely affected. What's in store for them if these issues pass? And, of course, last but not least--you can offer your professionalism. You are the experts on wildlife.

Mary Tyler Moore may be a super actress but she's not the world's foremost biologist or the world's foremost wildlife expert--nevertheless, she gets the press coverage. How can you influence the press? The press has heard only one side of the story and the reason why is because only one side of the story has ever been told--so that's all they print.

We've just recently set up a visitation program which includes someone from the International Association and one of our board members--somebody like Mrs. Humphrey. We met with the editors of the editorial boards of the major newspapers on the east coast--New York Times, Philadelphia Enquirer, Washington Post and Baltimore Sun. We met with the editors (not the sportswriters) and talked to them about how people are adversely affected by this movement. Jim Goodrich called me after one of these meetings and made the observation--and it happens in all cases--you're only given 10 or 15 minutes to meet with these people and once you start talking in a rational manner with the facts, invariably you end up staying after you should be leaving to make your next appointment. Jim said that at the conclusion of their meeting, the Editor of the Philadelphia Enquirer told him, "You know I always felt there had to be another side to this story, but it's the first time I've heard it." That says a lot for our working relationship with the media, doesn't it? We stand back and tend to hound them and cuss them and say that they're always on the other side--but that's all they've ever heard.

There are 12 major daily newspapers in Ohio. During Issue 2, 11 of the 12 editorially urged their readers to vote "no" on an attempt to ban trapping. Now all of them did not do it because they believed trapping is wonderful or because it is needed--in fact, there were about 11 different reasons why. All those newspapers found one specific issue they were able to hang their hat on--whether it was from the poor government standpoint, public health, etc.

Louise Humphrey and I went in to meet with the New York Times and we were given the standard pitch about a 15 minute appointment. We started talking about the ramifications of animals' rights and what these organizations are saying they're going to do. Not what we say they are trying to accomplish, but what they say they are trying to accomplish. We showed them samples of their literature and they started to get interested. As it turned out, we were there 45 minutes and then we had to leave to make another appointment.

What we are attempting to do is to have the "boss" at least be aware. I know we have freedom of the press, but the guy that signs the paychecks has some influence on what goes into the newspaper. This is an area where I think we have all been remiss. We have not done our homework or our job of meeting with the media and talking about people and how they're affected as well as the animals.

Lastly, I think that where you must become involved is in a political arena within your states and on the federal level. The International Association is obviously very much involved on the political scene in Washington. We are, too. We have an office in Washington. There are a great many organizations involved on the federal level, but a lot of the battles are being fought and won on the state level. There are not many organizations willing, as we are, to go into the states and stand up and be counted and bring with them money and professionalism. That's our purpose in life. We need your help if we're going to be able to help you to the limits that you're permitted to get involved in the political arena. These are non-partisan issues and with the maximum extent that you can offer leadership, professionalism and help--we can win. Without your support, I don't hold much future for the sportsmen's role in this. Without the sportsmen's help, wildlife management--as you and I know it--will not long endure either. Thank you very much.

SCHOLL: Thank you, Jim. We will break for coffee and reconvene in 15 minutes.

(Coffee Break)

SCHOLL: Our next speaker is Dr. John S. Gottschalk. He currently serves as Counsel for the International Association of Fish and Wildlife Agencies. John began his career in Indiana a few years ago--1930 to be exact. During his years of service, he was the Director of the Bureau of Sport Fisheries and Wildlife of the Department of the Interior. He was also a Regional Director of the Bureau's northeast region in Boston. He was the Assistant Director of the National Marine Fisheries Service. His accomplishments are too numerous to mention but they include his efforts toward improving the habitat and the national wildlife refuge program and the increased attention to research and education. Way back when he was in Indiana, and as Carl said earlier during WW eleven as some of the younger generation refers to it, he was a bacteriologist and he was instrumental in helping produce penicillin. He's received numerous awards, a few of which are the Interior Department's Distinguished Service Medal in 1971. He was the first member of the U.S. Fish and Wildlife Service to be given the Conservation Award of the American Motors Corporation. He received the National Wildlife Federation's Special Conservation Award in 1974. I could go on and on. He is the past president of the American Fisheries Society and former vice president of the Wildlife Society. Above all, he's a gentleman, a fine person to know and to work with in our field and I'm honored to introduce, John Gottschalk.

DINGELL-JOHNSON EXPANSION LEGISLATION - A STATUS REPORT FROM WASHINGTON

Dr. John S. Gottschalk
Counsel
International Association of Fish and Wildlife Agencies

It is a pleasure to meet with the Midwest again. I am a native Hoosier and it's always good to get back to the Midwest.

When I think about antecedents, I'm reminded of a time when I was still working in the Northeast. I went to New Jersey to a big meeting to raise a little money to help preserve some wetland and prevent a jet port from coming into that area. There was a large banquet and there must have been 300 or 400 people who had paid $25 a plate. I was to be the featured speaker. The gentleman who was to introduce me was a local man who talked a little bit about my involvement in this Great Swamp Refuge Project and then said, "Now as to background, John was born in Indiana and was educated in Indiana. To those of us in North Jersey that doesn't really mean very much. As far as we're concerned, Indiana has always been just an unsuccessful Ohio!" I had a prepared speech so I wasn't left totally wordless.

As you know from the program, I'm here to talk mainly about the Dingell-Johnson Expansion Bill from a national viewpoint. Bill Montanari, sitting on my right here, is going to be talking about what is happening in respect to the Dingell-Johnson Expansion Bill from the standpoint of the work that's being done locally here in Ohio.

Before we get into that, there are some general comments that I would like to make extraneous in terms of the main threads of my remarks, but I was caught by Mr. Hanson's story about trying to explain the U. S. system of a federation of sovereign states to a citizen of an East European country. You don't really have to be an East European to be puzzled trying to understand our system.

This morning I thought it might be a good idea to stop for a moment and develop a perspective of how fish and wildlife relates to other interests in the Congress of the United States. Jim Hanson's commentary on the court cases that have led to the general policy with respect to fish and wildlife is a good springboard. I've found it's frequently very useful to stop and try to take a good hard look at just where you really are on a particular project or a particular issue. It's a means of getting a better perspective on your own relationship to whatever your objectives are. I never forgot--and I still have this in the back of my mind--how well an experienced professor once put the Fish and Wildlife Service in perspective. He had spent some 25 years on the hill as a congressional aide. He went through the whole process of how bills are developed and drafted and cleared and so on. Then he came to the end and summarized by saying, "Now all of you are interested in fish and wildlife, but you might just as well realize that your interests are not anywhere near the primary concerns of the U.S. Congress. Those concerns are something and somewhere else. As a matter of fact, you might just as well accept the fact that your affairs are handled by the least significant subcommittee of the least important committee in the House of Representatives. The people who are on that committee are mainly the ones that the leadership figured couldn't do an effective job any place else."

That was being put in your place. Of course, there are exceptions. One, there may be a subcommittee chairman who feels that being a subcommittee chairman will give him an opportunity to ascend to a higher place in the peck order of the congressional establishment at some later date. If you want a recent example of that, it would be Mr. Leggett who was the Chairman of the House Subcommittee on Fisheries and Wildlife Conservation and Environment just before the incumbent. The second category would be an individual in whose district fishing and hunting and wildlife matters are of very great concern. Such a person is John Breaux who comes from the 2nd district of Louisiana. His predecessor as Congressman was Edwin Edwards who was until recently

the Governor of the State of Louisiana. When he was the Congressman from that district, he called me over one day and said, "Mr. Gottschalk, I want you to know that I come from a rice growing area and we have a lot of oil and we have some timber and agriculture is important just generally. But the most important thing in my district is duck hunting and I want to get acquainted with the man who tells the Secretary of the Interior what the duck regulations are going to be." That gives you the idea. John Breaux is in his position because his constituency is very much interested in fish and wildlife. The third category would be someone who has a deep personal interest of his own in fish and wildlife which doesn't conflict in any way, perhaps even dovetails, with the interests of his constituency. Such a person is John Dingell. John is an avid outdoorsman. His constituency in Detroit is not going to be concerned, in general, about habitat preservation and so on and so forth. They're interested in jobs at General Motors. So it's been very easy, or was easy, for John to take a very active part in fish and wildlife affairs.

Then we look at fish and wildlife from the standpoint of the public perception and I think of another example that occurred when I was still in Boston. We were trying to assure the preservation of the Sudbury Marshes. A broadly based group of people were supporting this effort to save three or four thousand acres of river marshes along the Sudbury and Concord Rivers. Everybody seemed to think it was a good idea. We had problems because the first thing that had to be done was to get a law through to give permission for federal acquisition. It was going to take a pretty unanimous display of public support to get that bill through. Well, we had everybody pretty well convinced except there was one sportsman's club out along the river that didn't want to sell their piece of marsh. That five acres was their door to several hundred acres. I went out one evening and with great confidence explained why this was a great idea. It was going to perpetuate those marshes for the benefit of fish and wildlife. There would be public hunting and there would be fishing in the river. It was a good idea from the standpoint of flood control because it acted as the damper on flood peaks. It would recharge the ground water. All these were positive advantages and I lectured and explained the project at some length. When it was over with I said, confident that they understood it, "Are there any questions?" There was a moment's hesitation and finally a hand came up and I said, "Yes, sir?" A man stood up and said, "I'd just like to know how the hell you stop this project?" They had a difference of perception!

Well, there are these two sides to this problem of dealing with legislative problems--the perceptions which the Congress has and the perceptions of the public. Right now, of course, the U. S. Congress is preoccupied with the general election coming up in November. Not only do all of the Congressmen themselves have to be re-elected, but about 20 of the Senators are also thinking about exactly the same thing. Then, of course, all the rest of the country is thinking about the upcoming presidential election.

The next thing Congress is concerned with is the economy. As we all know, people generally think with their bellies first and with their pocketbooks second. The economy is in a general and critical downturn right across the board and all the economic indicators look bad--production is down, inventories are down, sales are down and unemployment is up. Coupled with this is a kind of perceived apprehension that even though they can't do all that much about it, their constituents are going to hold them to blame for whatever happens. The Congressmen are very much concerned about the state of the economy.

They're also concerned about the U.S. image in international affairs. They feel that the public, in the past, has had a pride in the place of leadership which the United States has enjoyed for the last half century or more. Suddenly they see the frustrations of Iran and Afghanistan and the great aura of complacency, you might

say, that more or less followed the Camp David Accord between Egypt and Israel seemingly going sour. So that, in general, they see the U.S. prestige down and this has them very much concerned. What can they do about it? Because again, they're the responsible people.

Then when it comes to energy and resources in general, they'd like to be able to retain the illusion that by some miracle we will be able to utilize resources as we have in the past even though they know that through our consumptive economy, those resources are going to disappear and that ultimately what we've got to be thinking about as a basic consideration in this whole great big complicated--shall we say--picture of existence, is how to get at the population problem. And there doesn't seem to be any very easy way unless we would be willing to give up a lot of the cherished freedoms that we have enjoyed in the past. We are tied into a growth syndrome that is fundamentally based on more people using more goods all the time. Anything like control of either the population or our rate of consumption will affect two things--our bellies and our pocketbooks--and the public isn't going to like that. The Congressmen are aware of all of these things.

Unfortunately, there's very little that anybody can do practically about the population problem. As a matter of fact, it would seem just from looking at the way people who are opposed to abortions are reacting that many more people are becoming convinced that we should do nothing about the population problem rather than doing something concretely and overtly to try to stem an unrestrained population growth. But those of us who are biologists and who have either read or studied directly how certain animals behave under these circumstances, might take a look at what is happening and come to the conclusion that there's some kind of population control already being exerted. There are several facets that we might consider.

Witness the fact that societies around the world, not just us, are now talking openly about the problems of an increased human population. This hadn't happened just a few years ago.

A second facet is a tendency today to treat the whole reproductive process as a sort of casual form of entertainment rather than as a solemn, perhaps moral, obligation. We formerly had to try to keep the species at the highest possible population levels for we had no control over the death rate and the chances of a child living to the point where it could reproduce were on the order of one in thousands.

Witness also an increase in what, I suppose I would say for my generation and certainly my folks would have said, is an increase in the moral laxity with which people look at how they behave today. Heterosexual "living-in" has come to be considered not only acceptable in most places but is almost a standard. It's just happening and we're accepting it and I suspect that there are people in this room that are having to live with that kind of a problem.

Another phenomenon that might be considered as evidence of a change that is having an impact in human birth rates is the common public acceptance of forth-right homosexuality. There was a day that I can remember when a homosexual was frowned upon. Now, God help us--if you want to say it that way--they're arguing at the Republican convention as to how strong a gay rights' plank they're going to have in the Republican platform. You know, 25 years ago the subject wouldn't have even been discussed. Anybody would have been embarrassed and red-faced at the podium if the idea had been talked about. What it really means is that boys that like boys and girls that like girls no longer have to have a heterosexual relationship which might produce children. Boys are living with boys and girls with girls--and children are not a part of the whole idea.

Then the last thing I think we have to bear witness to is that there is a flat rejection in many young families today of the idea of bearing children. The threats that they see in the world, all the way from the nuclear holocaust and possibilities of war, the

problems of existence in an ever more crowded planet, are such that they force a lot of young potential parents to decide that life is too complicated for them and it's better not to add the additional burden of parenthood.

Well, with all those cosmic concerns, who would expect the U.S. Congress to be too concerned with fish and wildlife. Perhaps we all should, and do, because it's a human reaction that in the fact of tremendous problems that you can't do very much about, you go ahead and do the job that you're assigned to do. That's exactly the way the United States Congress has to work.

That, finally, brings us down to the D-J Expansion Bill. We are pleased that we had a good hearing before Mr. Breaux in the House. The states were there, well represented. We had an opportunity, because of his patient handling of the hearing, to put some excellent testimony into the record and to do it effectively by talking to the chairman himself. Mr. Breaux has not committed himself to ramrod this bill through the House, knowing that he has split jurisdiction. The Ways and Means Committee also has to approve this bill. And before he goes too far in the direction of making an iron-clad commitment, Mr. Breaux is going to be sure that Mr. Ullman's Committee on Ways and Means first gives the bill their blessing. We have a straightforward commitment from Mr. Ullman that as soon as we're prepared to do so he will schedule hearings. Up to the present time we haven't done so because we can best do the job of handling that hearing in a constructive way if somebody from Mr. Rostenkowski's district can come to him as the subcommittee chairman and tell him how important that bill is. It may be hard to find the person but we think there ought to be a steelhead fisherman or somebody in that part of the Chicago area who can help us out.

On the Senate side we ran afoul, if I may say so, of the sort of old-club atmosphere that sometimes prevails at Senate hearings. The chairman is deeply committed--this is Jennings Randolph of West Virginia--to seeing the D-J Bill expanded. He doesn't have any boat manufacturers in his state and he has a lot of fishermen and he would like to see more money coming to the State of West Virginia to upgrade West Virginia's fisheries conservation activities. He knows the Dingell-Johnson program in general has been popular and he would like to see more of the same. However some of our key witnesses had to try to present their testimony in just a few minutes. Nevertheless, again, we got the printed testimony on the record and we do have a commitment from the Senator that he will be ready at the opening of the next session of Congress to reintroduce the bill, schedule new hearings and give the bill a good big push in the new Congress.

That's about where we come out, with a strategy that involves first, the Ways and Means hearing yet in this Congress; the second point is that there is no real expectation that we'll get the bill through in this Congress. The third point is to have both bills reintroduced; one in the House and one in the Senate within a month of the time that Congress reorganizes. We have to know who the members of all three committees are going to be--Ways and Means in the House, Merchant Marine and Fisheries in the House and Public Works and Environment in the Senate--before we can effectively lay out our long-range strategy. So, we'll get those bills reintroduced shortly after the session begins. In the meantime, the Steering Committee will be actively reorganizing and hopefully restimulating the state committees and the coordinators to get them geared up to promote more letters from the field. This is a job which you people are going to have to help with too because you're going to have to provide information to the state coordinators to assist them in developing the line that is going to be needed to be taken to put across this program. Next, the Steering Committee is going to be working within itself and with some of you people and some outdoor writers to develop a series of articles for the press and for the national magazines, which hopefully will begin to draw the attention of more of our supporters around over the country to both the substance and the strategy that's going to have to be employed to get the bill through. This is all

going to be done with the objective of trying to promote on the order of 20,000 letters in the Congress between about the first of March and about the first of July of next year. If we were to get 20,000 letters, and frankly, that's going to take quite a bit of doing to get that many--it isn't going to be all that easy. But if we even just got 2,000 letters piling in on the Senate and the House, I think we can see this bill move through.

In general, we have to recognize that with all these other concerns that I mentioned earlier, that the Congress is not going to be disposed just to adopt this measure on a pro forma basis. In the first place, they are dealing with inflation, the general status of the economy, and with the outright hostility of the boating industry. They're going to have to be persuaded that their constituency really wants to see this bill enacted. That's what these letters are going to have to do--to make that case very strongly. They have to be shown that even though we can't necessarily show a general crisis in sport fishing opportunities across the country, that nevertheless, this bill is critical. It is affecting the interest of their constituents. It will be a positive force for improved fishery conservation and development and, therefore, something that they need to get behind. They can't be allowed to get the impression that all this bill really amounts to is a means to give you fish bureaucrats just a little more money to play around with, if you see what I mean. They have to have some comprehension of an urgent need in these times when, as our keynote speaker pointed out this morning, there are more and more demands on our water resources. We must do a better job of managing those resources in totality to provide not only for the economic uses of those waters but also for the recreational uses. That means more efficient, more sophisticated, more quantitative fishery management activities to benefit the fishermen of the country. I think we can make that case.

A lot of it is going to depend on you people from the state fish and game departments, but I believe we can do it. We may not get it done immediately. Remember that the Dingell-Johnson Bill--which started out as the Buck bill--was first introduced in 1939, just a year after the Pittman-Robertson Bill was passed. Of course, there was a world war in between, but these things don't necessarily come easily or fast. But I think we can do it if we're patient, lay the groundwork thoroughly and get out and shake the bushes for those letters. In the long run that display of constituency concern, interest, support and enthusiasm is what is going to make the difference for the Dingell-Johnson Expansion Bill. Thank you.

SCHOLL: We've just had an excellent perspective from Washington concerning the D-J Expansion and now we'd like to have our next speaker, Bill Montanari, tell you about Ohio's approach. Bill serves as Chairman of the D-J Expansion Committee here in Ohio, is current President of the Ohio Bass Chapter Federation and he's also serving on the Advisory Council of the National Bass Research Foundation.

DINGELL-JOHNSON EXPANSION - OHIO'S APPROACH

William R. Montanari
Chairman
D-J Expansion Committee, Ohio Chapter

What has the D-J Bill meant to Ohio since 1952 when it was first adopted? It certainly has provided a lot of money for fishing here in Ohio and we are very grateful. Without the fund, there is no telling where our fishing would be now. We have received over $7 million in D-J funds from 1952 through 1979, and that's a lot of money! Ohio is consistently one of the top 10 states in the amount of D-J funds received. This is because Ohio ranks seventh among the states in the number of licensed fishermen, even though it is only 35th in size.

Ohio's population is nearly 11 million people, with over 920,000 licensed anglers. Ohio has 124,000 acres of inland waters. This fact means that Ohio has more fishermen per acre than any other state.

Precise figures are not available on what proportion of the Division of Wildlife fish management program has been financed with D-J funds since 1952. However, it can be said that D-J funds have supported most of the research, land acquisition and lake development during this time, as well as many of the fisherman access facilities constructed during these years. In recent years most of the fisheries surveys on Lake Erie and inland lakes have been supported with D-J funds. In terms of the D-J funds, major expenditures in Ohio have been for fisheries research and surveys (45%), development of lakes and fisherman access facilities (39%), and acquisition of lake sites and access to lakes and streams (11%).

To date, 3,120 acres of land have been acquired for lake sites and fisherman access to streams and existing lakes. Ten lakes, totaling 881 acres, and 10 ponds, totaling 40 acres have been acquired or constructed. Fisherman access facilities including boat launching ramps, roads, parking lots, restrooms and wells have been developed at most of these lakes and ponds as well as at many other lakes and streams.

A total of 54 D-J projects have been conducted in Ohio since the program began in 1952, providing a wide range of direct and indirect benefits to Ohio fishermen, as well as boaters, other outdoor enthusiasts and the general public.

What does the D-J program cost the average Ohio fisherman? In 1975 each fisherman paid an average of slightly less than 38¢ into the program. The cost per fisherman is based upon the number of fishermen in the United States in 1975 (53,929,000) and the 1976 fiscal year apportionment of D-J funds ($20,000,000).

What has been done by the Ohio fisherman to get the D-J Bill passed? When Ray Scott and Bob Barker of BASS asked me to accept the chairmanship of the D-J Expansion Program for Ohio, I said, "Yes, of course!" Obviously, I did not know what I was getting into--not having done this sort of thing before. However, since it was for the betterment of the fisherman, I accepted. Of course, it has required a lot of time and effort, but I've met a lot of nice people and I have especially enjoyed working with Tom Wasson and the other people in fish management at the Ohio Department of Natural Resources, Division of Wildlife. As a matter of fact, without Tom's help, I would have been at a complete loss many, many times!

A steering committee has been set up that covers all areas of the state. For instance, BASS has 52 chapters or clubs in the state. All of their presidents are aware of D-J and the Expansion Bill and most of them have written letters to their Congressmen and Senators for support. Even though there are only 1,500 BASS tournament or club fishermen in the state, there are over 20,000 members of BASS who will ultimately be contacted for their support.

BASS resolutions and funds have come from other sportsmen's organizations such as the Polish Fishermen's Club of the Cleveland area, the Ohio Chapter of Trout Unlimited, the Ohio Chapter of the American Fisheries Society and we're working on the rest of the sportsmen's groups.

The steering committee consists of Tom Wasson from fish management of the Department of Natural Resources; Martin Vulgamore of the Fly Fishermen's Federation; Bob Carline, Leader of the Ohio Cooperative Fishery Unit (American Fisheries Society); and Ken Crawford of the League of Ohio Sportsmen--not to mention the numerous other people who are not really on the committee per se, but they are helping to spearhead their particular organization into writing letters and talking up the D-J to get support.

For instance, there are two fishing tournament circuits here in Ohio that fish for money. They have a few hundred members and I am working with their leaders to get them to work on the Expansion Bill with us.

There's a lot of work to be done in this area and we are doing it now. We are attempting to get all the sportsmen's organizations and the media behind us. It's our hope to get our Congressmen and Senators to be co-sponsors; if not, at least they can give the bill their support.

What are the needs and the goals, and how do we hope to accomplish them through the use of the D-J Expansion funds? In the past few months you have probably heard many pro and con arguments concerning the expansion of Federal Aid in Sport Fish Restoration by adding a three percent excise tax on certain recreational boats, motors and trailers. While some boat and motor manufacturers support D-J expansion, the majority do not.

Surveys throughout the nation have shown that the majority of boats sold are used for fishing. In Ohio alone, the resurgence of Lake Erie's walleye stocks and the huge fishery that has developed has greatly stimulated boat sales throughout northern and central Ohio. This benefit to boat dealers and manufacturers is largely attributable to survey, regulation and restoration work funded by D-J money.

A frequent argument against D-J expansion is that some boaters do not fish, thus it is not fair for them to help foot the bill to improve fishing. However, 47% of the expenditures to date in Ohio have been used to acquire and develop lakes and access facilities that are not limited to fishermen alone. Non-fishing boaters are welcome to them all. As a fisherman, it would seem to me that all users should help to acquire and maintain these waters and facilities. Another argument maintains that certain lakes are closed to motorized craft and have no benefit for recreational boaters. However, these restricted waters are still available to canoes, rowboats and other non-motorized craft for boaters wishing to spend a quiet and leisurely day on the water. These lakes also attract fishermen and thus reduce congestion on waters open to powerboats. It's a fact! Good fishing sells boats and the D-J Expansion monies would provide more lakes and more comfortable facilities to improve our fishing!

Ohio's Statewide Comprehensive Outdoor Recreation Plan indicates we now meet only 45% of the fishing needs required in 1985. One of the best ways we can meet this need is to provide an expanded access program. According to Carl Mosley, Chief of the Division of Wildlife, the program is assembled but they do not have the funds to move forward. Access sites are needed on Lake Erie, on inland lakes and rivers and on the Ohio River. Use facilities developed by the Division of Wildlife, either with D-J funding or fishing license monies, are open to all users. The passage of the D-J Expansion legislation will mean that Ohioans can have a future of improved fishing and fishing opportunities.

Repeating an earlier fact, Ohio has 920,000 licensed anglers, more fishermen per acre of inland water than any other state. Fish management therefore must be very intensive to make the most of this resource for Ohio citizens and their guests. The D-J Expansion will increase Ohio's apportionment from approximately $600,000 annually to $2.5+ million annually. This increased funding means that new fishing access on Ohio's lakes and streams can be developed and more intensive research can be done.

Ohio has established two D-J projects to increase access: (1) To acquire land; (2) To develop current or new access sites. Twenty-seven sites have been identified for acquisition and 52 sites have been identified for development.

Ohio's plan doesn't depend on additional D-J dollars, but additional dollars will allow Ohio to accelerate the program permitting us to complete the program in much less time. The D-J projects call for $700,000 to be spent each year on these acquisition and development projects.

Ohio is reorganizing inland fisheries research and will be adding six additional biologists. The funding for these biologists and their studies will be primarily D-J. The expansion will allow Ohio to fund these studies and not cut back on their fisherman access program.

As I understand it, the goals in Ohio are to use the D-J Expansion funds to increase public access to Lake Erie, the Ohio River and inland water areas and to increase the research capability. As a more or less "weekend" fisherman, of which there are many, I am glad to hear it because the pressure on the lakes and rivers is becoming overwhelming. But what is even worse is the pressure on the ramps and accesses. Have you ever been to Alum Creek Reservoir on Saturday or Sunday--or Lake Erie? I'm sure all of you could name at least a half dozen lakes in your area that should have more accesses if you had the money to work with. The fishermen in Ohio know what the needs are and those of us who are concerned are working hard to get this bill passed so we can have the needed facilities.

Finally, we hope that all of you will help us to sell the need for the additional D-J funds and whenever you get the opportunity, put in a "plug" for us.

Thank you!

(Lunch Break)

Tuesday Afternoon, July 15, 1980

HARMON: Well, I'm sure we don't have all the people here but we've got a lot of material to cover this afternoon and a number of speakers that I'm sure you're going to find interesting. Just in order to give the group a little more time, I'm going to keep all of these introductions very short. I'm sure many of them are well known to you and if I repeated all the accomplishments they've made over the years, that's about all the time we'd have this afternoon and they wouldn't get any time to speak.

Our first speaker is an employee of the State of Ohio and a graduate of the Ohio State University. He has been with the Division of Wildlife since 1959 with some time off in the service. His present position is Executive Administrator of Wildlife Management and Research--Steve Cole.

FARM WILDLIFE HABITAT IN THE MIDWESTERN U.S.
HISTORY, STATUS AND FUTURE

Steven H. Cole
Chairman
Farm Wildlife Habitat Council

(Information presented was supplied and jointly compiled by the Farm Wildlife Council's representatives from the 14 Midwestern states. Particular recognition should be given to the following individuals for their contribution "above and beyond the call"--Leland Queal, Kansas; George Dellinger, Missouri; Keith Harmon, Wildlife Management Institute; Wayne Machan, Indiana; Darrell Montei, Kansas.)

I. Habitat - What's happened in the last 20 years?

Loss of habitat due to changing land use and agricultural practices is recognized as the major reason for the decline in wildlife populations throughout the Midwest. For example, Kansas found a significant inverse relationship between intensive farming (crop production index and acres harvested) and pheasant and quail populations. Unlike the other states included in this study, Kentucky found no correlation between quail populations and increased acreage of cropland in its heavily farmed region, though the effects of intensive farming may have been masked by bad winter weather experienced there during the last four years.

Habitat quality and quantity has declined drastically throughout the Midwest. For example, Colorado lost an average of 75% of good pheasant cover and 65% of fair cover between 1958 and 1978. Likewise, Indiana found a 50% loss of good nesting cover as well as a 71% loss of prime winter cover on two study areas between 1971 and 1978. From 1963 to 1978, Iowa experienced a 36% decline in potential nesting cover (hay, oats, pasture) while Illinois lost 81% of hay between 1960 and 1975. Quality nesting cover in Missouri decreased as pasture composition changed from 88% Korean lespedeza, red clover, timothy and orchard grass in 1960 to 85% fescue in 1978. Undisturbed perennial nesting cover decreased 67% while the proportion of perennial nesting cover considered to be undisturbed dropped 55% during the past 20 years in Minnesota. Winter cover quantity and quality also declined there. In addition to poor cover, the lack of dependable food sources in marginal range contributed to Minnesota's low pheasant population levels. The loss of edge and the lack of interspersion of various permanent cover types has also contributed to the decline of habitat in the Midwest.

II. Wildlife Populations - Relationship of Intensity of Agricultural Production to Key Wildlife Populations in the Midwest

Intensification of agricultural crop production throughout the Midwestern United States has been apparent for many years with a number of indicators being quite evident. These include: 1) reduction in number of farms; 2) increase in average farm size; 3) increased field size; 4) increased size and efficiency of equipment; 5) removal of fence rows; 6) removal of hedgerows and shelter belts; 7) increased fall plowing; 8) increased use of insecticides, herbicides and fertilizer; 9) increased irrigation, particularly in the western half of the region; 10) conversion of native grasses to cool season grasses; 11) increased crop acreage; 12) increased crop production; 13) decreased acreages of timber and decreased acreages of pasture, hay and legume crops.

At the same time, wildlife populations have experienced declines as evidenced by various survey indices. Populations fluctuate from year to year and while the decline is not continuous, the long-term trend is clearly downward.

Each state in the Association of Midwest Fish and Wildlife Agencies collects data on population trends of key game species. Each state was asked to provide data on a single species and some states provided data on several.

As a variety of census and survey techniques are used by the several states, it is impossible to arrive at a general range-wide set of comparable data. Table 1 shows the various surveys used by the several states (see Appendix). Many non-game species are similarly affected by changing agricultural intensity.

III. Farming and Wildlife - Preventing Future Agriculture/Wildlife Conflicts

The Missouri representatives to the Habitat Council determined the position of their agriculture colleges regarding their willingness to address potential wildlife habitat impacts of new developments in agriculture. Many studies were identified that merit joint evaluation of agronomic values and implications for wildlife. These include various conservation tillage practices, genetic crop varieties, combinations of double cropping, selective herbicides, grass and legume genetic varieties, combinations of grass-legumes in a forage system, grazing trials, etc. College agronomy officials are interested and willing to have wildlife interests participate in their programs to assess implications for wildlife. They feel we should be prepared to "pay our way" in such joint efforts.

IV. Summary and Recommendations - What must be done!

What would it take to reverse the trend? That's easy! 1) Replace all the fescue with timothy, redtop, Korean lespedeza and red clover and practice a balanced rotation grazing program. 2) Crop only fields suitable for cropping without incurring erosion; practice rotation cropping, employing a mixture of small grains and legumes; discontinue use of herbicides and substitute cultivation for weed control and leave the crop residue undisced or plowed over winter. How much must be done to return the Midwest states to a 1960 farm wildlife community carrying capacity level?

This Council was charged with determining for each state the minimum quantitative amounts of habitat types which would be required to return wildlife carrying capacity on each 80 acres to their intensively farmed lands to that level which existed in the year 1960. This charge was reviewed by each state and no uniform manner of answering this question was determined. The charge appears to be a much too simplistic and idealistic approach to a very complicated problem. The Council unanimously agreed that the major problem was the National Farm Program but that criteria for cost sharing was impossible to generalize for the nation, midwest, state or even regional basis. A more logical approach would be a county-size unit criteria to be evaluated and determined by the wildlife agency and the ASCS on an annual or biannual basis.

The Council upon review of available data feels that we as state wildlife management agencies have to mutually push for a significant change in federal agricultural cost-share and set-aside programs to effect enough acreage to reverse the current wildlife population trends.

Ownership of wildlife resources, both game and non-game species, is vested in all the people. The licensed sportsman and the rural land operator, who devotes some part of his land and its products (whether intentional, incidental or accidental), basically are the only monetary contributors to the wildlife population effort. The intensification of agriculture is constantly encroaching upon the wildlife resource base. Part of the reason is economics in terms of a need, either actual or perceived, to devote more land to crops or gain more yield from a given acreage. Part of the reason is a national agricultural policy which is primarily price and production oriented with great periodic changes and fluctuations which prevent such policy from ever being based on conservation.

Such an agricultural policy and its negative effects on wildlife and other natural resources, both renewable and non-renewable, is paid for by all taxpayers irrespective of the relationship to the land and the resources it produces.

A national agricultural policy aimed at sustained yield of all renewable natural resources is essential. The following list of areas of programmatic change would help conserve various natural resources while benefiting wildlife resources.

1) No ASCS cost-share benefits should be available to any landowner who converts Class V, VI, VII or VIII lands from permanent cover to row crop or small grain production. Such lands should remain in grassland or timber cover for which they are best suited. It may seem incongruous to prevent application of federal crop sharing funds to control erosion on lands which obviously need them. However, until such limitations are imposed, landowners will continue to convert such lands into production, as they did extensively in 1973 and 1974. Farmers were faced with two incentives to do so. First, they heeded the call for "fence row to fence row production;" secondly, they had experienced high prices and high yields and needed to re-invest considerable sums of money into "land improvement" or other tax deductible activities. The result in the Midwest was extensive conversion of permanent wildlife habitats into marginal crop producing land.

2) Higher ASCS cost-share rates should be made available for conversion of marginal cropland to permanent cover involving native grasses rather than cool season grasses. Native grasses, while taking a little more care and time to establish, provide excellent erosion control with significantly lower cost and energy utilization. Fertilization requirements of cool season grasses result in unnecessary use of limited petroleum supplies. The long-term benefits of native grasses as compared to cool season grasses are significant.

3) Higher ASCS cost-share rates should be employed to encourage greater use of legume crops (where soil moisture is sufficient), in rotation programs to breakdown a developing pattern of monoculture on some lands; improve soil organic matter on a rotational basis; and reduce erosion on an increased acreage of land. Cost sharing should be applicable only where the legume crop is permitted to mature into the second growing season to provide the necessary organic matter and nitrogen fixation. A provision permitting a single cutting between July 15 and August 15 could be incorporated to provide income to help offset costs while meeting the objectives for soil improvement plus providing secure nesting cover for certain wildlife species.

4) Tax structures should be modified to permit conversion from irrigation back to dry land farming even before the irrigation equipment is normally depreciated. Dry land farming is frequently more cost effective and while it is recognized that

food supplies on a world-wide basis are critical, energy resources and in some areas the water resources are even more finite, and efforts must be made to encourage greater conservation. Dry land farming is generally less intensive than irrigated activities and, therefore, has less negative impacts on wildlife.

5) The concept of higher ASCS cost-share rates being available to landowners who give consideration to wildlife resources by virtue of devoting a minimum percentage of their cropped acreage to permanent cover capable of supporting wildlife, has merit. The percentage rate would not have to be very high--four to five percent conversion of croppable land back to permanent undisturbed cover could devote millions of acres to land uses needed to conserve top soil and wildlife.

6) Some provision needs to be made in tax incentives or ASCS cost-share rates to discourage fall plowing for spring planted row crops. Fall plowing is a major factor in wildlife losses in portions of the Midwest, notably Ohio, Indiana and Illinois. This activity is becoming increasingly popular in the entire Midwest. It is recognized that fall plowing may permit earlier field entry in the following spring. Some studies show increased returns from fall plowed fields as compared to spring plowing on certain soils. Fall plowing, however, always increases the risk of accelerated erosion of top soil. In addition, the crop residues are no longer available for wildlife food and cover at a very critical time of the year.

7) Whenever set-aside programs become a part of national agricultural policy in the future, basic fundamental changes need to be imposed. Set-aside programs are periodically developed to reduce production of wheat, feed grain and occasionally other commodities. The past provisions usually call for a "no weeds" situation. The general result is that landowners are unwilling to plant temporary cover crops. Instead they periodically till the ground keeping it bare of weeds, exposing it needlessly to increased wind and water erosion, waste petroleum fuels which are in limited supply and leave the land a virtual biological desert in regard to wildlife. Elimination of the "no weeds" policy or provisions for payment to establish the needed cover crop is essential to conserve soil, energy and wildlife.

8) Conversion of prime farmland to other uses is of major concern across the country. Tax advantages should be made to landowners who decree that their land, through legal restrictions in the deed, shall remain in agricultural production for specific periods of time. Such a provision should have a graduated scale for variable periods of preservation of the land as viable farmland. The data presented in this report indicates intensification of agricultural practices have negative impacts on wildlife populations. However, conversion of land to urban uses has even a greater and irretrievable impact on wildlife resources.

In summary, national agricultural policy, in terms of changing ASCS cost-share concepts and specific tax benefits can be achieved in a manner which will conserve soil, energy and wildlife resources on a state and national scale.

The needed wildlife habitat could be realized through a federal farm program which effectively conserves top soil and soil productivity. Even though public support exists, the USDA has not been able to put an effective soil conservation program in operation. We need to start looking for other institutional arrangements to achieve sound soil and wildlife conservation goals.

HARMON: Our next speaker is a graduate of the University of Minnesota and received his Masters in Public Administration from Harvard. He has been with the Soil Conservation Service for about 36 years and has been in Washington D.C. since 1960,

which is probably an accomplishment in itself. I'm sure many of you have seen him before or know him personally. He is presently Administrator of the Soil Conservation Service. Our next speaker--Norm Berg.

SIGNIFICANCE OF THE LOSS OF TOPSOIL IN THE MIDWEST

Norman A. Berg
Chief
USDA Soil Conservation Service

The Soil Conservation Service celebrated its 45th birthday this spring. And, as you can imagine, we are proud of the work that's been done since the agency's inception. Today, much of the land that was scarred during the Dust Bowl days of the 1930's has been healed, and some form of soil conservation is practiced by most farmers and ranchers.

Yet, despite the billions of tons of soil that have been kept on the land and out of the air and water, soil erosion remains SCS's--and the country's--number one conservation problem. It is a problem that affects our ability to feed ourselves and our less affluent global neighbors. And it is a problem that impacts on the environment, including fish and wildlife habitat.

I don't have to convince you in the Midwest about the scope of the problem. You have some of the worst erosion rates in the country, as well as some of the highest quality soils.

A perfect example is the Corn Belt, which is blessed with the best cropland in America. A full three-fourths of its acreage is suitable for continuous cultivation. Yet, this same area of generally flat and fertile soils is racked with sheet and rill erosion rates that are as much as twice the national cropland average of five tons per acre per year. For specific crops, such as corn and soybeans, the erosion rates can jump to six times the national average.

This is cause for alarm, since the topsoil is being lost on these lands faster than it can be replenished by natural processes. The average loss that can be tolerated on cropland, pasture, and forestland is four or five tons per acre annually. Rangeland is more fragile, and can tolerate an average of only two tons per acre per year.

The Corn Belt's high erosion rates spell trouble for agricultural productivity. SCS estimates that soil erosion could reduce potential corn and soybean yields in this area by 15 to 30 percent by the year 2030, and even more in the years after that.

The Midwest is also prey to wind erosion, which affects almost every state in the nation, but is most serious in the 10 Great Plains states. This is a particularly insidious kind of erosion, because it damages the land where it blows away and it frequently damages the land and property that receives the blown soil. It gets you coming and going.

As you might expect, wind erosion is worse in dry years, which is one of the reasons why it's so bad this year in the Great Plains. From November 1979 through May 1980, wind damaged almost twice as much land in this 10-state area as it did during the same seven-month period last year. Wind erosion is even worse after successive years of drought, when vegetation that holds the soil in place has died.

Texas is the hardest hit by this type of erosion. In 1977, for instance, the Lone Star state suffered an annual wind erosion rate of 14.9 tons per acre. New Mexico and Colorado were not far behind, with erosion rates of 11.5 and 8.9 tons per acre per year, respectively.

SCS's Great Plains Conservation Program has helped many farmers and ranchers in the area deal with ravages of wind erosion. Under this voluntary program, millions of acres of hard-to-protect cropland have been returned to grass. Other cropland has been protected from erosion through the use of conservation practices which I'll discuss later. Range conditions, as well as wildlife habitat, have been improved.

It's been estimated that each federal dollar invested in the Great Plains program has resulted in nearly $4 of increased agricultural income--a sure sign that the program is working.

Erosion from streambanks and gullies is also a serious problem in your area, accounting for about 300 million tons of soil eroded each year. North Dakota has the highest annual rate of streambank erosion in the Midwest, while neighboring South Dakota suffers the highest rate of gulley erosion.

All of these types of erosion cause extensive degradation of the land. Of course, the Midwest is not the only area that is badly affected--parts of the Northwest and South, as well as Texas and Maine, are also being pulverized. But because the Midwest contains some of our country's most productive cropland, the implications are serious for all of us.

Perhaps at no other time in recent history has our nation's ability to produce food and fiber been as important as it is today. A recent report by the Presidential Commission on World Hunger states that unless the United States and other developed countries act now to increase long-range agricultural productivity, a global food crisis--worse than the present energy situation--is likely within the next 20 years.

The report warns that two successive years of bad harvests in any of the major grain-producing nations could cause "widespread famine and political disorder" in poor countries and "would severely disrupt a fragile world economy already weakened by energy shortages and rampant inflation."

Burgeoning U.S. and global populations and increasing export demands indicate that at some point in the future, we are going to have to plant more cropland. Production of grain for gasohol could hasten that day.

The problem is that the approximately 127 million acres of potential cropland remaining in this country are not standing idle, waiting for the plow. They are already in other uses--three-fourths are in grazing land and one-fourth are in forest. Many of these acres are wetlands. Conversion to cropland would mean a significant loss of forage and wood-producing areas and, in most cases, important types of wildlife habitat.

Another serious problem is that about 75 percent of this potential cropland could not be converted to crops without some treatment of the land. If not properly treated, it would be subject to erosion.

In addition to its effects on crops and cropland, soil erosion--and the resulting sedimentation--causes flooding and pollutes streams, lakes and reservoirs. As much as two billion tons of sediment are deposited every year in the nation's stream systems; half a billion tons reaches the oceans. That makes sediment the country's greatest single water pollutor by volume.

Some of you may be familiar with a joint U.S.-Canadian water quality study, which I co-chaired. Called PLUARG (Pollution from Land Use Activities Reference Group), the six-year study examined all kinds of data and information relating to water quality in the Great Lakes, including the impacts of sedimentation.

In July of 1978, we made a number of recommendations to the International Joint Commission, which was responsible for carrying out the study. Here are a few of them:

-Improve and expand erosion and sediment control programs to reduce the movement of fine-grained sediment from land surfaces.

-Reduce phosphorus loads to achieve individual lake target loads and to prevent future degradation.

-Reduce inputs of toxic substances. For certain toxics, a zero load will be necessary.

-Retain the best farmlands for agricultural purposes.

-Preserve wetlands.

This spring, based on the PLUARG study and public meetings held throughout the Great Lakes Basin, the Commission made its final recommendations to the U.S. and Canadian governments. Now all we have to do is wait for the results.

The Great Lakes study confirmed a number of our suspicions about water pollution, especially sediment. We found that sediment lowers the quality of water for municipal and industrial uses and for boating, fishing and other recreational activities.

It can be harmful to game fish--destroying their spawning beds, ruining their eggs and reducing their food supply. As a result, these fish are being replaced in our streams and lakes by less desirable species that are better adapted to living in turbid waters.

Commercial fisheries also have been affected. For instance, in the broad, shallow bays of western Lake Erie, fishing for yellow perch, cisco and whitefish used to be an important industry. But today, sediment from nearby Ohio, Michigan and Indiana farms has greatly reduced the number of these fish.

And in my own home State of Maryland, sediment is causing oysters to disappear from the Chesapeake Bay.

Sediment almost always damages the area where it is deposited--burying lawns, filling ditches, and clogging storm sewers, culverts and drains. It can make an area unsuitable for use as a park or playground.

In addition, sediment reduces the storage capacity of water-supply reservoirs. It blocks navigation channels and fills small ponds, lakes and estuaries, thus impacting on fish and wildlife habitat.

Damage from sedimentation nationwide has been estimated at half a billion dollars a year. The financial burden is born by the local communities, either through higher taxes or direct expenditure by homeowners.

As we all know, soil erosion affects both man <u>and</u> his environment. In almost every instance, it is the result of improper farming methods and land use. And in almost every instance, it can be prevented--or, at least, greatly reduced. For example, farmers can cut back cropland erosion by up to 90 percent through the use of sound conservation practices.

Among the newest and most successful techniques for erosion control on cropland are various forms of conservation tillage in which residue from a previous crop is left in the field. In one form--called no-till--the field is not even tilled prior to planting. Conservation tillage uses less fuel than conventional methods, but requires much more careful crop management.

Contour cropping and terracing, as compared to straight-row farming, also greatly reduce soil loss. So do stripcropping, proper grazing, use of permanent vegetative cover and fire-prevention measures for woodland. Returning steep cultivated land to woods or pasture also helps.

And don't forget ponds. They not only add beauty to farms and ranches, but when properly constructed and managed, they also provide water for irrigation and livestock, as well as food, sport, recreation and extra income for landowners. So far, there are about two and a half million such ponds in the United States.

These are practices that any farmer or rancher can use with ease and limited effort. They are also practices that greatly enhance the quality of fish and wildlife habitat. Unfortunately, they are not applied on nearly as much acreage as they should be.

In 1977, SCS estimated that additional conservation treatment was needed on more than half of our cropland, two-thirds of our forestland and three-fourths of our pasture and range. All of which indicates that despite the two million farmers and ranchers who apply such systems to their land, we still have a lot of work to do.

But farmers and ranchers aren't the only ones responsible for controlling soil loss. Local officials, builders and planners, as well as highway departments and railroads, also have an important role to play. Local officials can plan the development of their communities' land and water resources and make their plans binding through zoning regulations.

Builders and planners can choose construction sites carefully on the basis of soil surveys and other information. If soil hazards are known before construction begins, special compensating designs can be prepared in advance or alternate sites can be selected.

Erosion and sediment control measures can be planned to fit the particular needs of each site. They can be included as a regular part of construction planning, along with a sound maintenance and follow-up program.

Highway departments and railroads can plan road cuts and fills so that erosion will be minimal. They can further protect them with grass, vines or shrubs.

It should be obvious from this list of "can do's" that a lot of expertise already exists on how to control soil loss and the problems that go along with it. But the Department of Agriculture is convinced that a lot more knowledge is needed.

We're involved in several broad, nationwide efforts that deal with this whole question of land use. Perhaps the most important is our work with the Soil and Water Resources Conservation Act of 1977, or RCA.

Nine USDA agencies and two White House offices are participating in this monumental effort to evaluate our country's natural resources and the efficiency of the Department's 34 soil and water conservation programs.

The outcome will be a new and better approach for dealing with conservation problems such as soil erosion and fish and wildlife habitat improvement. These two areas are being appraised and analyzed through the RCA process, as are water quality, water supply and conservation, reduction of upstream flood damages, energy conservation and development, and related resources including urban soil and water management.

For each of these resource areas, the RCA staff drafted several objectives. Let me give you those for soil erosion and fish and wildlife habitat improvement.

For soil erosion, which falls under the heading of soil quantity and quality, the draft objectives are to:

1. Prevent erosion from exceeding the soil-loss tolerance, or T-Value, on agricultural lands that are currently eroding at less than that level.

2. Use cost-effective ways to reduce erosion on lands where the annual soil-loss rate is more than five tons per acre per year and less than 14 tons.

3. Reduce erosion to the acceptable level on lands that have a soil-loss rate of more than 14 tons per acre per year.

For fish and wildlife habitat improvement, the objectives include:

1. Reduce to zero the net loss of wetlands resulting from agricultural uses.

2. Increase instream water flows in water-short areas.

3. Improve wildlife habitat quality and diversity through the enhancement of vegetation on non-cultivated land and through improved residue management and practices on cropland.

The RCA staff also drafted several different approaches--or strategies--for attaining these conservation objectives in the years ahead. These ran the gamut from redirecting the Department's existing conservation programs to requiring land users to apply certain conservation measures to their land.

All of this information was open to considerable public scrutiny and comment. We held more than 9,000 local and 18 regional public meetings and we set up a Response Analysis Center in Athens, Georgia to handle the 68,000 written responses that we received during the January 28 to March 28 public review period.

A special evaluation team was formed in Washington to assess the comments. As was expected, most of the respondents favored the alternative strategies calling for redirecting the present conservation programs and establishing conservation performance bonuses. They were most opposed to the regulation strategy.

They approved of programs for erosion and flood control, prime farmland retention, conservation tillage and drainage, while they least favored programs for wetlands retention and data collection.

The thousands of concerned citizens who took the time to respond to the RCA effort generally agree with the Department's appraisal of our country's natural resources. They believe that erosion reduction should be the primary objective of the Department of Agriculture and that increased emphasis should be placed on water quality and energy conservation as well.

Before the final program recommendation goes forward to the President and the Congress later this year, the public will again have a chance to participate. Whatever finally emerges will truly be a reflection of what the public asked for.

One of the major things we learned from this whole process is that the public is sincerely interested in wise resource stewardship. Let me share with you a few of the highlights from a national public opinion survey conducted as part of the RCA effort:

-Half of all Americans consider the misuse of our soil and water resources a serious problem.

-The American people see conservation as a joint public and private responsibility and feel the burden should be shared fairly between government and farmer or other landowner.

-By seven to one, Americans accept federal action to protect farmland from erosion as a proper role for government.

-More than eight out of ten Americans believe that conservation is important for the country.

The information gleaned from this first RCA effort will better enable us to protect and preserve our natural resources in the years ahead. But, as I mentioned earlier, the Department is involved in several other major activities that are working toward this same goal.

There's the Structure of Agriculture project, the National Agricultural Lands Study, USDA's land use policy and, specifically in the area of fish and wildlife, the Department's brand new fish and wildlife policy which was signed by Secretary Bergland on July 8.

Basically, this policy directs USDA to develop and carry out programs, policies and actions that will support fish and wildlife and improve their habitats on both federal and non-federal (including private) lands.

This will be accomplished through:

1. Management action on lands administered by the Department.

2. Educational, technical and financial assistance programs for private and other non-federal lands.

3. Programs to improve the status of threatened and endangered species.

4. Alleviating economic losses to agricultural crops, livestock and forest and range resources caused by vertebrate animals, such as birds and rodents.

5. Support and encouragement of biological controls to regulate insects, diseases and pest vegetation.

6. Research providing the necessary technology to accomplish all these goals.

Within the next 12 months, all USDA agencies whose programs influence fish and wildlife or their habitats must amend their programs, policies and procedures as needed to comply with the new policy.

In the meantime, the Secretary will establish an interagency coordinating committee to make sure that the new policy is implemented and coordinated within the Department. It also will review the policy at least every three years and recommend changes when necessary.

State Coordination and Administration Committees will be set up in each state to coordinate fish and wildlife planning, budget proposals and agency roles in education, technical assistance, technology transfer and incentives programs. The committees will include, as a minimum, the state heads or wildlife representatives of USDA agencies and their primary state-level cooperators including university and research interests. Other state and local interests may be involved at the committees' discretion.

If you'd like more information on the Department's new fish and wildlife policy, you can pick up a copy at the information desk.

In addition to these Department-wide activities, SCS is participating in a study with the U.S. Fish and Wildlife Service and the National Academy of Sciences. We are examining the impact of emerging agricultural trends on wildlife habitat.

All of these activities will help us do a better job of protecting fish and wildlife. And they all have their roots in the principles of wise land use.

The relationship between land use and wildlife enhancement cannot be over-estimated. Ed Graham, long-time biologist with SCS and one of the country's leading experts in this field, said it well: "Experience teaches us that the most likely way to produce wildlife is to attend first to the land, and that we should approach the conservation of wildlife from the standpoint of land use."

His words are as true today as they were some 30 years ago when they were written.

HARMON: Thank you very much, Norm. I might just make one point of emphasis here. Many of the figures that Norm was using came out of the RCA reports and those states and individuals that have not seen that and have not participated in that process, I would certainly urge you to do so. I personally think it's probably one of the best chances wildlife has had for a long time to have input into future policies within the Department of Agriculture.

Our next speaker is a graduate of Montana State University and did additional graduate work at North Carolina State. He has had a rather varied career. After a number of years with the U.S. Department of Agriculture, he spent three years with the Ford Foundation in Indiana and several years in a private consulting organization. Since 1977 he has been Director of Economics, Policy Analysis and Budget for USDA--Howard Hjort.

SURMOUNTING OBSTACLES TO SAVE TOPSOIL

Howard W. Hjort
Director of Economics, Policy Analysis and Budget
U.S. Department of Agriculture

In the coming months, the Administration and Congress will begin considering not only new farm legislation, but also a national policy and program of soil and water conservation, their relationship to the other farm programs and to the structure of agriculture. Completion of the documents required by the Soil and Water Resources Conservation Act (RCA) at about the same time that our basic agricultural legislation is being drafted provides us with an opportunity to integrate programs concerned with soil and water conservation with those that have historically focused rather narrowly on production adjustment problems. With these tasks on the horizon, today's discussion of soil conservation is a timely one. I appreciate the opportunity to take part in it.

Broadly conceived, conservation refers to society's concern for the level of production that can be achieved over time from those resources available to it. Where soil is concerned, conservation is largely a matter of preventing or reducing soil deterioration.

Soil deterioration is an acute problem in that it tends to retard the capacity of land resources to adapt to new technologies as they become available. Thus, the impacts of soil deterioration on our productive capacity extend beyond the soil itself to other factors of production, and may affect each coming generation progressively more dramatically.

On a national scale, excess erosion by wind and water appears to be our most serious problem where soil deterioration is concerned. Preliminary analyses suggest that about 140 million cropland acres suffer from combined wind and water erosion rates in excess of five tons per acre annually. Excess erosion on these lands amounts to more than 2.3 billion tons of soil annually. The excess erosion is not distributed uniformly, however, either in terms of its geography or in terms of the crops grown on problem lands. About 65 percent of the excess tonnage occurs on about 30 percent of the problem lands that are eroding at rates in excess of 14 tons per acre annually. In terms of commodities, more than 86 percent of the excess erosion appears to be associated with five principal crops: corn, wheat (including fallow), soybeans, cotton and sorghum.

If we are to overcome the obstacles to reduce erosion, we will need to learn how to measure erosion's costs as well as the benefits derived from curbing it. We must also look beyond erosion itself to the causes of the problem and to find the next generation of techniques which may help to gain control of erosion.

In so doing, we should not ignore the possibility that government itself, in the past, may have contributed to the problem and, if we are not careful, may do so again.

From an economic perspective, the problem of soil conservation is a classic one: scarce factors of production tend to be conserved while those in abundance tend to be exploited. Historically, land was relatively abundant in this country. Compared with capital, labor and technology, land was cheap. This situation contributed to the exploitation of soil resources on a massive scale. And the federal government--including USDA--played a role in it.

Increases in the effective supply of land--whether through drainage, irrigation or by other means--tends to increase pressure to exploit soil. As production increases, commodity supplies increase relative to what they otherwise would have been. Other things being equal, commodity prices are reduced and experience has shown that a decline in commodity prices tends to reduce the relative value of soil in production and leads to its exploitation.

Past national policies and programs for soil conservation have been general ones--usually not focused on specifically identified targets or objectives.

While still preliminary, our analyses suggest that targeting erosion control programs at carefully defined objectives may dramatically improve their performance. Furthermore, our analyses suggest that we can reduce erosion by nearly nine times as many tons when our monies are spent on lands where erosion runs at annual rates in excess of 20 tons per acre than when funds are spent to apply the same practices on lands eroding at annual rates of five tons per acre or less. This suggests that we should be able to stretch our increasingly limited appropriations by effectively targeting conservation programs at lands suffering from the more severe erosion problems.

The concern of society for the level of production that can be achieved over time from the totality of resources available to it also raises two important points. First, conservation should not be limited to a concern for one resource. Defining it as such and carrying out such a policy would risk exploiting one resource in the name of conserving another. Thus, in developing national policy, we need to consider not only the traditional factors of production but also non-market factors of value to society, such as maintaining wildlife habitat or preserving wetlands. A primary objective of conservation policy--while extremely difficult to achieve--should be to balance costs and benefits considered by producers in making their farming decisions with the costs and benefits that society will incur as a result of those decisions.

Past federal erosion control programs have operated on a voluntary basis. Technical and financial assistance was offered cafeteria-style with the final decision as to

which practices would be used and the land to which they would be applied left to the farmer himself. The result has been a tendency for assisted practices to be applied with as much or more of a view toward their near-term impacts on crop yields as to their erosion control impacts. Structuring future conservation programs so that the choices open to individual farmers are the same as those open to society is a challenge that we must meet.

Future conservation policies must encompass other values such as fish and wildife and other environmental considerations. When considered separately, these values may not be perceived as large enough in some cases to compensate for the public's cost of providing them. When considered together, however, their collective value may be such that public benefits are obvious while costs are actually reduced. We must consider soil and water conservation and wildlife habitat problems as well as production adjustment needs in the design of set-aside or diversion programs--if in the future we have such.

Let me go from here to think through with you three alternative futures. One would be a future where we have things characterized as excess production and surpluses and we have withheld from production through government programs. A second alternative future is one where in most years we are at full production to provide our food and fiber needs (ours and the world's)--some years a little too much being produced and in other years a little too little. The third scenario is one where there would be rather intense pressure on our resources--our basic resources. These resources would be fully used. Acreage would be shifting to crop production and, as I say, rather intense pressure. A question is--what alternative future does one want to bet on because it makes a considerable amount of difference to the development of soil and water conservation programs, wildlife habitat, etc.

In that first scenario, which will be familiar to those of us that lived through the 50's and 60's, it would be one of relatively low prices for the products produced by farmers. Government programs--set-aside diversion type programs--would be of major importance and it would be relatively simple to see to it that lands that should not be used in intensive production were taken out of production. The incentives for doing so would be relatively low, the competition for those acres would be low and, all in all, it would be a relatively simple task to see to it that our basic resources were better when we left them than when we took control of them.

Under the second scenario, one would have medium prices, if you will--some years with relatively favorable prices to the producer, other years with not so favorable prices to the producer. There would tend to be a considerable amount of income pressure on producers to use the resources for intensive production, but there would still be the opportunity under carefully designed programs to encourage that only the best lands be used.

Under the third scenario, we would have a situation where farm product prices and food prices would be rising in real terms. We'd have acreage being shifted from more extensive use to more intensive use--from forests to crops, from livestock to crops. More fragile lands would be used to produce crops. This presents kind of a mixed picture for accomplishing society's objectives with respect to habitat and conservation because on the one hand the income pressure would be relatively light on the producer to over-use those resources, but on the other hand we'd be drawing in lands increasingly fragile and therefore subject to erosion.

I'm not sure which of those latter two strategies present the most difficult task for us, but I am reasonably certain that it is one of those two alternative futures that we will live with, at least in the 1980's. We have had experience with these two to some degree in the 1970's and when one looks back at what's been happening to the world with respect to food production and with respect to the consumption requirement, it is clear that that thin line between too little and too much is becoming thinner.

The world does not have the excess resources to produce that it had in the 50's and the 60's, and if our assessments are correct we will be in a situation where farm product prices will be rising relative to prices in the world and national economy.

We have been shifting lands from extensive to intensive use. It's happened every year in recent years and it very likely will continue to be able to satisfy growing demands. I don't have simple answers for you but I bring this out to point out a fundamental point as far as I'm concerned, and that is that the approaches that we've used in the past have been developed and tried--some of them found wanting; others have been successful, but they have been applied under a set of basic conditions that we are not likely to see in the coming decade. How much of that experience is of relevance to our future is a question that I think deserves considerable attention.

As you know, we have recently put forward a range of alternative approaches to achieving society's conservation and environmental goals. Conceptually, the ranges are between two extremes. At one extreme we can envision a situation in which government assumes full responsibility for the costs of reducing soil deterioration and providing wildlife habitat while farmers continue to have broad discretion over the use of their land. At the other end of the spectrum is a situation in which laws are passed providing severe criminal and civil penalties for those who do not manage basic natural resources with society's interest in mind. That sounds terribly foreign in this country.

As a practical matter, our choices lie within these two extremes. Earlier this year, we put out seven broadly defined alternative approaches to achieving soil and water conservation goals. They were published for comment and that comment period has closed. These alternatives ranged from simply redirecting existing conservation programs to an approach that relied heavily on the use of regulations.

One alternative--cross compliance--would require farmers to adopt conserving practices in order to qualify for benefits available under price support, loan, crop insurance and other federal programs. Another alternative would link incentive payments to the estimated amount of erosion reduction or water savings realized from the use of conservation practices. Still another would offer bonus payments based on the cost of installing practices. These payments would be tied to price support levels, cost-share rates and loan interest rates.

Some 65,000 responses were received from the public in response to these alternative strategies and other RCA materials. They all contained or represented comments from about 1.5 million individual comments. Those comments are being considered in the development of the proposed program. I'm not going to try to prejudge the final decision. I will point out, however, that in coming to grips with this important basic task, it is necessary to have some sort of view of the future and I think we do have to take into account the fact that the world and U.S. food and agricultural sector is in a different situation than it was during the period that our soil and water conservation programs were first authorized and tested over the last several decades.

The final decision certainly is going to be based on the very issues that you're discussing here today--both short- and long-range agricultural prospects; incentives for conserving soil, water and wildlife; proper roles of the government and the individual; competing demands on resources; and very likely, an ever-tighter fiscal situation. That fiscal situation may be a factor of major importance. It would be relatively easy to provide financial and technical assistance if resources were not tight. If they are tight, it's of greater importance to be able to demonstrate that our benefits, in fact, to the society exceed the cost. So, in making that final decision, we all will need to make sure the social costs and individual sacrifices involved with the actions that are proposed, are justified by the benefits not only to the current but also to the future generations. Thank you.

HARMON: Thank you, Howard, I think we may have set some kind of record in the way of panel discussions. Our third speaker ended his talk at the time he was supposed to start which will give us a little more time for discussion.

Our next speaker is a gentleman I'm particularly pleased to see here. I've known him for a number of years and I've worked with him on various occasions and have always found him to be a very sympathetic individual when it comes to wildlife interests. My understanding is that he is staying over tonight so I would certainly recommend that some of you people get acquainted with him. He is presently a professional staff member of the Senate Committee on Agriculture, Nutrition and Forestry and has been for the last nine years. Prior to that he had 12 years of experience in newspaper and TV journalism. Some of the legislation that he has been involved with over the years involves agencies such as the Forest Service, SCS and ASCS. He has worked extensively on and should, I think, share major responsibility or receive major credit at least for the Eastern Wilderness Act, the RCA Act which has been discussed here today, and also the RPA Act which applies generally to the national forest and grasslands. It's with a great deal of pleasure that I introduce--Jim Giltmier.

LEGISLATIVE OPPORTUNITIES TO CONSERVE TOPSOIL AND RESTORE WILDLIFE HABITAT
I DON'T BELIEVE IN MAGIC

James W. Giltmier
Professional Staff Member
Senate Committee on Agriculture, Nutrition, and Forestry

The question I am supposed to address is the legislative opportunities to improve wildlife habitat. The real question that is inferred here, however, is why won't farmers take these steps necessary to improve wildlife habitat?

I'll answer that question with another. Why should farmers do anything to improve wildlife habitat?

In recent years, the value of farm real estate has been escalating at a level of more than 16 percent annually. Therefore, to many farmers, the land is too valuable to use it for anything other than for agricultural production.

Total farm debt on January 1 of this year stood at $157.8 billion, an increase of $20.3 billion over the same time in 1979. America's farmers are up to their ear lobes in debt.

Inputs for agriculture--gasoline, oil, fertilizer, pesticides--are increasing in cost annually at a rate of from 20 to 30 percent.

Farm income this year is expected to drop approximately 30 percent.

Farmers in the Midwest and Great Plains whose operations are a long distance from terminal markets also have to pay the costs for increasingly high-priced transportation, which is not always there when it is needed.

Therefore, applying any sort of economic test, the American farmer has no incentive to do anything but maximize the profits from his operation, squeezing all that he can, even from marginal land that probably ought not be in production.

I think that the Resources Conservation Act has shown that there is a public good to be derived from farmers applying conservation practices of various kinds. But the Agriculture Conservation Program has been funded at a level of $190 million for more than 10 years. The Water Bank Program has never been funded any higher than $10 million. Meanwhile, inflation has been eroding the amount that each landowner can receive, and the number of landowners who can participate.

Approximately 350,000 ACP participants are expected in fiscal year 1981. This is a decrease of about 300,000 from 1971. In fiscal 1981 about 18.5 million acres will be treated, as compared to 30 million acres in 1971.

The money available to the Soil Conservation Service in 1970 for Conservation Operations (technical assistance) was $131.7 million, compared to $264.7 million in fiscal 1980. The Department tells us that with inflationary increases of 183 percent in personnel costs, and 199 percent in other support costs over the 10-year period, the value of work done in 1970 would increase in value from $131.7 to $245.7 million in terms of 1980 dollars. While this would appear to be a seven percent gain in program in 10 years, in terms of constant dollars, in 1970 the Department was not operating under the Resources Conservation Act. The amount spent in 1980 for the programs that were on the books in 1970 was $247.2 million.

In other words, we have not quite kept pace with inflation. The acreage treated in 1980 will be the same as 1970. In the small watershed program we are running about 10 percent behind 1980 project levels, and 17 percent behind 1970 in watershed planning.

I think there is a broad public perception that the federal government has been growing like topsy, when in fact, in terms of constant dollars, it isn't any bigger than it was 10 years ago. New agencies like EPA and the Department of Energy have been created, but they have been created out of the hide of existing agencies.

The Soil Conservation Service has lost more than 1,000 positions in the past 10 years, and it will lose another 500 in fiscal 1981.

The public wants less government at the federal level, and whether they know it or not, that is what they have been getting. The growth in the past decade has been in state and local governments.

There are two other factors that I think have brought about a rejection of conservation programs by farmers.

First, there is a feeling by some that the government is buying up prime farmland to propagate wildlife. This is especially true in North and South Dakota and in western Tennessee. Not all of the farmers' perceptions about these acquisitions are true. But whether they are true or not, it is what people perceive that cause them to take certain positions on issues.

Farmers see three million acres a year of prime farmland being lost to various kinds of development, and then they see the Fish and Wildlife Service aggressively trying to set land aside for wildlife protection. As a result they feel threatened, whether they are really threatened or not.

Finally, the American farmer has developed a sort of seige mentality. People tell him he is a bad man because he uses too much pesticide and herbicide. They say he is a rascal for plowing up wetlands. They say he is greedily using and abusing too much of the nation's water. Conservation groups attack the farmer because he does not provide more wildlife habitat.

Meanwhile, the farmer wonders why anyone thinks they can tell him what to do with his own land.

It seems to me that the first step toward getting improved wildlife habitat on American farms is to turn the present situation of confrontation between farmers and conservationists to one of cooperation. In most states the farmer gets no tax break for installing conservation practices. The value of his land is not enhanced by doing the right thing for wildlife.

It seems to me that the only lever you as wildlife professionals have is that most farmers truly care about the resource base, and they feel a moral commitment to improve it.

You would reply, "If that is true, why are our pheasant populations declining?"

There are three answers to that: pesticides; fence-row-to-fence-row planting; and absentee landlords who do not have a direct stake in the resource base. Farmers own 270 million acres of the land they farm. They lease 256 million acres from others. In my view those leased acres have more to do with pheasant populations than either of the other two factors.

Let me tell you a couple of things about the American farmer. U.S. worker productivity has been declining for the past few years, due in part, to the fact that the American manufacturing plant is as much as 25 years older than those in some other industrialized nations.

Entire sectors of manufacturing have been lost from the United States because our industries could not or would not compete.

When people argue with me about that and cite higher U.S. labor costs or other factors, I point to the American farmer. Of all U.S. businessmen, he has been the early innovator, the guy who was willing to accept new technology quickly and make the investments in his land necessary to increase both profits and productivity.

Each American farmer can feed nearly 60 other people. He likes to grow things, and all of the world wants him to produce because as the world population increases he will increasingly be the only person between some nations and famine.

That is very heavy stuff and it is difficult for some people to get excited about the fate of the Great Auk when they have to balance that concern against human starvation.

Making matters even more sticky is the fact that the world clearly believes that this rich country should physically accept some of the burden of additional world population. Hundreds of thousands of poor people are entering the U.S. each year--whether legally or illegally. Ultimately, this will lead to more development, which will eat up more farmland.

By this time I must have you pretty depressed, because there does not seem to be a bright side to any of this. But I think there is.

Up until the end of World War II, the American farmer <u>was</u> the environmental movement. While he was making investments in his productivity, he was also making investments in resource protection and enhancement amounting to $50 billion in the past 80 years.

Farming is not an occupation, it is a way of life and it is difficult to find an efficient producer who does not care about protecting his investment by protecting his resource base.

You would then say to me, "Yes, but I know a lot of farmers who do not do that." And I would reply, "I know a lot of farmers who do." And a lot of those who don't have never been asked. The key word there is "asked."

The farmer has no lack of people <u>telling</u> him what he should do with his land. But the success of our voluntary conservation programs has been that volunteer citizens in the conservation districts have <u>asked</u> farmers if they would protect the resource. During Soil Stewardship Week, religious leaders <u>ask</u> farmers to protect and conserve. In general, he has responded positively, in large measure because he wants to pass a decent farm along to his children, but also because he cares.

You might also ask yourselves what kinds of services you could perform for him in order to make him a more willing cooperator.

What kinds of responses do farmers get from you when they claim the deer are eating their corn, or the blackbirds are eating up their rice and beans? I know that in some states there is no help provided and the farmer is only warned that he'd better not shoot any animals out of season.

In recent years there has been a growing tendency in state government to create departments of natural resources combining the regulatory and the service functions of state government with respect to natural resources. Personally I think this is a terrible idea. But where it is the case, you have to ask yourself whether the farmer perceives your agency as a cop or a friend.

Given American's traditional attitudes toward police powers, it seems to me that it would be very difficult for a man with a gun and badge to get a landowner to plant wildlife cover. People don't like to be threatened, even by implication.

I further think there are some very positive things on the horizon. Integrated pest management is here and it is growing in importance. Furthermore, farmers are listening because of the increasing costs of petroleum-based pesticides.

More and more states are spending their own money to supplement federal conservation programs on private lands. The States of Iowa and Washington are among the best examples.

The Department of Agriculture now has a policy on wetlands protection and that policy is being translated into action.

I am certain that all of you have had your run-ins from time to time with the P.L. 566 Small Watershed Program. I am pleased to inform you that because of new rules for the program, it is becoming the darling of the environmental movement.

Wetland values are required to be protected. More emphasis is being placed on non-structural water control measures such as grass waterways. Cost-sharing is being made available to landowners upstream from catchment areas in order to protect wildlife and other environmental values.

While I cannot promise you any further land diversion programs which were so valuable to wildlife during the 50's and 60's, the Department is more and more taking wildlife values into consideration with respect to actions that it takes.

Finally, I would urge you to live in and accept the world the way it is. As the world population grows, there will be increasing pressure for more American farm production. As many as 111 million new acres could come into production, at the expense of forestland, rangeland and some wetlands. As these land conversions occur, try to work within the context of how you can make the best of what for you is a bad situation.

That is how you manage wildlife now. In your management planning you make decisions about how many deer you want or how many ducks. Then you take those actions necessary to meet your goals. In the course of that planning you understand that to maximize deer populations you are creating poor conditions for some other species.

It is the same way with agriculture. Land conversions are going to occur, so you will have to work with soil conservation districts, farm organizations and others to cooperatively decide how all parties can meet their principal objectives without compromising too badly the objectives of the others.

I have seen successful multiple use management in the woods, even on private forestland. I know it can be done and I know thousands of farmers who would be willing to help you do it. Unfortunately the first instinct of human beings seems to be either to curse the darkness--or our neighbors--without first finding out whether our neighbor might be willing to lend a hand at solving tough problems.

Finally, I suppose I should say a word of two about legislation. There are a number of legislative programs that are on the drawing board that could help your situation. But given the current economic fire storm over the City of Washington, there is little hope that any legislative initiative that costs more than five dollars can get off the ground this year.

Budget balancing is here to stay and the best efforts of conservationists these days is going toward cutting our losses insofar as possible with respect to the programs now on the books.

But given the profound changes that have occurred at the Department of Agriculture in the past three years under the leadership of men like Rupert Cutler and Norm Berg, there remain many opportunities to achieve great change within the framework of the laws we now have, particularly if all of the competitors for the use of American farmland are working together instead of against one another. I do not believe in magic. It will take a lot of work.

(Coffee Break)

HARMON: At the conclusion of the talks, we will have time for discussion and I hope that the audience will participate in terms of asking some of these people questions that may be on your mind.

Our next speaker is an individual who operates in that real world that Jim Giltmier talked about in that he is a grain farmer, but in addition to that he's also held various positions with the soil conservation districts at state and local levels and is presently Director of the National Association of Conservation Districts--Clarence Durban.

THE FARMER'S VIEW

Clarence Durban
Director, National Association of Conservation Districts

First of all, let me say to you that I am not here today representing the National Association. Nor do I have any authority to say that I represent agriculture in general. Let me just say that the thoughts I have in regard to agriculture and wildlife are strictly my own, and up to this time at least, binding on no one.

We are today discussing a problem of concern to all of us because of the devastation of some species of wildlife, but also because some of the reasons for the devastation affects the human race as well--and, if ancient history is recalled, could be a process in the devastation of a way of life for the human race.

Any civilization that elects to pass on a diminishing resource base to successive generations is living for the moment.

There has been in recent years studies made in regard to soil losses. The average nationwide is nine tons per acre and the worst may be 200 tons per acre. Agricultural land is being converted to other uses at the suggested rate of one percent per year.

If this was a crisis situation such as occurred in the 1930's, we might be doing more but soil erosion is a stealthy thief, we rarely see the deep gullies that were common then. Windbreaks were planted in that early crisis period and land was contoured and rotated. The economics of agriculture today do not include, nor at the present time, could not support such a plan in most areas of this continent.

Four-wheel drive tractors and 30 to 40 foot cultivators and planters do not work well either on a contour or around windbreaks and shelterbelts. As fuel prices continue to increase, the fewer the fences, the more economical it is to operate these rigs.

I don't intend to belabor the economic plight of the farmer here today because I don't believe that the efficient operator has been hurt any more than other segments of society, but I do believe we have managed to fare as well as we have at the expense of the soil and water resources.

Some of the incentive to follow that kind of management has been provided by the federal government in past years. The price supports and target prices have proved to be a potent incentive to abuse the marginal soils of this nation. In fact, the good conservation farmer was penalized as a result of those programs.

As a part of the largest industry in this nation I am concerned that we as farmers don't plan anymore. Very few farms have a long-range plan prepared according to land capabilities. We speculate instead. In a lot of cases the decision on what will be planted in a given field is made in January or February, based on our guess about prices.

With land in the $2000 per acre bracket there is no room for the luxury of a conservation plan because the farmer cannot pass the costs of that plan on to the consumer, who is the ultimate beneficiary.

While the statements I have made might indicate that these practices have been 100 percent detrimental to wildlife, I don't believe that is true. The increased residue left from increased production provides some habitat that was not available 30 years ago. The farmer used to cut and shock the corn, leaving no stalk cover at all for the winter. Present practice, in many cases, is the use of a chisel plow following the combine, leaving considerable cover on the land over the winter. However, I believe that it is very difficult to have high populations of wildlife on today's high yield agricultural land. Wildlife on farmland is a by-product. Permit me to illustrate that in this manner. The deer population in my area has increased tremendously in recent years, even though hunting is permitted. When deer first came to the area it was always a thrill to see them as I worked the fields on my farm.

This spring as I worked a corn field that was about six to eight inches high, I had four deer in the adjoining field. A thrill to see them on the first round, but each successive round for the next several hours the thrill subsided as I watched them contently grazing on the tender corn plants. The deer population is doing considerable damage in all grain crops in my area. The problem of harvesting wildlife and controlling the population in my area and in many areas has changed because of urban housing. Twenty years ago, Big Darby Creek flowed near my farm for several miles through woods and pastureland.

When the cattle left the farm program, that land went to houses. Those people will not allow anyone near the property to harvest wildlife from land or water. Many species of wildlife abound there including raccoon. He in turn, I believe, has rid us of the starlings and blackbirds by robbing the nests, but he also likes pheasant eggs so I have not seen a pheasant in several years.

To get back to the urbanite who does not allow trespassing on his property, I can sympathize somewhat. Because of liability suits and the liberal courts of recent years,

the risk is just too great to permit hunting or fishing on private land. So when you try to promote wildlife habitat, the landowner is turned off. If the game isn't there, people won't ask to hunt or fish.

However, if we as conservationists, truly believe that both man and wildlife were important in the original plan when the earth was formed, then we must work together to improve wildlife habitat. Section 208 of P.L. 92-500 is a vehicle for cleaning up non-point sources of pollution, which is pollution from water flowing over the land rather than from pipes or tile.

The Act puts the responsibility on state and local governments. Soil conservation districts in many states are supervising 208 projects. This is as it should be due to the experience the districts have had in dealing with land and water management. Here in Ohio we have legislation in H.B. 513 to deal with non-point sources of pollution.

While we have not rushed headlong into the program in order to minimize mistakes, funding has been a problem. As farmers and conservationists, we do not expect special favors in the area of funds. We do believe that much of the benefit to be realized from an active program under 513 is of tremendous value to the general public and should, therefore, be adequately funded.

P.L. 566, which is the Small Watershed Program of the federal government is a program that, in my estimation, was one of great benefit to wildlife in general. The decreased minimizing of flood damage and decreased loss of habitat and wildlife itself was a great help. The opportunity for improved drainage on farmland that is so vital if agriculture is to use minimum or no-till methods, is another plus for these projects. Each of these practices contribute to better cover for wildlife on the land and to cleaner water.

Unfortunately, the relationship between farmers, environmentalists, wildlife interests and others on these programs have not been the greatest in years past.

The importance of channelization in time spent by SCS has been exaggerated. It has taken about five percent of SCS time, but has affected the reputation of the entire agency because of these misunderstandings. These projects should be sponsored by local and state agencies, including conservation districts, assisted by the federal government. At the national level, funding for conservation has been cut drastically, this in the face of the RCA process which stated the willingness of the public to assume financial responsibility for the erosion problems this nation faces. I think the drum that we as farmers and district supervisors beat for conservation funds is the same drum of the wildlife conservationists. Wildlife management is more than creating good conditions for fishermen, hunters or birdwatchers. It is something that benefits everyone in our society. We can't continue to rely solely on taxes on guns and ammunition and fishing equipment to finance wildlife development. Wildlife agencies shouldn't have to rely on transfer of funds from other agencies in order to carry out their work. More direct appropriations are needed for wildlife management work, for enhancement of habitat, for acquiring land and water habitat.

In fact, I want to commend the wildlife agencies for the accomplishments you have made under the funding program you have had. I believe there are only two reasons you have made any progress under that restrictive type program. One is that any wildlife conservationist I have had contact with has been truly dedicated to his work. The other is the nation's farmers. Without his cooperation in many areas, all wildlife would have been long gone. And to the present time he has received no financial assistance, but is often accused of using too many chemicals and therefore destroying wildlife.

I don't believe it is an either-or situation in agriculture, conservation and wildlife management. It is a situation of working together and finding the best possible

management compromise that benefits both the public and private interests. Let's work together and build a strong alliance between agriculture and wildlife that can do so much to help improve this nation's resources.

HARMON: Thank you very much, Clarence. The last speaker on the panel is an individual who resides in the State of Ohio and I'm sure is known to many of you. He's a graduate of the Ohio State University with a degree in wildlife management. He spent several years as Associate Editor of The Farm Quarterly. Since 1951 he has been a freelance writer, and among other things, that amount of time has resulted in at least 40 books and numerous publications and various conservation journals. In the past, he served as a member of the Ohio Wildlife Council, which at one time was a full policy-making body for the Division of Wildlife and which now has a somewhat more limited scope. Our next speaker--George Laycock.

WHAT THE SPORTSMAN CAN DO

George Laycock
Freelance Writer-Sportsman

The sportsman knows that we can have abundant wildlife only if there is quality habitat. He pays the taxes that come back as DJ and PR funds. He seldom objects to buying a duck stamp, trout stamp or habitat stamp. He has long favored having wildlife agencies use money for acquiring land and improving habitat. This should be half the battle because the United States has 16½ million hunters, a major block of citizens with a common interest. They should be able to accomplish good and positive works in behalf of wildlife.

But for all the effort the sportsman makes, or anybody makes, farm wildlife is losing the struggle for living space. We see evidence all around us. Hunters in Illinois killed 2½ million quail in 1958 and only 600,000 in 1978. In the same state the pheasant population in the heavily farmed McClean County fell from more than 400 per square mile in the early 1960's to fewer than one per square mile in 1978. In Missouri the summer production index of rabbits fell from 1.2 per mile along census routes to .8 per mile. As Missouri biologist Ken Sadler pointed out, this happened in a period when farmers built up their cattle herds from 57 per square mile to 98 per square mile and fed them by changing from woodlands and pastures of mixed grasses and legumes to a fescue monoculture which denies food to wildlife during critical periods. One of our professors at Ohio State University said in the early days of Kentucky 31 Fescue's rise to stardom, and he could get away with this only because he was north of the Ohio River--"You can starve a sheep to anything." This apparently does not apply to rabbits.

Where has the farm game habitat gone? The answers are to be found, in large part, in a condition the sportsman is powerless to turn around, and this concerns methods used to speed up food production for an ever-growing population worldwide. There are more than four billion on this planet now; the number is expected to exceed six billion by the end of the century. Pressure on the land we farm will certainly intensify.

Secretary of Agriculture Bob Bergland told the House Committee on Agriculture, "Assuming normal climatic conditions, technology improvements and marketing conditions, there should be no absolute shortage of farmland before the turn of the century." The century turns in 20 years.

Iowa Secretary of Agriculture, R. H. Lounsberry, recently told a radio audience, "Unless we do more to conserve Iowa's topsoil, it will be gone within 100 years."

We are told that today's farmer uses ever increasing tonnages of chemicals to make some organisms grow and other organisms die and no longer sees yields increase

proportionately. The shrinking margin of profit keeps him awake nights wondering if he is going to hang on in the only profession he knows. What can we ask this farmer to help us do for wildlife?

Meanwhile, rural America looks more and more like suburbia. Figures from the Soil Conservation Service warn that we are converting three million acres of prime farmland a year to other purposes and Charles E. Little, President of the American Land Forum predicts, "The three million acre per year rate of conversion is likely to increase in the future."

We may not even be measuring all the factors that combine to depress wildlife populations. Perhaps we need to look at added stress brought to wildlife by combinations of air and water pollution, pesticides, increasing noise levels, growing intrusion on habitat by people and their machines and domestic animals.

So in the face of these overwhelming factors, we ask what can the sportsman do?

I can appreciate the words of the Midwest wildlife biologist who told me, "I have a gut feeling we're fighting a losing action."

Admittedly there seems to be precious little the average sportsman can do to rescue wildlife. But as long as there are people concerned enough there is hope. If the trend cannot be reversed, perhaps the momentum can be slowed. Here and there sportsmen both individually and collectively, are tackling the problem of vanishing habitat in many ways that might provide examples for others.

This challenge to the sportsmen should, I feel, be divided into two classes of action--what the outdoorsman can do to preserve habitat and what he or she might do to help restore habitat. In neither preservation nor restoration is the task easy. First, a look at what some sportsmen can and are doing to help improve habitat where it has been depleted.

There are some steps the sportsman can take by himself. If he owns a farm or land in the country, he can do all the things we know to do including planting wildlife food and cover, building brushpiles and erecting nest boxes. He can even convert his city lot to a mini-refuge for wildlife and provide for surprising numbers of wild animals.

Sportsmen everywhere can become well enough informed and concerned enough that they write or call their legislators on matters important to wildlife. To do this they must understand the issues. Sportsmen's clubs help members keep abreast of the issues. So do responsible journalists. The columnist, magazine writer or broadcaster is in a position to campaign more openly than the employee of a government agency. But these journalists must have sources. Anyone wanting help on an issue benefits by seeing that the journalists get the right answers and perhaps ask the right questions. I am not going to digress here and discuss relationships with the press. Each agency has its own information-education section. But I will point out that professional wildlife workers can benefit by knowing who the responsible journalists are because the journalists can stimulate support for fish and game agency habitat improvement programs on private land. Sportsmen should understand the potential for programs such as Missouri's PAWS approach or the program Illinois and several other states call "Acres For Wildlife." A sound idea can be stillborn unless enough sportsmen learn of its merits.

While the action of these individual outdoor people can be of invaluable help, it is group action that often gets the big job done. The biggest step the individual sportsman may take is to associate with others of like interests.

Douglas Howie, Land Manager for the North Dakota Game and Fish Department, tells in North Dakota Outdoors how the United Sportsmen of North Dakota circulated petitions,

then worked for passage of an issue that would assure that all interest money from department funds go only to the department. This issue carried on the ballot by three to one, making $325,000 of interest monies available to the department each year to pay for habitat development and deer depredation. The issue might never have passed except for the concerted group action.

The wildlife professional can sometimes set a habitat improvement program in motion with just a suggestion offered to a group of sportsmen at the appropriate time. In Perry County, Illinois, a district biologist called together sportsmen and farmers interested in having more wildlife. This was what was needed--someone to set the idea in motion. The sportsmen formed a group that they called the Pyramid Club, bought trees and shrubs, then donated their labor to put out the wildlife plantings. Farmers made land available for these plantings, primarily on hillsides and around gullies and ponds while Soil Conservation Service technicians helped with technical assistance. The sportsmen benefited through added hunting opportunities and improved relationships with local farmers.

But the initiative can also originate with the sportsmen. Minnesota seems especially rich in examples. The Minnesota Waterfowl Association, in its 13 years, has contributed more than half a million dollars toward maintaining quality wetlands. Minnesota has a Migratory Waterfowl Stamp bringing $400,000 annually into waterfowl work, and the Minnesota Waterfowl Association can claim primary credit for legislation that authorized the stamp. The organization also led a national effort to improve the federal water bank program. The Association, now up to 3,000 members, has a full-time executive director and sees even more opportunities ahead for creating better wildlife habitat.

Minnesota Pheasants, Inc. works with farmers, planting blocks of trees and food plots.

The Archery Association in Minnesota has spent $25,000 for research and habitat improvement.

In addition, there is Habitat, Inc. This organization originated in the thinking of Gene Hippe of Rochester, Minnesota who tells me, "I was fed up with not seeing enough ducks or finding as many fish as I thought there should be. I finally decided that, instead of just sitting around and griping, I should get up and do something about it." Hippe inserted an unsigned advertisement in the local newspaper calling a meeting for sportsmen interested in improving wildlife habitat. The first meeting attracted 19 people. Membership in Habitat, Inc. is now 60. Each member in good standing must donate a minimum of 12 hours of work annually on habitat improvement projects and most put in many more hours than this. They built and erected wood duck boxes. They do volunteer work on state wildlife areas. They plant thousands of trees. They established a bluebird trail and each year, clean and maintain these bird houses. Not all of their members are hunters and fishermen, but all are interested in maintaining habitat for a wide variety of wildlife.

The sportsman who originally came up with the concept for Habitat, Inc. has since moved to another city and is in the process of repeating there what he did in Rochester. He is also planning to organize similar groups both in Minnesota and elsewhere, then link them together in a coalition for conservation. Perhaps we should study what it is that motivates people in Minnesota to tackle these problems.

While the search for ways to restore farm wildlife habitat continues, the sportsmen should also work to preserve threatened habitat everywhere. This may mean taking a stand against the Garrison Diversion in North Dakota, the opening of wild lands in Alaska or a destructive water management plan in his own county. Conservationists are taking these stands, often in the face of criticism, and increasingly they are finding that their voices are being heard. George Palmiter is an example.

Palmiter is credited with saving at least two Ohio rivers from channelization. He worked out an alternate system of removing logjams and snags blamed for causing floods.

Instead of bulldozers and draglines, Palmiter used chainsaws and hand tools employing workers recruited from the county roles of the unemployed.

Palmiter, a railroad worker by profession--and a canoeist--had gone a step beyond opposing channelization--a big step. He had offered a positive alternative. Among his rewards have been the Rockefeller Public Service Award for Conserving and Developing Resources Wisely--and the knowledge that he has saved rivers.

When the Cache River in Arkansas was threatened, pressures were brought to bear eventually by a large number of outdoorsmen and their organizations. But first somebody had to recognize the enemy and ring the bell.

On the Cache, it was duck hunter Rex Hancock of Stuttgart. Hancock began contacting everyone he could think of in and out of government. Eventually there was a nationwide joining of forces against this tax-supported plan that would channelize 232 miles of the Cache and its tributaries, draining 170,000 acres of the world's finest mallard wintering habitat. For the most part, the Cache was saved. Hancock proved that an individual sportsman can help hold the line.

One Saturday morning just last month I had a call from a friend in Southern Ohio eager to share some good news. I remembered the afternoon a few years ago when he showed me his valley from the hilltop. He told me of following the same trail as a child to visit his grandmother and of hunting rabbits in these fields. He said he had lived all of his life in this hollow. His home was an aging unpainted structure--the last house on the road--and here he and his wife had raised 12 children.

He pointed to a spot down the hollow, "That's where the dam would be," he said, "or rather they thought it would be." His valley was included in a project which would build 11 reservoirs and channelize, or as John Madson would say, "gutterize," 57 miles of the main creek and uncounted miles of tributaries.

People later said they hadn't realized when the plan was first proposed that more than a hundred families would have to give up their homes. Neither did they understand how much of the cost they were going to have to pay themselves. Sportsmen should keep this pocket book issue in mind when fighting a project that threatens the environment. One of my acquaintances with long experience in environmental fights says, "You may get only limited response talking about the loss of habitat and a threat to the way of life. But find out what it will cost landowners out-of-pocket and they will listen. Once you have their attention, you can talk about the environment." As we stood on that hilltop, my friend remembered the January day when the new tax bills came from the county courthouse. The project was going to cost local people an added $3 per thousand for the next 20 years.

Many talked of leaving but my friend called his family together and talked it over and agreed that, not only would they stay, but they would also fight. He had a limited formal education and he and his wife were without experience in dealing with government. But they studied the subject, consulted with the officials, met with the neighbors, appeared on television and radio, wrote letters to the newspapers and they organized. So many letters flooded the state house that one representative telephoned to ask, "Please call off your letter writers. I get the message."

Not only was this project that would have flooded habitat in the hollows and destroyed the streams halted, but as I learned on the phone that day, the conservancy district promoting it was eventually dissolved.

Those working to improve wildlife habitat should remember that sportsmen's organizations can form coalitions for maximum impact. They can combine mailing lists and coordinate campaigns and be especially effective in influencing the political process. In Oregon, 80 clubs joined forces and fought a plan to build a dam across Elk Creek. That dam was never built.

Rivers Unlimited is an Ohio coalition of 45 organizations including, but not limited to, sportsmen's clubs. It is an effective pioneering organization in saving rivers. A similar group, the Kentucky Rivers Coalition, has made it plain that no agency will easily destroy any more of Kentucky's rivers. I hope you do not feel that I am overemphasizing the saving of large blocks of habitat and dealing lightly with how to improve habitat on the individual farm. We need to improve habitat wherever we can, but while brushpiles have their value and bird boxes their appeal, he who saves a farm valley preserves habitat for uncounted populations of wild creatures on into the future.

Money is one answer to having better habitat. A thoughtful friend of mine says that what the sportsman has to do to have better wildlife habitat is pay $25 for a license. I expect the figure may be low. Sportsmen cannot expect wildlife agencies to increase wildlife dramatically without added cost.

But why should only the hunter and fisherman pay? Why not the others who depend on the outdoors for their pleasure and recreation? The birdwatcher. The hiker. The camper. The canoeist. A healthy outdoors serves us all. We hear talk of consumptive and non-consumptive uses of wildlife. The consumers are said to be those who reduce a fish or rabbit to possession, while those who want only to crowd into the space these creatures occupy call themselves "non-consumers." Is this a valid distinction? I think not. University of Alaska ecologist Robert Weeden says flatly, "There is no such thing as a non-consumptive user of wildlife." Among those who should be listening are the defenders of seals in Alaska and burros in the Grand Canyon who feel smug because they do not hunt. But they do eat beefsteak taken from animals that feed on quail and rabbit habitat. They wear clothes made of wool from domestic sheep that live by consuming wildlife habitat. Like the rest of us they use products that pollute the air and water. It is time to understand that we all use wildlife. Then it is time to join in our efforts to do all in our combined power for wildlife habitat.

This is certain to accomplish some positive results for wildlife. But it is also good for those who do the work to know that they are making the effort. As Werner Nagel of Missouri wrote, "It is our habitat too."

HARMON: Thank you, George. We're still ahead of time and I would certainly anticipate that some of the people in the audience would have some questions to ask the panel members. If you have a sufficiently large number of questions, it would probably run until 4:30. I think this would still give John about half an hour to handle the questions that he didn't get to this morning. In fact, I would be more than willing to give up anything that would even resemble a summary to anybody that would like to ask some positive questions. So, the session is now open for questions and answers from the panel members. Certainly there must be a few questions.

GOTTSCHALK: Just to break the ice, Keith, if that's what is necessary--in the Sunday edition of the Washington Post there's a lengthy article by an author by the name of Simon, which was reprinted from the Journal of Science in which the general thought expressed was "environmentalists" were ringing the bell of alarm too often, crying wolf too often with erroneous conclusions as the ultimate fate of the world and its population. It seems to me an article like that does lasting damage to the environmental movement. I would like to ask Jim, Dr. Hjort and Norm a question. How do you feel about the validity--not of the principal charge which I think we're all aware of and that is that there's a lot of wolf crying going on--but some of the statistics he uses to counter some the comments you have made here about the conversion of prime agricultural land to non-productive uses, the possibilities of world hunger, the general tack he takes on non-renewable resources which was the most ridiculous part of the article. I don't want to display my biases unduly, but he is reputed to have said that we don't have to worry about copper--in the first place, we can make copper out of other elements, and secondly, we can get it from other

members of the universe, etc. Would one of you want to comment on this? This disturbs me greatly just in advance of coming to a meeting where we were going to have this--what I consider to be--very excellent presentation on the whole question of what we do about our good agricultural land and our wildlife habitat.

GILTMIER: I want to tell you all Giltmier's first rule of politics and that is in a democratic society, for every action there's an equal over-reaction. I was gratified when I saw the headline on that article because I've been disturbed that some people in the environmental movement have made allegations about certain government actions that have been untrue. Then I read the article and obviously the guy was distorting just as badly as those he was accusing of distortion. So, clearly there is a serious problem that we need to start working on especially with regards to ag lands conversion and it's going to be difficult because I recall, as a young journalist more years ago than I want to recount, that I read articles about how we were going to have an oil shortage and nobody did anything or worried about it. Even after it first occurred back in 1973-74, the public refused to believe that it was there. The reason we haven't had energy legislation passed in Congress is because the public didn't believe there was a problem with respect to supply. And so, we're going to have to deal with the problem that, as Mr. Durban said, is not a clear and visible crisis. So I think that we've got to get busy and deal with it in a businesslike way enlisting all the help that we can. It isn't enough for just the soil conservation districts to worry about soil loss because clearly the game and fish agencies have an interest in this and a stake in it, but as one of my friends with a fish and wildlife agency in a southern state said, "Well, they get their D-J funds--they don't care about the fact that the federal government is in something of a financial crisis at the time." I think there's also a real problem, as I tried to allude to and not very well, that we're state and they're federal and so never the twain shall meet. I just think that a little common sense cooperative effort is what's needed and we have to stop looking for devils.

HJORT: What he was pointing out, and rightly so, is that all too frequently we pick what we want and use that and don't tell the full story. He made one quote with respect to the famine and he was quoting from a person that was selling a book and he was overdrawn and used another illustration taken from the "limits to growth" theorists. Obviously, if one takes anything and traces the function of use, it will be exponential and if you fall on that exponential path pretty soon there's disaster but there are also things that will offset that--that's only part of the story. As far as conversion of agricultural land, in that one as near as I read it, he was right. Many of the statements that have been made here today cannot be justified. The specifics again are what's important. He talked about the conversion for urban growth, the rural transportation system and water development. Those have not been major consumers of land over a long period of time and there are likely to be smaller users and consumers of land over the next 50 years than there have in the last. But there are other things that are affecting the use of rural land that are probably, in the future, going to be much more important than those factors that get all the publicity in terms of the use in the past. But there is, I might point out, a problem. We have seen, and in part, our agency has been involved in some of it where we have been projecting those losses for those purposes out into the future as if analysis would not justify doing so. It's much too easy to pick the particular part of a story one wants to use for a particular reason and it's very difficult to remember to tell the whole story.

GOTTSCHALK: Keith, just let me ask one more question if I may. We've been talking here this afternoon about farmers versus sportsmen, but it occurs to me that that distinction doesn't really draw the fine lines that we need to be thinking about. It really is a question of rural residence versus urban residence with the latter group increasingly gaining a political upper hand because of the increased concentration of people living in urban or suburban areas. How do we go about trying to acquaint this rapidly growing segment of our society with the real problems of soil conservation

and associated wildlife conservation problems, given the inadequancy of that particular group of people to find information that is susceptible to understanding by that group.

GILTMIER: I think they know, John. The Harris poll that was taken as a part of the RCA process and which was twice as big a sample as is used to predict presidential elections, indicated that the public has a pretty good understanding of the finite capacity of the land given certain kinds of management techniques. And it also indicated that they'd be willing to pay through various programs to protect that resource base. But I think there are not enough voices saying this and there is not enough coordination between the various interests and that doesn't have to be because the institutions are there--the Boone and Crockett Clubs are there and the soil conservation districts are there. But so often they just don't even talk to one another. I think things look pretty good. I'd say that if we did not have the present federal budget crisis that this was the year when I expected soil conservation program monies to go up by at least a third because the public is telling Washington, "Get the money out there in the ground."

GOTTSCHALK: Do you think that's an urban public, Jim?

GILTMIER: I sure do because that urban public as we've seen more and more particularly in the West has had a tremendous exposure to the national forest system especially in recent years and they see what's been happening on that land. Des Moines, Iowa is a hotbed of soil conservation. Thank God the farmers are leading the movement in that state, but I really think that Americans are beginning to see the finiteness of the American land base now as they never saw it before. They don't like it very much but I think they're beginning to understand that things are going to start costing them more because there's so many more people using the resources whether they're eating food or whatever.

FARRIS: Being from Des Moines, Iowa, the hotbed of soil conservation, I agree with you. It is, and it produces some rather progressive programs. I guess part of the problem that I see is that it's those same people who are leading the movement for soil conservation who are saying, "Don't tell me how to use my land because if I want to sell it and subdivide it, that is my business--not yours." I happen to live immediately south of Des Moines, Iowa in Warren County which is literally being ripped to pieces by those same soil conservationists by subdividing it and creating rural blight--trailer courts and instant slums. I guess I have a difficult time fitting it into my mind how on one hand this individual can be leading the soil conservation movement but on the other hand be willing to sell his land to somebody that he knows is going to convert it to urban use. Yet, another side of that same individual will be fighting tooth and toenail any kind of land use policy. I see so many discrepancies that I'm not sure how we can ever bring us and them together to work out any kind of sensible programs.

GILTMIER: I understand what you say. They have passed a conservation law in Iowa which I construe to be a taking of somebody's land--a very strong law--much stronger than we could pass at the federal level. Let me say something about the rural real estate market. Back at the start of World War II in the southeast Arkansas area, there was very droughty land and about all they could grow there was hay...at times going around to farmers and showing them how they could sell their land, put the money in the bank or in the savings and loan and make more money on that equity than they could on corn. With that kind of dynamic drive behind real estate development in rural America, I don't see any kind of government action short of a taking of the land or a purchasing of the land to set it aside for conservation purposes, if it's going to work. I have not seen one single ag land preservation trick work thus far and there are about six different varieties going on around the country right now. And that's because real estate--the dynamics of the real estate business--in rural America are just too strong to buck.

HARMON: We've lost about half the panel to airline schedules, but are there any more questions?

UNIDENTIFIED VOICE: Keith, somebody on the panel might be able to answer. Two things that get me is corporate farms and foreign investments...one big thing and that's the dollar sign. I've see where there's a study going on where the average 500 or 600 acre farm is disappearing. One thing that always hits me is how much does it take for a farmer to make a living? How many acres? When does it become a living versus greed?

HARMON: Jim, I think you're on again.

GILTMIER: There's no question but that a lot of the soil conservation practices that have been installed in the ground in the last 45 years have been torn out and this has to do with the fact that we have had a major reconstitution of American agriculture. It is true that about 10 percent of our farms are what you could consider corporate ventures. Most of those are located in California, Florida and Arizona. There are some in the Midwest but what has been going on in this reconstitution is that, as farmers have retired and sold out, the land has been purchased by their neighbors. The Senate Committee on Agriculture, Nutrition and Forestry has done extensive studies into how much foreign purchase there is in American farmland. Frankly, it's fairly minimal and we know the states where it is going on. Not much of it is occurring in the Midwest. But because of the economics of agriculture in the 70's, which was profoundly different than in the 50's and the 60's, it has become necessary. You go in to talk to a land auctioneer in any rural county and he'll tell you exactly the size unit that a man has to have in order to be a viable economic unit. But the old romanticism about 40 acres and a mule just simply doesn't apply anymore. It takes a lot of land because the profit margins are very minimal--less than the interest you can get at the bank.

FARRIS: I'm going to make one other comment. I was sorry to see Mr. Durban leave because I wanted to touch on one point that I don't think he touched on. It seems to me that the American farmer has changed also. You know, my grandfather was a farmer, my uncle is still a farmer, and I see more and more of them in corn-soybean-Florida rotation, particularly in northern cash-grain Iowa and they no longer view that home where they grew up in Wright County as a farm. It's a place of business now, and they don't treat that land the way their father did and they don't treat that farmstead the way their fathers did. They go so far now as to plow up the tulip bed that their mother had for years and years and years that's in the front yard. So the house is now virtually just a little island sitting there with corn and soybeans all around it. The fact of simplification of the farm job--the old myth of up at 6 a.m. milking the cows and working until dark--is also gone. They now farm three weeks in the spring and three weeks in the fall and they fish in Minnesota in between and vacation in Florida on the other end.

UNIDENTIFIED VOICE: You get the subsidy checks in between though.

GILTMIER: That's just the point, my friend. It's a question of where do you want to pay. The U. S. government used to spend up to $6 million a year protecting these guys from the marketplace. Now we've told them the market is viable. You go in it and we don't want to see you in Washington. We are not spending that kind of dough anymore and that's why this new mentality has developed, because he has to be a competitor. So, it's a question of where do you want to pay--do you want to pay at the food store or do you want to pay through your taxes? We'll get you either way.

HARMON: Any other questions?

GOTTSCHALK: I don't want to monopolize the questions but I don't have this opportunity even though Jim and I work within five miles of each other. How do you see these current studies that are being mounted--one by the Department of Agriculture in cooperation with the Council on Environmental Quality on where we stand on this whole agricultural land problem; the other starting out by the National Academy looking at the impact of agricultural land use practices on wildlife habitat? Do you see these as possibly forming the basis for some kind of legislative action?

GILTMIER: Yes. I don't quite know what form they'll take. You know we had this ag lands protection bill, John, and that got beat pretty badly in the House because it was looked on as a federal land use imposition, even though it wasn't. I think these kinds of studies are really going to be worth more than even we think they are today, the reason being it's amazing how little we know about this American landscape. If you're working out in some county as a wildlife professional you can tell me exactly what the situation is in your county, but you don't really know because you haven't had the time to go out and count wildlife populations perhaps as well as you should. Similarly, the Forest Service and the Soil Conservation Service have known in broad regional terms what the condition of the land is, but in specific terms they have not. I think what those two studies that you are talking about--what resources for the future are doing now with the soil loss equation and how they're playing around with it. The RCA, the new information that that's developing and the RPA are going to tell us things about our land that we absolutely have to know before we go off half-cocked down the road spending millions and billions of dollars on some problem that is only dimly perceived. I think these things are really going to be terrific. I wanted to tell you in my speech about some of the most exciting things that are happening in the United States with respect to resource protection. The RCA and the RPA require these two agencies to go out and find out about the condition of all the forests in the United States, all the rangeland in the United States and all the cropland in the United States. This information is being tossed into a common data bank at Fort Collins, Colorado. Along come the Bureau of Land Management and they've been told by President Carter that they have to go through an RPA-like process of assessing the condition of the BLM lands, and they say, "Hey, let us in." So, now BLM is going to be making contributions to this data base. The Geological Survey came in and now the Fish and Wildlife Service is coming in. And what we're going to have there in one place is, over a period of 10 or 15 years, a data base that will become more and more site-specific as we go on. I think that there will be a time when if you want to site a power plant or do something else major to the land, you will be able to go to that data base at Fort Collins and you will be able to find out what all of the impacts that manipulation of the land are going to have and we'll almost be able to write environmental impact statements for you. And as I say, it's going to take 10 or 15 years for that--enough information to go in there so that it will be down to the county level--but when it's in place, it's going to be fantastic.

GOTTSCHALK: I hate to do this but I can't miss this opportunity to make an announcement that I was asked to make by Jack Berryman. We're involved in that effort through the International Association of Fish and Wildlife Agencies. Our Research Committee is working with these federal agencies that you've identified, Jim, to establish a group at Fort Collins, Colorado to lay out the criteria for designating different kinds of fish and wildlife habitat and we're looking now for the second of two professional members of that staff. One was a wildlife biologist, whose name I don't know, and who has been selected and is going to be working out at Fort Collins with that group for the next two years on an inter-governmental transfer arrangement and we're now looking for a fisheries biologist who has an interest in descriptions of aquatic habitats that would parallel the work that this wildlife biologist would do. I'm hereby asking all of the Midwest wildlife agencies to keep their eyes open for some person who is qualified to deal in this general area of aquatic habitats who might be interested in a two-year stint. The money will be coming from the Fish and Wildlife Service under this inter-governmental transfer arrangement. It will be

an excellent opportunity for someone to go out there and participate in what is going to be a very interesting and challenging assignment for a two-year period. If anybody is interested, either talk to me or drop us a line in Washington.

HARMON: Okay, one last question, in the back of the room.

HEFT: Would you please explain to me how you can interpret the Iowa program as a "taking" issue?

GILTMIER: Yes. It says that farmers can't do certain things on their lands to degrade it. I can't remember the words exactly, but it tells the farmer that he can't ruin his land. Now that goes farther than I think--I'm not sure--Washington and California have new forest practice laws that may go that far but I don't know for sure. In any event, what my friend from Iowa was saying is that one of the things that goes with land ownership in the United States, as it is now constituted, is the freedom to ruin his land. And this law says you can't, and that gets as close to taking as anything we've passed in recent years.

HEFT: Okay, I'll have to use a slightly different approach. I don't think a property owner has the right to destroy his land, even though he owns it, because basically that is the basis of the foundation of this country and there is a public interest in that land. Now I don't want to carry that too far because I don't agree with some of them that the public can tell you everything. But they're not taking the land physically away from you. All they're saying is that if you farm that land, you must manage it in such a way that it's responsible. I can't call that a "taking" issue. A "taking" issue is when some government or some legal subdivision physically takes land from you or makes it impossible for you to use the land as you were normally using it. I'm very familiar with the Iowa situation. The fellow who's running it now took his apprenticeship under me, if I may use that term, and we tried to do the same thing in Ohio and we came very close to doing it and I'm not ashamed of that one bit. I think it's going to be here in another 15 years and the sooner we recognize it and deal with it and do something about it, the better. But there's nothing in this that's a "taking" issue. I stood before a house committee in the state legislature when the realtors and the real estate people were trying to tell the legislators that this was a "taking" issue, that this was a land use bill and all of this, and it took me about a half hour to convince the committee that there was nothing in the senate control bill that tells anybody that they can't use their land for agricultural purposes <u>if</u> they control erosion to a certain level. Now, if you call that a "taking" issue then we're stretching that "taking" issue, I think, way down the line--a long way.

GILTMIER: I don't disagree with you. I think that a landowner does have a responsibility to care for his land. The point I'm making is in this ag lands protection bill that was killed this year in the Congress, that bill specificially said that no official of the federal government could tell any landowner how he could use his land in any way, shape or form. That was in the bill and it was still defeated by the House of Representatives by about 40 votes because it was represented as being a bill that takes landowner rights away. And so what I'm saying to you is the Iowa bill is stronger than anything that we could pass in the U. S. Congress today.

HEFT: I have just one more comment. You only need one more question so I'm going to shut up. You're using the word "use" interchangeably with "management" and you can't do that in today's society because it's entirely two different things. When you manage land, that's different than using it. We grew up knowing that using land was putting it into cropland, pastureland, forestland, wildlife land or what have you. That was a use pattern on the farm and we used that term very loosely at the time. But today the word "use"--is it going to be used for agriculture? Is it going to be used for houses? Is it going to be used for industry, or highway or recreation?

Therefore, we're talking about land management. And that's really what the senate control bill is--a land management bill, not a land use bill.

HARMON: I said we were going to quit at 4:30 so we have about two minutes.

FARRIS: Yes. The Iowa law, I believe, says something to the effect that a suit can be brought against a landowner if he is managing his property in such a way that it does damage to an adjacent landowner. For example, if I own 80 acres and I am farming it in such a way that it is causing soil pollution in a pond that is next door that John owns, John can then go to court and stop me from doing that. There has been, I think, to date very few cases where that law has been used. There was one case recently, a very important case, that got everybody pretty well stuck on the ceiling because all of a sudden the ramifications of that law came out. It has been used in a jaw-boning fashion some--by us--where we have gone to the landowner and said, "Look, you are causing damage to our adjacent land. We want you to quit or we can take you to court." I think it's been used mostly that way so far and I think that's what it says basically and I hope that clarifies what they're arguing about.

HEFT: That was carried to the courts by a wealthy man in Iowa?

FARRIS: Right.

HEFT: I'm not critizing wealth. It was determined in the courts that that man had a responsibility and the amount of money that they were asking him to put up to put in terraces and control devices, and that it was not unreasonable considering the fact that they were paying 75 percent of the cost to that man. The courts supported that that was not being unreasonable and it was not a "taking" issue because that was the issue in the court decisions in Iowa.

HARMON: I think, as I recall, that 75 percent cost share has to be available before it's enforceable.

HEFT: Right.

HARMON: Okay. I'd like to personally thank the panel members. I'd say half of them are gone but they did a fine job.

Wednesday Morning, July 16, 1980

MOSLEY: To start off this morning we have Steve Gray, who is in charge of our Educational Program. Steve started with the Division of Wildlife in 1976 and worked as a game protector for a three-year period. He's a graduate of the Ohio State University in Wildlife Management and also did considerable work in the School of Journalism. He wanted to come right into the division as an educator, writer or something like that and we wanted to get his nose good and wet out in the field first--so he did that for three years and he's now in charge of our Educational Program. I think what you'll see here this morning speaks well of the quality of the man that's doing this job. Steve?

WILDLIFE CONSERVATION EDUCATION BY TELEVISION IN PUBLIC SCHOOLS

Steven A. Gray
Education Supervisor
Division of Wildlife, ODNR

Thank you. During this morning's presentation we'll be showing some films and slides and particularly some video tapes on this monitor right here. So, if anyone in the back of the room cannot see, they might want to move a little bit closer to the front.

During this conference we've talked a lot about wildlife habitat--both fish and wildlife habitat--and without a doubt, acquiring and maintaining habitat is the most important job confronting any wildlife agency here in the Midwest. But here in Ohio in addition to our wildlife habitat programs, we are also putting quite a bit of emphasis on our education programs including public information as it applies to fish and wildlife management and why fish and wildlife management programs should be implemented. All of our wildlife programs are enhanced when the public has a good understanding of why we have these programs and why they should be implemented. The success of our farmland habitat programs here in Ohio are a good example of the importance of public information and education and the success of our new programs here in Ohio depends heavily on acceptance and knowledge of these programs by farmers and the agricultural community. Also, it is our job to inform the public about the uses of wildlife and that includes the consumptive uses of wildlife--fishing, hunting and trapping. The time and effort expended to constantly justify hunting, fishing and trapping and what we call the consumptive uses of wildlife is not time well spent by wildlife agencies. We can much better spend our time doing more positive programs--what I call positive programs--such as fish and wildlife habitat management, survey and inventory, law enforcement and programs like that which we can see a benefit from rather than constantly justifying our programs and policies. Hopefully, with a good long-term educational program we can continue wildlife management as it is today in Ohio for some time. Our long-term educational programs in Ohio are geared towards educating youngsters.

With that I'd like to have the first slide please--and the lights. We've placed a lot of emphasis on youth education in Ohio because the youth of today will be the wildlife stewards and caretakers of tomorrow. We've done this in several different programs we've had and our programs aren't new by any means. Our hunter safety program started some years ago. But our youth today will be our hunters and trappers and fishermen of tomorrow, as well as our bird watchers and wildlife photographers and the people that enjoy seeing wildlife along the countryside. Our most established youth education program, and it does not apply just to youth, is our hunter safety program. The new format was started in 1956. We depend heavily on volunteer instructors here in Ohio, as well as game protectors and education officers and other employees of the Division of Wildlife, to teach our courses. Our newly installed trapper education course is also a program we put quite a bit of emphasis on and in this program, also, we depend heavily on volunteer instructors. All these programs are geared toward youth. So, a kid that's 10 or 12 years old can go in and get a good understanding of both the safety and skills required and demanded for these sports such as hunting and trapping, plus

the wildlife management principles that apply. Since 1956 we've trained over 318,000 students in our hunter safety program here in Ohio. This young man here is from the Cleveland area and he was the 300,000th student that we trained and we reached that mark last August--August of 1979. Our game protectors and education officers also teach a lot of other different kinds of youth activities--fishing clinics, programs for school groups--and we try to get a wide variety of groups involved in our programs especially the major groups such as 4-H, Boy Scouts, Girl Scouts, Campfire Girls and organizations such as that.

One new long-term education program we are starting in Ohio is to take wildlife management into the classroom. To do this we've got a program based on a series of video tape programs, very similar to a series of television shows. We're going to develop these programs in-house using department personnel and then ship them out to Ohio's public school systems. This program is geared for kids in grades five through nine. That would be upper elementary and junior high school kids in schools throughout Ohio. The kids in this age bracket, for one thing, are used to watching television as a form of recreation and more and more all the time they're seeing television and T.V. monitors in their classrooms, whether they be educational programs like "Sesame Street" or maybe a program-wide math course or English course. So, this age group is used to watching television. They've watched it all their lives and they've learned quite a bit from it, whether it be good or bad.

Another objective that we have is to make the teacher the wildlife expert in his or her classroom. To do this we have to supply the teacher with a lot of information in addition to the video tapes. We're going to put on teacher workshops and we have been doing this within the last year to year and a half, to get the teachers more familiar with the basic wildlife management principles. They will not in anyway be wildlife experts, as we know wildlife experts, but to their class and their pupils they will be an authority on wildlife. They'll be able to get the general principles that we want to get across. Some of the materials that we'll have to provide include visual aids and teaching aids and also a lot of ideas on how they can apply wildlife management to a lot of different course topics, whether it be an English teacher or a geography teacher or science teacher or even a physical education teacher. Our long-term schedule is based on the three coming school years starting the school year in September 1980. We have four tapes scheduled. The first tape will be on wildlife conservation in Ohio and where it has been. We have that tape completed now and it is being reworked with new equipment that we have acquired to have ready for this year's school starting in September. It tells about the history of wildlife in Ohio, a history of the consumptive use of wildlife, how wildlife has affected the settlement of Ohio and its subsequent development, and also the history and development of wildlife agencies in Ohio, primarily the Division of Wildlife in Ohio. The second tape we have scheduled for this coming year is wildlife management. In this tape we'll give general wildlife management principles and we're going to keep this very basic because we are working with kids in this junior high level. So we'll tell them about the general principles, of limiting factors, the importance of habitat, the values of stocking, research and survey and inventory. The third tape will be on fish management and that will be very similar to our wildlife management tape except we'll go to aquatic habitats versus terrestrial habitats. There, we'll tell about survey and inventory, research on fish, fish habitats, aquatic habitats and also the importance of fishing and fishing as a recreational sport. The fourth tape will be wildlife law enforcement. In this we'll show how wildlife law enforcement works hand-in-hand with modern wildlife management in respect to wildlife laws and regulations and how they apply to wildlife populations and things like that. We'll also explain how laws are made, the importance of laws, and also try to give them some understanding of why certain laws are developed and how they apply back to basic biology.

To provide the teachers more information to use with these tapes we have a series of supplements that go with each tape. All the delegates from the states have a copy of

this in front of them. For the first tape, "Wildlife Conservation in Ohio - Where It's Been," we have the supplement with the yellow border on top. In there we tell about activities the teachers can use. We have vocabulary lists. We have ideas on how the tape can be used with a variety of courses and subject matters. The teachers can take this before they show the tape in the classroom and get some idea on how they can use the tapes in their particular classroom situation. Some of the different topics we have in the first supplement include suggested readings, a word list, vocabularies, different activities you can use in the classroom or outside of the classroom. Let's take the suggested readings for an example. In our first tape, the Sand County Almanac is one of the suggested readings. Now these are suggested for the teachers, not the students. In some of the higher grade levels--eighth and ninth grade--students might want to read some of these reference books but this is mainly for the teacher's information. We'll also suggest publications that we can provide that they can use to supplement their classroom activities. Another supplement that we have going with each tape is a series of life history notes of Ohio's fish and wildlife. We have 80 different wildlife species in this supplement. The teacher can put this in her/his library and keep it or she/he can use it in the classroom with the tape. We have it bound with brads so it can be taken apart and used as a flashcard, a display in the classroom or as a booklet. Each life history tells basically where the animal is found in Ohio, its range in North America, its breeding habits, what it eats--just general habits and things like that. The teacher can take these supplements that we provide and then match them with their particular classroom situation. With the life history booklet we give some ideas on how these can be used in the classroom. We have a little supplement that goes inside to the teacher to give some ideas. One there at the top says, "Where does a whistling swan spend the winter months?" These are just general things that put ideas in their heads so they might be able to use this in some of their classroom activities. We also put on there where they can get more information.

Then the teacher draws up a lesson plan on how she/he wants to use the video tape and the supplements in the classroom. This particular teacher is drawing up a plan to use in geography, so they might want to use the habitats, the home ranges and the ranges in Ohio and apply those to geography or history or something like that. Then it's the student's turn in the classroom. After they watch the video tape, they get to participate in these activities. We found that wildlife and animals are very popular in the school systems, particularly in this age group of kids. There are several television shows that are very successful which are based on wildlife. "Animals, Animals, Animals" is a nationally syndicated show that's very popular. Walt Disney has done quite a lot with showing wildlife. There's a lot of different things that the students can do. It can be a general listing of wildlife, it can be doing short life history notes, identification, bird walks and things like that. The teachers will get the video tapes in one of two forms. The tape on the bottom right is a three-quarter inch video tape cassette--that's how we'll make the tapes and they'll be sent out to the teachers in that fashion. Once the teacher gets the tape, she/he can keep it for short-term use which will be free or she/he can get the tape and duplicate it and keep it in their school system library whether it be in just that system or a county-wide system. The one on the left is a half-inch video tape and some school systems have that format. We find that most of the school systems that now have video tape equipment are in the metropolitan school areas. Our program is being kicked off in northeastern Ohio in the Cleveland-Akron-Canton area. We're finding more and more that video tape is becoming popular in the school systems and now some of the smaller school systems in the rural areas are getting video tape equipment. We hope within the next five years it should be pretty well accepted throughout the state.

When a teacher gets a video tape, the use is fairly simple in the classroom. The cartridge is easily inserted into the player and the player is on the bottom of the cart. We also have one up here you can look at more closely after the presentation. The teacher puts a tape in the player and the picture is shown on the television

monitor. Then the students can watch this just like they were watching a film or a slide show. We're going to keep our presentations fairly short--anywhere from 10 to 15 minutes in length. We purchased new equipment to make our productions here in Ohio--we're still receiving some of the equipment but we have the majority of it in now. The approximate cost of the equipment was around $85,000 which included cameras and editing equipment to put the final production together. Shown here is our camera, field monitors and other equipment that we need out in the field. We picked out equipment that could be easily transported through the woods and out along lakes and streams, because we have to get out there to do our wildlife work, to show wildlife management practices, to show the actual wildlife and to show the habitat. Therefore, we needed equipment that was very durable and also could be transported easily. Here's a set-up of the equipment in the field. Kim Heller is on the camera. The girl lying on the road is Pat Ahl who works for our department. She is a video productions expert. She is watching the field monitor and seeing the thing that is shown through the camera. She can watch the tape as it is being projected through the camera being set up, being composed in the viewfinder of the camera to see if she has what she wants that is going to come on the tape. We can also play the tape back through that same monitor. Here we're making a training tape on the correct way to stop vehicles in a law enforcement situation. This shows the camera set-up. The red-haired guy there has a shot-gun microphone to record the sound. Pat is looking at the field monitor and is also checking out the power pack--the recorder that runs the tape and the camera transposes the image on. When we get the video tape into the office we have a room set up to edit the material, to get the sound track laid down, put characters on the screen and get the final form edited for use in the classroom. In the top you see the monitor the person would look at to see what he's getting on the tape and the bottom things he has his hands on are editing decks.

We've used the video for inservice training and we see a very good use of this in the future. At our pre-service game protector training school that we just completed this week, we used the training tapes two or three times. In this situation here we were actually taping the game protector cadets as they were giving public speaking demonstrations. They were assigned topics and they had to get up before the group and present that topic as a public speaker. So we'd tape these presentations and then show it back to the trainees so they could see what they did right and what they did wrong as a teaching aid. Here is one of the trainees making his presentation and here's a shot from the other way showing the camera--he had to look into the camera as well as look at the other trainees. Then after he was finished, he could look on the monitor and see what his presentation looked like.

We're kind of switching subjects here--we'll go to an actual demonstration of some of the equipment and show you some of the tapes that we have made and some of the production tapes we're going to put in some of our new video tape programs. We'll shut off the slides now and, Kim, will you come up here and show one of the tapes. He's going to put one of the tapes on the monitor and then after that's finished, we'll put the camera out on the crowd and show you how we can instantaneously take a photograph or put it on this film tape and put it back in the monitor. Tell me when it's on. Okay, what you'll see on the monitor now are some shots that we took within the last couple of weeks that we're going to use in future video tape productions. This is just so you can see the quality in the video tape. Is it rolling? Okay. The camera that we have is broadcast quality so that means it's the same quality or comparable quality to what's used in commercial television stations. It's very similar to a Rapid-Cam that most T.V. news stations have. We're going to show a couple of tapes during the coffee break so if anyone wants to come up, we can show some tapes then.

FARRIS: What format do most television stations use? Do they use three-quarters or half-inch?

HELLER: Their field gear is all three-quarters.

FARRIS: Do you have to make three-quarters tape for them?

GRAY: For television?

FARRIS: Yes.

GRAY: Yes, if you were going to make a tape for a commercial television station, it would have to be at least three-quarters. Some of them use bigger than that.

HELLER: They broadcast most of their internal stuff on two-inch tape, but all their field gear is half-inch. There hasn't been a successful...

FARRIS: Half or three-quarter?

GRAY: Three-quarter--half is more for home units.

HELLER: There hasn't been a successful one-inch made yet. The next evolution is going to be one-inch but they don't have any yet.

GRAY: That T.V. tape...run the camera.

MOSLEY: Steve, would you like to repeat the question.

GRAY: Okay. Dr. Farris asked a question on the size of the tape that is used in most T.V. stations. The cameras that they have for news broadcasts and that they take out in the field are three-quarter inch. The half-inch tape is mostly for the home units--the VHS home units that you see. That's three-quarter inch or bigger for most television stations and the equipment we have is three-quarter inch. Okay, now, Kim was going to put the camera on the crowd and you should be able to see the picture on the monitor here. Okay, there you're seeing a shot of the room. Now we could be recording that on tape at the same time. Get the high...you have on--there's one in every crowd. The video tape is a very fast production, it can be very fast because you don't have the time spent on processing film and the time spent in mailing away for processing. So it's almost instantaneous, the same as instant replays on football games and baseball games.

UNIDENTIFIED VOICE: Can you zoom in on somebody?

HELLER: Sure.

GRAY: Zoom in on Bob Riegler, he's out in the middle. He's about 60 feet away.

FARRIS: What kind of capabilities do you have when you're zooming in on something when you're outside?

GRAY: It depends on the lens. That's a full-zoom on our lens. The question was what's the capability of the tele-photo...

HELLER: It's a 120 millimeter.

GRAY: The lens we have on the camera now is a 120 millimeter compared to a tele-photo lens. You can buy lenses for particular needs--a wide-angle lens, or a longer lens or more of a tele-photo lens. It depends on what you're doing--if you want to do a lot of wildlife video taping, you'd get a longer lens probably. But that zooms in pretty close--you could see there. Get that guy asleep back there.

UNIDENTIFIED VOICE: Television always puts me to sleep.

GRAY: Let's go back to the slides. In Ohio we try not to limit ourselves to what we

can actually do with video tape and productions on television. We go out and actively and aggressively recruit to get wildlife programs on television and to do this we spend quite a bit of time contacting television stations--commercial television stations--to get various wildlife activities on the air, whether it be a fish management activity such as this one at Clearfork Reservoir where we have Darrell Allison talking about our muskie egg collection project. Then the T.V. news crew can come to the scene, make the story and then take it back and show it to thousands of people on the evening news. This is Tim Nagel, our London Fish Hatchery Supervisor, talking to a Dayton, Ohio television station. This is Jim Schoby, our main television contact person here in Ohio, talking to a Columbus television station about ice fishing. This is the television crew and they're at the Urbana Wildlife Propagation Unit where we're having pheasant and quail raised for our new habitat programs. The story they were taping at this time was on our bobwhite quail program and we had very good success with that tape. First it was shown on the evening news here in Columbus and then the reporter that did this tape syndicated the show nationally and we had calls from as far away as Denver, Colorado where people called into our office and said they saw the tape about our bobwhite quail program on television. From there it went to the CBS Saturday morning show "In the News" which is shown during the cartoons. If anybody watches cartoons on Saturday morning on CBS, you see that segment and our bobwhite quail segment made that. The audience there is probably in the millions on Saturday morning on CBS. So we got very good use and it only took about two hours of our time to go out and show the T.V. crew what we were doing, talked about the program, and at that time we did two television programs. We also did one on our pheasant and farmland habitat restoration project. At this time can we just flip it on and show one television tape we did to give an example. We're going to show a television tape that was done by a Columbus television station on the fishing in Lake Erie. This show was shown on the news on two successive nights and has been shown as fillers since then. Once you get a T.V. newscaster interested in wildlife, then he/she starts calling you back. Throughout Ohio we might have as many as 15 to 20 T.V. newscasters that call us routinely wanting to do stories. Most of the time they work out very well. Sometimes we get some stuff on that's not correct, but we expect that because these people are not very knowledgable about wildlife. We try to tell them as much as we can while we have them out in the field but when we get back to the T.V. station, they're on their own so sometimes we have a few mistakes show up on the air but our gains are much more positive than that. It usually works out very well. This tape is on Lake Erie walleye--it was made last summer. Can you see what you're doing, Kim?

HELLER: Yes...

MOSLEY: While Kim's trying to get the picture going--Jack brought up the problem that some of the states have. When they get this T.V. program in their states the local people jump on the state conservation agencies and say, "Why don't you start raising quail and build some pens and raise some pheasants like Ohio's doing?" Well, I realize that's a problem and the point that we're making here in Ohio and that you folks perhaps would want to make in your own state is that our programs aren't the old-fashioned game farm programs. For example, the quail project is based on first generation birds removed from the wild and some of the research that has occurred in cooperation with Indiana has indicated that our birds--are you giving me the shut-off signal there? Okay.

GRAY: Okay, that was the first night's segment. Now coming up will be the next night. Okay, that's just an example of some of the television tapes we have made or that we cooperate with the T.V. stations to make. We also do quite a bit with public service announcements on television. We usually make these in film format--16 millimeter film. Maybe in the future we might make some on video tape, but in these we promote most of our major programs such as "Fish Ohio." We've got a new one coming out this fall on hunter safety. We try to keep at least one hunter safety public service announcement on the air. Also, in the future we'll probably do one on habitat restoration. This is free time and what helps to get the public service announcements run on the air is

to make them in a very good quality and we use our broadcasting film section in the department, which has some very good cinematographers, to make our public service announcements. So, they're entertaining like most of the modern day television commercials--some of the more successful commercials like McDonald's, Coca Cola and ones like that--the award winners. We try to model after them, to see what's being run on the air and to see what appeals to people--not only hunters, fishermen and trappers, but the general populace out there, the people that live in the urban areas and the people that have no interest right now in hunting and fishing and maybe never will have. But we want them to be aware of our programs, to be aware of the Division of Wildlife and to be aware of wildlife in Ohio. So, right now, we'll show you a new P.S.A. we've got. We just sent this out last week. This is on "Fish Ohio." We have a 60 and a 30 second segment. That's an example of some of our public service announcements. As I say, we try to do those for our major priority programs.

To summarize, our long-term education programs are aimed at two or three major groups but the main one is the youth of Ohio and the other one--or one of the other ones--is the masses of people that we have in Ohio in our urban areas. To reach these people we're going to have to use a vast array of the media whether it be television, radio, newspapers or magazines. We think that our video tape is one of the best formats we have for the future and so that's where we're putting our emphasis right now. Thank you.

MOSLEY: Brian, do you want to collect a few more things? We can give some prizes. Do you have any down here now or are you going to have to pick them up? Okay, why don't you get some and we'll just fit them in however. We're going to break here at 10:00 for some coffee. I might continue the statement that I'd started earlier about the pheasant and quail program. As I was saying, on the quail project we had a cooperative agreement with Indiana where we gave them 12 of those first generation quail and they released 12 of their typical game farm quail and I think it was after a period of two weeks...where's Frank?

LOCKARD: Right here.

MOSLEY: Okay. Wasn't it after a period of two to three weeks, Frank, that all the typical game farm quail had disappeared? I think there were nine of those first generation birds still alive.

LOCKARD: Yes, that's true. At the moment there are still a couple of F-1's left.

MOSLEY: Frank says at the moment there are still a couple of those F-1's left. So there apparently is a definite genetic difference between these F-1 birds and the typical game farm bird. The pheasant project is using pheasant trading stock with the landowner saying that, "If you'll come up with so much habitat that you'll set aside for wildlife out there, we'll give you so many birds." That isn't, we realize, going to get us--down the road--to a totally successful program. But what it does do is give the people that are always out there that want to stock birds something to do in a positive vein and gets them thinking about habitat and that's just the first step in our habitat development program.

GRIEB: Does that work?

MOSLEY: It's worked so far. We've had more takers than we've had birds we've been able to supply.

GRIEB: I know that, but does it work?

MOSLEY: It works from the standpoint it commits nesting habitat of so many acres on the ground. Now, in addition to that we're backing that up with another program--the next step. That program is now underway and involves taking a township-sized area and

then the division providing the money to go out there and lease and purchase, if necessary, the habitat which is missing in that total township. So, we're having to put bucks behind that to do that job, but the end result of that will be that we'll be able to show on a township-sized area that if you get the habitat out there, you're going to have the birds and you're going to have them in a natural reproduction process rather than strictly a stocking process. So, then the next step beyond that is what we spent most of the day yesterday talking about--and that is getting a National Farm Program which is going to provide that habitat base and we have to--if we're going to achieve the goal--get at that business of replacing that habitat on that broad a scale or it isn't going to work.

GRIEB: ...coming from an area that has an average of about 13 to 16 inches annual precipitation--that's our pheasant country. You know, I've never seen so much pheasant habitat in all my life as when I drove down here from Cleveland. You get 40 inches of rain and you can do about anything. You should come out where it's tough--come out in our country and try to put down some habitat.

MOSLEY: Jack was telling me about that yesterday. In case any of you in the back couldn't hear that, Jack said, "All you have to do is stand back in Ohio and watch that vegetation grow" and that's right. We have the rainfall that permits a terrific potential for putting good vegetation there on the ground, but the problem is if you fly over Ohio in the wintertime in the intensively farmed part of the state--I'm telling you it looks like the Sahara desert because most of it's been plowed and there's nothing out there to survive on. So, that's a critical thing that we have here. Now, another critical thing is nesting habitat. If Jack were here earlier in the year when you needed that nesting habitat, that ground was still barren of vegetation and those birds, if they'd been there in a lot of places, would simply have had to build their nest in raw dirt and soil. So, we've got to have the nesting habitat and we've got to have the winter habitat. We've got the rainfall, Jack, but we still need to put a lot of things together.

GALE: Carl?

MOSLEY: Yes, Larry.

GALE: Do you have a rule of thumb or a typical situation--say you had a section of land, how many birds would you provide in exchange for how many acres of habitat? Or do you have any such formula?

MOSLEY: Is Steve Cole or one of our--let me introduce one of our private land biologists, Mike Toepfer--out there? How about coming up here, Mike. Now, what we've done--you know, being boss of this outfit, I don't have to answer those detailed questions because I don't know some of those answers.

GALE: I'm amazed.

MOSLEY: I'll tell you now and here's a good suggestion for all of you. When you get into a program like this, what you need are some competent biologists that you hire and give them the full-time job and we've done that. We have a biologist in each district--well, of course, we had biologists before in each district--but for this project we hired a special man. In a lot of cases it was a matter of promotion, as it was with Mike here. He worked in southwestern Ohio and so we just promoted him into the position of being the private lands wildlife biologist and he is the man that's out there on the ground working with those farmers and he had a part in putting this program together. We've got so many different kinds of offers that we make--we're like the soap salesman--it doesn't matter what you want, we've got something to sell. So, Mike, do you want to answer Larry's question.

TOEPFER: Okay. Well, we broke the program up into basically three different, separate

programs. We were working with 4-H youngsters to start off with and we kind of carried it through everybody in the state--made it available to everyone in the state--and that was using day-old pheasant chicks. We provide the interested youngster or his parents or anybody who wants to try and raise 25 day-old pheasant chicks and they provide us, in turn, with three acres of nesting cover. We like to get alfalfa and brome grass mixtures but we'll use other grasses and other legumes. Our game protectors inspect the habitat that's going to be provided to make sure that it's suitable nesting cover and once everything's agreeable with us, the chicks are delivered and the youngster or whoever is raising the chicks, raises them and turns them loose into that cover. The second program is what we call our landowner's program, which is made primarily for farmers who have, own or control 80 acres--at least 80 acres--and if they can provide us with three acres of suitable nesting cover--again legumes and grasses--then we will provide them with eight 10-week old pheasants and these are broken down to seven hens and one rooster. If they can provide six acres, they get 16 pheasants. If they can provide nine acres, they get 24 pheasants and this is the maximum amount we give to any one farmer under that program. The third program is primarily designed for sportsmen's clubs or sportsmen. We call it our sportsmen's program where a club or organization or individual can work with the farmer--maybe pay him to purchase some cover for pheasant nesting. In this program we will provide one bird per acre, a minimum of 10 acres and a maximum of 50 birds. So, if a farmer has set aside 10 acres and worked out an agreement with the sportsmen's club, he will get 10 pheasants. These will be adult pheasants, a 50-50 sex ratio. If he has 50 acres, he gets 50 pheasants and that would be the maximum. Sometimes we get a farmer who can qualify for all three programs. He's really gone all out to provide pheasant nesting cover. He's got a youngster that wants to raise chicks. He's got some nesting cover he wants to put in the sportsmen's program and some nesting cover in the landowner's program and we combine all three of them. It's worked out very well. I have in my district 13 counties and I'm working with about 103, basically, youngsters, on the day-old pheasant program and it's providing about 1,200 acres of nesting cover. In the landowner's program we will have about 1,700 birds going out for about 2,200 acres, as I recall, and the sportsmen's program is about 1,300 birds and another 2,500 acres of nesting cover, more or less.

GALE: How long does the landowner have to set the land aside?

TOEPFER: Under the landowner's program, he sets it aside for one year. If he's signed up for it by April 1 of this year, it would have to be there through this summer into next winter. Under the sportsmen's program, it's a two-year program. He gets stocked each year so that he will have the cover this summer and again next summer. The day-old pheasant chick program will be just primarily nesting cover for this summer.

GALE: Do you have any kind of a follow-up program whereby you go back and see if there was any success?

TOEPFER: Well, the game protector basically can keep an eye on the areas. We get an awful lot of reports back from them saying that in a certain township where we had so many youngsters in the program, we're beginning to see some pheasants established. We haven't been in it really that long. This will be the second year for the statewide program. Now, in my district, we've been in the day-old pheasant chick program for six years and now some of the game protectors are coming in and saying that in a certain area where we had five or six youngsters, we are now having some natural nesting and I'm getting more and more reports on this as time goes on.

GALE: Are you using game farm pheasants?

TOEPFER: Game farm pheasants.

UNIDENTIFIED VOICE: How many birds do you raise a year? Do you have any costs on that?

TOEPFER: I don't know. We have our game farm man here, Mr. Bob Eversole. Could you

tell us how many pheasants we're raising this year?

EVERSOLE: We're currently distributing approximately 61,000 birds. This includes 12,000 for inseason releases on public hunting areas and 12,550 which go to sportsmen's clubs at six weeks of age or as day-old chicks to be reared for inseason release; these programs have been in effect for 20 years. A total of 36,524 pheasants were traded for habitat this year--15,675 day-olds, 11,456 ten-week olds and 7,443 adults. In addition, 1,950 ten-week old pheasants are being released in the four townships where habitat is being rented.

TOEPFER: Well, what's the cost per bird, Bob? Can you give us an estimate on that?

EVERSOLE: We were buying six-week old birds at about $1.70 and we were also purchasing eight-week old birds for about $2.20.

TOEPFER: Okay, $1.70 for the six-week old and $2.20 for the eight-week old.

EVERSOLE: And day-old chicks for an average of 72¢.

UNIDENTIFIED VOICE: One other question--from a cost benefit ratio, are you happy with this type of program? Do you think this is the direction you ought to be going? What does the future look like?

TOEPFER: Well, it's a cheap, very cheap way to get some wildlife cover. We spend 65¢ a piece for day-old pheasant chicks. We give a family 25 of them and they give us three acres of cover. Now, we haven't invested too much in that three acres of cover. That's what we're after is the cover. The pheasants are kind of--at least to me--secondary to the cover that is set aside. The rabbits, the quail, the pheasants and the songbirds that will use that cover are much more important than these birds that we're talking about. If these birds take hold and start reproducing, that's kind of like a little bit more cream, but the cover that's provided by this program is basically the base of the program. We use the pheasants as an incentive to get the cover set aside.

GRIEB: No question, just a statement. We're about to go out of the 4-H chick program. It has not been successful with us. Perhaps back here it would be with all the rainfall and all the other potentialities but not in Colorado. We still believe we can bring pheasants back and we're working on another type of program, but this has not been a successful one with us.

GALE: One question--how are you doing in your most intensively farmed region of the state that used to be traditionally the best pheasant range? Are you getting your success at the edges or are you getting it in the hard-core?

TOEPFER: I've got a pilot project going in that area where we have to actually lease the cover, where you voluntarily set aside the cover and where they rent it for $120 an acre. It's hard to get them to commit three acres of nesting cover unless there's a payment with it. In the township that I'm working in we got 512 acres and it meant going door-to-door to the farmers explaining our program. Mass mailings and the media didn't work. It took an actual personal contact--sitting down at the kitchen table and explaining the program. We rented or leased 512 acres of cover in that township for about $34,000.

GALE: So in other words, you're not really getting any takers on any of these three programs where you're trading them free pheasants for free habitat in the real hard-core cash greenery then?

TOEPFER: Not as good as we would like to. In the really intensively farmed areas, it's hard. We've got cooperators there--they're scattered. When we get down to the more marginal farmland we pick up a lot more cooperators. This is one of the faults of the

program--we exchange pheasants for cover--there's no cash payment. The investment by them is a lot more than the investment by us. The pilot project for leasing cover is perhaps the route we'll have to take in these intensively farmed areas.

BAILEY: Now I want to get back to the Conservation Education Program before you break for coffee, Carl. In the program--and I didn't catch how long it might have been going on--but do you have any assessments or perceptions by your people on changes of attitudes toward wildlife management of the students who are using the materials that you provide?

MOSLEY: I think--did you hear the question in the back?

UNIDENTIFIED VOICE: No, I didn't.

MOSLEY: Okay. Bill Bailey from Nebraska asked if we are able at this point, from the results of our educational program, to see any changes by the youngsters or by the public in their attitude toward the resource. I think it's really too early to have an evaluation of our program that would show that. Our estimate is that it just has to work simply for the reason that Walt Disney was able to make billions of dollars using the wild animal as a sales object. So, we feel that the market is out there at all ages, and particularly with youngsters. We must simply go out there and show the teachers that they don't have to be an expert biologist but that by providing them materials they can play on a T.V. screen, publications they can pass out and use in the classroom and guidance as to how they might fit this into geography, arithmetic or English and various courses they are already teaching--they don't have to teach a conservation program. They can teach conservation and wildlife resource conservation in all of their regular classes by utilizing this material and we'll show them how to fit it in.

BAILEY: One more question--do you have any formal teacher workshops that might be oriented to the instructor materials that you have or to wildlife conservation and management?

MOSLEY: Yes. Is Sara Jean Peters in here now? Go ahead, Sara. Would you want to come up and talk about this. Sara got started on this up in northeastern Ohio. It's our most densely populated part of the state and she's been working with teachers and helping them with their libraries and has really accomplished a lot for us.

BAILEY: Now, Sara, I will ask another question and then you can maybe answer both. In your assessment of the teacher workshops, have you noticed or noted any change either perceived or real in the...

PETERS: Don't we always perceive change?

BAILEY: Have you seen a change in the attitude of teachers as they relate? We've had some experience with this, too, and there have been some teachers that have been turned around.

PETERS: Yes.

BAILEY: From the Walt Disney type of approach to the resource management approach.

PETERS: Okay. There are a couple of angles to the questions. One, we can generally stimulate a lot of interest in the program because the teachers know that animals are a drawing card and their kids are interested in them and they like seeing materials that are available. As a matter of fact, it's really a shame--the dearth of knowledge among teachers about materials that are good materials and are available. I think a prime example is the National Wildlife Week packet, which is a free packet distributed

nationwide and if I hold a teacher workshop I can pretty well guarantee you that if we have 10 percent of the teachers who are aware of its existence, we have an extraordinarily high percentage. Most of the time it's less than 10 percent of the teachers who have ever seen that material. So a lot of our education effort right now is base line--going in and saying, "This is what you have available." The life history sheets, which Steve Gray showed, we had had for years but it wasn't until about two years ago that we put them in a binder, threw in a little fallout sheet (borrowed that from Time Magazine--those little subscription notices) and teachers just cannot contain themselves when they see that. It's really amazing that something which costs so little--we just turn something which had been 80 separate sheets into something usable in the classroom. Many of the teachers are willing to use the material when they see it. One of our chief challenges in a system is to find the facilitator to get us going. Sometimes that takes three, four, five or six contacts--it may be two years before we finally ramble around in the system long enough to find an administrator, because it's not always the science curriculum director who's going to give us some support. We've had teachers who have remarked to some of their administrators, "Ah, no, another thing to cover." The administrator says, "Look, this is where it's coming from and it's time we got into it." So by and large, the response has been very positive. We have some systems right now--the Stark County School System which is in the Canton area in northeastern Ohio--where their coordinator told me last year, "Okay, yeah, we'll put out an ad for the National Wildlife Week packets," which I supply. I work with the League of Ohio Sportsmen who does that distribution in Ohio. Anyway, the coordinator said, "I really don't know how to ask you. I didn't think too many people would be interested; I figured maybe 50. Do you think we could get 300?" We had a follow-up program after that. When we order our wildlife planting stock for distribution, quite often we over-order. There's not the demand for it we thought there would be. A lot of times these materials have been put on wildlife areas, not always at the best use which means they've been put in the ground--but generally, totally. You've got to get rid of them. This we said, "Okay, let's go to the school districts--the people who have really cooperated with us in the National Wildlife Week packet program--and ask them if they want to do some habitat plant stocking." We just went in and very bluntly said, "You've got two weeks to tell us. We've got these plants--three different species. We've got them in units of 500. We're not going to break packages. How many do you want?" I got rid of 60,000 in northeastern Ohio like that--nothing to it. I don't know what the total statewide distribution was, but it was a bunch. It's effective.

BAILEY: What kind of cooperation or lack of cooperation have you had with your education program from your Department of Public Instruction or whatever you have comparable to that in Ohio?

PETERS: The Department of Education in Ohio does have an Environmental Education Section. To be perfectly honest, we probably haven't given them a fair chance because we haven't worked with them directly. However, I've known the people who have had that position and either as a combination or single element of no cooperation from the department or lack of ability on the part of the individual in the position--we have not seen much use. This is the real problem I have with our Department of Education, because they do produce a lot of environmental education materials but most people are not aware of their existence and by the time we can tell them about the materials, they are already out of print and not scheduled to be reprinted, which in my mind is criminal.

MOSLEY: It is time for a coffee break.

(Coffee Break)

BUSINESS MEETING

MOSLEY: The business meeting will please come to order. We should have all the official delegates up in the front of the room. We have name cards for each of them. The Secretary will please call the role. The Secretary is Dale Roach but, as I indicated earlier, he has a back problem. I talked to him on the phone last night and he's taking some treatment. He's at home on his back and the doctor told him to stay there until it got better. So, Steve Gray is going to serve as our Secretary this morning. Steve, would you call the role please.

GRAY: When I call the role will you please respond with your name.

Colorado - Jack Grieb
Illinois - Dave Kenney
Indiana - Frank Lockard
Iowa - Al Farris
Kansas - Bill Hanzlick
Kentucky - Carl Kays
Michigan - Henry Vondett
Missouri - Larry Gale
Nebraska - Bill Bailey
Ohio - Carl Mosley
Wisconsin - John Keener
Minnesota - no response
North Dakota - no response
South Dakota - no response
Ontario - no response
Manitoba - no response
Saskatchewan - no response

There are 11 states and no provinces present. That completes the role. Thank you.

MOSLEY: Thank you, Steve. We have a quorum--where majority votes are concerned but not for two-thirds votes. Since most of our business we can conduct by a majority vote, I think we are in good shape. The first order of business is to take care of two special memorial resolutions. Carl, did you want to present those resolutions.

KAYS: I wish to propose them at this time. Mr. President, the Awards Committee composed of John Keener, Frank Lockard and myself, proposes two memorial resolutions to recognize the contributions to fish and wildlife conservation of two former Association members that have departed us since our last annual meeting in Brown County, Indiana. I wish at this time to read the two resolutions and would ask that the members present here stand while I am reading the resolutions.

Resolution - A Memorial to William C. Brabham

BE IT RESOLVED, that the Association of Midwest Fish and Wildlife Agencies this 14th day of July, 1980 in Columbus, Ohio, adopts the following memorial resolution in dedication of Mr. William C. "Bill" Brabham, Association representative from the State of Iowa, passed on to his great reward on January 13, 1980.

That Bill Brabham served the Association in a distinguished manner as representative from the State of Iowa.

That during his 29 years of service to the Iowa Conservation Commission, as unit game manager, assistant and superintendent of federal aid, game section chief, director of planning and coordination, deputy director and finally, as director, he gave to the Association, the Iowa Conservation Commission and the citizens of the State of Iowa, a breadth of conservation and wildlife management knowledge that cannot be replaced.

That his active interest and participation in the Missouri River Basin Commission, the Upper Mississippi River Basin Commission, the National and Iowa Wildlife Federation, and the Izaak Walton League resulted in contributions to conservation and fish and wildlife management of significance to the Midwest and to the Nation.

BE IT FURTHER RESOLVED, that the Association of Midwest Fish and Wildlife Agencies, recognizing the above, expresses its appreciation for his distinguished service and contributions be conveyed to the family of William C. "Bill" Brabham.

Resolution - A Memorial to James M. Lockart

BE IT RESOLVED, that the Association of Midwest Fish and Wildlife Agencies this 14th day of July, 1980 in Columbus, Ohio, adopts the following memorial resolution in dedication of Mr. James M. Lockart. Since this Association last convened, Mr. James M. Lockart, Association representative from the State of Illinois, passed on to his great reward on April 24, 1980.

That Jim Lockart served the Association in a distinguished manner as representative from the State of Illinois.

That for nearly 30 years Jim Lockart served the citizens of Illinois and the Conservation Department in a variety of field, public information and administrative positions, being assistant associate director of the department at the time of his death.

That he was known throughout Illinois and the Midwest for his pioneering efforts toward wildlife habitat restoration, wetlands preservation and wildlife population enhancement.

That he had written extensively for technical journals and was a regular columnist for the Illinois Wildlife Federation's newspaper.

That his dedication to wildlife conservation and conservation education resulted in a 1,400 acre wildlife management in Fayette County, Illinois being dedicated in his name in February 1980.

BE IT FURTHER RESOLVED, that the Association of Midwest Fish and Wildlife Agencies, recognizing the above, expresses its appreciation for this distinguished service and contribution to the State of Illinois and the Midwest be conveyed to the family of James M. Lockart.

KAYS: You may be seated. Thank you. Mr. President, I move that the body adopt these two memorial resolutions.

MOSLEY: Is there a second?

UNIDENTIFIED VOICE: I second.

MOSLEY: The motion is seconded. All those in favor, say aye. Opposed, no. Motion passed. Al Farris, would you deliver to Bill Brabham's family this resolution.

FARRIS: I certainly will.

MOSLEY: Dave Kenney is going to present to Jim Lockart's family a copy of this resolution.

May we have the Treasurer's Report.

WARDERS: I'm not going to read this report, however, I definitely would like to have it printed in the proceedings. The Treasurer's report, as such, hasn't been printed in the proceedings in the past. But in order to carry this thing on where all the

membership can see exactly where we're at, I'd like to give this to the Secretary and have it printed in this proceedings and future reports printed in all future proceedings. I'll visit with you just a little bit about the Treasurer's position and the report. The annual dues and earnings therefrom constitute the funds of this Association. The dues are $100 per membership--that's for the 14 states and three provinces--and the interest accrued from this money amounts to approximately $400 or $500 a year. We're talking about an annual income of around $2,200. Now, I'd like to go back to the meeting last year--the Nashville, Indiana meeting. Going into that business year, we had total assets of about $6,400--that's an estimate. Of course, we took in our $1,700 from annual dues and the interest on the certificates of deposit. Indiana held this meeting and it cost the Association approximately $40. Frank was even good enough to send us $4.17 over and above his registration expenditures so we got an additional $4.17. But, anyway, at the close of the Nashville meeting instead of $6,400 in total assets, we're now looking at $8,500 going into this particular conference. Now should the State of Ohio react much as Indiana has done, along with the annual dues, interest on certificates of deposit, we could end up this business with approximately $10,500 in total assets. This is continuing to grow. We're in real good shape. I have, since the Bismarck meeting, been pointing this out to this group and I've threatened to, if it gets to $10,000, take it out and put it in the money bank or something like this. Anyway, we're going to treat this, Mr. President, later on in the By-Laws Committee Report with some recommendations on where we can go with this situation.

Treasurer's Report

The status of the Association's funds at the close of business for the year 1979 relate total assets of $8,441.84.

Total receipts for this period, including annual dues, balance of Indiana donation and registration fee fund, and interest on Certificates of Deposit -- $2,091.58. Balance of assets brought forward for 1978 -- $6,390.32. Total expenditures for the Nashville conference -- $47.11.

Certificate of Deposit #101576 in the amount of $1,200.00 was renewed with the First National Bank of Pratt, Kansas at 6% interest. A Savings Certificate, #6235, in the amount of $4,365.44 with Western Savings Association of Pratt, Kansas remains in effect at 7.5% interest.

Balance of 1979 checking account forwarded to the 1980 account -- $2,876.40.

IRS income tax form 990 has been prepared and submitted.

The status of Association funds as of this date (July 17, 1980) relate total assets of $9,541.84, which includes the 1980 dues from fourteen (14) states and two (2) provinces and one expenditure claim in the amount of $500.00. The current 1980 checking account balance is $3,976.40.

The official Association financial ledger showing receipts and expenditures has been made available to the Auditing Committee.

MOSLEY: Thank you, Fred. I don't know how we're coming out on this meeting as far as costs are concerned yet, Fred, but we're really trying to help you out. Could we have the Auditing Committee's report now, Bill Bailey.

BAILEY: Dean Murphy and I met with the Treasurer yesterday, went over the books and his reports and I must say that the way Fred keeps his records makes the auditing rather simple. We did review some of the problems he was talking about and Fred was even so kind as to prepare a report which, in essence, would be the audit report then. So, he makes the job real easy. We checked your records, Fred--it's just we find them correct. The status of the Association's funds at the close of business last year was

$8,441.84. The total receipts including annual dues, the balance of the Indiana donation--a tremendous donation there, Frank--and the interest on the certificates of deposit was $2,091.58. The balance of assets brought forward from 1978 was $6,390.32. Total expenditures, and this was the only expenditure that we had, was for the Nashville conference--$47.11. Out of our Treasury this was all that was expended during the period. Fred has a certificate of deposit in the amount of $1,200 which was renewed at the First National Bank of Pratt, Kansas at 6% interest. He has a savings certificate in the amount of $4,365.44 in the Western Savings Association of Pratt and this one remains in effect at 7.5% interest. The balance of the 1979 checking account forwarded to the 1980 account was $2,876.40. He has prepared and submitted his IRS forms in good shape. Now, Fred indicated the status of the Treasury at this time and this amount just keeps building and we don't have any expenditures going out. Basically, the By-Laws provide that expenditures can be made for publication of the transactions of this conference and by the action in Wisconsin a couple of years ago, up to $500 can be made available to the host state for putting on the conference. The states have not been utilizing these expenditure authorities. Last year you discussed this at some length. I did not have the advantage of that business meeting since I had to leave early. However, we read the materials and the motions and so on that you had and, frankly, we were quite confused by the entire process but we did try to implement what we think the Association did last year in Brown County. Fred will handle that as Chairman of the By-Laws Committee and, incidently, the By-Laws Committee and the Audit Committee was one in the same in this case so the problems just kind of rolled from one to the other. There is one other item then that was discussed last year--the problem of the provinces paying in Canadian currency and the exchange rates which were giving us a problem. There were several solutions suggested and the solution that the Association arrived at was that we just request them to pay in U.S. currency. This Fred has done. They have paid in U.S. currency so apparently that problem is pretty well solved at this point. The solutions to the problem of the increasing Treasury will be discussed by Fred then as Chairman of the Audit Committee. As I say, we just roll from one problem to the other.

WARDERS: The By-Laws Committee?

BAILEY: The By-Laws Committee. Pardon me, Fred, I think it is something that we've got to deal with. There seems little purpose in having a Treasury build up in the manner in which our Treasury is building up without some means of utilizing those funds. So, Mr. President, it's brief but I would move adoption of the Audit Committee Report.

MOSLEY: Thank you, Bill. Do I hear a second to the motion to adopt the Audit Committee Report?

WARDERS: I'll second it.

MOSLEY: Kansas seconds the motion. All in favor, say aye. Opposed, no. Motion passed. Now that we've heard the Audit Committee Report and accepted it, I think we're on ground to hear a motion to adopt the Treasurer's Report. Do I hear such a motion?

KEENER: So moved.

MOSLEY: Is there a second?

BAILEY: Nebraska.

MOSLEY: Seconded by Nebraska. All in favor, say aye. Opposed, no. Motion passed. May we have the Awards Committee Report.

KAYS: Thank you, Mr. President. I would appreciate it if you would present the awards as I read the names that the committee has selected, Mr. President. The Awards Committee voted unanimously to recognize the outstanding contributions of Mr. James

Lockart to the cause of fish and wildlife conservation during nearly three decades of dedicated service to the State of Illinois and to this Association and to posthumously award him the Association's Outstanding Achievement Award.

MOSLEY: Dave Kenney, would you come up please and accept on behalf of James Lockart's family.

KAYS: Upon the recommendation of President Mosley, the committee voted to recognize the accomplishments of current committee chairmen with the Association's Certificate of Appreciation signed by President Mosley. First off, we have an individual named Bill Bailey, Nebraska Game and Parks Commission, Chairman of the Auditing Committee. Steve Cole, Ohio Division of Wildlife, Chairman of Farm Wildlife Habitat Council Committee. Bob Feldt, Indiana Division of Fish and Wildlife, Chairman of the National Hunting and Fishing Survey Review (Ad Hoc) Committee. Jack Grieb, Colorado Division of Wildlife, Chairman of the Nominating Committee. Frank Lockard, Indiana Division of Fish and Wildlife, Chairman of the Resolutions Committee. Frank's double-dipping here, I think. He's past president, also. Al Farris, Iowa Conservation Commission, Chairman of the States' Rights Committee. Russ Hyer and Joe Janisch, who were Co-Secretaries of the Association during the period 1978-79. Are they present? They are with the Indiana Fish and Wildlife Division. Frank will deliver, he said. A gentleman by the name of Fred Warders, Kansas Forestry, Fish and Game Commission, Chairman of the By-Laws Committee. We conclude with an individual named Carl Kays, Chairman of the Awards Committee. Mr. President, that concludes my report and I move its adoption if that's in order.

MOSLEY: Thank you, Carl. Do I hear a second to the motion?

GRIEB: I second.

MOSLEY: Okay. Jack seconds the motion. All in favor, say aye. Opposed, no. Motion passed. I guess you're up again, Fred--the By-Laws Committee.

WARDERS: Following completion of the work of the Audit Committee of Bill Bailey and Dean Murphy, these two gentlemen for some unforeseen reason rapidly became appointed to the By-Laws Committee for the purpose of deciphering the proceedings of the Nashville meeting to determine just exactly what the charge to the By-Laws Committee was at that particular time. It seems that Larry Gale of Missouri made a motion relating to the building up of funds in the Treasury as to what we might do with these particular funds and, Larry, we think that your motion stated that the By-Laws should be adjusted to provide a means of suspending the dues for any given year by two-thirds majority of the Association. Now, we think this is what your motion was. It was seconded...

GALE: That was the intent. I'm not sure how it will...

WARDERS: Well, we're not either, but we did adjust the By-Laws to put in your particular motion, and at the same time, if you recall--those that were there at the Milwaukee Conference--it was not a change in the By-Laws but it was made by a motion that the Treasurer could provide the host state with an amount not to exceed $500 for upfront money to get the program started--or to start the show. It wasn't necessary that this particular money be paid back into the Treasury, however, each time it has been used, it has been paid back with interest--$4.17 last year. We did include that in the By-Laws change because this is where this should be if we're going to continue to do this because if you want it held at $500, it should become a part of the By-Laws so that we can find it. It's difficult each year to go back into the proceedings. Somebody questions that and determines that if a motion was made to do it, then it should be adjusted in the By-Laws when these are corrected or changed. To change the By-Laws the President has to distribute a copy to each member 30 days in advance of the next meeting, whether it be the annual meeting or a special meeting. If we wait

to do this the way it would normally be done, then you wouldn't be in a position to consider suspending the dues until a year from now. In other words it would actually be two years from now because the next meeting would be next year and we would have to apply for dues starting about May of next year so we'd continue to build this. Now, if you want to take action to suspend the dues for the 1981 meeting, the only way that we see that you can do it at this time is to provide the President with copies of the By-Laws as changed for distribution to each member at this time. Then if you want to--certainly there'll be a two-thirds majority of this organization at the International in September--the President at that time would want to call a special meeting and get you together for 15 minutes to vote on this. Then the By-Laws would be changed and would be effective so that you could consider also at that time whether or not you want to suspend the dues for the year 1981--that's the next one. Now, we're not recommending that you do this. This is what you asked the By-Laws Committee to do. We have made the changes that you have asked us and, Mr. President, it is up to you at this time whether or not you want to distribute these at this point and whether or not the incoming president would want to consider calling a special meeting at the International in September. This has been done before. The last time--no not the last time--but the time before that the By-Laws were amended, it was done at the International. I believe it was in Hot Springs. The amendments that have been made in the By-Laws have been penciled in and copied. If you wish to distribute at this time, I'll take these back and get clean copies for you and send them out. I guess we could do it in-house--whatever you want to do.

MOSLEY: The way I take it, Fred, you're moving then that the By-Laws Committee feels this change should be made and you're moving its adoption.

WARDER: Yes, but would you like for me to read these changes that are put in here? It just has the wording as they are.

MOSLEY: All right, fine.

WARDERS: Under dues, "Annual dues shall be $100 per member state and province payable in advance at or before each annual meeting provided that annual dues may be suspended for any given year by an affirmative vote of two-thirds of the membership." That's the first change. The other amendment is, "It is the intent of the Association that the cost of the annual meeting aside from preparation of the proceedings and related business functions not to exceed $500 shall be paid from registration fees and other funds available to the host state."

MOSLEY: So the committee's motion then is to move that this proposed By-Laws change be considered at the International meeting in Louisville, Kentucky in September.

WARDERS: Mr. President, that's up to the group as to whether or not you want to proceed that fast. You've got this--we were asked to make these amendments and this we have done--and I would move at this time that you accept the amendments.

GALE: I would second the motion...I have a question, Mr. Chairman. I don't think we would have to have a meeting, would we? Fred, couldn't we just have a mail ballot? Do the By-Laws specifically say a meeting?

WARDERS: Well, it provides for a mail ballot but at that time you should discuss whether or not--and vote whether or not you want to--suspend the dues for next year. We've got two actions to take to approve this; plus, do you want to suspend the dues for next year.

MOSLEY: But to make the actual change in the By-Laws requires two-thirds vote which we do not now have here and we have to have the 30-day notice, so the next opportunity we would have to get together would be at the International--in case there's additional discussion that you'd like to hold as far as not having any representative

Association pays for any part of this meeting, that's the bulk of the expenses. That could be anywhere from $1,000 to $2,000, I suspect, that is paid for. Plus, they're permitting the Treasurer to give each host state a sum not to exceed $500 for carrying out the rest of the related business activities. Now that can be increased. For instance, if Ohio who has $500 asks for it, we give it to them. If they should need more than that $500, then they have got to come at this meeting and as a group, you've got to vote approval to give them more money to carry out the related functions over and above the proceedings.

GRIEB: Where does the registration fee fit into this thing? Has that been covering the total expenses? Is that what we've been using it for?

WARDERS: Yes, sir. That's been covering the total expenses and apparently--I don't think it's been covering the proceedings. I think the host states have just been picking that up out of their regular funds.

GRIEB: You know, it's interesting. We also belong to the Western and we have many problems there. I guess the Western states aren't as rich as the Midwest states.

WARDERS: We know this. We took that over from you after that dual meeting and ended up broke, and that's where we started out...

GRIEB: Next time you come to Colorado, I'm going to get every dime I can get from you.

WARDERS: You got it last time, boy.

KEENER: May I add to that because the only change that is proposed in the amendment is not to exceed $500. Basically as we read the By-Laws in relation to the motion that was made in Milwaukee, the two are not totally consistent. In other words, the motion in Milwaukee could be in conflict basically with the By-Laws that we've got right now. So what we're trying to do is make consistent what we are doing with the By-Laws. That's the only reason the, "not to exceed $500" was added.

GRIEB. That's as clear as mud. Just let me say this. I'm not afraid to see this Association have a few bucks in the bank. The way things look to me as we go through this highly inflationary period, why, I think that the states should take advantage of this opportunity. I really do, because getting travel money for your people to attend these things and help is very difficult. At least it is for me and I perceive even greater problems in the future. So I think it's marvelous if the states want to not charge the Association but I think that's what the Association's all about really--to provide those opportunities for those states and right now we have what--we've got North Dakota, we have South Dakota that are not present and they are not present because they have money problems, I'm sure. And when they host the meeting then we should be in a position to help them.

MOSLEY: Would one of you come up and pass these out to the members. Al, would you do that. This will show in writing what the Committee has proposed.

WARDERS: Tell them we'll get clean copies for them as soon as we get back.

MOSLEY: Okay. Fred said he'll send you clean copies as soon as he gets home. But that will serve as the 30-day notice. Now, I'll not be President after 30 days. If we conduct a mail ballot, which has been proposed here--since there has to be a 30-day notice--I cannot do that. The new President then will have to send the mail ballot, if that's the next action that you choose to take and I think, Dave, you suggested that. Would you care to make that as a motion?

KENNEY: I'll move that following the expiration of the 30-day period the President of the Association poll the membership by mail in regard to the By-Laws changes.

state pay or province pay dues next year.

GALE: Well, again, I thought that's what we had done last year but we had that problem because we didn't have the 30-day notice. I think that was our only hang-up.

MOSLEY: Right. And today we cannot vote on it because we don't have two-thirds...

GALE: We could vote on the motion, could we not, and then after 30 days have a mail ballot to see if two-thirds ratify?

MOSLEY: The motion being what?

GALE: To change the By-Laws.

WARDERS: Change the By-Laws...

MOSLEY: But the point is you cannot amend the By-Laws without a two-thirds vote, which we do not have here today. But we can accept the Committee's report which, as I understand it, is that this is their recommendation. Then we'll have to go through the procedure to carry it out. Is that what you're saying, Fred?

GRIEB: Can you have a mail ballot or do you have to have it in meeting assembly?

MOSLEY: You can do it either way.

WARDERS: That's the question.

GALE: That's the question.

MOSLEY: And so, I think Fred's point was that to do it at a meeting and I think the majority of us are going to be at the International...

GALE: But if we can't get two-thirds here, chances are we're not going to get two-thirds at Louisville.

MOSLEY: I think it was Fred's feeling that there would be two-thirds at Louisville, or someone told me that they felt that there usually had been two-thirds there. But, first of all, maybe we'd better consider the motion that's on the floor to...

KENNEY: Mr. President, let me suggest that we accept the report of the By-Laws Committee today. Then have a mail ballot on the question of changing the By-Laws which would insure the two-thirds availability. Then at Louisville the question of suspending the dues could be taken up in a special meeting. That would not require two-thirds, would it?

MOSLEY: Right. Okay. Now, maybe what we'd better do--we have a motion on the floor and I'll need a second to that motion--really should've had that to discuss it.

KEENER: I'll second that motion.

MOSLEY: Keener of Wisconsin seconds the motion. All in favor of accepting the By-Laws Committee's Report, say aye. Opposed, no. Motion passed. Okay, now we're ready to proceed, I think, along the lines that Dave was discussing. Jack?

GRIEB: What was that second change, Fred? Are we essentially saying that each state should cover the costs of this meeting?

WARDERS: No. I believe it was in the Milwaukee meeting, Jack, that the Association by virtue of the By-Laws, pays for the proceedings and that's the big expense. If the

MOSLEY: Is there a second to that motion?

GALE: I'll second.

MOSLEY: Larry Gale of Missouri seconds the motion. Is there any discussion? All in favor...

FARRIS: Just for verification--you didn't mean you have to wait for 30 days to mail the ballot, you have to wait 30 days to count the ballots.

WARDERS: No. This has got to be out 30 days and each member...

FARRIS: You could mail the ballot. My point is you can mail the ballot with the amendment and ask them to send it in after 30 days.

WARDERS: You've got the amendment.

MOSLEY: All right...

FARRIS: But it's going to have to be mailed to the other states.

MOSLEY: Now, here's how we...

WARDERS: What do you mean other states?

FARRIS: The states that are not present. What I'm saying is, why do two mailings when you could send the ballot--I want to make sure the motion is worded so that you can send the ballot with the amendment but you don't have to count them until after 30 days rather than going through two mailings.

WARDERS: I question that. I question the legality.

KEENER: Why can't this be considered as the date of notification? The amendments are passed out right here and 30 days from now you can take action.

MOSLEY: All right, now, Fred, would you see to it that when you send out the clean copy to everyone that you also include the states and provinces that are not represented here today and could you include with that a ballot with a date on which they'll respond and indicate how they vote on the issue--but you'll need to have that sent to the new president, I would presume.

WARDERS: I'm not sure about that.

MOSLEY: Fred says he's not sure about that. Do you want to tell us what you're not sure about, Fred?

WARDERS: Whether or not the ballots can go with the original notice of the amendment to the Constitution or By-Laws. I'm not sure you have to wait 30 days before you take any action and if you send the ballots with the notification, then tell each state to just wait 30 days and then send their ballot in. Now that would work.

MOSLEY: If Fred will--Fred can indicate on the ballot that he sends along with the notice, that they're not to mail the ballot back until whatever the date is to the new president.

WARDERS: Well, as much money as we've got, we can afford 15¢...I'll do it that way if that's what you want.

MOSLEY: We're for efficiency, Fred. John?

KEENER: As a matter of expediency, can't we put a date right at the top of this that Fred just handed out and put an aye or a nay at the bottom and hand it to you. It'll save Fred a lot of work mailing crap out. We know what the substance is.

MOSLEY: You mean to vote right now on it?

KEENER: Just turn them in right now--written ballot. Put a date 30 days hence on top of it...

MOSLEY: John, I'm looking at my paperwork, too. I'm not going to be President in 30 days. I want those to go to the new President. So if you send those--I don't care how you notify the new President--if that's your ballot that...although Fred says you're going to send the ballot out, so...

WARDERS: I don't see anything in here where it says the Treasurer is supposed to be doing this.

MOSLEY: Okay. Fred said the Treasurer isn't supposed to do that. We'll take care of sending that ballot out with a notice on it as to who to send it to and when.

KEENER: I'm just trying to save somebody some...

MOSLEY: Okay, the Secretary will handle that. Jack?

GRIEB: Just one more comment. I read this thing and it says, "It is the intent of the Association that the cost of the annual meeting, aside from preparation of proceedings and related business functions not to exceed $500 shall be paid from registration fees and other funds available to the host state." I don't know but it feels to me when I read that that it doesn't say what we really mean it to say. I assume what we mean it to say is that aside from preparation of proceedings, and related business functions not to exceed $500--and that will be the $500 that comes from the Association--everything else is going to be paid from registration fees and other funds available to the host state. Is that right, Fred?

WARDERS: Say it again.

GRIEB: Aside from the preparation of proceedings and related business functions not to exceed $500--the cost of the annual meeting shall be borne by registration fees.

WARDERS: That's what it's been.

GRIEB: Why don't you eliminate the comma between proceedings and related business?

WARDERS: Then you've got to limit the proceedings to $500 right along with it.

GRIEB: I don't think--you might be right though.

KEENER: All right, we got into that discussion, Jack, and the same thing--whether or not you needed a comma there to make sure the "not to exceed $500" just related to the related business expenses.

MOSLEY: Mr. Kenney?

KENNEY: I thought I understood it perfectly a moment ago but I'm confused now...No, I'm not confused about that.

MOSLEY: That's Dr. Kenney rather than Mr. Kenney, okay. Dave?

KENNEY: Let me ask--try to learn about the intent. The intent is for the Association

to cover the entire cost of proceedings, right?

KEENER: Right.

KENNEY: And in addition, up to $500 for the cost of the meeting?

WARDERS: For related expenses for the meeting--that's right.

KENNEY: Well, if that's the intent then the wording should--you see the cost of proceedings is handled in Section 3.

WARDERS: So are your related business functions. What's the $500...

MOSLEY: You're indicating there that Section 3 does say, "...the cost to be paid out of the Association's funds."

KENNEY: Well, I thought it did but I don't find it now.

MOSLEY: It's in the next to the last sentence in Section 3.

KENNEY: Yes. So the Association pays the entire cost of the proceedings and related business functions.

WARDERS: The $500 for the related business functions not to exceed it.

KENNEY: Oh, I see.

MURPHY: I think that one of the problems here is that the states have not been billing the Association for the printing of the proceedings. As Fred pointed out, if they started doing this, the surplus would probably be reduced in about four years time.

MOSLEY: I believe that's right, Dean. Now, we have already passed a motion here accepting the By-Laws Committee's Report which included the wording as it's stated here in the copies you now have. Did I hear a motion after all this discussion to change that wording, which we've already accepted? First of all, is there actually a question that this says what you felt it said when you passed the motion? Dave?

KENNEY: Well, it's certainly not clear to me. I thought a moment ago that the "not to exceed $500" referred to costs of the annual meeting but that is not the case.

MOSLEY: May I read that part. It says--our our motion accepting the By-Laws Committee Report and their report says that they propose changing the By-Laws to read this: "It is the intent of the Association that the costs of the annual meeting aside from the preparation of proceedings and related business functions not to exceed $500 shall be paid from the registration fees and other funds available to the host state."

KENNEY: Now the critical question--is there a comma after "functions?"

UNIDENTIFIED VOICE: Inaudible.

KENNEY: So the $500 limitation applies to related business functions which relate to the cost of proceedings.

MOSLEY: Say it again.

KENNEY: The limitation of $500, if there's no comma, applies to related business functions...

UNIDENTIFIED VOICE: Right.

KENNEY: And that is related to the cost of preparation of proceedings?

KEENER: No--the cost of the annual meeting.

KENNEY: So "related business functions" is the cost of the annual meeting.

WARDERS: Over and above the printing of the proceedings--now that's a part of the business, too.

UNIDENTIFIED VOICE: Yes.

KENNEY: So the intent is to pay the entire cost of printing the proceedings.

WARDERS: Right.

KENNEY: And, in addition, to pay up to $500 on the meeting.

WARDERS: Right.

KENNEY: That's very clear. Thank you.

KEENER: ...what we're doing by the motion in Milwaukee.

GRIEB: Let me see if I--I'm going to move that we reconsider our motion.

MOSLEY: There's been a motion to reconsider the motion that was passed adopting the By-Laws Committee Report. Is there a second to that motion?

KENNEY: May I comment?

KEENER: I second.

MOSLEY: John Keener seconded the motion. Yes, Dave?

KENNEY: In accepting the By-Laws Committee Report, we didn't approve any of these changes.

MOSLEY: Right.

KENNEY: We just accepted the committee report.

MOSLEY: Right, but I think we will facilitate the matter, if there is some disagreement in that wording, if that wording would be changed at this meeting and Jack's motion, I think, is getting at that. We've had a second. Is there discussion on the motion?

GRIEB: I was going to offer an amendment to this that I think will clear up the language--that's my intent.

MOSLEY: Okay, and your motion was...

GRIEB: I think you have to reconsider the motion you've already passed.

MOSLEY: Okay. And is there discussion yet on the motion? All in favor of reconsidering the previous motion, say aye. Opposed, no.

KENNEY: No.

MOSLEY: I heard one no. Motion passed.

KENNEY: Yes. There's no need to reconsider that. If we want to change it we could do that here on the floor. We don't have to send it back to committee.

GRIEB: No, I'm going to offer that right now, Dave.

MOSLEY: All right. The motion's been passed that we reconsider the previous motion.

GRIEB: That's right.

MOSLEY: All right. We're ready to go.

GRIEB: All right now, Mr. President, I'd like to offer a suggested change in language. If you'll look at--"It is the intent of the Association for costs of the annual meeting (comma), aside from"; strike "preparation of proceedings and." So it would read "...aside from related business functions not to exceed $500 of Association funds (comma),". Does that get it, John?

BAILEY: What do we do with the proceedings then and this--the host state?

GRIEB: The proceedings are already covered under Section 3.

BAILEY: I disagree. I think Section 3 relates basically to the disposition of proceedings and that we will furnish 10 to each state and 50 to libraries at the cost of the Association, but...

GRIEB: Why does it say in there in Section 3 that the Association will pay for them then?

MOSLEY: Excuse me, gentlemen. In order that we get this into the proceedings so it's understandable and the typist can work it out, would you address the chair with your names so that we can follow all this. Prior to this, we had Jack Grieb from Colorado proposing a motion and Bill Bailey taking some exception there. So if we can proceed from there and if you'll state your name please. Who wants the floor?

FARRIS: I think Jack made a motion. Does he have a second to his motion.

KEENER: I'm going to second that motion.

UNIDENTIFIED VOICE: What's the motion.

MOSLEY: Okay. Now, again, so we all understand where we are, Jack, will you restate your motion please.

GRIEB: Okay. I move that we strike "preparation of proceedings, and" from the copy you have in front of you. "related business functions not to exceed $500 of Association funds (comma)," to be added.

FARRIS: Mr. Chairman?

MOSLEY: Is there a second to that motion?

FARRIS: Excuse me, I thought it was already seconded.

MOSLEY: Is there a second to that motion? John Keener of Wisconsin seconds the motion. Discussion? Al Farris?

FARRIS: Yes. I guess I disagree with Mr. Grieb and Mr. Keener because I think the part in Section 3, if you read it carefully, really means the Association funds are to cover the distribution of the proceedings, not the printing of the proceedings

because it uses the words, "forward 10 copies and distribute 50 copies." It does not say anything about the printing of those proceedings.

BAILEY: That's the way I read it exactly.

UNIDENTIFIED VOICE: Inaudible.

MOSLEY: Jack, did you hear the point that was made there?

GRIEB: Why Section 3 is screwed up, too. I think the intent is clear and I read Section 3 differently, obviously, than other people do.

KENNEY: Mr. President, I have a very simple solution for the whole thing.

MOSLEY: All right.

KENNEY: Is the floor cleared of proposals?

MOSLEY: Well, we have a motion on the floor. Are you speaking to the motion that's on the floor?

KENNEY: I think my remarks could apply to it, yes. Section 3, I think, is clear. Obviously you can't distribute until you've printed and prepared, otherwise there would be nothing to distribute. So I think Section 3 expresses our intent--the cost of printing and distribution to be paid by the Association. If you can't print, you sure can't distribute. That takes care of itself. Now the other language could be cleared up, I think, most effectively if you put the words in Section 4, "aside from preparation of proceedings" in parentheses, then the meaning would be clear. Then it would read, "It is the intent of the Association that the cost of the annual meeting and related business functions not to exceed $500..."

MOSLEY: Is there any other discussion?

GALE: I think some place you have to spell out the fact that the proceedings are printed at the cost of the Association; otherwise if we follow the procedure that we've been following where the host state picks that up, the only thing the By-Laws say is that these copies are mailed at the cost of the Association--that's implied but it's not clear.

MOSLEY: Okay, we have a difference of opinion then. So, we have a motion on the floor. If you disagree with that motion, you'll just have to vote thusly and then we'll carry on from there. Yes, Jack?

GRIEB: Let me discuss--I think I'm going to vote against my motion. I think that what we really need is two sentences here and I think they could be--let me just think with you a minute--"It is the intent of the Association that the cost of the annual meeting shall be paid from registration fees and other funds available to the host state." Then you can say, "Preparation of proceedings and related business functions not to exceed $500 shall be paid for with Association funds." That would be two sentences rather than one.

MOSLEY: Let's dispose of the motion on the floor.

GRIEB: Okay.

KEENER: Withdraw it.

GRIEB: Yes, I withdraw my motion.

MOSLEY: Okay. And you withdraw your second then, John?

KEENER: Yes, sir.

MOSLEY: Okay, we'll start with...

LOCKARD: I think we all have the same intent. We all understand what we want to do. It's already been determined that someone is going to provide the clean copy and we'll have 30 days grace before we can vote on it, so why don't whoever's preparing this clean copy just correct the language and then mail it out. In 30 days, we'll vote on it and send it back.

MOSLEY: You may have a problem in there since the copy is going to be mailed out by Fred, who has already prepared this and there's some disagreement in the group as to whether it says what Fred says it says.

KENNEY: Would it be appropriate to give the committee 24 hours to clean up the wording and vote on it tomorrow morning at our business meeting?

BAILEY: I hate to do this since I worked with Fred on the Audit Committee. But I think I can take Jack's language and we can settle it here in about two minutes then and possibly clarify it. But if, Jack, we followed your line of thought then, "It is the intent of the Association that the cost of the annual meeting shall be paid from registration fees and other funds available to the host state provided the preparation of proceedings and related business functions not to exceed $500 shall be paid from funds of the Association."

GRIEB: I feel safe with that.

BAILEY: All right, somebody put it in motion and let's do it.

MOSLEY: Bill, would you repeat the wording so the secretary has it down?

BAILEY: Well, strike, "aside from preparation of proceedings and related business functions" as we have it presently and place a comma or a semi-colon...and then "provided the preparation of proceedings"...

MOSLEY: Now this is the new wording?

BAILEY: Yes. "...and related business functions not to exceed $500" and I think rather than use "shall" we should use "may be paid from funds of the Association."

GALE: Second.

BAILEY: Well, you make the motion--I didn't make the motion.

GALE: I thought that it was.

BAILEY: No, I'd rather somebody else do it because I worked on the Audit Committee with Fred.

GALE: I make the motion.

MOSLEY: Okay, Larry Gale moves...

GRIEB: Second.

MOSLEY: Seconded by Jack Grieb.

FARRIS: I have a question about that. I hate to...but does that motion mean the Association pays for the publication of the proceedings or not?

BAILEY: It may--use the word "may." Then if the host state wants to carry the burden, that's up to them--but they may.

FARRIS: Are proceedings and related business together limited to $500? That's still not clear. That's the whole point of the situation.

UNIDENTIFIED VOICE: Proceedings cost a lot more than $500.

FARRIS: You see, it's still not clear...

MOSLEY: We have a motion...Yes, Dr. Kenney?

KENNEY: I move this matter be tabled until tomorrow morning when we can look at clear, clean language.

MOSLEY: There's a motion to table the action until when, Dave?

KENNY: The business meeting tomorrow morning.

UNIDENTIFIED VOICE: I second the motion.

MOSLEY: All right. And did you have in there anyone to resolve the matter, in your motion?

KENNY: I assume it would fall back on the By-Laws Committee.

MOSLEY: All right--that the By-Laws Committee resolve the matter for the meeting tomorrow and the By-Laws Committee Chairman will get with whomever he wishes on that matter. All in favor of the motion to table, say aye. Opposed, no. The motion is tabled. It's now 11:33 and we're supposed to be eating. So the meeting is adjourned until tomorrow morning.

Thursday Morning, July 17, 1980

BUSINESS MEETING

MOSLEY: The business meeting will please come to order. Steve Gray, would you call the roll, please. Just counting heads I don't think we have a quorum until we get one more warm body in here. Has anybody seen Jack Grieb or Dave Kenney?

GRAY: Do you want to wait a while for the roll?

MOSLEY: Go ahead and call the roll and as the additional ones come in, we'll pick those up. There are some things we need to cover anyway--we can get them out of the way. While Steve's looking for his roll call sheet, I'll mention that these Ohio desk sets that you see up here on the front table were the idea of one of our game protectors, Charles Cashner. He went out and solicited funds from some organizations whose names you'll see on the plaque and then he and our carpenter did the woodwork and the finishing. The carpenter's name is Richard Lewis. We were totally surprised in here--we didn't even know this was going on. You will notice they're on a rotating base and they contain all the symbols of the State of Ohio--state insect, state flag, state flower, and of course, the buckeye--leaf and fruit. Now the tomato isn't on there and that's one that was missed. The smallmouth is on here and there's a bill in the Legislature right now to make it the state fish but it isn't really in the law yet. We're anticipating it will be passed although there's a considerable group of people who say they prefer to see the walleye as the state fish because of the walleye fishery up at Lake Erie. We're really pleased to have the opportunity to present each state director here or his representative one of these this morning. We'll get your picture up here with them. Probably when we take the break, if each state director will come up we'll have about five or six back of the podium and maybe a few down there. We'll work that out with the photographer. Ready, Steve? Go ahead.

GRAY: When I call the roll of the states, please respond with your name.

Colorado - Jack Grieb
Illinois - Dave Kenney (later)
Indiana - Frank Lockard
Iowa - Al Farris
Kansas - Bill Hanzlick
Kentucky - Carl Kays
Michigan - Henry Vondett
Missouri - Larry Gale
Nebraska - Bill Bailey (later)
Ohio - Carl Mosley
Wisconsin - John Keener
Minnesota - no response
North Dakota - no response
South Dakota - no response
Ontario - no response
Manitoba - no response
Saskatchewan - no response

That completes the roll. Thank you.

MOSLEY: Did Fred Warders make it in yet?

UNIDENTIFIED VOICE: I saw him in the coffee shop with Bill Bailey.

MOSLEY: Okay. I wonder if someone would just check out there. Maybe they think the meeting starts at 9:00. They may just be sitting there--I mean we'll wait for them to finish their breakfast but I thought they just might be sitting there having an extra

cup of coffee.

UNIDENTIFIED VOICE: Inaudible.

MOSLEY: Okay. Was there anyone on Fred's session yesterday to resolve the By-Laws proposal or does Fred have that worked out?

UNIDENTIFIED VOICE: He doesn't have it worked out. I gave it to him and...

MOSLEY: Okay.

UNIDENTIFIED VOICE: He's probably working with that this morning. He's with Dave Kenney at breakfast.

MOSLEY: Okay. Well, we'll just skip on past that then for the moment. Charlie Burrows was the Chairman of our Legislative Committee. Did Chuck appoint anyone to present a committee report in his absence? (No response) All right, then we'll proceed. I see Bob Feldt is here. Bob, would you give us the National Hunting and Fishing Survey Review (Ad Hoc) Committee Report, please.

FELDT: Thank you, Carl. Boy, sure have got a short crowd this morning, haven't we? This committee commented on two documents prepared by the U.S. Fish and Wildlife Service. The first was a draft of the decision document and the second was copies of the draft questionnaire.

The decision document briefly described previous surveys and outlined the key considerations which affect the survey method to be used in 1980. The options described were those from which the survey design decision was to be made.

Option III was selected as it appeared to be the "middle of the road" 1980 survey option. The in-person interview used here should overcome the non-response bias associated with the mail questionnaire and improve the statistical reliability. The modified 1975 categorization would also be a fair compromise that combines the most infrequent activities, hence reducing the sample size requirement to below that required with the complete 1975 categorization. These categories tabulated on the nine census geographic regions should be fairly meaningful to each of the states. The regional estimates could be supplemented with "synthetic" estimates for individual states developed from predictive regression analysis.

Furbearer information was not given a high priority, but, as mentioned in the U.S. Fish and Wildlife Service comments, wildlife usage information may not be complete without it. Obviously, to include it would expand the questionnaire demand.

The addition of the non-consumptive user data appears to be an understandably important category to most states. It was felt to be important that the survey integrity be protected, another reason for using Option III, the middle-ground format. A copy of the comment letter is attached for inclusion in the proceedings. (Appendix)

The draft questionnaires for the 1980 National Survey of Fishing, Hunting, and Wildlife Associated Recreation included the screening instrument (to be conducted by telephone) and the consumptive and non-consumptive questionnaires (to be conducted by the personal interview). Lengthy comments and suggestions were prepared by the committee. These were mainly points for clarification and include too much detail to be given here. A copy of the comments is attached for inclusion in the proceedings but are probably meaningless without a copy of the questionnaires which are lengthy. (Appendix)

A pre-test of the survey questionnaires was conducted in Michigan by the U.S. Bureau of Census during the week of June 23-27. The ability of the respondents to answer went well, however, the questionnaire format was somewhat clumsy and redundant. The

Division of Program Plans is in the process of analyzing the pre-test at this time. The revised questionnaire should be in the Office of Management and Budget by August 15. If approved, the questionnaire should go to the printer by October 15.

The next function of the committee will be to identify key data for reliability, that is, cross tabulate with known state data. Data will also be reviewed before report preparation. Of course, the survey will be conducted in 1981 based on activities in 1980. That's the end of my report.

MOSLEY: Thank you, Bob. Do you move adoption of the committee's report?

FELDT: Pardon me?

MOSLEY: Did you move adoption of the committee's report?

FELDT: I guess I can't since I'm not the official delegate...

MOSLEY: I guess that's right. Is there a motion to adopt the committee's report?

LOCKARD: I move.

KEENER: I second.

MOSLEY: Frank, did you make the motion? And Al...

FARRIS: Oh, Frank made the motion--I thought Keener did.

MOSLEY: All those in favor, say aye. Opposed, no. Motion passed.

BAILEY: ...the Nebraska delegate did show up, Mr. President.

MOSLEY: Would the Secretary mark on the roll that we now have the representative from Nebraska and the representative from Missouri.

KENNEY: And Illinois.

MOSLEY: Okay. I could look right down here and see Dave wasn't sitting there, but he's sitting over here. Fred Warders still didn't come in. Al, do you have a report for the States' Rights Committee? Since that committee was appointed during the interim since the last meeting you might...

FARRIS: I'll just try to bring you up to date on that. Now, shortly before the North American, Carl called me up and asked me to represent the Midwest Association on the States' Rights Committee and I attended the States' Rights Committee of the International. Bob Wambach from Montana was chairman and we had one committee meeting. I showed up and he showed up and Ron Somerville from Alaska and that was it. We didn't really accomplish very much. We decided to reschedule that meeting in Miami and the second time we tried it, Bob Wambach came and I came--so we actually went downhill. We really didn't get anything accomplished there either and then Bob was going to attempt to do his work by mail but as you know, he has since stepped down as Director in Montana so that committee is headless at the present time. That's really the only correspondence I've had from Bob was that he was stepping down as Director of Montana. I guess that's a rather pitiful States' Rights Committee Report but that's about all I can tell you because that's all that has taken place. I don't think you really want to accept that report.

MOSLEY: Thank you, Al. We'll take that as a report of the status of things. Could we have the Resolutions Committee Report, please, Frank?

LOCKARD: It's just about as lengthy, Mr. President. We had a tremendously long Resolutions Committee meeting. We had two resolutions submitted and two resolutions tabled. We do have one other one this morning that I would like to read.

WHEREAS, the State of Ohio has exhibited exemplary characteristics as the host agency of the 1980 meeting of the Association of Midwest Fish and Wildlife Agencies;

NOW, THEREFORE, BE IT RESOLVED, that the Association of Midwest Fish and Wildlife Agencies, assembled at its 47th annual meeting held from July 14-17, 1980 at Columbus, Ohio, expresses to Director Teater, Chief Mosley and the staff of the Ohio Division of Wildlife, their appreciation and gratitude for the excellent arrangements and hospitality in hosting this annual meeting. I move acceptance of this resolution by acclamation. In addition to that, I think we owe you a round of applause.

MOSLEY: Is there a second to the motion?

KEENER: Second.

MOSLEY: All in favor, say aye. Opposed, no. Motion passed. I would like to add something from my perspective on that. Dale Roach, who is still in bed, was the man that really was in charge of putting the convention together and I didn't have to give it a minute's attention. I was involved in getting the program put together, but I can't imagine from my position a meeting moving any more smoothly than this one has and so I can't express quite enough appreciation of my own people for what they've done here, for all of us. At the same time I would have to say the same thing in regard to you folks. There wasn't a person that I called in the various states when we needed some help on things that just didn't jump right in and take care of it. So, it's made my job just very easy and much different than I thought it might have been and so I want to thank each one of you. Now we come to the report of the Nominating Committee. Let's by-pass that for a moment. I see Fred's here so why don't we go back to the By-Laws issue that we left yesterday. Fred?

WARDERS: Mr. President, as we ended yesterday, the group charged the By-Laws Committee to go back last night and work out the amendments to the Constitution and By-Laws whereby this organization could reduce its funds, or provide a means whereby we could keep these funds at a level that's acceptable to all concerned. You've got to remember that this committee is made up of Bill Bailey, Dean Murphy and myself. We got into problems this morning, sir. Here they are. You...we did. I don't know if anybody has their Constitution and By-Laws in front of them. Let me read what we put into this thing. We'll probably get down what we're looking forward to. Let me read it to you--what we're trying to get at is that the Association will pay entirely for the printing, handling and mailing out of the proceedings plus other related expenses to putting on this conference not to exceed $500. Now, with that in mind, under Section 3 which relates to the Secretary, "The incumbent Secretary of each year shall record and compile 300 copies of the proceedings of that year. He shall forward 10 copies to each member in good standing and distribute up to 50 copies to libraries (comma), with the cost of preparation and handling to be paid out of the Association's funds." Have you got that wording? Going right on, "All other copies for distribution to Association program participants and for sale at cost." Strike out the "three dollars to other interested parties." I think probably we ought to take that language up first and--does anybody have any questions on that language? Yes, John?

KEENER: Fred, I have wondered for some time--I don't want to muddy your report at all--but is it absolutely necessary that we specify that 300 copies and this distribution? I know from our experience in Wisconsin that we did not follow the By-Laws in publishing the minutes--that was two years ago and nobody's ever raised a question on extra copies.

WARDERS: In addition to that, to my knowledge, nobody has ever sold a copy. I can

remember when that "three dollars" was put in--it's been a long time ago--and nobody's ever reported any money to the Treasurer for any copies that have been sold.

KEENER: I have no idea how you would distribute copies to libraries, for instance, like that. That just baffles my mind, how you can...14 states and three provinces...

FARRIS: I think the way it was intended was that each state would recommend libraries within the state that they felt should receive the copies. I thought we had such a mailing list to tell you the truth.

WARDERS: Yes, I thought at one time we were preparing a mailing list, but maybe not.

KEENER: I don't know of it.

WARDERS: What's your wishes, John, on that particular...We were just discussing but I think before we adopt it we ought to go ahead and catch the rest of it. I'm just trying to find out if there's any questions before we get muddled up any further.

FARRIS: Since we're discussing rather than formally amending, I would like to see it read something to this effect, "The incumbant Secretary of each year shall record and compile the proceedings of that year. He shall forward three copies to each member in good standing with the cost of preparation and handling to be paid out of the Association's funds."

GALE: Three copies?

FARRIS: Four if you want it.

GALE: Why not 10?

FARRIS: Well, I don't know what you do with 10, but quite frankly, we throw eight in the wastepaper basket.

GALE: Well, we don't. We give them to the appropriate staff members.

WARDERS: We just distribute the 10 copies among our staff--that's all we do--whether four would be just as good as 10 or...

GALE: I could see reducing the number if we had a problem of money, but I don't think we're in that situation. I feel we make good use of ours.

WARDERS: Well, I think if you're using them--making good use of them--I think that's what they're for.

VONDETT: Well, I think in a matter of printing, it's 300 copies as I recall (at least in Michigan)--300 copies costs about the same as 50. The next jump seems to come at about 500 so if you're going to print anything you can get "X" number of copies for the same dollars and I think our breakoff of printing is somewhere around 300.

WARDERS: Well, you can leave the "10 copies" in there.

GALE: Let each state request any number up to 10. If you don't need 10, there's no need to throw them away.

WARDERS: If you need 10, let it ride. If you want five, just notify the Secretary to send you five. What's your wishes on this? Do you want to consider the changes up through that? Read it again, Al--what you had in mind.

FARRIS: "The incumbant Secretary of each year shall record and compile the proceedings

of each year. He shall forward 'X' number of copies to each member in good standing with the cost of preparation and handling to be paid out of the Association's funds." You can fill in the "X"--I guess that's open.

WARDERS: Any quarrels with that? Just drop the "300"--is that right, Al?

FARRIS: That and the part that says, "and distribute up to 50 copies to libraries."

WARDERS: Okay.

KEENER: Fred, I have one more question. So you think it's reasonable that each person that registers at an annual convention receive a copy? We do have non-state agency people attending and I just have an idea that in the past it's been a practice to distribute one copy to each registrant.

WARDERS: Each registrant as opposed to program participant? Right now the distribution also goes to all program participants, but if you want each person that registers to have a copy--I don't know if you have any idea what your registration is.

MOSLEY: About 120.

WARDERS: All right. You've got 120 registrants and 170 copies to go to the membership. That's 290 copies plus whatever goes to the libraries--I don't know. But then if you followed Al's suggestion you're not limited to 300 copies to be printed in the first place. Let me read it to you now--"The incumbant Secretary of each year shall record and compile the proceedings of that year. He shall forward 10 copies to each member in good standing with the cost of preparation and handling to be paid out of the Association's funds. All other copies are for distribution to the Association program participants and registrants and for sale at cost to other interested parties."

VONDETT: Well, it seems to be a lot of copies. Some states--in Michigan's case we have four people here. We already get 10 copies without each one of us getting another copy through registration. So that in this case, if I understand it right, it would make Michigan receive 14 copies. Really, we don't have use for 10 as it is. Five is probably about ample for Michigan. This adds up--in this case, you have essentially another hundred-plus copies and you're back going over the 300 that you originally started with.

WARDERS: Yes, you're over 300. This would, based upon a few more than a hundred registrants--you're talking about maybe 325 copies that we normally would distribute under this formula.

UNIDENTIFIED VOICE: Mr. Chairman, I think the intent of John's suggestion was that people who register and who don't represent member states or provinces are to get copies and that can be done at the discretion of the Secretary. Someone who attends and registers, but is not associated with a member state or province could be sent one. The wording doesn't say the Secretary has to send them to all the registrants. It says they are available for that purpose and that can be at the discretion of the Secretary and avoid that problem.

WARDERS: Any other questions on it? Yes, Bill?

BAILEY: Well, I feel that the 300 copies has worked reasonably well and does provide a guideline that provides some stability from one state to the other on that. So we don't have one going 200 and the next one going 600. If we just leave it at 300 and put a period right after participants in that last sentence--because no one has sold one to my knowledge. We certainly didn't and you told me that you had never had any receipts coming from a state for the sale. Then let the distribution of any copies over and above that go to member states be distributed at the discretion of the host

state and if they have sufficient copies to be distributed to each program participant, so be it.

MOSLEY: So would you change that last sentence...

BAILEY: I'd put a period right after participants and then all other copies are for distribution to Association program participants.

MOSLEY: How about saying, "and other interested parties?"

BAILEY: That suits me fine and then when we're out, we're out.

WARDERS: You want to leave the registrants out then?

BAILEY: What I'm saying is when you've distributed 300 copies then you've exhausted the supply for other requests.

WARDERS: Put a period after distribution.

BAILEY: Yes. All other copies are for distribution at the discretion of the host state.

WARDERS: Okay. Any other comments? It now reads, "The incumbant Secretary of each year shall record and compile 300 copies of the proceedings of that year. He shall forward 10 copies to each member in good standing with the cost of preparation and handling to be paid out of the Association's fund. All other copies are for distribution to Association program participants and to other interested parties." Everybody satisfied with this language?

FARRIS: So moved.

MOSLEY: Excuse me, we have a motion on the floor to adopt that part of the recommendation of the By-Laws Committee. Is there a second?

VONDETT: Yes, sir.

MOSLEY: Henry Vondett seconds. Is there any further discussion? All in favor, say aye. Opposed, no. Motion passed.

WARDERS: Going to Section 4--"It is the intent of the Association that the cost of the annual meeting and related business functions not to exceed $500 may be paid by the Association." What this does--we've already taken care of the proceedings--the Association's going to pay for that. Now, it states that the rest of the business related functions of the meeting may be paid by the Association not to exceed $500.

GRIEB: I move adoption of that.

LOCKARD: Second it.

MOSLEY: Motion made by Jack Grieb, seconded by Frank Lockard.

FARRIS: I just have one question. What happened to the part about the registration fees?

WARDERS: That's been scrubbed.

FARRIS: Okay.

MOSLEY: Any further discussion.

WARDERS: We're just talking about the business. You can still go ahead and have registration fees and do as you so see fit over and above what the Association's going to pay for.

MOSLEY: Any further discussion? All in favor of the motion, say aye. Opposed, no. Motion passed.

WARDERS: Going on to Article 4--"Annual dues shall be $100 per member state and province payable in advance, at or before each annual meeting provided that annual dues may be suspended for any given year by an affirmative vote of two-thirds of the membership." This provides that at any future meeting you want to suspend the dues for the next year, you may do so by two-thirds vote of the membership. It doesn't say we will but--you may do that.

MOSLEY: Do I hear a motion in that regard?

GALE: I so move.

GRIEB: Second it.

MOSLEY: Moved by Larry Gale, seconded by Jack Grieb. Discussion?

LOCKARD: While we're on that particular one, I think this would be the opportunity to put in "United States currency" because we had that little problem with the Canadian provinces.

WARDERS: Well, carrying on the discussion, you know we brought this up before and felt that this should probably be worked out between the Treasurer and the Canadian provinces in light of offending them and those were the instructions you gave me at the last meeting. That has been worked out and the dues that come in from the Canadian provinces now are in U.S. dollars. So, really we don't have the problem right now, Frank--it's whatever you want to do.

MOSLEY: Any other discussion? All in favor of the motion, say aye. Opposed, no. Motion passes.

UNIDENTIFIED VOICE: Mr. Chairman, while we're on that section--what's the difference between paying in advance and before each annual meeting?

MOSLEY: Looks like it's got it covered real well. Any further comment to Fred Warders and the By-Laws Committee? Okay.

WARDERS: This completes the proposed amendments to the Constitution and By-Laws. I recommend that you accept the By-Laws Committee Report.

MOSLEY: Thank you, Fred. Are we going to keep this or...

WARDERS: No, I'll make you a clean copy and send it to you.

MOSLEY: Okay. If you could get with the Secretary so that we'd have some rough copy there, please. Now even though we've moved adoption of all those--they are still proposals and what we will do is, before the next 30 days when I'm no longer President, we'll send out a ballot to each of you representatives with a date on it as to when you should mail it in. This will be 30 days after this and there'll be the name of the new President on there that you'll send it to so that this will become effective then, because we will need a two-thirds vote which we don't have here and we need that 30-day period. I guess that brings us now to the Nominating Committee's Report. Jack Grieb, please.

FARRIS: I will second it.

MOSLEY: Okay. The By-Laws Committee moved, seconded by Al Farris, that the committee's report be adopted. All in favor, say aye. Opposed, no. Motion passed.

GRIEB: Thank you, Mr. President. Members, ladies and gentlemen--"lady" and gentlemen. The Nominating Committee met rather informally over the past several weeks. On my committee were Jim Helfrich from Illinois and Howard Tanner from Michigan. We carefully looked at the order in which various states and provinces have been responsible for hosting the Midwest Conference. We selected a few to contact and I'm going to nominate then, for President, the Director of Iowa. That's about as good as we can do. That's what Al suggested we do. Do you want the whole slate or do you want to...

MOSLEY: That's fine.

GRIEB: Yes, I'll give you the whole slate then. For First Vice President, David Kenney of Illinois. For Second Vice President, Carl Kays of Kentucky. And with that, I'd move that nominations be closed.

FARRIS: I have a dumb question--what about Treasurer?

GRIEB: Oh, okay--all right. I thought Warders was perennial.

UNIDENTIFIED VOICE: He's Treasurer for life.

GRIEB: That's right. Fred Warders, Treasurer for life. Were we supposed to make nominations for Secretary? I wasn't aware of that.

MOSLEY: No.

GRIEB: That's what I thought. Okay. Well, then Treasurer for life--Fred Warders. I move the nominations be closed.

LOCKARD: Second it.

MOSLEY: Thank you, Jack. Discussion?

GALE: I hate to disagree with such an eminent committee chairman. I have a little problem with this idea of an unknown President. I think we ought to consider and I would recommend that Al Farris be nominated as President. There's two reasons for that. The first is that he has been active in the Association and understands what it's all about. The second is we received a notice on this Iowa vacancy about a week ago which, as I understand it, is completely open-ended. There's no deadline for even submitting applications and I think we can get into the situation where there's a need to conduct some business of one type or another and we'd have nobody named to do that.

WARDERS: Carl, your term expires 30 days following this meeting--at the end of 30 days. Then we would have no President at that point in time.

GALE: That's my point.

GRIEB: I haven't got any problem with that.

BAILEY: I think there's been precedent for doing this, Mr. President, because we had the same problem in Nebraska when Mr. Barbee left his position and I functioned as President from both positions of Assistant Director and Acting Director of the Department.

MOSLEY: So that created no problem for you, Bill?

BAILEY: Well, the Presidency creates a problem for anyone that takes it. But I don't think there was any problem as far as the Association was concerned. I would agree

with Larry on this.

MOSLEY: Al, would you want to speak on the issue here since it affects you?

FARRIS: Well, Frank just asked me if it would create a problem for me and I told him that depends on the new director and the personality of the new director. I don't really think it would. I think most people would view it as--and I don't want to sound as if I'm campaigning because I'm really not--but I think most people would kind of view it as something that was done before they really arrived on the scene and I don't think it would cause any problems.

MOSLEY: All right. Do I hear amendment to the motion that's on the floor in this regard.

GALE: I so move.

BAILEY: Second.

MOSLEY: All right. Larry Gale moves, Bill Bailey seconds. And the motion then would be, if I understand it correctly, that the committee's report be changed so that rather than Director of Iowa, it will read "Al Farris of Iowa" would be the President. Is there any discussion on the motion? All in favor, say aye. Opposed, no. Both motions are passed. Al, would you like to come up here so I can introduce the new President? You're going to be receiving all these mail ballots, too. Congratulations.

FARRIS: Thank you. Thank you very much. I tried to maneuver myself out of those mail ballots yesterday. You may have noticed that Fred didn't bite on that so I guess I'll have to count them anyway. Well, actually since your term doesn't end for 30 days, I don't know whether it's appropriate for me to continue on with the meeting or not.

MOSLEY: Well, I think I want to continue.

FARRIS: Good. I'm glad. Thank you. We'll see you probably in Des Moines next year.

MOSLEY: Thank you, Al. The reason I said that is I remember Frank cut me off that way over in Indiana. Since I've only got 30 days to go, I'd better use it. Did Steve Cole make it here yet? We had word from him that his electricity was cut off and I guess he must have lost his alarm clock this morning but I see he's here now. So I will ask Steve to present the Farm Wildlife Habitat Council's report.

COLE: Thank you, Mr. President. Steve Gray is passing out copies of what I'm going to go through here right now. (Appendix) As you know, the first charge of the council was to determine minimum quantitative amounts of habitat types which they believe are required to return wildlife habitat carrying capacity on each 80 acres of their intensively farmed lands to the population level that existed in 1960. This charge was reviewed by each state and no uniform manner of addressing the question was determined. The charge appears to be a much too specific and simplistic approach to a very complicated problem. The council unanimously agreed that the major problem was the national farm program. The criteria for cost-sharing was impossible to generalize on a national, midwest, state or even regional basis and a more logical approach would be a county-size unit, criteria to be evaluated and determined by the wildlife agency and the ASCS on an annual or biennial basis. The council, upon review of the available data, feels that we as state wildlife management agencies have to mutually push for significant changes in federal agricultural cost-share and set-aside programs to affect enough acreage to reverse the current wildlife population trends.

At this time I would like to submit this as the official council report although, after whatever discussion ensues concerning this, we may have some suggestions that were

brought out in our council meeting. But at this time based upon what the charges were to the council, by the President, we don't feel that those should be considered recommendations unless the members wish us to do so. Thank you.

MOSLEY: Thank you, Steve. Is there a motion to accept or adopt the council's report or do you prefer to have some discussion first?

KEENER: I'll move acceptance of the report.

UNIDENTIFIED VOICE: I'll second.

MOSLEY: Is there discussion on the motion?

GRIEB: Where can I get additional copies?

COLE: I have another 40 copies.

GRIEB: Let me ask you this way, Mr. President--will you send copies out to our representative on the council? That's what I really meant.

MOSLEY: Sure.

COLE: Those would have been out prior to the meeting but...

GRIEB: We need more than one copy because he represents several people on there--maybe five or 10.

MOSLEY: Okay. Someone mentioned that we might as well print a lot so we will provide you with a supply of copies of the council report. Is there other discussion on the motion?

KEENER: I would like to have Steve's comment on where we go from here.

MOSLEY: Maybe I could remark on that because I've given him a bad time in that regard. Based on some of the early drafts of the council's report, I indicated to them that it was not their business to tell us how to accomplish getting this done but it was their business to tell us what ought to be done and it was up to us, working in the political arena--if you wish-- to determine how we are going to carry the ball. I think that's where we've had somewhat of a failing in the past. We have permitted the biologists or technicians to tell us how to pull this off. I think that's why we're in the position we're in. I don't mean to shut Steve out from your question, John, but I've been a little bit harsh with him on that.

KEENER: I've stayed rather close to the activities of the council and I've had some comments from our representative on the council to the effect that there is probably a feeling within the group that the initial charges that you gave them had been fulfilled and they are waiting for further guidance as to how the Association perceives the group should move from here or whether they have fulfilled their job. That's what I was leading up to in that regard.

MOSLEY: I would see some things in the council's report that I feel we ought to carry a little further, particularly in view of the farmer speaker on the panel Tuesday afternoon. Clarence Durban said in response to some of the remarks that Steve made in his paper, "I would like to sit down with some of you folks and discuss rotation ideas that were presented because I don't agree with some of them." Steve already has that on his schedule. I think we need to clarify some of these things now that we've printed this. Since we've had the opportunity to present it--or Steve has--we need to get some input back on it and then I think we should look forward to the incoming President, Al Farris, appointing the next chairman of that council or have

Steve continue or whatever, in his mind, he feels he should do. But I would think that they are not really completed in their work yet in all the technical facets. I think we've come a long way but I think there's a good bit yet to be done in that area. I believe we ought to perhaps start talking about how we are going to pull this off. I have been talking in Ohio with some people and have been hearing some things as options. Maybe I should say where I have heard them. I have the feeling that we are dealing with USDA as a tradition-bound bureaucracy that is going to be difficult to change and that is essentially what this is getting at right now--changing the national farm program and I think that would be the ideal way to do it. However, I have the feeling that may not be pulled off even with our best political plans so I think we need to have some alternatives in mind. One of the alternatives that has been suggested to me by Floyd Heft, who you will remember came in late in the program Tuesday afternoon and was in the back of the room and asked some questions. He is the Chief of our Division of Soil & Water Conservation Districts in Ohio and has a full life-time career in that position and the predecessor position and is a very knowledgable person. He feels that we ought to be looking at the possibility of perhaps going to Washington and obtaining a federal fund commitment directly to the states perhaps through the U.S. Environmental Protection Agency as an alternative of dealing with USDA and do an "end run" on them. If USDA is not going to listen, if they are not going to come through, if they are not going to be supportive, and they are going to maintain their position then perhaps by getting funding through USEPA to the state departments of natural resources for the purpose of controlling non-point pollution sources, we could also solve some wildlife habitat problems at the same time.

UNIDENTIFIED VOICE: Inaudible.

GRIEB: I'd like for you to hear some comments from Mike Higbee, a Commissioner from Colorado and also a farmer who has been involved in trying to do those types of things with the Farm Bureau. I think that you've read some of the letters he's written and I'd just like for him to comment on this if it's appropriate at this time.

MOSLEY: Fine. We'd appreciate that. While he's coming up I'd like to add to what you said, Jack. We appreciate the fact that if the landowner doesn't accept this and doesn't find it meaningful to do, it's not going to be done.

GRIEB: Inaudible.

MOSLEY: Right.

GRIEB: That person on the land.

MOSLEY: Right. But I think he's in that economic situation where in the end it has to be resolved with dollars. Okay?

GRIEB: Yes.

MOSLEY: You agree with that. So what we're saying is that we need to get that source of dollars directed at a program that we can get to this landowner. So I think we're still in the same ballpark.

GRIEB: Okay, but I think our approach has got to be with those farm organizations. They may disagree with me but...

MOSLEY: Come right on up, Mike.

HIGBEE: Thank you very much. I'm a little hesitant to speak out on this. I'm tremendously gratified to see how far you've gone since I attended a meeting in Huron about a year ago and we began talking about this. As you know, I've been advocating

that we have to get habitat on the same economic plane as any crop. And, if you'll excuse my words, gentlemen, I think that wildlife is going to continue to "suck hind tit" on private lands until you do get it on the same economic plane. Wildlife is just as valuable. Habitat is just as valuable to people in the United States as corn or any other thing and I think you have to begin to believe that. I think it's a basic philosophy and you have to begin to think in that direction. In looking at this--I hadn't seen it previously--it's extremely good except there isn't the feeling of going with the farmer. I think your farm organizations and farmers in general are always kind of considered as not having too much power. They have a tremendous amount of power. Where they continually hurt themselves, to be very honest with you, is they are fractionated. I think if you come in with a solid thing--the Farm Bureau, the Administrative Committee, the Farmers Union--can all push and I think you're seeing a window in history right now where you can do this as at no other time that I know of. I think you can impact the program. The Farm Bureau or the Farmers Union or the guy out on the land thinks E.P.A. is coming after him and he's going to run from you. Then if he can't run from you fast enough, he's going to turn around and bite you. So I would encourage some sort of a coalition between wildlife interests. I would like you to see wildlife and agriculture a little more hand in hand--a little more conciliatory toward each other. They have the same problems right down the line. Everyday that I think about this, the more and more I see where we're in the same boat. Why we've had this rift between wildlifers and agriculturalists and why it's lasted so long a time is a little amazing to me. One of the things I don't think perhaps you're seeing is that the real world in agriculture today is that the banker is saying "You've got $400,000 borrowed from me, now get in here and pay it off." The guy's looking for anyway in the world to do it. He's trying to get his kids educated; he's trying to keep them clothed; he's trying to keep shoes on their feet. Still he's trying to be a good guy in the community. More and more we see people that are, because of the rush now, over-capitalized. They make a poor decision along the line--interest rates jumped 18 or 19 percent--and the guy's in big trouble, big deep trouble financially. So he's looking for every acre to put into production, every acre to get some drop, squeeze some nickle out of, and he's thwarted oftentimes. Now we're coming into a situation here where so many people panic. I was talking to Keith Harmon last night and he was telling me about the farmer that sits in the coffee shop and does his work in four days and then he's done. There are some like that but, believe me, there aren't too many and they only last about a year in that coffee shop until all the notes come due and then they're usually having the farm taken from them and looking for something else. What I'd like to see perhaps is that coalition. I don't think we need to go in saying "We know you're broke." All we really need to say is "We feel that farm habitat is just as important as eating" and in my estimation it is--perhaps more so. We've put dollar values on different species of game in Colorado before. We continue to do that. We need to put down in dollars some of those intrinsic values and say "Okay, an acre of farm habitat is worth so much." When you do that and then begin to look at practices that the S.C.S. and the A.S.C.S. put out, you say "I'm going to have a field as wildlife" or "I'm going to have a field out there of habitat." Then you begin to see where you come out way ahead. Instead of having a strip along the side (which I hope you have, too) instead of having a roadside that will probably be burnt or mowed or fought over or farmed--why then you have an actual location within each farm unit of habitat. I think that's extremely important and I'll say it one more time--think in your minds of habitat as the most important thing or one of the most important things, as important as the barn, as important as the alfalfa crop, or the maize crop, or the corn crop on that farm. I think when we get that point over and we get the sportsman coming in and realizing that, then we'll be home free. I guess that's the worst I can do you.

MOSLEY: Thank you, Mike. Is there further discussion on the motion? Keith?

HARMON: Well, I'd like to make a couple of observations. At the meeting in St. Louis, the one reaction I had and I think other people had as well is that the only thing that really changes is the base of the players. I think there was a considerable amount of

discussion on just what was going to be done with all this information that was generated and I think the Council has done a heck of a job on this thing. The other is that I don't think you can walk away from this meeting and just accept this report and then let it go at that because there's a heck of a lot of stuff going on right now. Jim Giltmier and Norm Berg and some of the other people addressed that the other day. For example, the new U.S.D.A. policy, if it follows through as it says it's going to, will involve some state advisory committees or whatever title they're going to put on this. This is going to give you an opportunity within the states to set goals and targets for wildlife. Whether you accomplish them through U.S.D.A. is another matter, but this is supposed to be done within the next 12 months. There's also supposed to be a national advisory committee to evaluate every U.S.D.A. program as it impacts wildlife and you're going to have an opportunity for input into this. Just about a week or so ago I sent in our comments on at least 12 titles that may or may not go into a new farm bill which is going to start being debated right after the first of the year. There's a proposed price tag on that of about 1½ billion dollars. Such things, for example, as the Conservation Trust Fund which would be self-generating up to $300,000,000--it can be put out for loans for farmers, loans to private organizations, or whatever it is. There's a lot of stuff going on right now and I think the Association has a real obligation. If you're ever going to get on top of this Private Land Habitat Program, I think you're going to have to make some decision today. If you wait until next year, the train's going to have already left.

MOSLEY: Thank you, Keith. Other comments? Yes, Mike.

HIGBEE: One thing I might add. If you need ammunition, there are throughout the United States (particularly in these states we're talking about here) farm organizations called farm business associations. In most of those they have very excellent tax records. I've been using these to see what each group is coming out with as far as the amount of money they're getting back on what they do. In other words, let's say industry makes a 19 percent profit and a grain farm in San Luis Valley is making a 2.3 percent profit. We've been showing these figures--and you have to understand them and explain them because they're just a set of figures. They are obtainable, not farm by farm, of course, but they're obtainable for each type of farm and they're public to anyone. You might begin to use these as a source to show the kind of money this man is making. No. 1, he can't survive and No. 2, he's going to take his money out of that farm and put it in interest at eight or ten percent because he's only making two or three percent back there. It's just simply a good business decision. Whether farming is a way of life or not, you still come down to that point where you have to be a businessman--and he is going to make that decision. Is he going to keep this $250,000 in machinery or is he going to let the land go to another person to farm and take his $250,000 and put it in the bank for his wife. The average farmer's age is about 59 and his wife can live fairly comfortably on the 10 percent interest from that. He may even get a little more if it's that large a chunk of money. So I might suggest you use these farm business associations--Colorado will certainly make that available to you--to show what kind of profit or loss these people are taking.

MOSLEY: Thank you, Mike. One of the things that has been helpful to me are letters like the ones that Jack Grieb has sent. He has provided copies to other states and sometimes that has caused us to take some action which he has already initiated and sort of kept us on the ball. I think it would be well if each of the state directors would do that. When you're firing something off or getting something started in your area, if you just provide another copy to each of the other states, that can sometimes keep us in the same motion and add weight to one another. Are there other comments? Yes, Larry?

GALE: Carl, I'd just like to mention that we're in the process of analyzing results of a survey of farmers in Missouri and I don't know whether it's far enough along that Sam Kirby would like to comment. Is Sam still in the room?

MOSLEY: Yes.

GALE: These are very illuminating. It's in a very preliminary form. I wish we could have had it far enough along to report at this meeting but it will be reported at some future meetings. If Sam could just give us a few words, I think you all may find this interesting. We found out, for example, that most of our farmers don't want to be paid for keeping or producing habitat.

MOSLEY: Sam, would you move up this way. Maybe we can pick you up on the tape and that way get it into the proceedings.

KIRBY: I've got a plane to catch... We felt, Mr. Higbee, agreeing with you that we needed to ask Missouri farmers what they think the Department of Conservation should be doing in our state. So we designed and initiated a survey to sample landowners (not just farmers but rural landowners) to determine what they feel we need to do in order to encourage them to do more wildlife habitat management or to include wildlife habitat considerations in their farming programs. This is a little too premature but we had a need for initial results for other department programs. I can't give you any figures, but the trends are that the big limiting factor in Missouri is the fact that they don't want to attract hunters, regardless of payments, regardless of any other program, and that's going to be difficult. It's a little surprising to me the percentage of Missouri farmers that this was their prime concern. Most are interested. Most did not elect cash payments as incentives. Missouri has had a long program of furnishing plant materials, technical advice, and this type of thing as other states have done and this is the one thing that they said they desired most for those that wanted assistance. Surprisingly, almost half did not want any assistance at all. So we're seeing some things before we design programs that we're going to look at very closely in our state and I think this may be, and should be, of interest to other states as soon as the final summary is completed. We're also targeting, trying to isolate groups or types of farmers, that would be most receptive to what type of program so we in our state may regionalize programs to fit the needs in our very diversified state. So, in essence, that's what we're doing. We're very excited. We think it's going to be one of the best surveys ever taken, in our state certainly, and is going to give us some answers that I think we have mistakenly assumed to this point in agricultural history about attitudes of farmers. We think it's going to give us some clues as to the programs we should be considering and I think it will be of significant interest to other states in the Midwest.

MOSLEY: Thank you, Sam. Are there other comments?

LOCKARD: I might just echo that. We have no data to support it but I'm hearing more and more the things that he's just said about farmers' attitudes above and beyond the economic reason for him plowing up that fencerow. He's also looking at that fencerow as an attractive nuisance and he doesn't want the hunter there. So that's an altogether different problem that we all have to deal with--more so I suspect for us in highly populated areas as opposed to Colorado or Kansas. But that's an attitude, the hunter-landowner thing, that we've got to resolve as well.

MOSLEY: Right, and we've heard the reverse of that in Ohio which is that some of sportsmen's organizations have said "If you're going to provide pheasants for these landowners, doesn't that include the right for us to go out there and hunt?" We have said "No" and we have stood by our guns on it. Our position is that we have a responsibility to develop the resource and our feeling is, as we explained to them, once that resource is there then the system will be found to provide for the utilization of it. So I would look at it from the landowners' standpoint the same way. If he's interested in the resource and will accept development of that resource, I think we have to be finding ways then to solve the trespass problem, of getting the people who want to use the resource with the people that will permit the use of the resource in an acceptable fashion and that will be the next step down the road somewhere. Yes, Jack?

GRIEB: Isn't that where the model law comes in for trespass? As far as that goes, we've been hearing this for a long time--you go on the west slope of Colorado and there's an old boy in Levis and he's got a Winchester in the back of his pickup and he owns a whole bunch of land and he says to you, "Listen, sonny, keep your wildlife off my land and keep your hunters off, too." So this isn't anything new. We're faced with this. I think it's one of the problems. In eastern Colorado, for example, when our pheasant population went down, the delegations that came to our Commission wanted those five-day pheasant seasons (and not on weekends either) so they would be there when their farm was raided--they see us coming. But that's not what we're about. I think that's a companion issue that we have to face and go into as we try to work to bring back and work with increased wildlife populations.

MOSLEY: Speaking of that model trespass law, Jack, we've had that in effect in Ohio for nearly 20 years now where the statute says if you are using private land for recreational purposes then the landowner is not liable. But the attorneys say that you still have to wait until you get in court, even though that's on the books, because there's a common law that goes back to English law that has set precedence which still the court is going to consider regardless of what that statute says. I think we heard that from our farmer speaker on the panel expressing that same viewpoint. I think there was another comment out there. Mike?

HIGBEE: We took a proposal to the Colorado Association of Wheatgrowers and asked whether they would like to have some sort of payment for habitat where they participate and it was passed unanimously there; it was taken to the national organization three or four months later in Los Angeles and it was passed unanimously there; it was passed unanimously in county, state and in the national Farmers Union resolutions. I was not able to impact the Farm Bureau. I was untimely. I just simply didn't get the job done. You know, these people are saying that they want it. The next thing that they're also saying is we need to talk to the sportsman; we need them to come out and see what we're doing; we need to have correspondence with them, if you will, by having them come out and hunt. I think this issue is just as important and this is why I'm talking about hand in hand--this issue is just as important for the farmer as it is to wildlife. He really needs this source, these people to come out and talk to him and see him and be behind him. We've got to, like I say, close the rift. We've got to put these two people together in the same basket and let them fight it out if that's necessary, but I think the farmer needs the sportsman just as badly as the sportsman needs the resource that's out there on his land. I think the wildlife people can be a catalyst for this and be very helpful.

MOSLEY: I would agree with that. In Issue 2 there was an attempt to stop trapping in Ohio by constitutional amendment. The farmers and sportsmen had a cause to be together on and they worked well together and I think that, as you're saying here, there are other things that we can be together on and I think this is one of the big ones. Was there another comment here? Mr. Vondett?

VONDETT: I just wanted to add--and maybe you well know it--but Michigan has a hunter access provision whereby a dollar is tacked on the hunting license and goes to compensate farmers who'll sign up to allow hunters on their land. John Urbain operates that program and he may wish to make a comment about it, but as far as I know it seems to work well in Michigan.

URBAIN: Do you want some comments, Carl?

MOSLEY: Sure, if you have comments to make to the issue here.

VONDETT: Or correct anything I said.

URBAIN: Okay. We've been in the hunter access program--it's really called Public Access Stamp Program--in Michigan since 1976 and basically it's a program where a dollar is collected from the hunters of Hunting Zone 3 in Michigan and that money is used to lease private land for hunting purposes only. The first year of the program we had 94,000 acres in the program; the second year was 106,000; last year we had 120,000. We contracted with Michigan State University to do some surveys of landowner attitudes to find out what the landowner wanted and how we might be able to attract him into the program--this was of existing landowners in the program. One of the major things that we found out is that the farmer did want more money for participating in the program. We paid a maximum of $2.50 an acre the first three years of the program and we were still able to get more acres in our program even at that--what I consider to be a small fee. This last year we have the authority now to pay up to $6.00 an acre depending on where that acre is located in the state--primarily in the metropolitan area of Detroit, that 10-county fringe area, we can go up to $6.00. By and large we're paying what I estimate to be about $2.50 across the board average where the first years of the program we were paying about $1.25 on the average. So we're just about doubling our payment. One other thing that we also have found is that it is very difficult to contact the owner of the land. It's hard to get him to come to you. We can advertise in magazines, radio, newspapers--it's hard to get him. And we have found, like Ohio has, we're starting to go door to door and this year is the first time we have started that. We have five part-time employees now that are going around farm to farm working with the A.S.C.S. and I can't tell you how successful that is because we just started that this summer. I think it will be successful. You have to have that one-on-one contact with a landowner--that's very important. I look for our program to be somewhere around 150,000 acres this year.

MOSLEY: Thank you. Was that the end of your statement?

URBAIN: Yes, unless somebody has some questions.

MOSLEY: Okay. I'm pushing here because it's time for the coffee break and we have a motion on the floor. I think the feeling is that we need some direction as to where we go from here. There's probably some desire to have more discussion on the issue. If you're ready for the question on the motion, we can go ahead and deal with the Committee's report as to whether we'll accept it. There's a motion on the floor to that effect. Are you ready for the question? Okay, all those in favor, say aye. Opposed, no. Motion passes.

MOSLEY: If all the state directors will come up here at the beginning of the coffee break, we'd like to get your picture with these "Ohio Desk Sets" and present them to you. The rest of you might start the coffee break and we'll join you.

(Coffee Break)

MOSLEY: Larry Gale has some information on a legislative matter that he is willing to present since we did not have a legislative committee report; so Larry, if you'll come up.

GRIEB: While he's coming up, Mr. President, you know we didn't settle anything.

MOSLEY: Right, right.

GRIEB: I hope we have a chance to talk just a little bit more about that.

MOSLEY: We will.

GALE: There are really only two legislative matters that I can think of and I'm sorry for not being better prepared but I thought somebody would be giving a legislative report. The first and possibly the most important issue has to do with Alaskan lands

and I think most of you realize that there are basically two approaches to this legislation. I believe it's H.R. 39, basically the National Wildlife Federation position, and then we have another version, the so-called states' rights version which has been supported by the International. Now, I learned at this meeting that Dusty Zaunbrecher, our legislative counsel, resigned last week from the International mainly because he couldn't quite go along with the International's position on Alaskan lands. Personally, I wish I would have known this a week ago because I wrote to our two senators supporting the International's position because I thought Dusty and the whole staff favored this. I discovered at this late date that wasn't true. I personally had had some reservations about our position on this mainly because I felt I didn't really know enough about it and I was hoping that our senators wouldn't get too much into detailed questioning about why I was supporting this so strongly. I'm even more concerned about that now. But I would suggest to all of you that if you didn't react as quickly as I did, that you take a real close look at this before you get too far out on the end of the limb. I'm not trying to influence your position one way or another, I just say take a good close look at it before you commit yourself because, as I understand it, Dusty's feeling was that actually the bill has no chance at all of being passed the way the N.R.A. and the International had recommended it and what he was trying to do, I guess, was to get the International to adopt a more central position that would compromise the issues and hopefully be on the winning side. I see Dale wants to say something back there.

HANEY: Larry, I'd like to shed a little light on that. The International, the Wildlife Legislative Fund, the N.R.A. and the Safari Club International originally had taken a position to back S. 9 without amendment. Within the last two weeks--I don't know whether all of you are aware or not, but Ken Fanning who was with that Alaskan coalition is now working with the N.R.A. The Safari Club pulled out of that coalition so to speak and changed their position so that they would not back S. 9 without amendment and they had about three different amendments that they wanted in S. 9 before they would back it or they wanted no bill at all. Safari moved to that position and shortly after that, I understand the N.R.A. did. It was my understanding that last week Ken Fanning put out a news release stating that the International also backed that position which is, as far as I know, not true. They held fast that they wanted S. 9 without amendment and Dusty asked that a clarification be made on that. There was some disagreement and that's what evolved into his resignation from the International. I don't think he disagreed with the International's position or the position of the Institute or the Legislative Fund, but it was because that release went out and it wasn't clarified. He felt that it eroded his position.

GALE: Thank you, Dale. Keith?

HARMON: ...I frankly don't know what those former positions were because I haven't followed them, but the strategy was to support the Senate version without any amendments on the floor but to go for those changes in conference committee. They thought they'd move the bill faster.

GALE: Right.

HARMON: It wasn't a total endorsement of the Senate version as it was written.

GALE: That was the position that I attempted to establish with our senators and I don't know where I'm going to be after I get back home. Maybe they won't ask me. The other thing that I wanted to mention was a proposal that came up fairly recently to establish a possible change of venue on environmental litigation. I think most of you realize that at the present time most of these test cases and challenges are being filed in the District of Columbia and this particular amendment would provide the option of taking these actions out over the country wherever the environmental problems existed or the action that was being challenged. I had a call from Duane

Pursley first and then another from Bob Brantly suggesting that the Southeast Association should get behind this amendment and this recommendation, I think, came primarily because Defenders of Wildlife had sent out an alert to their members saying they should oppose this thing. So Duane and some of the others in the wildlife field thought that we ought to be strongly in favor of it. I don't go along with that kind of thinking necessarily, so I first asked our staff to get a copy of the amendments. I don't go on anything until I've at least read it whether I understand it or not. We did get a copy of the amendment. Unfortunately, it refers to a piece of legislation that's about that thick so I called on Dusty and Jack Berryman for some help on that and discovered that they were pretty much in the same position as I was. They had discussed it with Paul Lenzini and they concurred in my gut feeling that before we supported this amendment, we needed to know what was in the basic bill because if you come out strongly in favor of an amendment and you don't know what's in the main bill, you may be supporting something in the total package that is completely unacceptable and much worse than the amendment. Their suggestion was that we lay off and in the meantime, I've been informed that a clean bill will be written with regard to this venue situation and after that has been accomplished, Paul Lenzini and the staff in Washington for the International will advise us whether they find the new legislation desirable and, if so, it will be referred to Herb Doig on the Legislative Committee and we'll all be advised. I had earlier thought that we might have a resolution at this meeting, but I thought you should be aware that this probably will be coming and that we'll have some advice from the Legislative Committee whether to support the clean bill amendment and that then would not commit us to the total reform package that may be undesirable in some respects. I just wanted to alert you to these two things. Thank you, Carl.

MOSLEY: Thank you, Larry. Before we broke Jack indicated we ought to have some more discussion on our intensively farmed lands--if you all consider that as potential new business. Is there any other old business that we ought to consider at this time? Okay. Then we're open for new business and I would consider that. What you were thinking about, Jack, was to get at where we are going to go from here.

GRIEB: Right.

MOSLEY: Okay. You have the floor.

GRIEB: Where are we going from here? Are we just going to accept this report and do nothing as we have in the past? I think that what we have to do, and I'm not sure whether we can do this in the short time remaining, is come to some plan to implement, as you say, this report that we received from our habitat council.

MOSLEY: I agree with that.

GRIEB: The thing that came to me is the fact that hardly any of us have sufficient time to carry this thing in a day-to-day fashion. I'd like to hear some of the arguments that were obviously presented against previous proposals that we pool our resources and hire somebody to handle this thing for us. It's going to take a 365 day a year effort I think.

MOSLEY: As I recall discussion on that, some states felt it would be impossible for them to get money committed from their state to hire a person. I know that would be the situation in Ohio. I heard that from some other states. I feel that the people are in place, or they were until our legal advisor in the International dropped out, but I think with the increase in dues that we provided to the International we can look to the International as well as the Wildlife Management Institute and the N.R.A. If we get the program put together as to what it is we want done, I think the mechanism exists to get it done. The Wildlife Legislative Fund is another example. There are agencies now in existence with people in Washington that can carry the ball once we put that ball together and I think we're a step closer to having the ball put together, but I think there's some finalization of that that needs to be done yet.

GRIEB: I think that we also need to work with these farm organizations and try to put that part of the program together. We've completely ignored that in the past. We've considered the farmer to be an enemy that we were going to force to do certain things that we want him to do by making Washington bureaucrats implement rules and regulations and pass laws to force this to happen.

MOSLEY: That really hasn't been our feeling. Our feeling has been that the farmer we have to work with--we work with him locally--is the one that provides the habitat base and any potential for improving it is simply a matter of economics, of getting the money to him in a form that he accepts and will receive and, in fact, desires.

GRIEB: Yes, well, I think what you just said is important--in a form he'll accept.

MOSLEY: Right.

GRIEB: This is where we have to be aware of the form that he really wants that money in.

MOSLEY: Cash.

GRIEB: Cash money, right. But we say, "Yes, we'll give you money to do these practices" and he may say, "Stick those practices you know where."

MOSLEY: Right. John?

KEENER: Carl, I think we're extremely fortunate in having Al assume the new presidency because Al has been close to this issue for some years, I think, as we're all aware. I heard some comments this morning. I think you made them and I tend to agree with them--generally in the past we've asked the old pheasant council and now the new council to tell us how to do things rather than sticking with a basic set of recommendations. I tend to agree with that. However, in line with Jack's comments and I think he's absolutely right that it might not be too much to ask the council now to, in their wisdom, come up with some suggested strategies that could be generally looked at by the Association as a set of--I'm thinking in terms of rather broad guideline type strategies--that each state could implement using our own organizations. That is, their own state organization. I think we do have the mechanism in each state to carry out some of these things you've been discussing, but I think it might be helpful for this council to give us some strategies that they feel would be workable, say, in the broadest sense. Now I don't mean down to the last detail, but I would suggest that Al, as the new president, might develop--and I know he's capable of doing this--a charge or series of charges, as you did a year ago, to assist the current council in the coming year.

MOSLEY: Yes. As I looked at the Council's report to us it seemed to me that the thing that I would like to see them complete yet would be to take the practices which they've now set forth that each state sent in--and in some cases there were several states sending the same practice in--that the Council put those recommendations together, then send them back to all the Midwest states and say, "Which ones of these apply in your state?" because the state as it originally submitted recommendations may have simply overlooked some which would apply in that state. So, if the Council would then come back and give us what each state would support--that works in their state--and then while that's going on, if Steve would work with some of the farmers such as Clarence Durban and try to work out some of the bugs, or each state's representative on that Council might do the same thing--discuss with some leading farmers in their state the practices which the Council has come up with to find out if there are problems with these. Would the farmers refuse them, as Jack suggested they might. Then, to finalize that in a set of recommendations of practices which would apply on the land in each state so that the package, as I would envision it then, would be a package which Ohio

would support every practice on even though some of those practices may not apply in Ohio. They might apply in Nebraska. But we would support them in Ohio because they, in fact, do apply in Nebraska and the reason we'd do that is to keep together this coalition of Midwest states supporting all those practices--some of which won't apply in their state but will apply in some of the other member states. I would see that as a finalization, more or less, of the Council's obligation from last year. Then, to pick up on what you've said, John, and what Jack said, I would see that Al might be looking to--since it'll be his prerogative--appoint that council chairman and give then any charge in addition to what we might wish to come up with here, and that charge may get at this issue that you're talking about now. That is strategy for implementation and will probably involve other of your staff members and others of my staff members and maybe some of the same staff people that were involved in this past year's Council work. But I would see that here we're going to be dealing more with political strategists than we will biological strategists. Jack?

GRIEB: We're still talking about getting ready to do something and not doing it, in my opinion, and one of the things that I think we need to do, frankly, is to agree that we're going to try to--if this is your decision--impact the International. We voted to increase dues--I voted against that but I was overridden. Anyway, we are going to agree that the International is going to be one of the arms that we as Midwest states want to use. Why then, should we put together a package that we expect them to implement? You know, we just can't say, "Hey, Berryman, do something for us." We've got to say exactly what we want him to do. But are we waiting for a year from now to make this decision?

MOSLEY: No.

GRIEB: I hope not. Well, then who--are we asking Al to put together that package that will springboard off this report that we have--to try to implement something during this coming session? Keith says there are going to be decisions made on the farm bill right after they come back from this summer adjournment.

BAILEY: Before I have to leave and I apologize for leaving but I am going to in about two minutes--what is the relationship between our effort here with the Farm Habitat Council and the committee of the International? I believe it's an ad hoc committee chaired by Keith Harmon. How is any of this being related to the International through the committee that is set up within the International for their consideration?

GRIEB: Harmon's here.

MOSLEY: We had a discussion in Montana. That committee met out there--the International committee--and Keith may want to add to this but my feeling from discussion which occurred there was that there was a number of states that felt that their circumstances were so unique from the Midwest states, that they didn't know whether they really had part in what we're working at. So my feeling is I don't want to wait for people that have some doubt in their mind that they have a problem and I feel that we need to put our Midwest package together. I would say that we have to take that final step with the existing council to determine what it is we want done. I don't think we can ask anyone to do anything until we know what it is we want done and I think we're very close to that right now. I think that that doesn't stop us from initiating the action which Jack suggests is let's start getting our strategy together as to who's going to do what, when and where.

GRIEB: Okay, but are we going to instruct our new president--and he'll serve on the Executive Committee, I presume, of the International. We're coming very close to that right now. We're only two months away--in September. We should try to aim ourselves to that--to the International meeting this fall--to direct them to start working for us instead of Alaska.

MOSLEY: Keith?

HARMON: Two points, Carl. First, as far as the committee of the International, if you recall the discussion in Montana, we decided at that point that that national standpoint was just too big to handle and we would zero in on a geographic region. My interpretation of that is that this Habitat Council is doing exactly the same type of work that that committee would have done and, therefore, that committee and the International have been somewhat inactive because I personally didn't see any reason to duplicate that in another committee. My intention at this point is that this report would, in effect, also serve as a report to the International because this is exactly what that committee was saying needed to be done. The other point is that I think if you get hung up on what Ohio can support, what Colorado can support--and we went through this same exercise in the Council meeting--I think we have to deal with broad general principles. For example, the problem with pheasants is nesting cover. That doesn't make any difference whether Colorado wants to plant the crested wheat grass and Nebraska wants to use the big blue stem or whatever it is--there's an overriding principle and that is that when snow goes off the land in the spring, you need some residual cover there and you need it left undisturbed. I don't care what you plant in Ohio, I don't care what anybody else plants, but the same principle applies. We spent endless amounts of time on discussion among the Council and in numerous other meetings that I've been to along those same lines in the past where all we did was discuss whether it should be brome or it should be sweet corn. This is unproductive. Well, I would just stress the fact the if you're going to charge the Council to develop those types of recommendations, to keep them within a broad context so that we don't get hung up in a two-day meeting of whether brome is better than sweet corn. We must deal with the overriding principle of the problem.

MOSLEY: I was speaking on the recommendations the Council had in its report which was passed out this morning which I believe are sufficiently broad and yet narrow enough that when a legislator or a congressman in the future says, "Well, what does this mean when you say you want more nesting cover" that we're able to immediately come back with a response to that. Al?

FARRIS: For John Keener's benefit I will try to keep my language clean this year. For Carl Kay's benefit I'm going to address more than pheasants, and I hate to see Bill Bailey leave because I know he won't agree with me.

KAYS: Explain what a pheasant looks like.

FARRIS: We are at the same problem--we were here in Milwaukee--we were here in Nashville, Indiana. We've got a good Council report. We always had one from the Pheasant Council if we wanted it. The inaction is going to fall right here where it's always fallen--where the whole process has always fallen down. I can't disagree with what Carl is charting as a future course for the Council, but what I can disagree with is for us continually looking for a free lunch. We want the International to do it. We want the N.R.A. to do it. We want the Institute to do it. We want anybody else but us to do it. If we want it, we've got to do it. Why should we, 14 states, expect the International to devote its time, money and talent to what we want to the exclusion of the other states? Why shouldn't they expect that from the International? In my mind there are only two ways to get it done. One, we hire somebody to do it for us, which some states cannot do. The only other way to get it done is to take one of our existing staff members from each state and make that man responsible and put that loose group together and they have to do it for us. I cannot see why we can possibly expect any other group to do it for us, be it the International or anybody else.

MOSLEY: Let me extend some remarks there. When I indicated earlier the International, the N.R.A., the Wildlife Management Institute, what I was referring to was utilizing them as we use them right now. And Al is right. We have to do it ourselves and we have to do it within our own states with our own Congressional delegation if we're talking about federal legislation or changes in federal programs. I think that's what we're having to look at--our federal fund source. So, when we put together what it is

we want and I think each state with their own delegation in Congress will have to deal with that from their state's viewpoint. But, if you consider how we deal with Alaska's lands issue and there's no one here from Alaska--we've supported a specific position on that, a states' rights position--and we've used who? We've used the International. We've used those key lobbying organizations in Washington. That same thing ought to apply here. It's just simply that rather than talking about Alaska, we're going to be talking about each of the states that are here today. Before we make that move even with our own Congressional delegation, if it's going to be a concerted move when we ask the International to help lobby for us and they say, "Well, what do you want us to lobby for?", we have to be together on our positions and support one another. So once we get that put together, I'd say we're ready to go and we're ready to go as hard as each state wants to push it with their own delegation, which before we do that means that we've got to be together with the farmers in our own state. We talk to those farmers--we have to say what it is we're going to help them with and it's got to be acceptable to them. Does that make sense?

GRIEB: That does make sense, yes. I agree to that but the timing is going to be rather difficult. If we're going to impact the current farm bill, why we should have been together with those farmers a year or more ago. Nevertheless, all I can say, Al, is that we'll help anyway we can. Obviously, when you have a commissioner that's extremely interested in it, he makes me very interested in it--which I am anyway. But I don't know--I'll offer you our resources in terms of people. I think that we have our minds made up on what we think we need in this area. We've written a lot of letters about this subject. If we can help you prepare a final report or a strategy, you can count on us.

MOSLEY: And the same is true for Ohio. John?

KEENER: Carl, I agree with what Al said on this question that we've got to get this thing going and it was my understanding, I guess, when you appointed the Council that we (each state) had made a commitment to make available a large portion at least of one staff person's time. I guess I'd like to ask Steve if that is your perception of how the Council feels about it--that they do have that time available and a commitment to follow through?

COLE: I think that came out pretty uniform from all the state representatives that came to St. Louis and met in May. They're a bunch of dedicated people that felt that they had been given the time to work on it by their administrators in their own states. I grant you we got very different types of data and different types of replies and a little different perspective from each of the members, but they all came together. Like Keith said, we spent a lot of time talking about brome grass versus switch grass or something on that order but by the time it rolled down to the second day of our meeting in St. Louis, we were talking about broad strategies involving this program itself. There were some recommendations that I didn't bring out today because we weren't charged with those recommendations.

KEENER: I think we have the nucleus here and have had for a year of some "bodies" that can devote time to this and, as Al points out, we probably need to spend more time on it.

MOSLEY: I would like to move as rapidly as we can in getting something in motion and I think that's what Jack spoke to earlier. Does the group feel, or Al, this is going to fall largely on your shoulders? Is there an action, in your view, that we can take at this point which will facilitate things and get them on the road to that point where each state is going to be moving with their farmers and with their Congressional delegation, at which time then we can go to the International Association?

FARRIS: I don't think it would hurt if we discuss some kind of a timetable and perhaps Keith could give some insight there on how fast he thinks the agricultural

program, or someone else, how fast it's going to move through Congress because we need to be geared up for that and we also need the commitment that if the Council needs to get back together--which I think they do--the appropriate people will go to that meeting wherever it is in not too short a time.

MOSLEY: Would you, at this time, see the charge changing from what it has been? Do you feel they still have to tie up a few things? Would you wish additional charges added at this time?

FARRIS: Well, I think the ones you outlined as the Council's future role pretty well cover activity in Washington. I think the ones you outlined before to identify the practices within a state and to touch bases, or get with agricultural organizations in each of those states and then to get back together as a group and formulate this package of programs--the ones that look like they'll work. Then bring them--I would assume at that point it would be Steve reporting to me as to what their recommendations are and I'll be sending those around to all the Association members for their comments so that we can then iron out any differences there may be at the administrator level before we start going with it.

MOSLEY: Okay.

FARRIS: That's kind of the plan I see right now. I'm open to suggestions if somebody sees something differently.

GRIEB: I think, Mr. President, that we've got to be prepared to try to impact this farm bill as late as it might be. I need somebody to tell me, "Hey, write your Congressional delegation and say these types of things." That's the type of thing--if you're really going to impact things--that you have to do and somebody has to be responsible for doing it. Somebody's going to have to tickle me.

MOSLEY: Okay. Could Steve Cole and Al Farris get together before we leave here and work out the actions that we ought to be taking so that we can get that in gear right away.

GRIEB: Harmon should be involved, too.

MOSLEY: Okay, Keith, could you help out on that. Did you have something you wanted to provide for the entire group as to a schedule?

HARMON: Well, I just want to make one comment and I'll probably make another one after that. In some discussions here with Jim Giltmier, Jim was of the opinion that there'll probably be some rather significant advances made in new farm legislation, whatever it might be, possibly by May of next year. Yes, May of next year, okay. So I think you can use that maybe as somewhat of a timeframe. The other is, in addressing your remarks, Carl, I don't have any problem that the individual states work with the N.R.A. and the Legislative Fund and the Institute and the International and all these types of things--the problem I have in that is that it's not sufficient for the states to have input at the time that there are committee hearings or markups on individual bills. The progress that's made in legislation is what you make with Jim Giltmier sitting in his office at the time that these things are drafted to try to get your input in at that point. Committee hearings are--I don't mean to downgrade them--but they're not the most productive area to work in. You're just reacting. Somewhere within that structure maybe the International, as your representative, needs to be involved at that level. If money is a problem--getting money out of the states in all this--I'm not even going to mention the coordinator because I've been beat on that already and I'm not going to mention it again. But there's no problem, as I see it, in getting money out of the states to the International and maybe these 14 individual states need to funnel that amount of money into the International for this specific purpose. As the funding now exists for the International and as our operation is made

up, we're dealing with a wide variety of things. We're talking about Lenzini working on change of venue in impact statements and the Alaskan lands and everything else in the world. They just simply don't have time to ride herd on those things to the extent that it needs to be, except in a very general overall way. There's got to be that day-to-day contact with people like Giltmier and his counterpart on the House Agricultural Committee to be involved in the wording of this legislation even before it comes up. I'll use an example--on the '73 Farm Act there were things that we wanted in that that didn't get in the actual draft but by the time it got to the floor, the skids had already been greased. Senator Humphrey from Minnesota would introduce that on the floor, it would already have been cleared by the whole Senate that when he made that amendment on the floor, that thing was going through and there was never any problem--but it had nothing to do with committee hearings.

MOSLEY: When would drafting be occurring?

HARMON: Well, as I said, I had just recently provided our comments on a 12 title very, very rough draft bill that will probably be incorporated into a farm bill if it applies at all. That's already going on.

MOSLEY: Yes, Mike?

HIGBEE: One humble suggestion. I feel your committee should take broad general terms and work them out and become definite enough to actually write the bill right down to exactly what they want. I think then you should carry them to the farmers and then to the farm organizations in your states and then to the legislators. And I'm not so sure you even want to put up the bill. I think you want the farmers to put up the bill. I think they will. They need you badly.

GRIEB: ...that's what we're paying for. I support Alaska, I think, just like Larry does. But they're the one's that have set the policy of the International on the Alaska Lands Bill. Alaska has. You know, they've got it into a states' rights issue. Maybe we can make this one a state's rights issue or something like that and get our organization to support it but I think we've got to have support of our national organization on this very subject and some effort on their part.

MOSLEY: And we can reduce those dues...

GRIEB: No we can't; I've tried that.

MOSLEY: We weren't with you on that one, Jack.

GRIEB: That's right. You figured it out, we're...

MOSLEY: Larry Gale?

GALE: I'd just like to point out that as hopefully incoming president of the International, I may have some say on priorities for the Association for the coming year.

GRIEB: Super.

GALE: And I can assure you that we can make this a top priority issue as long as we're specific enough in what we're trying to accomplish. That's the only problem as I see it. We have to have a package to sell.

GRIEB: That's right.

GALE: But I'm confident I can put the International behind anything that this group comes up with that's reasonable.

MOSLEY: Lookin' better all the time.

GRIEB: That's right.

GALE: So we can do it.

FARRIS: All right, I think that our game plan--that's what Larry is talking about--has got to be ready in September.

MOSLEY: Can you have the game plan ready by September, Al?

FARRIS: We've got to have it.

GALE: It has to be ready by September--by the International meeting?

FARRIS: Yes.

MOSLEY: Yes. Let me make a few telephone calls and a lot of letters and maybe...

GALE: And maybe another meeting or two.

FARRIS: I think we've got it.

MOSLEY: Is there any further discussion on that issue?

COLE: Can I mention something at this point?

MOSLEY: Sure.

COLE: Mr. President, before everyone leaves here--for those states that have already left, we'll mail it to them--but I'd like to bring out something that is pertinent to what we have been discussing right here. Keith Harmon, through his voluntary efforts on the Council, did put together a review of all the past A.C.P. and Land Retirement Programs and it is really a history, since about 1748, of what's happened in national agriculture programs in this country. It's a good report and I think it's worth everyone looking at and it's very pertinent to what we're discussing here. I'm not a student of history per se but I've always been told it's going to repeat itself, so let's look at what's happened in some places in the past. Maybe that will help in putting together this game plan. These will be up here. You can each get a copy of it before you leave.

MOSLEY: Is there any other unfinished business or any business?

GRIEB: I hate to--anyway let me say this--Fred just pointed out that if we need money for expenses (some of the states don't have expenses)--look at all the dough we have in our Treasury, right. We should look at what we should be spending this sort of thing for. I wouldn't mind seeing this authorized--if some states have problems coming to Iowa for the meeting. I assume that's where you're going to hold it, isn't it, Al?

FARRIS: We're going to hold it in the Center.

GRIEB: Right...authorize expenses for those states or whatever activity we need, out of these types of funds.

MOSLEY: Is Fred Warders still here?

WARDERS: Right.

MOSLEY: Fred, do the by-laws presently provide for that by action of the majority of the members--that we could spend funds for paying travel expenses or hiring a lobbyist or what have you?

WARDERS: I think you do about what you want to do with two-thirds majority vote with this organization. I'm sure you can divert funds in that direction but just direct the discussion to the business meeting of the conference right now and not the funds.

MOSLEY: Okay.

WARDERS: I don't see anything wrong with two-thirds of the people voting here. I guess maybe we haven't got two-thirds so just a general vote...

MOSLEY: All right, but we could do that by telephone if we had to produce the money.

WARDERS: You've got $4,000 cash right now just in a checking account.

MOSLEY: We may spend some of that yet, Fred.

WARDERS: If you do this, you should direct me or somebody will have to give me the authority to spend it--like the president of the organization.

MOSLEY: Right.

WARDERS: Or somebody like that.

MOSLEY: Okay. I think there was a hand up back there. John?

KEENER: I have another item of new business.

MOSLEY: Okay.

KEENER: I think there was a rather serious situation brought to the attention of the Association during the course of our convention here. I think most of us were aware that it was developing. I'm speaking of the referendum in South Dakota to ban dove hunting. South Dakota is a member of our organization, of course, and I think we all understand the seriousness of the situation that's developing there and will be in the next couple of months. I think the speakers on the program made it very clear what one of the major problems was, and that is lack of support funds. South Dakota obviously has a much lower base of support than many of the more populated states. So at this time, Mr. President, I would move that the Association authorize the President to contribute--what I'm suggesting is the sum of $1,000--from the Association through the Wildlife Conservation Fund of America specifically for that purpose.

MOSLEY: Is there a second to that motion?

GRIEB: I second it.

LOCKARD: I would certainly like to talk to Jack Merwin first. You can bet it's true--I mean you're probably right that maybe they are really hurting for money but we heard it from folks other than South Dakota people. I have no objection with authorizing the money but I think we should talk to Jack Merwin first and find out if it's really needed.

MOSLEY: Keith Harmon?

HARMON: I would suggest that you check with Dale and see if that's the appropriate organization--my understanding is that that's tax exempt money...

MOSLEY: Keith suggests that we ask Dale Haney whether that's the appropriate place to funnel the money.

HARMON: In the palm of the Wildlife Legislative Fund.

HANEY: I think that either one is all right and I think if it would go to the Conservation Fund, there has to be a certain amount of research work--legal work done--in putting together educational and promotional material that would be involved in that issue out there and that's a legitimate expenditure for the Conservation Fund. That's one step removed from the real active political organization out there. But I think it's all right with either one.

MOSLEY: And what are those two funds, Dale?

HANEY: The Wildlife Conservation Fund and...

MOSLEY: Do they have a South Dakotans for Wildlife Conservation as we have in Ohio, or what?

HANEY: Keith's question was whether or not the money should go to the Wildlife Legislative Fund of America or the Wildlife Conservation Fund of America.

KEENER: I purposely...

HANEY: The Legislative Fund is the direct political arm.

KEENER: My motion did not indicate that this money should be directed to the committee that Governor Joe Foss is chairing in South Dakota. I think, from our standpoint as an Association of states, it's more appropriate to deal through the Conservation Fund with the intended purpose, of course, made very clear. I think that way we would avoid any question of a political involvement.

MOSLEY: When you say Conservation Fund, John, do you mean the state agency?

KEENER: No, I'm talking about the Wildlife Conservation Fund of America.

MOSLEY: Okay. Frank has suggested that prior to the time that be done that the President discuss it with Jack Merwin to see that he feels the money is getting sent to the right place.

KEENER: And that there is definitely a need and that he sees it put to good use.

MOSLEY: Any further discussion?

LOCKARD: Are you going to do that? I guess I'm a little uncomfortable with that motion if it's going to be in the--after the next 30 days--the reason being what if Jack Merwin says no?

UNIDENTIFIED VOICE: We haven't told you how to react.

LOCKARD: Then what do you do?

KEENER: My understanding is that the State of South Dakota is strongly involved in this issue and I think they probably are in much the same position that Ohio was on Issue 2.

MOSLEY: Why sure.

KEENER: So I think it might be helpful to talk to Jack but I'm sure his answer would be in the affirmative.

MOSLEY: Okay, and if it's not then we would not issue a check. Any further discussion? All in favor of the motion, say aye. Opposed, no. Motion passed.

LOCKARD: In that respect...

MOSLEY: Okay, I'll save you some...I'll go talk to Jack. As soon as I do that, if he agrees with it I'll talk to Fred by phone. The action of the body here will be authority for the Treasurer to issue the check then.

KEENER: I think time is of the essence here because if I understood Jim Glass the other day, this program will be developing within the next 30 to 60 days.

MOSLEY: Right. We'll get right on it. Larry?

GALE: Yes, Mr. President. Another matter of business--I'm concerned about the states that are not present at this meeting but I'm even more concerned about the Canadian provinces. It seems to me that over the last several years we've seen a definite reduction in activity by the Canadians, not only in the Midwest but in the International and I don't know whether they're all still paying dues or not but regardless of the dues, I would like to see an effort made to involve them more in the activities of this Association. Along that line, I would like to offer a motion that the new President make an effort to involve the Canadian provinces more either through committee action or whatever means he deems necessary.

MOSLEY: Is there a second to that motion?

LOCKARD: I second.

MOSLEY: Frank Lockard seconds the motion. Any further discussion? All in favor, say aye. Opposed, no. Motion passed.

LOCKARD: One brief comment--those of you who have looked through the proceedings from last year's meeting will note quite a number of errors, many of which I'm personally embarrassed about. So I would just like to say that I want you to treat those copies as your first draft because we're going to reprint. Since we are going to reprint, if you have any comments of your own, why don't you mail them to me and we'll see to it that they are added to the second edition.

MOSLEY: Thank you, Frank.

UNIDENTIFIED VOICE: Inaudible.

MOSLEY: Frank Warders? Pardon me, Fred, I'm going to get that straight yet.

WARDERS: I'd like to direct a remark to "Fred" Lockard of Indiana. Will this be an expenditure of the Association?

LOCKARD: You'll never see it.

MOSLEY: John?

KEENER: Those books are closed, Frank--they are.

MOSLEY: Do I hear a motion to adjourn?

KEENER: So move.

MOSLEY: John Keener moves that the Convention be adjourned. Is there a second to the motion?

VONDETT: I second.

MOSLEY: All in favor, say aye. Opposed, no. Motion passed. Thank you very much.

APPENDIX

REGISTRATION LIST

James T. Addis
Bureau of Fish Mgt.
Box 7921
Madison, WI 53707

Fred Abraham
Ducks Unlimited
7605 Shepler Church Ave.,SW
Navarre, OH 44662

Darrell F. Allison
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

William J. Bailey
Game & Parks Com.
P.O. Box 30370
Lincoln, NE 68509

Bruce P. Bartens
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

George W. Bauer
Division of Wildlife
Box 576
Xenia, OH 45385

John M. Beall
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

Karl E. Bednarik
Division of Wildlife
13229 W. St.Rt. #2
Oak Harbor, OH 43449

Norman A. Berg
U.S. Soil Cons. Serv.
P.O. Box 2890
Washington, D.C. 20013

A. Roy Biggs
Division of Wildlife
P.O. Box 650
Sandusky, OH 44870

George Billy
Division of Wildlife
360 E. State St.
Athens, OH 45701

Jerry J. Blackard
U.S. Fish & Wildlife Serv.
P.O. Box 25486
Denver, CO 80225

Gary Boushelle
DNR - Wildlife Division
P.O. Box 30028
Lansing, MI 48909

Thomas E. Bowersox
Division of Wildlife
Box 576
Xenia, OH 45385

Michael J. Budzik
Division of Wildlife
360 E. State St.
Athens, OH 45701

Daniel H. Bumgarner
U.S. Fish & Wildlife Serv.
Federal Bldg., Ft. Snelling
Twin Cities, MN 55111

Steven H. Cole
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Mike W. Conlin
Division of Fisheries
605 Wm. G. Stratton Bldg.
Springfield, IL 62706

Jerry F. Cremeans
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Janet G. Drakos
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Max E. Duckworth
Division of Wildlife
912 Portage Lakes Drive
Akron, OH 44319

Clarence & Mrs. Durban
Nat. Asso.of Cons. Dist.
15558 Robinson Road
Plain City, OH 43065

James M. Engel
U.S. Fish & Wildlife Serv.
Federal Bldg., Ft. Snelling
Twin Cities, MN 55111

Robert H. Eversole
Division of Wildlife
1189 Short Game Farm Road
Urbana, OH 43078

Allen L. & Mrs. Farris
Conservation Commission
Wallace Bldg.
Des Moines, IA 50319

Robert Feldt
Division of Fish & Wildlife
607 State Office Bldg.
Indianapolis, IN 46204

Mary Filliez
Golden Lodge L.U. 1123
1234 Harrison Ave., SW
Canton, OH 44706

Robert D. Ford
Division of Wildlife
8589 Horseshoe Road
Ashley, OH 43003

Thomas A. Fulton
Division of Wildlife
Box 576
Xenia, OH 45385

Larry R. Gale
Department of Conservation
2901 N. Ten Mile Dr.
Jefferson City, MO 65101

Jerry L. Gallant
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

James W. Giltmier
U.S. Senate Committee on
Agriculture, Nutrition & For.
Washington, D.C. 20510

James H. Glass
Wildlife Legislative Fund
50 W. Broad St.
Columbus, OH 43215

John S. Gottschalk
IAFWA
1412- 16th St., NW
Washington, D.C. 20036

David M. Graham
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Steven A. Gray
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Jack R. & Mrs. Grieb
Division of Wildlife
6060 N. Broadway
Denver, CO 80216

James C. Gritman
U.S. Fish & Wildlife Serv.
P.O. Box 25486
Denver, CO 80225

Warren H. Gross
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Dale L. Haney
Woodstream Corp.
69 N. Locust St.
Lititz, PA 17543

James R. Hanson
Wildlife Legislative Fund
50 W. Broad St.
Columbus, OH 43215

Bill Hanzlick
Fish & Game Commission
Box 54A, RR 2
Pratt, KS 66612

Charles Harland
Golden Lodge L.U.1123
Canton, OH 44706

Keith W. Harmon
Wildlife Mgt. Institute
R. #1, Box 122
Firth, NE 68358

Larry Harmon
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Edgar C. Harrison
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

James C. Helfrich
Dept. of Conservation
605 Stratton Office Bldg.
Springfield, IL 62706

Kim A. Heller
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

John J. Henry
Division of Wildlife
8589 Horseshoe Road
Ashley, OH 43003

Thomas A. Henry
Division of Wildlife
912 Portage Lakes Drive
Akron, OH 44319

Michael K. Higbee
Division of Wildlife
6060 Broadway
Denver, CO 80216

Howard W. Hjort
U.S. Dept. of Agriculture
14th St. & Jefferson Dr.,SW
Washington, D.C. 20250

Harry E. Hodgdon
The Wildlife Society
7101 Wisc. Ave., Suite 611
Washington, D. C. 20014

John G. Hoschak
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

C. Arthur Hughlett
U.S. Fish & Wildlife Serv.
Federal Bldg., Ft. Snelling
Twin Cities, NM 55111

Richard L. Jasper
Division of Wildlife
Box 576
Xenia, OH 45385

Nels Johnson
DNR - Wildlife Division
P.O. Box 30028
Lansing, MI 48909

Carl E. Kays
Dept. of Fish & Wildlife
592 E. Main St.
Frankfort, KY 40601

John M. & Mrs. Keener
Dept. of Natural Resources
Box 7921
Madison, WI 53707

David Kenney
Dept. of Conservation
605 Stratton Bldg.
Springfield, IL 62706

Tom & Mrs. King
League of Ohio Sportsmen
4330 Clime Road North
Columbus, OH 43228

Sam Kirby
Wildlife Division
P.O. Box 180
Jefferson City, MO 65102

W. Ellis Klett
U.S. Fish & Wildlife Serv.
Federal Bldg., Ft. Snelling
Twin Cities, MN 55111

George E. Laycock
5944 Crittenden Dr.
Cincinnati, OH 45244

Edward A. Leite
Division of Wildlife
8589 Horseshoe Road
Ashley, OH 43003

Frank R. Lockard
Div. of Fish & Wildlife
607 State Office Bldg.
Indianapolis, IN 46204

Frank McGilvrey
U.S. Fish & Wildlife Serv.
18th & C Sts., NW
Washington, D.C. 20240

Wayne Machan
Div. of Fish & Wildlife
607 State Office Bldg.
Indianapolis, IN 46204

Joseph S. Marler
U.S. Fish & Wildlife Serv.
P.O. Box 25486
Denver, CO 80225

Gary L. Misko
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

William R. Montanari
Ohio Bass Chapter Fed.
3072 Stoney Bridge Lane
Columbus, OH 43220

Carl L. & Mrs. Mosley, Jr.
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Dean A. Murphy
Wildlife Division
P.O. Box 180
Jefferson City, MO 65102

Sara Jean Peters
Division of Wildlife
912 Portage Lakes Drive
Akron, OH 44319

Richard Pierce
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Marvin L. Plenert
U.S. Fish & Wildlife Serv.
P.O. Box 25486
Denver, CO 80225

John S. & Mrs. Popowski
U.S. Fish & Wildlife Serv.
Rm. 202, 1405 S. Harrison Rd.
East Lansing, MI 48823

Ed J. Prenzlow
Division of Wildlife
2126 N. Weber St.
Colorado Springs, CO 80907

Tom Reed
Wildlife Legislative Fund
50 W. Broad St.
Columbus, OH 43215

Robert W. Riegler
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

David L. Risley
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

O. Dale Roach
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Gordon C. Robertson
Wildlife Mgt. Institute
3020 Peony Farm Lane
Baldwinsville, NY 13027

James D. Schoby
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Russell L. & Mrs. Scholl
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

George Seketa
Div. of Fish & Wildlife
607 State Office Bldg.
Indianapolis, IN 45204

Brian K. Simpson
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

William F. Stevens
Federal Cartridge Corp.
2700 Foshay Tower
Minneapolis, MN 55402

Harry E. Stiles
U.S. Fish & Wildlife Serv.
P.O. Box 25486
Denver, CO 80225

G. Robert & Mrs. Strohm
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

J. Ken Terry
Division of Wildlife
Box 576
Xenia, OH 45385

Charles E. & Mrs. Thewes
Ohio Conservation Congress
2229 Barr Ave., NW
Canton, OH 44208

Judy A. Tillman
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

T. Michael Toepfer
Division of Wildlife
Box 576
Xenia, OH 45385

John W. Urbain
DNR - Wildlife Division
P.O. Box 30028
Lansing, MI 48909

Henry J. Vondett
DNR - Fisheries Division
P.O. Box 30028
Lansing, MI 48909

William Ward
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Fred Warders
Fish & Game Commission
Box 54A, RR 2
Pratt, KS 67124

Thomas A. Wasson
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

David A. Watts
Division of Wildlife
1500 Dublin Road
Columbus, OH 43215

Donald W. Williams
Division of Wildlife
Fountain Square, C-4
Columbus, OH 43224

Charles F. Willis
Division of Wildlife
952 Lima Ave.
Findlay, OH 45840

Carolyn L. Wolter
Conservation Commission
Wallace Building
Des Moines, IA 50319

STATE of INDIANA

INDIANAPOLIS, 46204

DEPARTMENT OF NATURAL RESOURCES

JOSEPH D. CLOUD
DIRECTOR

607 State Office Building
December 5, 1979

John Charbouneau
Policy Analyst
Division of Program Plans
U.S. Fish & Wildlife
Dept. of the Interior
Washington, D.C. 20240

Dear John:

The decision document (draft) has been reviewed and is a commendable piece of work. Little can be added.

Option III appears to be the "middle of the road" 1980 survey option. The in-person interview should overcome the nonresponse bias associated with the mail questionnaire and improve the statistical reliability. The modified 1975 categorization is a fair compromise also. These categories tabulated on the nine Census geographic regions should be fairly meaningful to each of the States. "Synthetic" predicted state level reports would be useful also.

Furbearer information was not given a high priority, but, as mentioned in the Fish and Wildlife Service comments, wildlife useage information may not be complete without it. Obviously, to include it would expand the questionnaire demand.

The addition of the non-consumptive user data appears to be an understandably important category to most states.

It is important that the survey integrity be protected. This may be another reason for using Option III, the middle-ground format.

Sincerely yours,

Robert D. Feldt
Chairman
Midwest Technical Committee
For Planning the 1980
National Survey of Fishing,
Hunting and Wildlife
Associated Recreation

RDF/sac

"EQUAL OPPORTUNITY EMPLOYER"

STATE OF INDIANA

INDIANAPOLIS, 46204

DEPARTMENT OF NATURAL RESOURCES

JOSEPH D. CLOUD
DIRECTOR

607 State Office Building

June 26, 1980

John Charbonneau
Policy Analyst
U.S. Dept. of the Interior
U.S. Fish and Wildlife Service
Washington, D.C. 20240

Dear John:

Below are comments from the Midwest Technical Committee on the questionnaire for the 1980 National Survey of Fishing, Hunting, and Wildlife Associated Recreation. Most of the same comments are included in response from individual states.

Screening Questionnaire

I. Fishing and Hunting

1e, 2e. Seems meaningless since a license and one trip should total nearly $15 or more.

3. Irrelevant to inland states and is not addressed in subsequent questions.

II. Nonconsumptive Use

4a. "Trips" away from home" should be identified for use throughout the questionnaires. Will a local walk to observe birds qualify or must a person travel overnight or a required number of miles?

6a. Wildlife other than birds may incidentally take advantage of a bird feeder (squirrels, rabbits, raccoons). Perhaps the work "intentionally" should be inserted into the question.

10a. Will short segments or guest with animals on talk shows qualify?

"EQUAL OPPORTUNITY EMPLOYER"

16d. Many people can only relate to government ownership and may not distinguish between state and federally owned lands. Perhaps the category should be "government-owned", or ask for the specific name of the property and identify ownership in the analysis. This comment applies to questions throughout the questionnaire that relate to ownership identification.

Nonconsumptive User's Questionnaire

I. Trip Information

2. A trip may involve a number of stops or destinations. Perhaps the most distant point in the individual trip should be identified.

8a. Other sites might include desert, islands, off-shore pelagic trips.

10,11. An important nonconsumptive expense would be photographic equipment, film and developing.

12. Other considerations might be parking spots and free access.

II. Residential Expenditures

17a. Insert word "intentionally"

III. 18c. Awkward wording. Looking for items already on inventory, but not purchased in 1979. Cost column (b) heading should say "enter only if (x) in column (a)"
Spotting scopes might be added with binoculars.
Film and developing is not equipment, but could be a major expense.

IV. Wildlife Preferences

20a. Other major fund raising schemes are check off box on income tax returns; excise tax on cigarettes, binoculars, bird feed, feeders, bird houses; disposable container tax.

Hunting and Fishing Questionnaires

Part I - Hunting

A. Big Game Hunting

5, 6. Combine into 1 question.

8. In areas where state, federal, and private posted lands intermingle, identification may be difficult. This question occurs in other hunting and fishing categories.

10. Some states would rather know how much was spent for hunting within their own state instead of all hunting trips. This is also asked in other Hunting and Fishing parts.

12cd. Exceptions will be minimal - none in Indiana and Michigan.

13. A large expense not covered in 10 and 11 is guns and ammunition.

B. Small Game Hunting

Same comments as in A.

C. Migratory Bird Hunting

Same Comments as in A.

40ab. Licenses include state licenses state stamp, and Federal stamp.

D. Other Hunting

Same comments as in A.

44b. Ground squirrels would probably only be hunted by plinkers. This group could probably be dropped from the survey. Raccoon would be an important addition to the list.

E. Type of Weapson

No comments.

F. Hunting Equipment

57a. Special hunting clothes might be a major category. Many states require colored clothes for safety.

G. Land Lease/Ownership

No comments.

Part II - Fishing

A. Freshwater Fishing

64g. Categorizing fish species will be difficult because of local and state interest, programs, preferences and common names. The interviewer should be familiar with local terminology. For instance the bluegill has many different local names.

The list might be as follows:

1. Bass
2. Wallege, Sauger
3. Northern Pike, Chain Pickerel, Muskie
4. Panfish (bluegill, crappie, sunfish, perch, rockbass).
5. Catfish (channel catfish, bullheads, etc.)
6. Salmon
7. Trout (Steelhead, Rainbow, Brown, Lake, etc.)
8. Shad, Herring.
9. Striped Bass
10. Suckers, Freshwater Drum
11. Other, specify _____
12. Other, specify _____

B. Salt Water Fishing

77,78. Combine with 1 question.

79. May be biases involved with residents of northern states who live in Florida or along the Texas coast during the winter.

C. Land Lease/Ownership

No comments.

D. Fishing Equipment

85a. Electronic fish locators might be a major item.

E. Fishing/Hunting Equipment

86c. Does this mean borrowed items or items an individual purchased before 1979 and can still use in 1979.

Sincerely,

Robert D. Feldt, Chairman
Midwest Technical Committee
for the 1980 National Survey
of Fishing , Hunting, and
Wildlife Associated Recreation

RDF/sac

Committee Report

Farm Wildlife Habitat Council
July 17, 1980
Columbus, Ohio
Steve Cole, Chairman

On September 26, 1979 President Carl Mosley sent a letter (attached) to all Member States and Provinces setting an organizational meeting of the newly formed Farm Wildlife Habitat Council for December 10, 1979 in conjunction with the Midwest Wildlife Conference in Illinois. Carl's letter outlined five specific objectives to be addressed by each member state.

The December 10 meeting allowed the Habitat Council to come to one major conclusion that a two-day planning meeting would be necessary to develop strategies to meet the Council's charges.

A memo was sent to all member states again asking that the objectives listed in the September 26, 1979 letter be submitted to my office by March 15, 1980 and that a one and one-half day meeting was set for the Farm Habitat Council in St. Louis, Missouri on May 14 and 15, 1980.

Council members from 12 member states and the Wildlife Management Institute were present. The first day meeting consisted of discussion of specific state reports and general discussion as to direction to be taken in meeting the charges from President Carl Mosley. The second days meeting set specific assignments to certain member state delegates to meet the objectives of the Council and I was charged with combining all reports into a formal presentation and this report to the Association of Midwest Fish and Wildlife Agencies.

The following is the formal report addressing the Association's charges to the Farm Wildlife Habitat Council:

CHARGES

of the

Farm Wildlife Habitat Council

Association of Midwest Fish and Wildlife Agencies

MEMORANDUM

To: Member States & Provinces

From: Carl L. Mosley, Jr., President (Ohio) *Carl*

Date: September 26, 1979

Subject: 47th Annual Convention

The 47th Annual Convention of the Midwest Association of Fish and Wildlife Agencies will be held in Columbus, Ohio in 1980. It will run from noon on Monday, July 14 to noon on the 17th.

The Farm Wildlife Habitat Council will meet December 10, 1979 at 7:00 p.m. in Champaign-Urbana, Illinois at the Ramada Inn Convention Center in conjunction with the Midwest Wildlife Conference. The charge to the Council is to develop for each midwest state represented on the Council the following objectives:

1. Select one wildlife species of intensively farmed land in each state for which there is public support to increase numbers of that species and for which there is existing population level survey capability. Ohio has selected the ringneck pheasant.

2. Determine for each state the wild population level and extent of the range occupied by that species during the two time periods. The first time period should be a year in which the indicator species was at an acceptable population level. The second time period should be a year in which population levels were suboptimum. The latter year should also be a year for which the most recent data is available since we will be dealing with current land use problems. Ohio has chosen the years 1960 (pheasant population - 3.5 million) and 1978 (pheasant population - 130,000).

3. Determine to the best of your state's capabilities the quantity, quality and distribution of habitat for the indicator species for each of the two time periods. If changes have occurred, list reasons for changes.

4. Develop a list of specific methods for restoring essential habitat to support the earlier selected year when the indicator species was at an acceptable population level. Use methods, wherever possible, which provide other beneficial effects such as reducing soil erosion, reducing need for channelization, reducing energy requirements, improving soil productivity, improving water quality, etc.

5. Recommend specific strategies by which the methods can be applied to the land as a result of the individual and/or collective effort of the states; for example, U. S. farm program, 208 planning, lease, easement, purchase, etc.

Please provide me the name and address of the person who will represent your state on the Farm Wildlife Habitat Council as soon as possible so that work can start by phone and mail to prepare for the meeting. Keith Harmon, Chairman of the IAFWA Habitat Committee has agreed to serve on the Council as an advisor. Larry Jahn and "Pete" Petosky have both shown strong interest and have offered to help.

The Chairman of the Council is Steve Cole. Steve is located at the Ohio Division of Wildlife, Fountain Square, Building C-4, Columbus, Ohio 43224 (phone: 614/466-3610). He is our Wildlife Management & Research Executive Administrator.

CLM:jt

cc: Keith Harmon
John Gottschalk
Laurence Jahn
Merrill Petosky

bc: S. Cole
D. Urban

I

INDICATOR SPECIES

II

INDICATOR SPECIES POPULATION CHANGES

PHEASANT POPULATION TRENDS IN
12 MIDWESTERN STATES

STATE	BASE YEARS COMPARED	PERCENT CHANGE
COLORADO	1958-78	- 70%
ILLINOIS	1957-77	- 34%
INDIANA	1971-78	- 96%
IOWA	1963-78	- 41%
KANSAS	1963-78 ($\bar{x}$63-67 - $\bar{x}$74-78)	- 67% (- 58%)
MICHIGAN	1957-78	- 62%
MINNESOTA	1960-79	- 86%
NEBRASKA	x61-65 - x73-78	- 44%
NORTH DAKOTA	1963-78	- 85%
OHIO	1960-79	- 96%
SOUTH DAKOTA	1960-68	- 78%
WISCONSIN	1962-78	- 40%

AVERAGE PERCENT CHANGE = - 67%

MEAN PERCENT CHANGE = - 68%

RABBIT POPULATION TRENDS IN
3 MIDWESTERN STATES

STATE	BASE YEARS COMPARED	PERCENT CHANGE
ILLINOIS	1957-77	- 66%
INDIANA	1960-78	- 72%
MISSOURI	$\bar{x}$56-59 - $\bar{x}$69-77	- 59%

AVERAGE PERCENT CHANGE = - 66%

MEAN PERCENT CHANGE = - 66%

QUAIL POPULATION TRENDS IN
4 MIDWESTERN STATES

STATE	BASE YEARS COMPARED	PERCENT CHANGE
ILLINOIS	1957-77	- 54%
INDIANA	1960-78	- 83%
KANSAS	1963-78 ($\bar{x}$63-67 - $\bar{x}$74-78)	- 48% (- 52%)
KENTUCKY	$\bar{x}$60-65 - $\bar{x}$66-74* $\bar{x}$66-74 - $\bar{x}$75-79* *Western Region (Best Range)	+ 30%** - 28%**

AVERAGE PERCENT CHANGE = - 46%

MEAN PERCENT CHANGE = - 51%

** Changes appear to be weather related.

III

QUANTITY, QUALITY AND DISTRIBUTION OF HABITAT

This Council was charged with determining for each state the minimum quantitative amounts of habitat types which would be required to return wildlife carrying capacity on each 80 acres of their intensively farmed lands to that level which existed in the year 1960. This charge was reviewed by each state and no uniform manner of answering this question was determined. The charge appears to be a much too simplistic and idealistic approach to a very complicated problem. The Council unanimously agreed that the major problem was the National Farm Program but that criteria for cost sharing was impossible to generalize for the Nation, midwest, state or even regional basis. A more logical approach would be a county-size unit criteria to be evaluated and determined by the wildlife agency and the ASCS on an annual or biannual basis.

The Council upon review of available data feels that we as state wildlife management agencies have to mutually push for a significant change in Federal agricultural cost share and set-aside programs to effect enough acreage to reverse the current wildlife population trends.

The following is a summary of each states data concerning the status of their indicator species and the habitat conditions for that species. A general description is given of what changes have occurred in agricultural crop production and its relationship to farm wildlife populations in each of the midwestern states.

Colorado - (Pheasant - 1958-1978)

Existing data from Colorado portrays a pheasant population that has been very dynamic through time. The Colorado Division of Wildlife has not used population estimates in its management work for many years. It has relied on other information on the population (i.e., sex-age composition, harvest rates, etc.) which are more important and in terms of reliability and efficiency, more easily obtained than population estimates. However to lend some uniformity in the data collected, two years, 1958 and 1978, have been selected and the population calculated for each year. It should be emphasized that the population estimate is calculated using the harvest, harvest rates and sex ratios.

Year	Harvest	Population	Rating
1958	245,555	2,455,000	Acceptable
1976	48,906	489,000	Unacceptable
1978	73,326	733,000	Unacceptable

Pheasant distribution in Colorado has increased, but densities have generally declined range wide.

Year	Total Range	Quality (Square Miles)				
		Very Good	Good	Fair	Poor	Very Poor
1958	23,006	554	1,050	2,838	4,503	14,061
1978	23,500	100	300	1,000	7,045	15,061
% Change	+2%	-82%	-71%	-65%	+56%	+7%

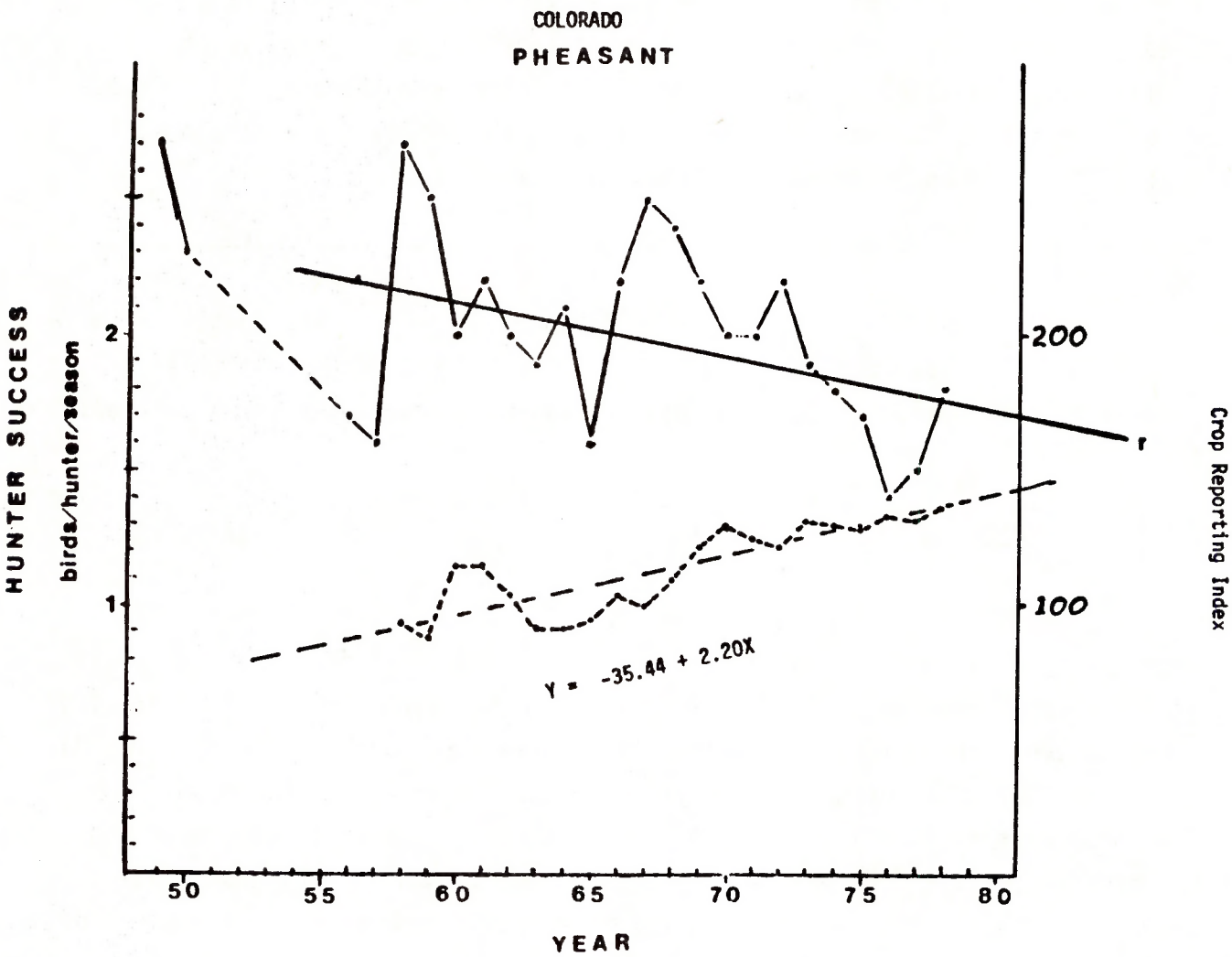
Total crop acreage harvested declined 11% from 6,649,000 in 1958 to 5,927,000 in 1978. However, crop reporting indices for the same years increased 46% from 94 in 1958 to 137 in 1978. Urban acreage increased 273% over the 20 year period.

The crop reporting indices in Colorado are based on statewide figures which may not be applicable to the northeast pheasant range. Use of feed grain indices would probably show greater significant due to relative importance in the pheasant range.

The attached graph shows the oscillation in pheasant population in terms of birds harvested per hunter per season. The crop reporting indices have been superimposed on the graph to show the general relationship.

These data indicate, but do not clearly spell out, the concerns of biologists in Colorado; namely the decline of the mean birds per hunter per season about which the data fluctuates. It is felt that this decline is directly attributable to loss of habitat quality.

The majority of this decrease in habitat quality is the result of shifts in farm technology and sizes. In Colorado the areas where this has been most apparent is in the northeastern dryland farming areas. The consolidation of farms, technological advances in equipment and methodology, and economic pressures are primarily responsible for the loss of habitat quality in Colorado.



Illinois (Quail, Pheasant, Rabbit; 1957-1977)

Illinois, perhaps as much as any other state, depicts the significant impact that agricultural practices and changes in intensity can have on wildlife resources.

During the period from 1957 and 1977 Illinois lost 2.2 million acres of farm land (7%) to other uses. At the same time it increased its total acreage in crops some 2.22 million acres (11%). Corn, soybeans and grain sorghum plantings increased 7.07 million acres (55%). This combination of events has placed extreme pressure on wildlife habitat.

A recent cooperative study by Southern Illinois University and the Illinois Department of Conservation concluded that edge habitat for wildlife is being lost at the rate of 43% per decade in Northern Illinois; 26% in Central Illinois; and 16% in Southern Illinois. Approximately 95% of the wildlife populations in Illinois are sustained on private lands.

Correlated closely with the above data, wildlife populations in Illinois have responded to intensified agriculture and urbanization by declining steadily since the mid-60's. The most consistant monitoring of populations has been directed toward "game" species and they serve well as indications for wildlife populations in general. Harvest data provides one of the best monitors of population available and those hunted species most closely associated with farmland in Illinois are the quail, pheasant and rabbit.

Calculated Harvest	1957	1967	1977
Quail	2,350,000	1,726,000	1,087,000
Pheasant	690,000	588,000	456,000
Rabbit	5,663,000	2,311,000	1,921,000

Declines in harvest of these species were 54% for quail, 34% for pheasant, and 66% for cottontail rabbit. Recent population studies of song and shore birds are progressing and early compilations seem to follow the trends established by the "game" species.

The majority of wildlife managers in Illinois believe that due to high land prices the average Illinois farmer is not receptive to incentive programs for maintaining natural resources unless such payments are equal to or greater than profit margins obtainable from actual production operations. The agricultural community has not shown any measurable aptitude toward combating soil loss, stream bank degradation, chemical poisoning, fall plowing or numerous other depleting factors. Conversely, agricultural interests are the first to combat zoning, land use changes or chemical restrictions. Illinois farmers demonstrate a remarkable ability to produce crops on a diminishing amount of land, but their stewardship of that land has become more and more questionable.

Indiana (Pheasants, 1960-78)

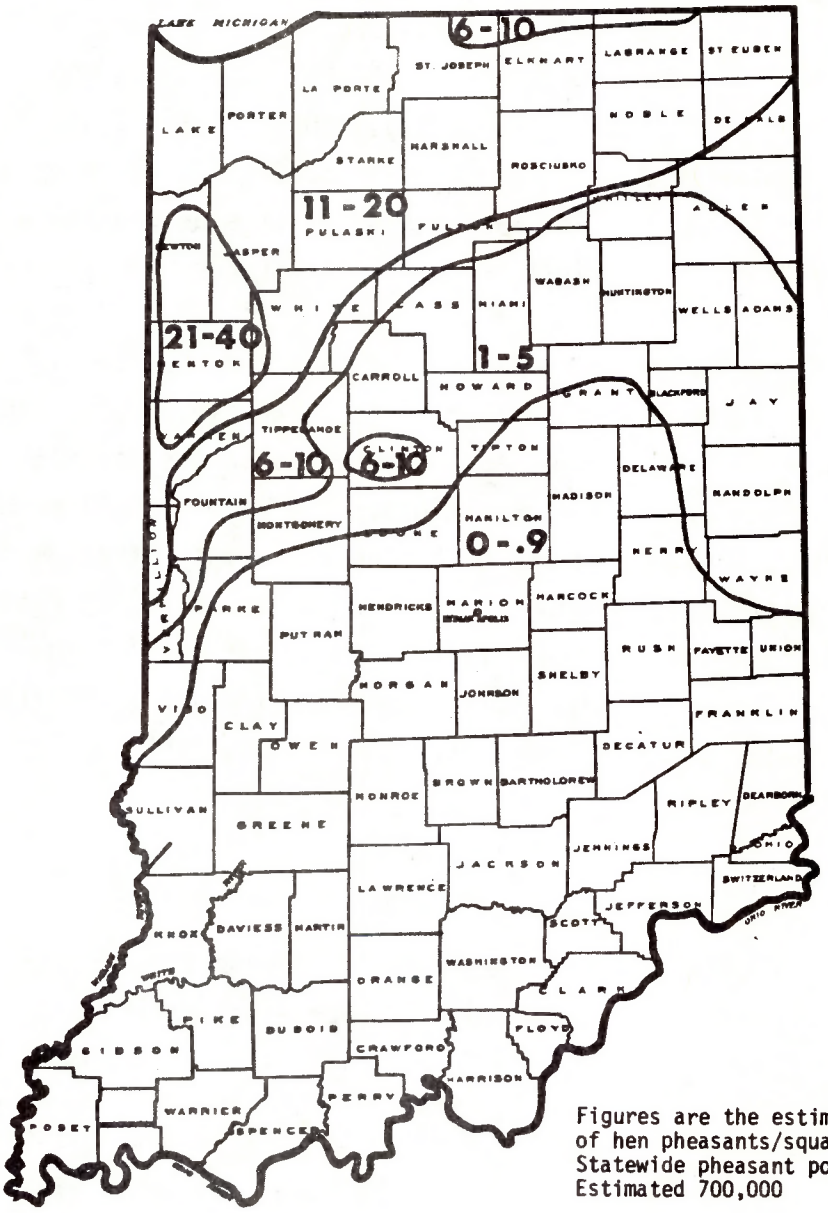
Agricultural intensification has been extremely detrimental to upland game in Indiana, with pheasants being affected to the greatest extent as indicated by the following harvest data.

	1960	1978	Percent Change
Pheasant	109,676	9,506	-91%
Quail	764,193	132,246	-83%
Rabbit	1,817,639	513,512	-72%

The greatest change has occurred since 1970. Indiana Biologists estimate the 1971 pheasant population was 700,000 compared to 25,000 in 1978, a decline of 96% over 7 years. Distribution of pheasants for these two survey periods are shown on the attached maps.

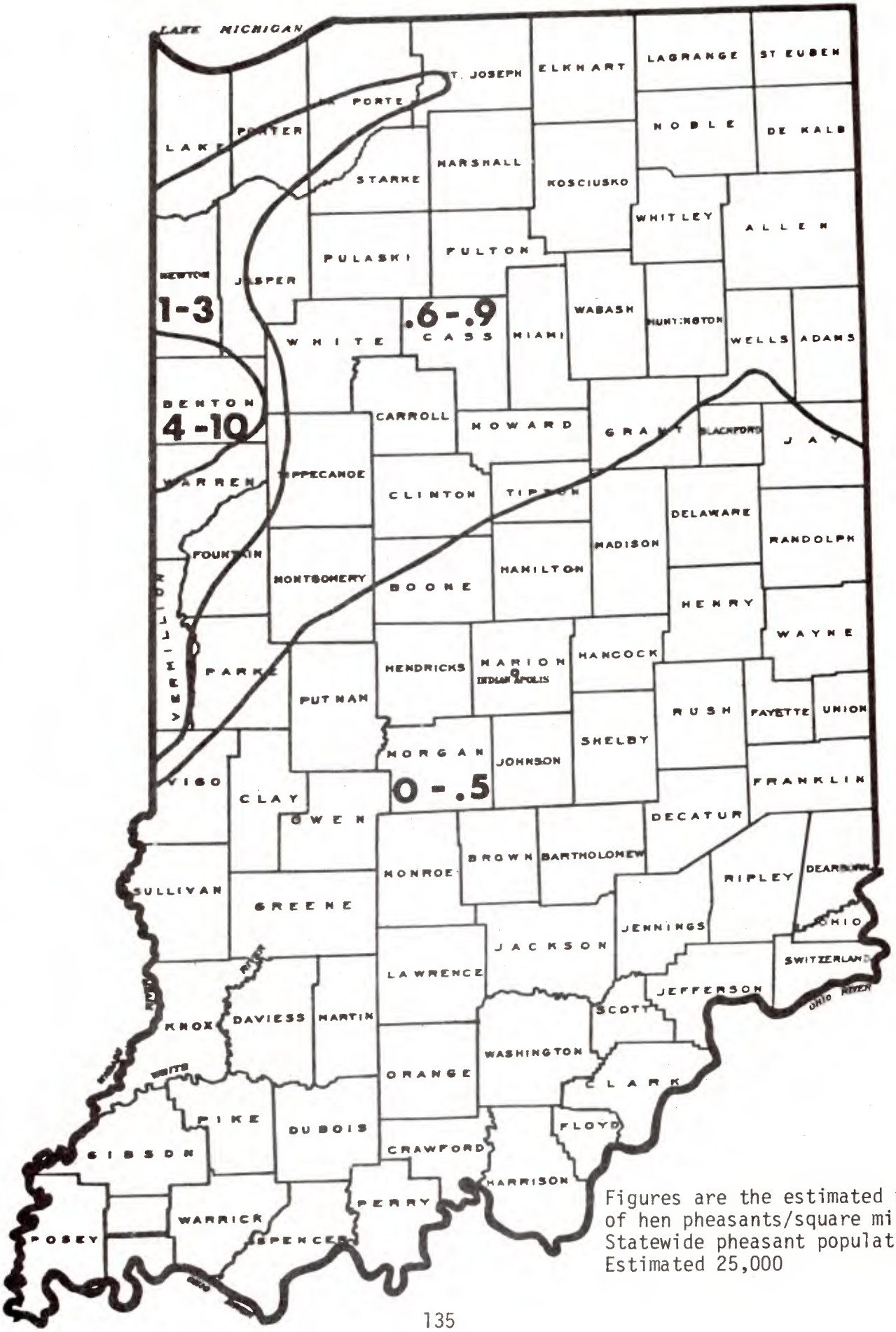
On a statewide basis, land devoted to agricultural crops increased 11.03 to 12.33 million acres (12%) over the period from 1960 to 1978. Row crops primarily corn and soybeans, increased 46% from 7.05 to 10.28 million acres during the same period. Small grains decreased 54%, Hay crops 33%, Woodland 35%, and Pasture 29%. Data is available in graphic form for 7 geographic regions but is not shown in this summary.

1971 PHEASANT DISTRIBUTION



Figures are the estimated number of hen pheasants/square mile
Statewide pheasant population
Estimated 700,000

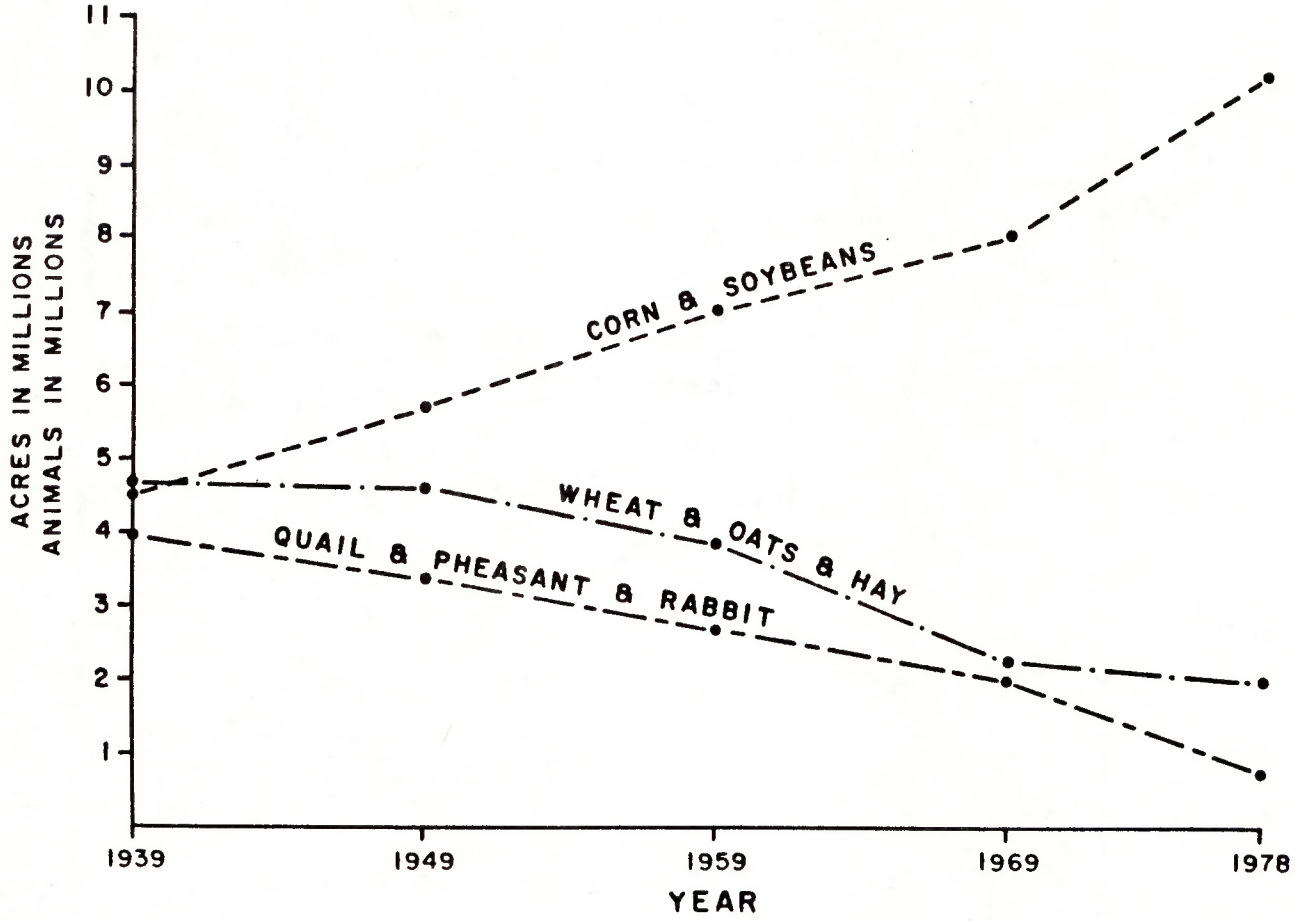
1978 PHEASANT DISTRIBUTION



Figures are the estimated number of hen pheasants/square mile
Statewide pheasant population
Estimated 25,000

STATE OF INDIANA
DEPARTMENT OF NATURAL RESOURCES
DIVISION OF FISH & WILDLIFE

RELATIONSHIP OF INDIANA STATEWIDE SMALL GAME KILL AND CROP ACREAGE



Iowa (Pheasant - 1963-1978)

Iowa selected the ring-necked pheasant as the key species as it has been the primary farm game species in the state since the 1920's. Pheasant populations have undergone drastic changes in the period since 1960, primarily due to changes in land use and intensified agricultural practices. Based on extrapolation from winter sex ratio and harvest information, statewide fall pheasant populations declined from about 5,850,000 in 1963 to about 3,975,000 in 1978 (about a 32% decrease over the 15-year period). Over the same period pheasant numbers noted in the August roadside survey dropped from 82.6 pheasants per 30 mile route to 48.6, a 41% reduction.

The quantity and quality of habitat available for pheasants has declined greatly over the 15-year period.

Table 1. Acreage and percentage change in various agricultural habitat types in Iowa from 1963 to 1978.

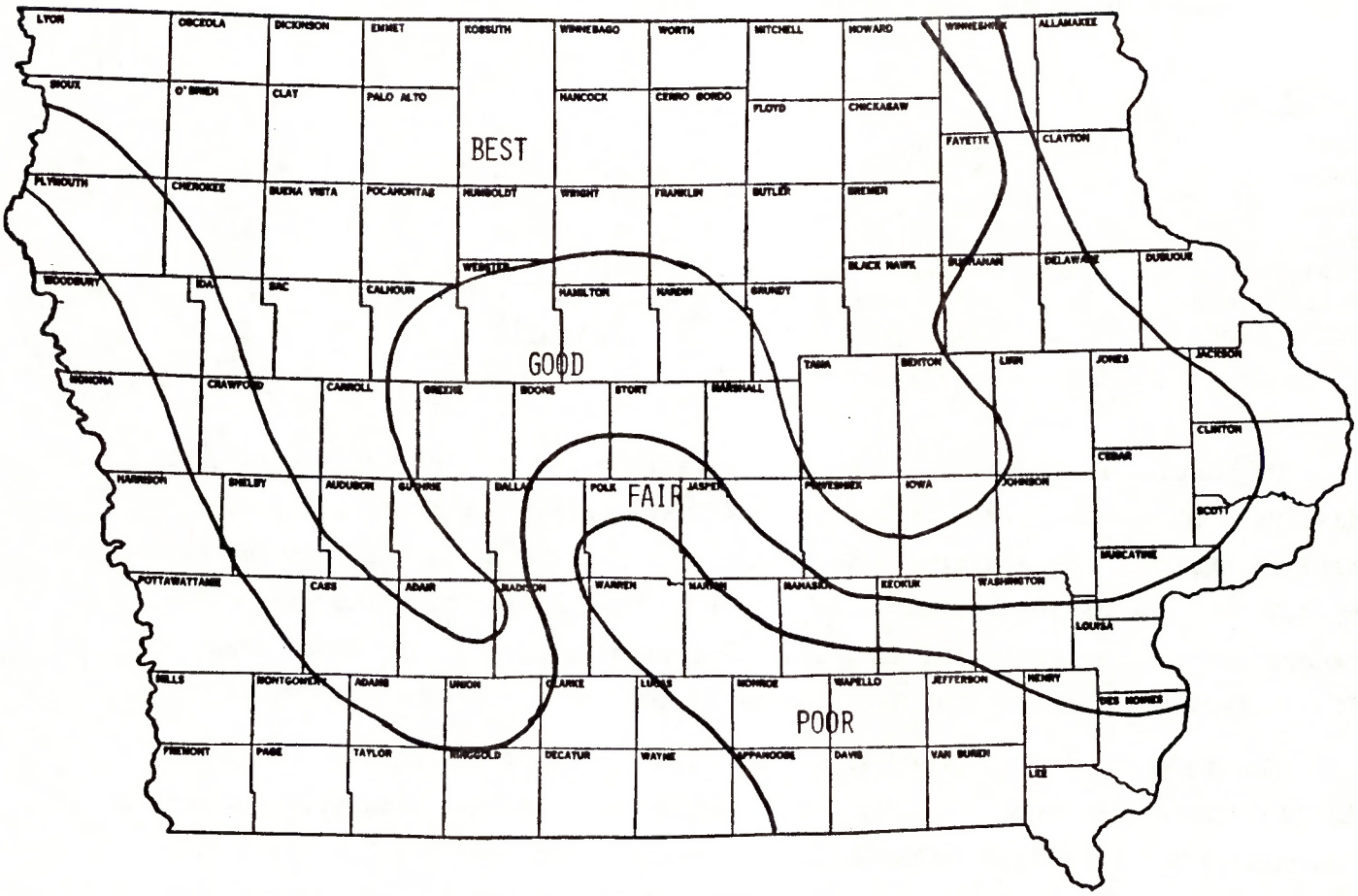
Land Use	1963	1978	% Change
Corn	10,983,000	13,300,000	- 21%
Soybeans	3,545,000	7,600,000	+114%
Oats	2,737,000	1,050,000	- 61%
Hay	3,315,000	2,300,000	- 31%
Pasture	8.047,000	4,527,000	- 44%
Other Crops	236,000	124,500	- 47%
Other Lands	5,662,000	3,800,000	- 33%
Total Farmland	34,525,000	32,701,500	- 5%

Of particular interest is total acreage in oats, hay and pasture in 1963 (14,099,000) versus 1978 (7,877,000), a 44% reduction in potential pheasant nesting habitat. In addition, the reduction of the "Other Lands" category by 33% over the period is also significant as this encompasses the loss of federal retired acreage, and indicates increased cultivation of waste areas. "Total Farmland" acreage has declined 5% in Iowa during the past 15 years.

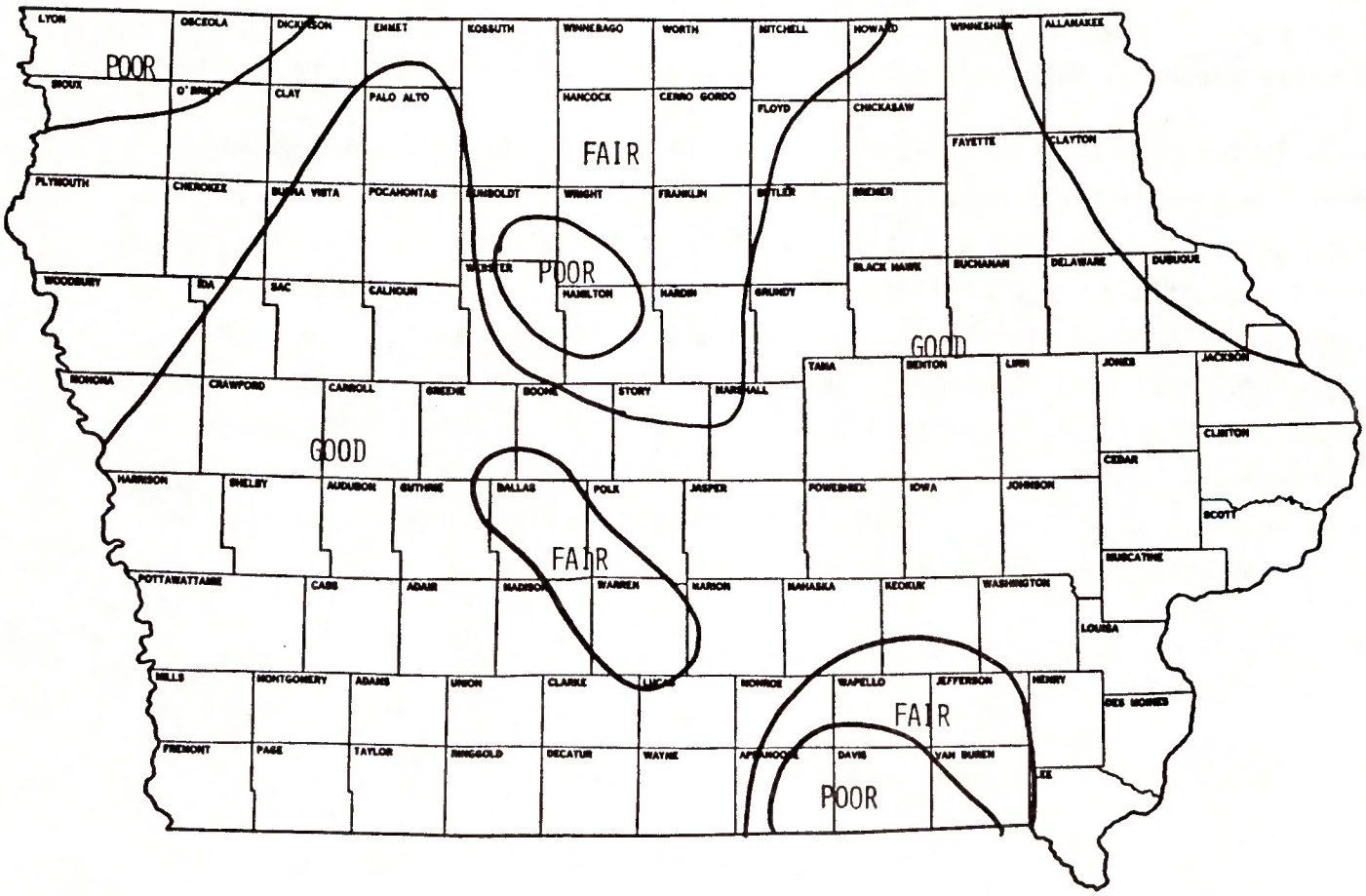
Connie Mohlis' M.S. study at ISU (1974) documented the decline of cover in 27 northcentral Iowa counties using 1939 and 1972 aerial photographs. Mohlis documented a 76% decline in good quality nesting cover and a 33% decline in winter cover. Winter flush counts on the Winnebago Study Area in Northcentral Iowa by Baskett and Scott in 1941 yielded 180-200 pheasants per section; these numbers gradually declined until 1976 when no pheasants were found on the area.

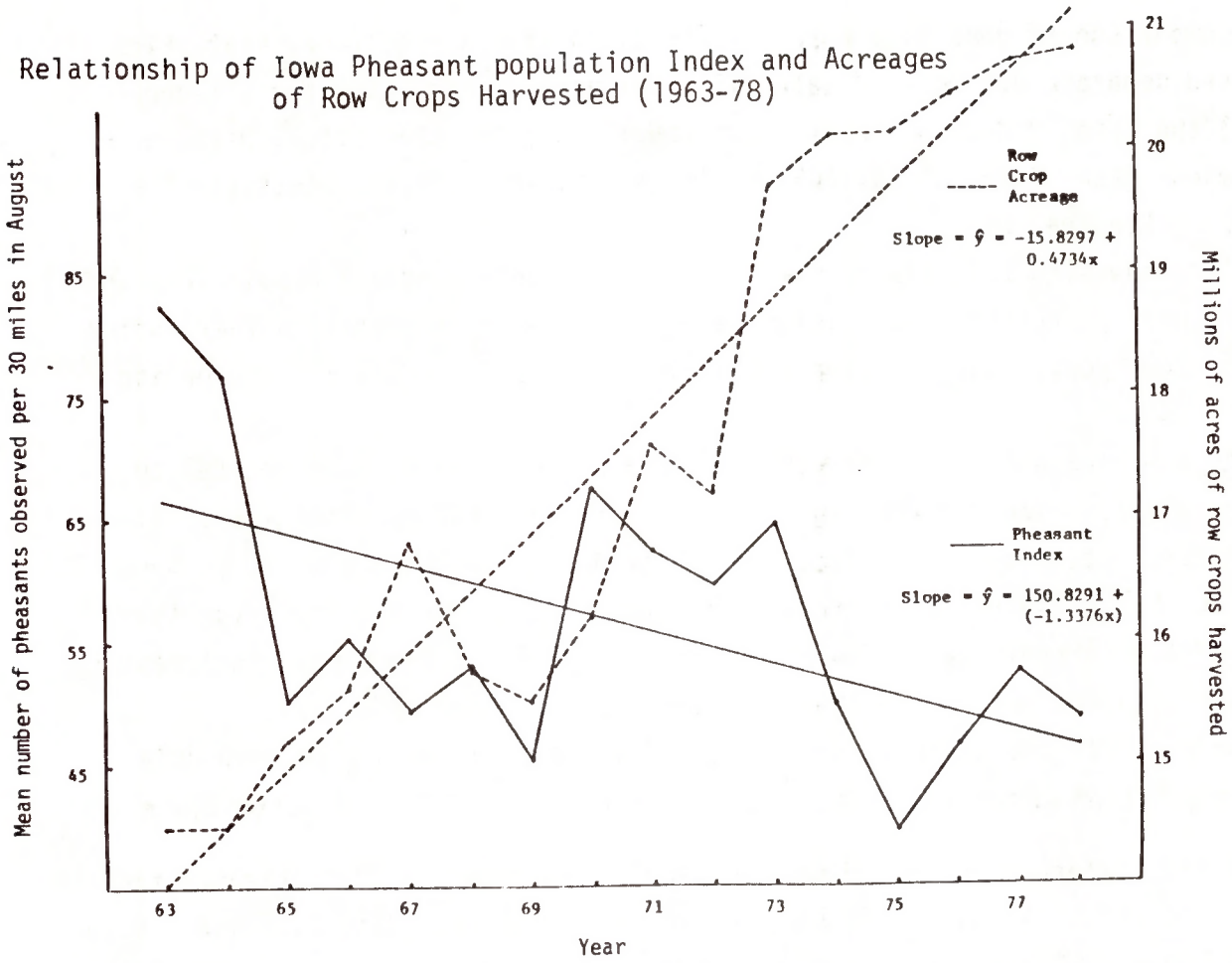
In terms of distribution, a major portion of habitat losses have taken place in the northwest and northcentral portions of the state due to intensified cash grain farming. The attached range maps indicate major distributional changes. There undoubtedly would have been much greater population losses had not the southern portion of the state become more attractive to pheasants due to changes in agricultural practices there. In southern Iowa, pheasants have increased because many acres of overgrazed pasture, timber and brush have been converted to row crops, and the hilly terrain of southern Iowa dictates the necessity for wide well-grassed waterways. The pheasant increases in southern Iowa have been at the expense of native quail populations.

Pheasant Distribution Map - 1960



Pheasant Distribution Map - 1978





Kansas - (Quail - 1963-1978; Pheasant - 1964-1979)

In July 1962 the Kansas Forestry, Fish and Game Commission initiated a survey of quail, pheasant and other selected game species using reports from rural mail carriers indicating the number and age classes of each species seen along their routes in a period of five consecutive days. Similar surveys were initiated for January and April in 1963 and for October in 1966. Data collected include number of quail and pheasants seen in all surveys along with the mileage driven. Quail and pheasant population indices are expressed in terms of birds seen per 100 miles of driving.

No attempt is made to estimate the total quail or pheasant population from these data. The direction and magnitude of annual fluctuation has been more than adequate for year to year and long term analysis. The agency also has data compiled from post season harvest and hunter activity surveys which have been in continuous operation since 1957. As season length and bag limit have been highly variable over the years Kansas chose not to use quail and pheasant harvest parameters as a direct population indicator.

Comparison of game bird population indices with agricultural statistics involved separate but related data, 1) total acreage harvested for all crops and 2) the Crop Production Index, both compiled by the Statistical Division of the Kansas State Board of Agriculture in cooperation with the Statistical Reporting Service, USDA.

In conducting analysis of the relationships between quail populations and agricultural production comparisons were made between respective survey indices for the same year, thus the comparison covers the paired data for the period of 1963-1978.

As the pheasant data used was for April we believed it more logical to compare pheasant indices with agricultural data from the previous year. If a cause-effect relationship existed, levels of April populations would be more likely to be influenced by agricultural activities of the previous year than those of the current year. The paired data comparison, therefore, included pheasant data for the period 1964-1979 and crop data for 1963-1978.

As shown in the attached graphs, the inverse relationship between July quail population indices and the crop production index (CPI) is quite clear.

During the sixteen year period covered in the analysis the CPI increased from 97 in 1963 to 153 in 1978, an increase of approximately 58%. The July quail population index declined almost 48% during the same sixteen year span. The inverse relationship is statistically significant. The average index decreased 52% from the 5-year period of 1963-67 to that for 1974-78.

When the relationship between total acreage of harvested crops is compared, the pattern is essentially the same, but the inverse relationship is even more pronounced. In 1963, 19.004 million acres were harvested; by 1978 this had increased to 20.570 million acres for an increase of 8.2%. The range from the low point of 18,809 million acres in 1972 to 22.477 million acres in 1977 was even greater with an increase of 19.5%. The almost exact mirror image of the respective trend lines from 1970 to 1978 is revealing.

On a statewide basis the inverse relationship between April pheasant indices and the CPI has a pattern similar to that for quail. While the CPI increased 58% for the sixteen year span pheasant populations decreased 67% for the entire period and decreased 58% from the average of 1963-67 to 1974-78. When the April pheasant data for a given year was paired with the CPI for a previous year a significant negative correlation is evident.

When statewide totals of acres of crops harvested were compared the pattern remained the same. The relationship between pheasant populations in April to the crop acreages of the previous year showed a significant inverse relationship.

The inverse correlation between increasing intensity of agricultural activity (as measured in terms of crop acreages and the crop production index) and long term declines in quail and pheasant populations (as measured by their respective indices) appears to be so clear as to leave little doubt of the significance of the relationship.

Figure 3. RELATIONSHIP OF KANSAS STATEWIDE QUAIL POPULATION AND CROP PRODUCTION INDICES (1963-1978)

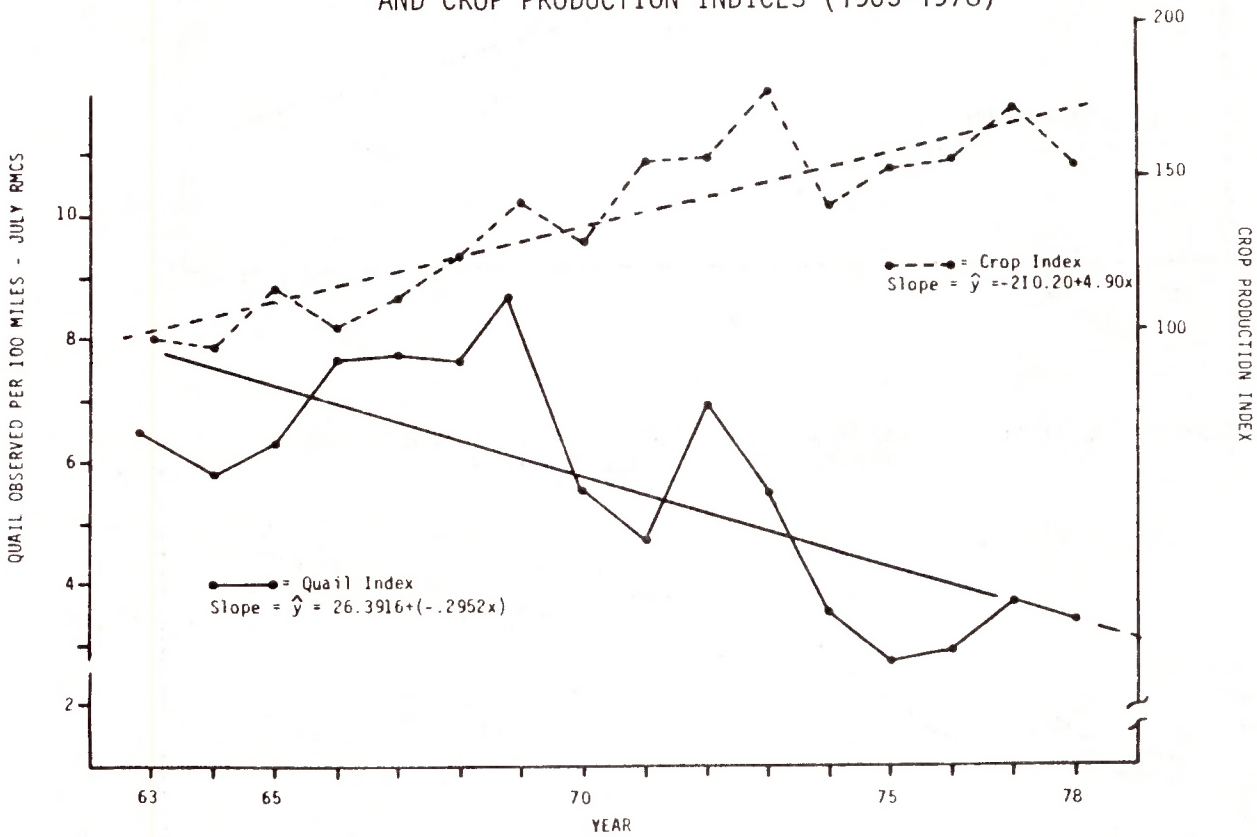


Figure 5. RELATIONSHIP OF KANSAS STATEWIDE QUAIL POPULATION INDICES AND TOTAL ACREAGE OF CROPS HARVESTED (1963-78)

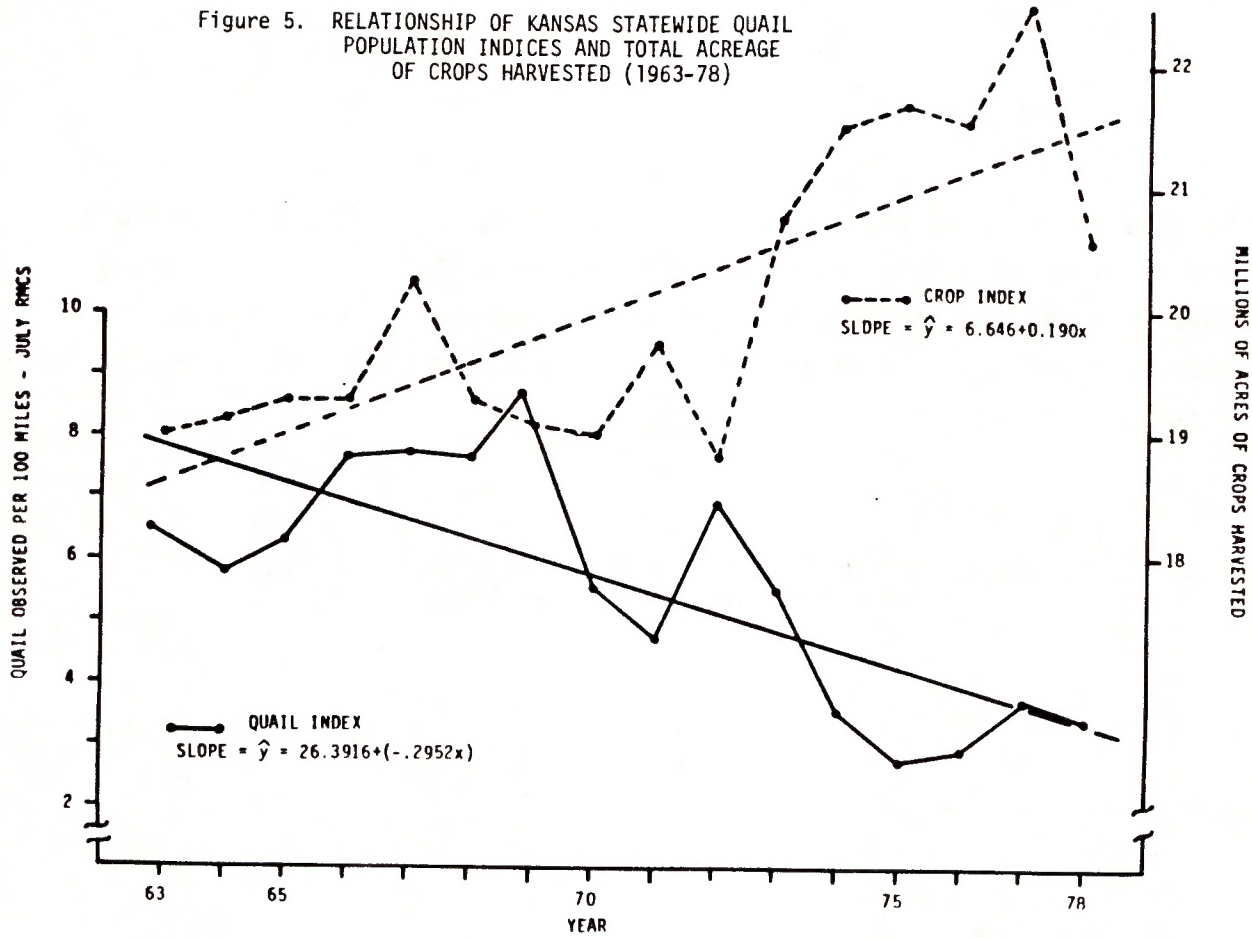
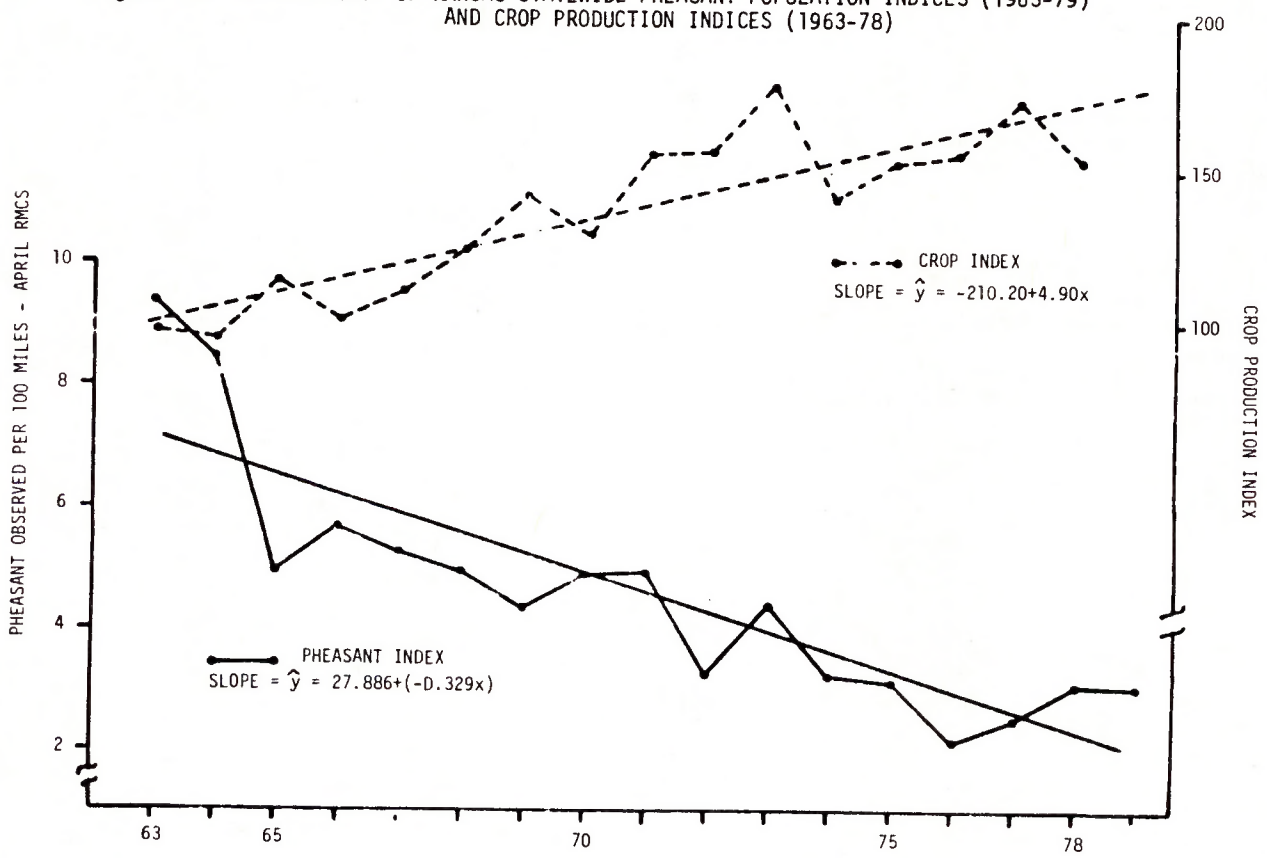


Figure 12. RELATIONSHIP OF KANSAS STATEWIDE PHEASANT POPULATION INDICES (1963-79) AND CROP PRODUCTION INDICES (1963-78)



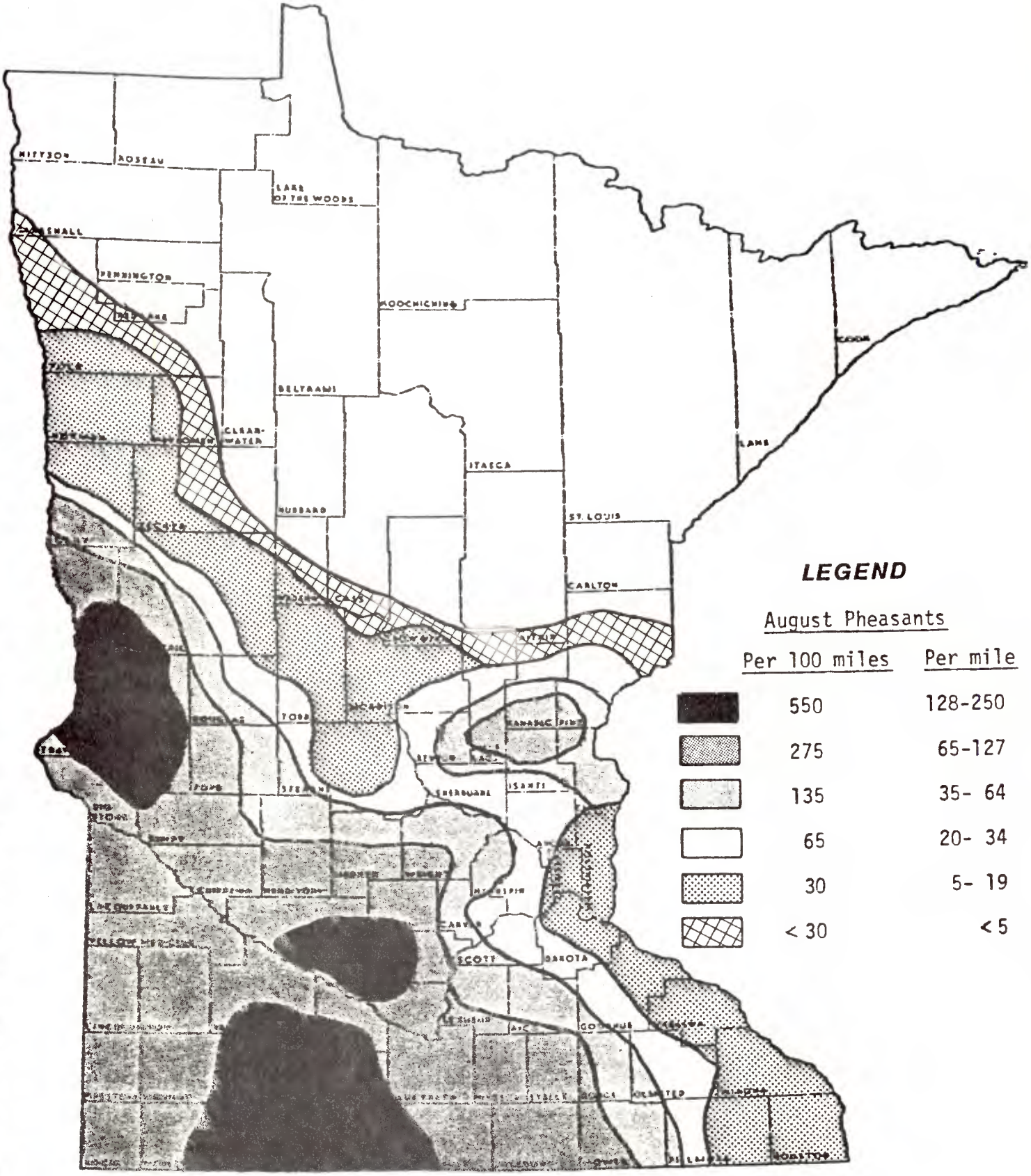


Figure 2. Pheasant distribution and density map for 1960.

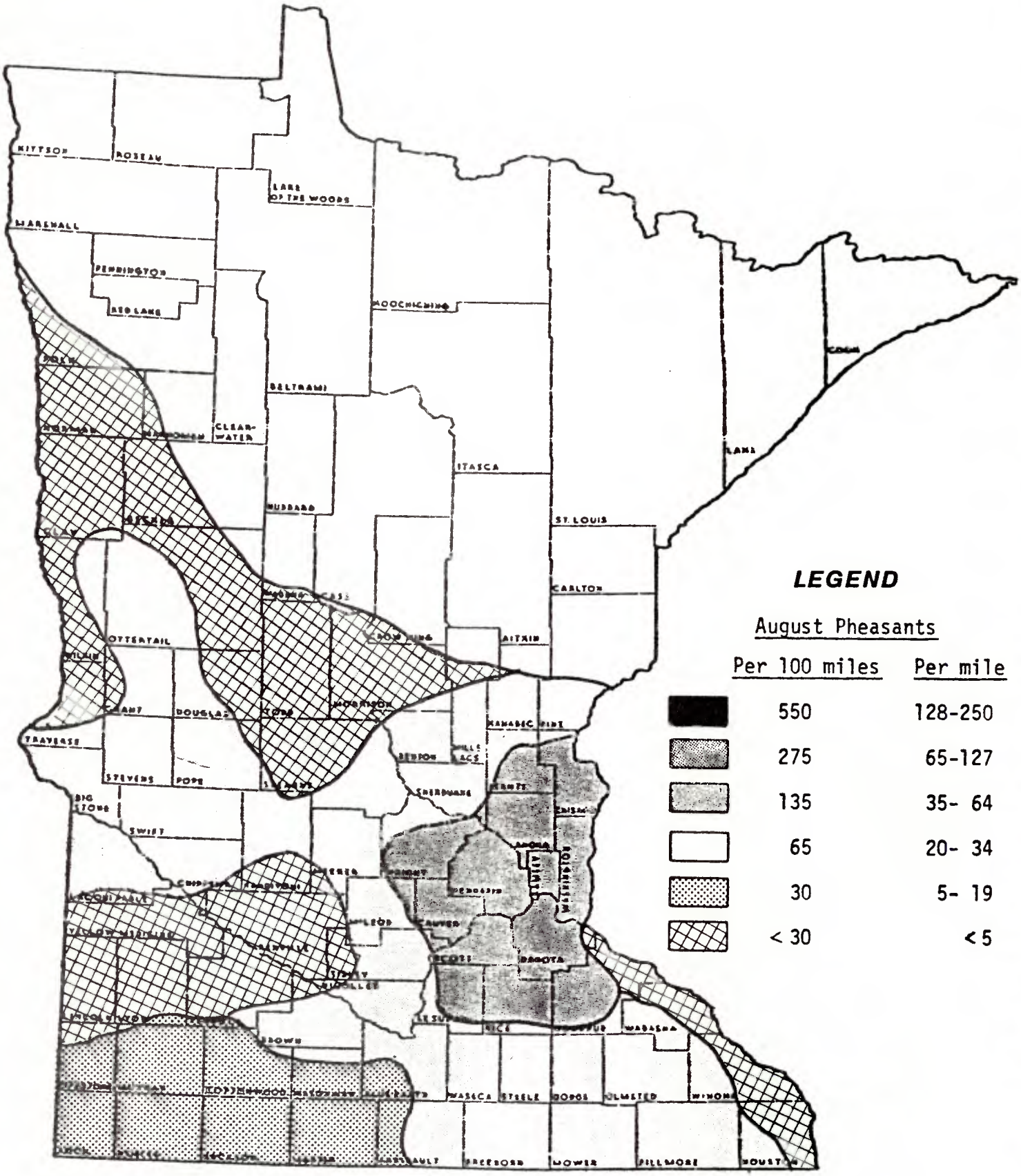


Figure 3. Pheasant distribution and density map for 1979.

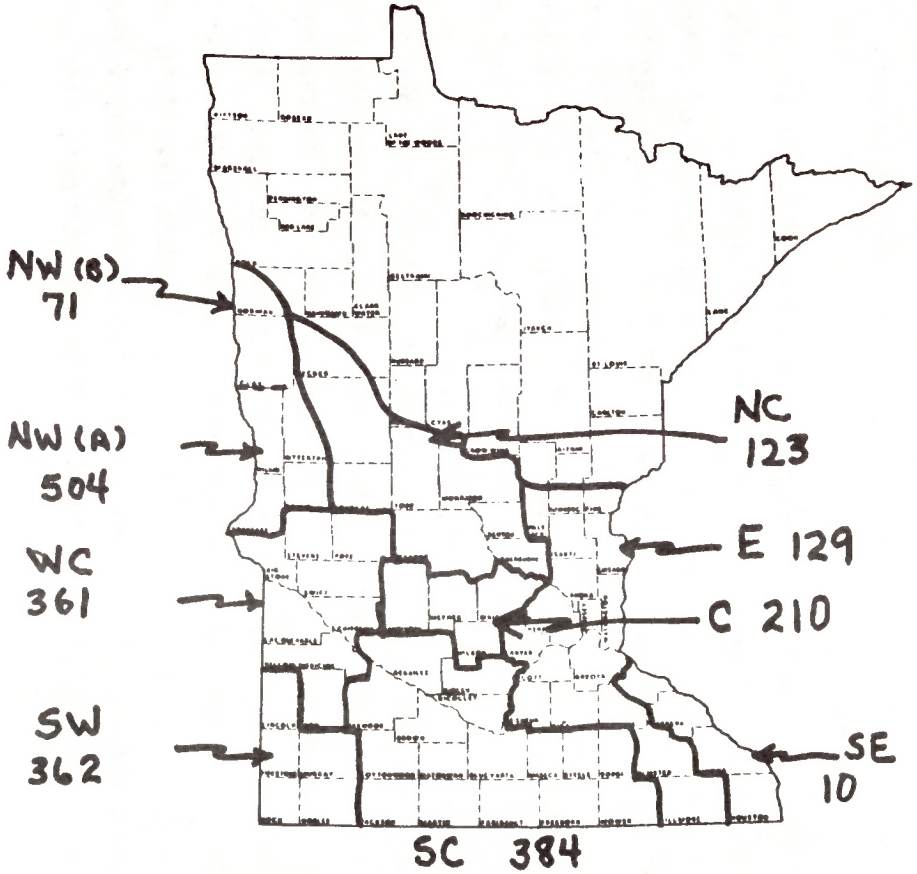


Figure 4: Pheasants per 100 miles in August 1960 for habitat regions of Minnesota's pheasant range.

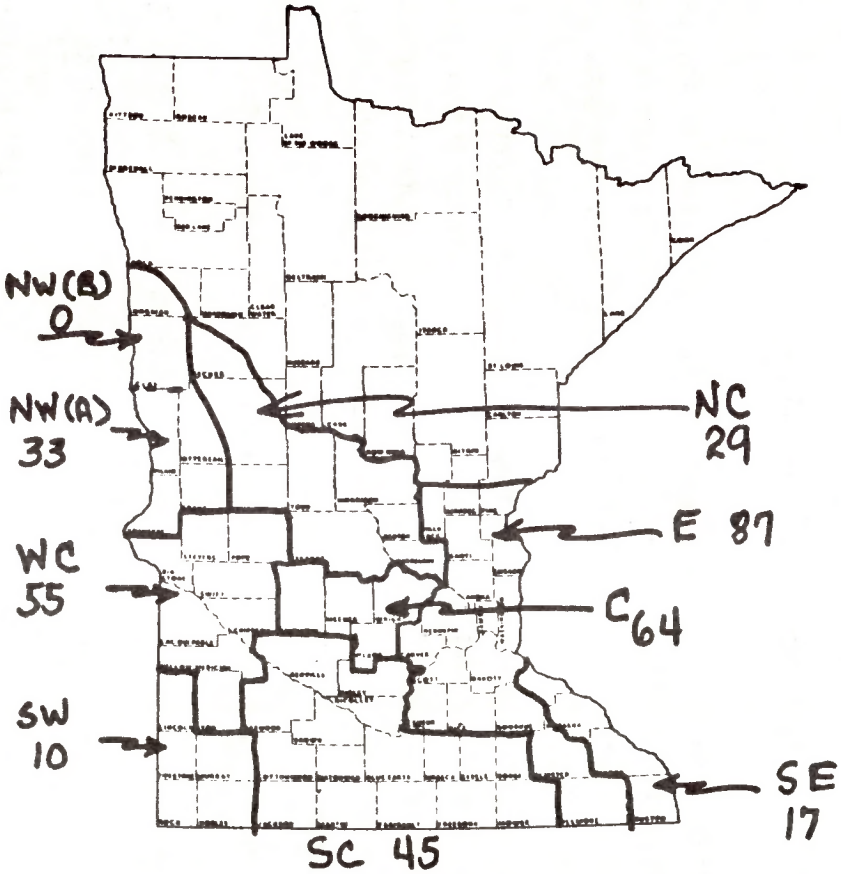


Figure 5: Pheasants per 100 miles in August 1979 for habitat regions of Minnesota's pheasant range.

Kentucky - Quail 1960-1979

Kentucky selected the bobwhite quail as the farm game species for which there is the most sportsmen interest and for which population data is available to identify the time interval and habitat conditions present when populations were at an acceptable level.

The time interval when quail populations were the most acceptable is during the period 1966-74, with 1968 being the mean year. Population information is based on quail observed by rural mail carriers during June-August from 1960 to present. On a statewide basis, the average number of quail per 100 miles which was considered acceptable was 2.1.

Average Quail Population Indices - Quail/100 miles
(RMCS - June-August)

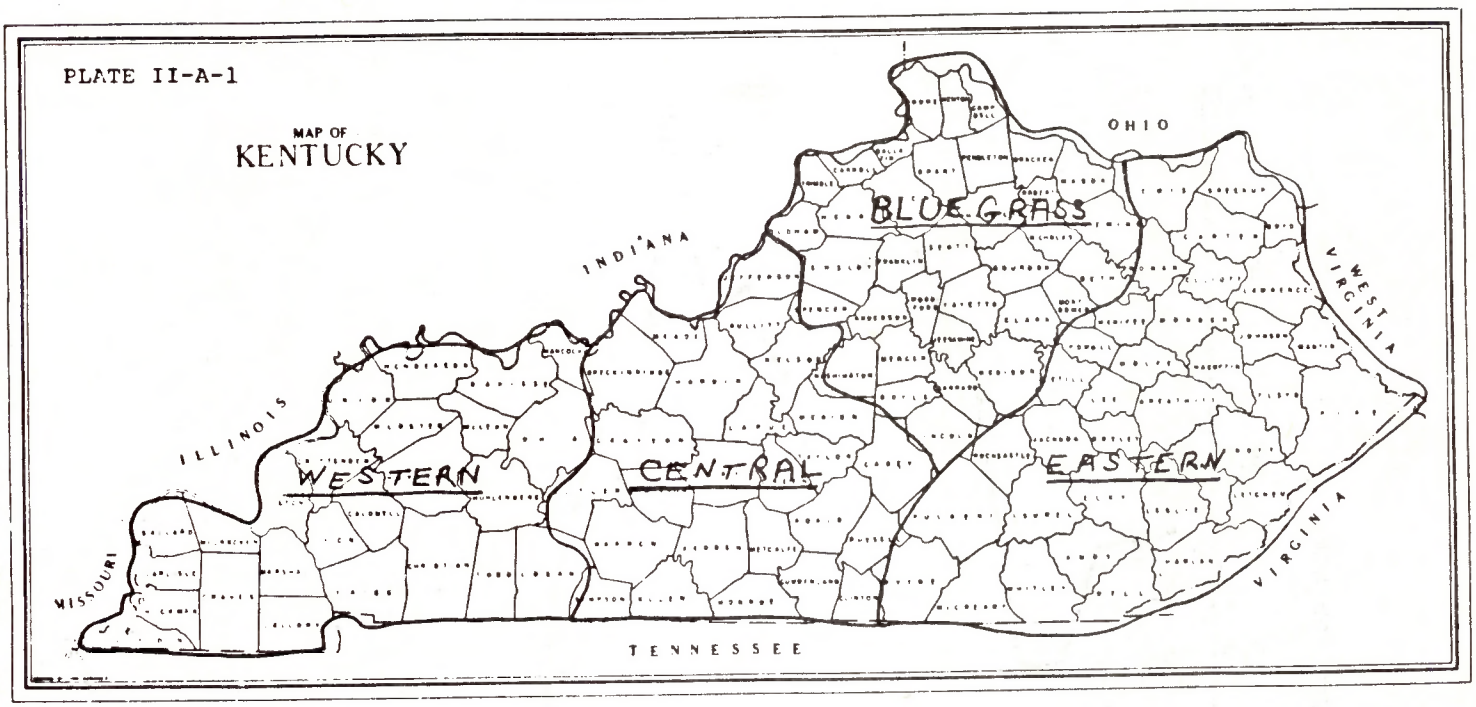
Years	Western	Central	Bluegrass
1960-65	2.68	1.57	.93
1966-74	3.48	1.98	1.40
1975-79	2.50	1.18	.74

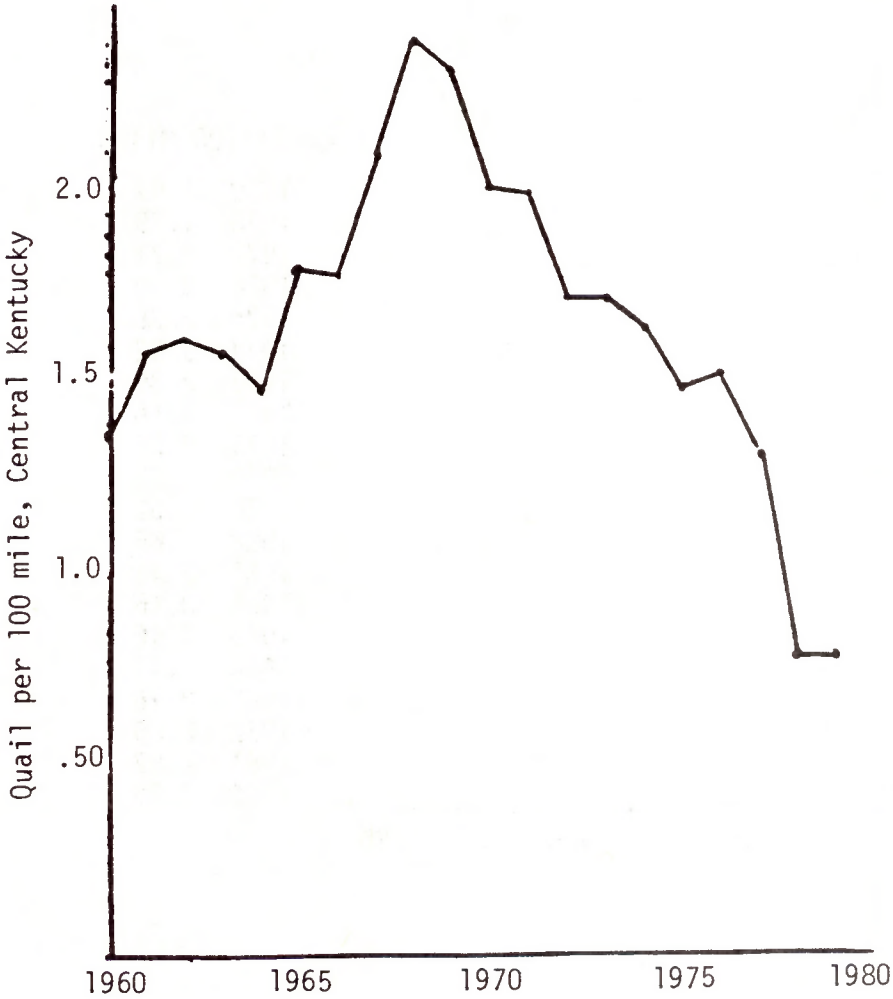
On a statewide basis, from 1958 to 1977, acreage in cropland and forest land have decreased 20.15% and 2.12%, respectively, while pastureland has increased 25.07%. Much of the pastureland acreage has been placed in fescue. In the Central and Bluegrass Regions, the decline in quail populations may be because of land being converted to fescue pasture.

Western Kentucky has better quail populations than any other section of the state. This section of the state is heavily farmed for wheat, corn, and soybeans. A regression analysis was made to determine if increased acreage of cropland could be correlated with trends in quail populations during the period 1960-79. There was no correlation. A regression analysis between amount of snowfall and quail populations in Western Kentucky for the period 1961-79 gave an R-.642 for a sample size of 17 showing a 99 percent correlation between decline in quail numbers and amount of snowfall in Western Kentucky.

All of Kentucky has experienced heavy snowfall and prolonged periods of deep snow since the winter of 1976-77 through 1978-79. Quail populations have drastically declined throughout the state during this period. Declining quail populations in Western Kentucky appear to be more weather related. Fencerows are being removed in favor of larger fields for larger machinery. The effect of this alone would probably have reduced quail numbers, but to what extent is unknown. The trend toward using large farm machinery was begun approximately 5 years ago and its effect on quail densities is being masked by weather conditions.

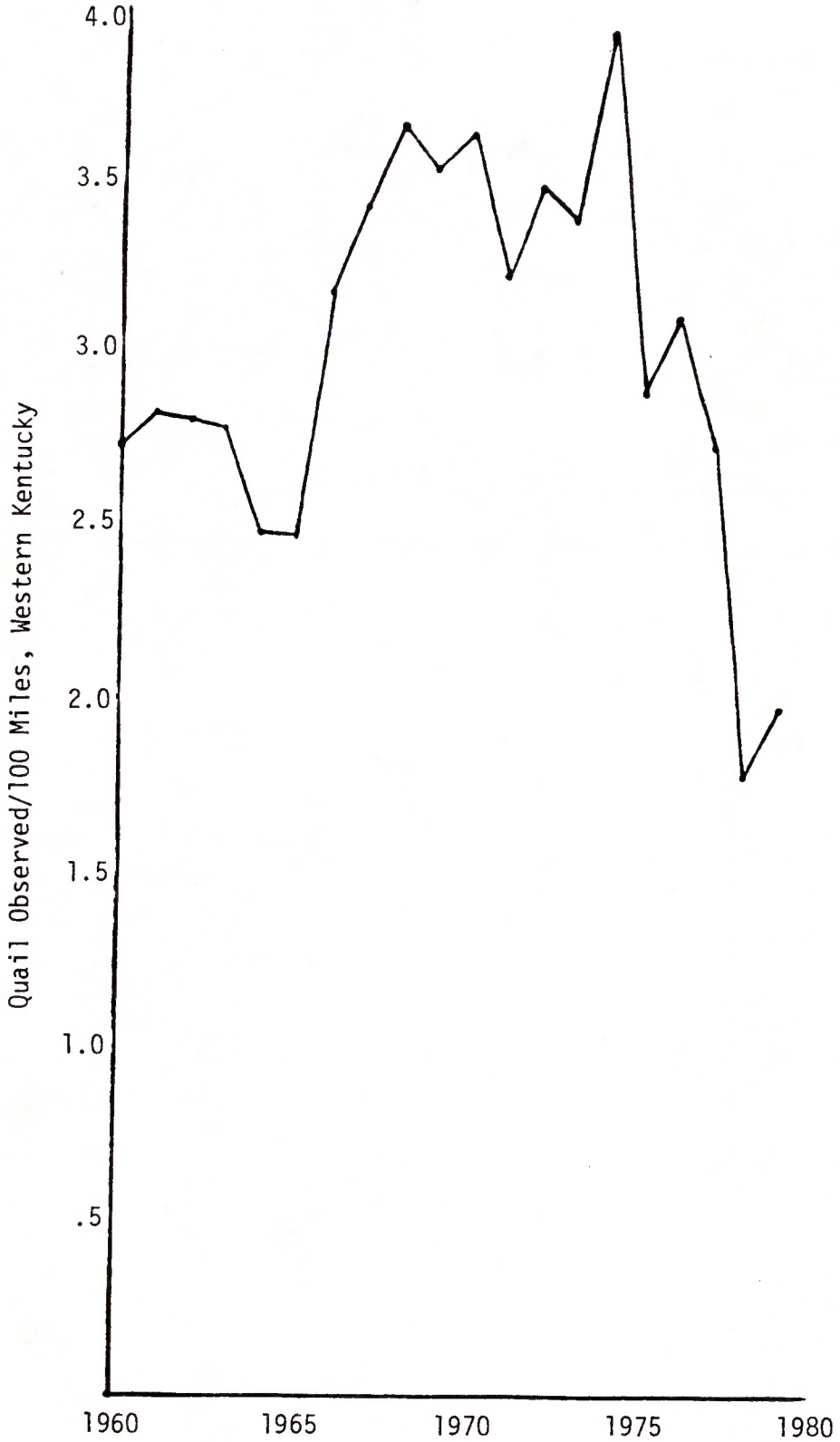
WEATHER BUREAU DIVISION



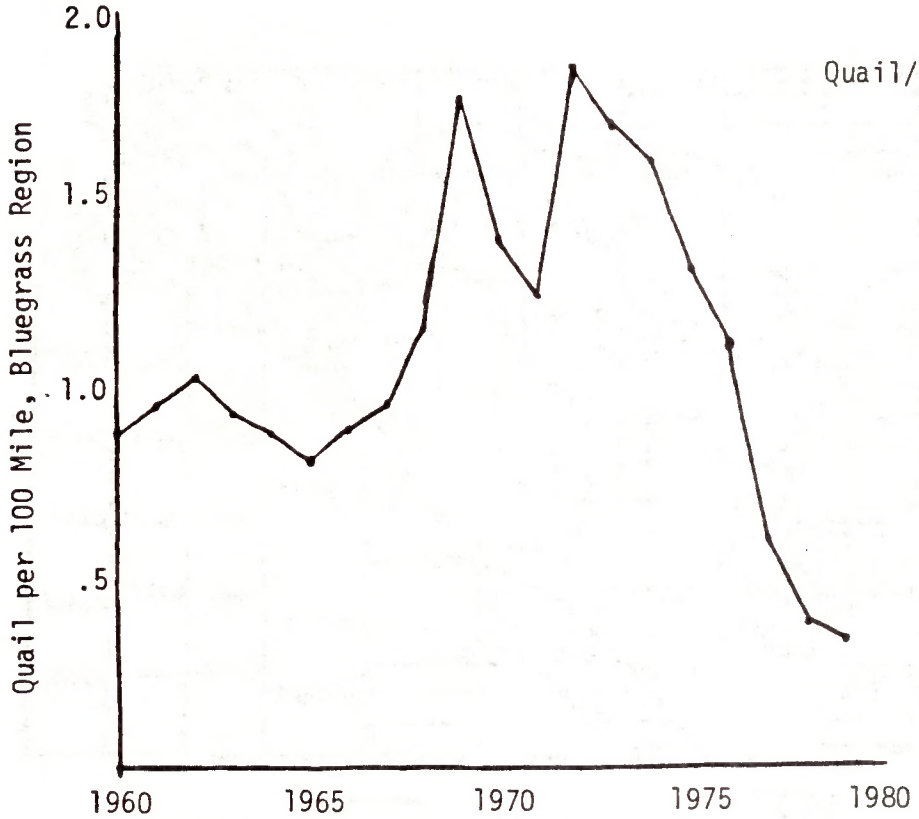


Quail per 100 mile,
Central Kentucky

1979	.78
1978	.77
1977	1.31
1976	1.53
1975	1.49
1974	1.70
1973	1.73
1972	1.73
1971	2.00
1970	2.01
1969	2.32
1968	2.40
1967	2.10
1966	1.79
1965	1.80
1964	1.49
1963	1.57
1962	1.62
1961	1.58
1960	1.36



Quail/100 Miles	
1979	1.97
1978	1.79
1977	2.71
1976	3.10
1975	2.88
1974	3.92
1973	3.39
1972	3.46
1971	3.21
1970	3.61
1969	3.52
1968	3.65
1967	3.41
1966	3.16
1965	2.46
1964	2.47
1963	2.76
1962	2.80
1961	2.82
1960	2.95



Quail/100 Mile, Bluegrass

1979	.33
1978	.37
1977	.59
1976	1.10
1975	1.30
1974	1.59
1973	1.68
1972	1.84
1971	1.24
1970	1.48
1969	1.75
1968	1.15
1967	.95
1966	.89
1965	.80
1964	.87
1963	.93
1962	1.03
1961	.95
1960	.89

Michigan - (Pheasant - 1957-1978)

Pheasant populations in Michigan showed significant declines over the 22 year span as noted in the following table.

	Total Population	Harvest
1957	3,500,000	1,250,000
1978	1,900,000	475,000
Percent Change	- 46%	- 62%

No meaningful summary of the quantity, quality, and distribution of pheasant habitat on a statewide basis for the two years could be compiled. Total acreage figures by type of crop are relatively meaningless as they do not reflect the gradual assimilation of small farms into large ones, removal of fencerows, conversion of woodlots and brushy areas into cropland, reversion of poor cropland into brush, etc. Much of the reduction in the total farmland acreage is due to urban encroachment into rural areas. Trend in size of farms is shown below:

	No. Farms	Acres	Average Size
1957	132,000	16,300,000	123.5
1978	72,000	11,400,000	158.3
Percent Change	- 42%	- 30%	+ 28%

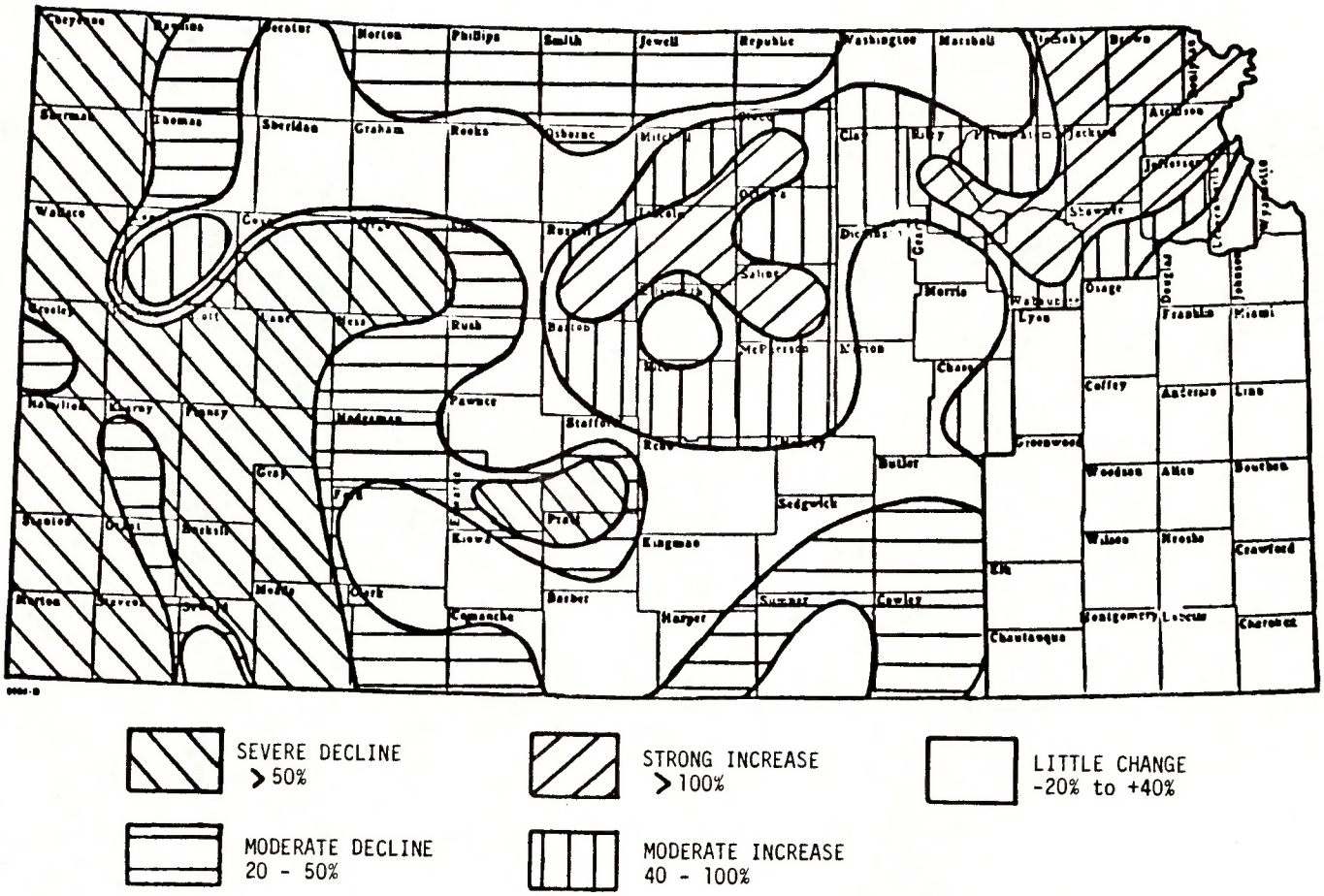


Figure 21. Relative change in Kansas pheasant densities from 1963-67 to 1975-79. Data from combined RMCS.

Minnesota - (Pheasant 1960-1979)

Pheasant populations in Minnesota experienced dramatic declines over a 20 year period. These declines occurred throughout virtually all of the occupied range.

	Spring Population	Fall Population
1960	2,400,000	3,700,000
1979	330,000	720,000
Percent Change	- 86%	- 81%

Changes in density patterns are shown in the attached maps for the two base years. The following tables show the trends in land use (1960-1978) and also relative quantities of perennial nesting cover (1960-1979).

Table 1. Land use by region for 1960 and 1978. Data are expressed in acres square mile.

1960

Region	Row Crops	Small Grains	Hay	Retired 1/ Acres	Pasture	Farmsteads
NW	84.6	212.0	55.9	50.0	45.6	18.8
NC	78.8	92.9	72.9	34.7	88.0	18.8
E	117.0	54.0	65.0	17.5	78.0	18.8
WC	261.4	153.2	45.3	31.0	62.8	18.8
C	219.2	91.8	75.3	18.3	14.4	18.8
SW	275.5	145.5	61.1	18.2	85.1	18.8
SC	346.2	99.3	48.7	5.5	46.2	18.8
SE	102.6	60.7	89.8	15.7	70.0	18.8

1/ Soil Bank

1978

NW	181.6	305.1	23.4	27.5 2/	25.7	16.3
NC	99.4	99.2	82.9	9.4	82.5	16.3
E	160.5	35.3	68.7	9.4	48.2	16.3
WC	323.4	152.2	28.7	26.5	30.5	16.3
C	283.7	73.2	58.5	16.9	58.3	16.3
SW	375.7	85.7	40.9	26.5	45.2	16.3
SC	465.4	41.4	24.8	16.8	5.0	16.3
SE	152.7	41.8	100.5	6.8	34.8	16.3

2/ Set-aside

Table 2. Mean number of acres of undisturbed perennial nesting cover per section for 1960 and 1979 by region.

Region	1960	1979	% Change
NW	90.8	23.1	-75
NC	99.5	47.5	-52
E	74.3	32.3	-56
WC	71.7	17.5	-76
C	84 0	28.7	-66
SW	69.7	20.3	-71
SC	43.2	9.5	-78
SE	70.1	21.0	-70

Table 3. Percent of all perennial nesting cover acres considered to be undisturbed for 1960 and 1979 by region.

NW	56.0	21.1	-62
NC	47.9	25.4	-47
E	43.1	23.4	-46
WC	47.5	17.9	-62
C	38.2	19.7	-50
SW	39.5	17.7	-55
SC	38.4	16.2	-58
SE	37.4	13.6	-64

The most consistant trend in land use has been the increase in row crops, which averaged 22% and ranged from 24% to 115% in the various regions.

Losses in undisturbed perennial nesting cover declined an average of 67% for the two periods sampled and total perennial nesting areas declined an average of 55%.

Missouri - (Cottontail Rabbit)

Cottontail rabbits occur throughout Missouri but population levels vary among regions contingent upon the quality of the habitat within each zoogeographic region. Annual data is available on summer reproduction rates and fall harvest rates for the period from 1947 to date. These are presented in Table 1.

During the 31-year study period, estimates of the annual harvest by hunters were derived from two sources - - field bag checks and mail questionnaires. From 1947 to 1966, the harvest estimates were based on an annual average of 7,330 contacts between Conservation Agents and hunters in the field. Beginning in 1967 and continuing to the present, harvest estimates were based on an annual average of 3,800 post-season mail surveys returned by hunters.

Between 1947 and 1955 the mid-summer census mean was .53 rabbits per mile and the harvest averaged .70 rabbits per gun hour. This nine-year period was highlighted by the '52, '53 and '54 drought-years that probably artifically depressed the statewide rabbit population.

With the breaking of the drought in 1955 and 1956, and probably as a result of the return to more favorable weather, the statewide rabbit population began to climb and during the next four years (1956-1959) reached higher numbers and greater harvests than during any recorded period. The mean rabbits per mile was 1.17, with 1.06 taken per gun hour.

Many people hunting today remember that period as the way rabbit hunting used to be, and think of it as normal, forgetting that hunting during the nine years previous to that (1947-1955) produced fewer rabbits and poorer hunting.

During the first nine-year segment after 1960, the population index averaged .81 rabbits per mile and the harvest index was .77 rabbits per gun hour. Population highs approaching a rabbit per mile occurred in 1962-63 and in 1966-67. Harvest was also improved during those years.

During the last nine year segment (1969-1977), the mean annual index dropped to .58 rabbits per mile and the harvest index (based on the post-season mail survey) is calculated to be .43 rabbits per gun hour. The mean annual index for the period 1969 to 1977 is 28 percent below the previous nine-year mean, 50 percent below the mean for the four-year period 1956-59 and about 7 percent above the mean index for the period 1947-55. Thus, statewide population indices dropped from an all time high in the period of 1955-1967 to an all time low in the '70's.

Several changes in major land uses and cultural practices during the past 15 years are believed to be major factors in the decline in rabbit and quail populations. In brief these are 1) consolidation of farms with subsequent consolidation of fields, removing some fence rows; 2) change in crop composition, expecially soybeans, that have little cover after harvest; 3) cropping more marginal land that was once left idle or forested; 4) use of herbicides in lieu of cultivation to control weeds in crops (370,000 acres treated in 1965, and 3,243,000 treated in 1975); 5) fall plowing; and 6) change in forage for livestock, especially to fescue, with constant overstocking and overgrazing.

The following tables illustrate some of these factors in Missouri:

MISSOURI ROW CROP COMPOSITION
(Millions of Acres Planted)

	Corn	Sorghum	Wheat	Oats	Soybeans
1940	4.1	.4	1.8	2.0	0
1950	4.0	.1	1.7	1.8	0
1960	4.3	.6	1.5	.7	2.4
1970	3.1	.3	1.0	.3	3.5
1975	2.7	.5	1.7	.2	4.4
1978	2.2	.8	1.0	.1	5.5

MISSOURI FORAGE COMPOSITION[1]

	Korean Lespedeza	Red Clover	Timothy	Orchard Grass	Tall Fescue
1940	55	32	12	1	0
1950	31	44	23	2	0
1960	18	37	30	3	12
1970	10	14	11	5	60
1975	5	18	4	1	72
1978	3	8	3	1	85

1. In percent, based on seed marketed.

ALL CATTLE ON MISSOURI FARMS

		FIVE ZOOGEOGRAPHIC REGIONS[2]				
YEAR	STATE[1]	NERB	NW PRAIRIE	W PRAIRIE	OZ PLAT	MISS LOW
1940	2.8	45	54	48	27	29
1950	3.1	43	67	58	29	20
1960	4.0	61	88	74	34	24
1970	4.9	75	109	91	40	30
1975	6.8	99	135	126	64	38
1978	6.0	86	104	109	64	20

[1] in millions of cattle; [2] number of all cattle per square mile.

The major changes in modern land use started about 1960, then escalated rapidly after 1970. Missouri officials believe these are the major causative factors in the cottontail declines but have found it difficult to specifically quantify the specifics of the cause effect relationships.

TABLE 1

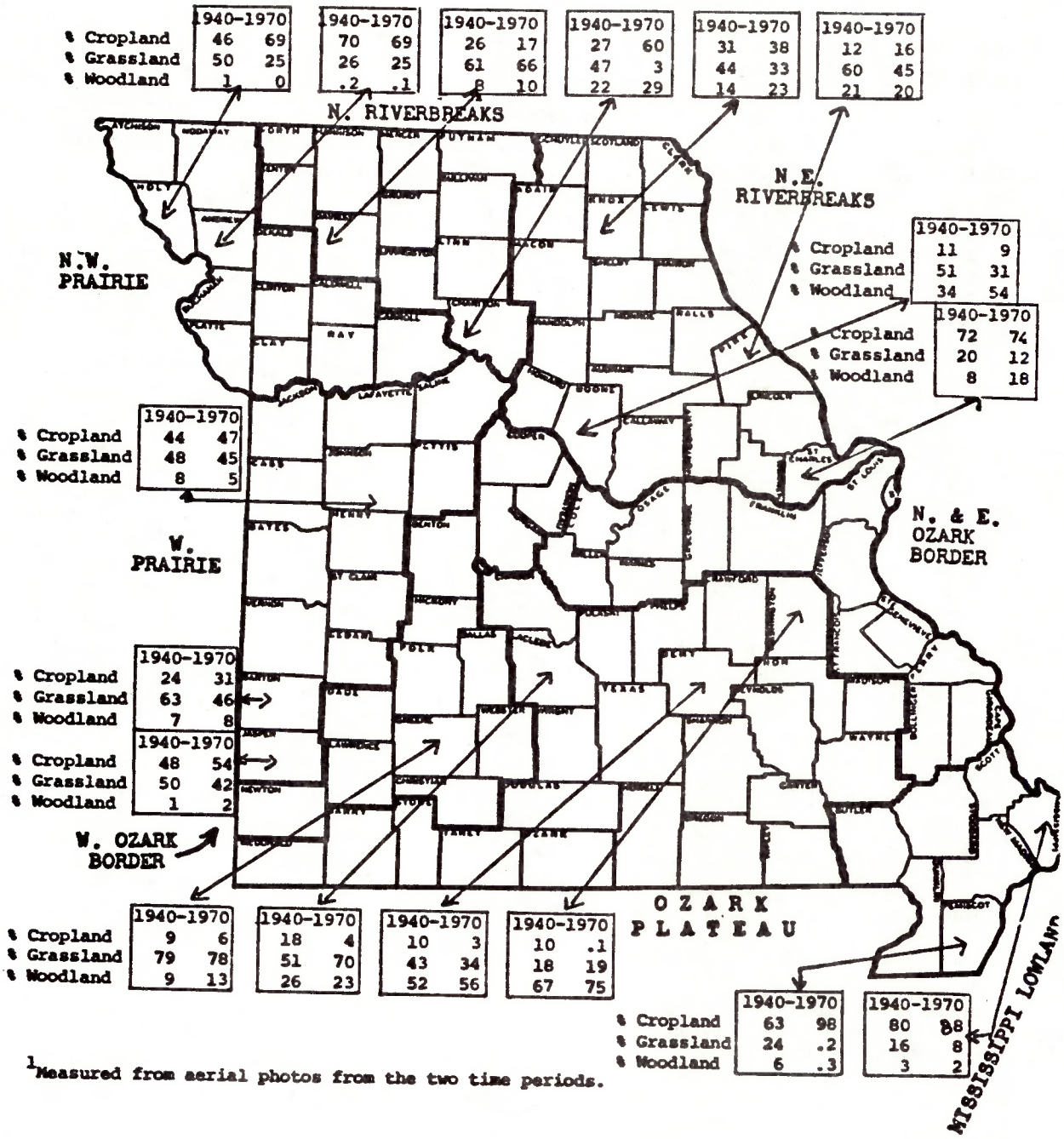
MISSOURI RABBIT POPULATION AND HARVEST DATA, 1947-1978

	SUMMER ROADSIDE CENSUS DATA	WINTER HARVEST DATA				
YEAR	MEAN NO. (RABBITS PER KM)	KILL/HOUR (FIELD BAG CHECK)	KILL/TRIP/HUNTER (MAIL SURVEY)	KILL/SEASON/HUNTER (MAIL SURVEY)	ESTIMATED TOTAL NUMBER OF HUNTERS[3] (THOUSANDS)	ESTIMATED TOTAL KILL[3] (MILLIONS)
1947	0.91	0.74			136	3.1
1948	0.96	0.79			129	3.6
1949	1.02	0.66			110	2.7
1950	0.99	0.82			123	4.1
1951	0.88	0.80			117	3.7
1952[1]	0.64	0.52			105	2.3
1953[1]	0.61	0.54			100	2.2
1954[1]	0.46	0.67			111	3.0
1955	1.18	0.78			104	3.4
1956	2.02	1.05			138	6.0
1957	1.87	1.01			144	6.0
1958	1.62	1.08			136	6.4
1959	1.91	1.08			166	7.7
1960[2]	1.14	0.50			81	1.7
1961	1.26	0.79			111	3.6
1962	1.42	0.87			111	-
1963	1.50	0.86	2.64	20.97	222	4.3
1964	1.14	0.78	2.16	14.04	187	2.6
1965	1.30	0.70	No Data	No Data	No Data	No Data
1966	1.44	0.99	No Data	No Data	No Data	No Data
1967	1.59	0.77	1.94	13.52	198	2.7
1968	0.94	0.66	1.94	10.47	194	2.0
1969	0.96	0.59	2.09	11.28	217	2.4
1970	0.70	0.45[3]	1.58	9.94	211	2.1
1971	1.01	0.43	1.52	9.56	227	2.2
1972	1.14	0.43	1.49	9.26	224	2.1
1973	0.86	0.39	1.37	8.56	223	1.9
1974	0.86	0.37	1.28	7.99	212	1.7
1975	0.86	0.41	1.44	9.55	219	2.1
1976	1.26	0.39	1.37	9.08	222	2.0
1977	0.99	0.49	1.39	9.07	193	1.8
1978	0.76	0.44	1.5	8.4	186	1.6

[1]Populations depressed by severe drought.

[2]Populations possibly depressed by very severe cold-snow Feb.-March 1960.

[3]After 1969, kill per gun hour derived by dividing reported kill per trip by an average of 3.5 hours hunted per trip from 5,443 trips.



[1]Measured from aerial photos from the two time periods.

Figure 1. Changes in major land use from 1940-1970[1].

Nebraska - Pheasant (1961-65 - 1973-78)

Nebraska selected the ring-necked pheasant as the species which comes closest to meeting the criteria of the committee. The entire state (77,000 square miles) is considered to be pheasant range. This represents no change for the selected time periods. Since population densities vary greatly between regions, comments are directed at the state's better range which generally coincides with row crop and wheat production areas.

Nebraska used two five year periods rather than two individual years for comparisons; this is more representative of the status of Nebraska's pheasant population than individual years.

The first time period was 1961 through 1965. During this period the fall population ranged from 4.02 to 5.84 million birds with a mean of 4.92 million. These populations produced an annual mean harvest of approximately 1.25 million cock pheasants.

The second time period is 1973 through 1978. Populations ranged from 1.9 to 3.6 million and averaged 2.8 million. These populations provided an annual mean harvest of approximately 0.7 million cock pheasants.

This represents decreases of 43% in the estimated mean annual populations and 44% in the mean annual harvest of cocks between the two periods.

The quantity, quality and distribution of "critical cover" (nesting cover) has declined within our major pheasant range during this time frame.

Information from a selected study area for the years 1955 to 1976 showed sizeable increases in acres of irrigated land (2,154%), acres of fall plowed land (4.9% in 1955, 32.5% in 1976), and acres devoted to row crop (40% in 1955, 58% in 1976).

The acreage of winter wheat decreased 23% after 1964. Small grains other than winter wheat were nearly nonexistent in 1976. Alfalfa, native hay, and pasture land occupied 45% less land in 1976 than in 1955; most of the decrease, occurred after 1964.

Decreases in pheasant density paralled many of the changes in land use. A slight drop in pheasant numbers occurred from 1955 to 1964 when land-use changes were minimal, but a much more pronounced decline occurred after 1964 as habitat losses became more severe. Positive relationships were noted between spring densities of hens and miles of fencerow, acres of pasture and hay, and wheat stubble. Pheasant numbers were inversely related to row-crop area, percent of fall-tilled land, and acreage being irrigated.

The interspersion index (Baxter and Wolfe 1972) was used in an attempt to relate land-use change to pheasant density. The average value of the index decreased 41% from 1955 through 1976 with the major part of the decline occurring

after 1964. Linear correlation analysis revealed a statistically significant ($r - 0.985$, $P < 0.01$) relationship between the interspersion index and pheasant density.

The primary causes of land-use change in Nebraska over the last 21 years have been irrigation development, use of larger farming equipment, and larger farms. Irrigation development generally involves extensive land leveling or clearing which eliminates unused areas, fencerows, old farmsteads, wetlands and other high-value habitat areas. Nearly all irrigated land is used to grow row crops year after year. No crop rotation is followed. The end result is a shift from diversified farms with good cover interspersion to farms dominated by a row-crop monoculture which has reduced the number and diversity of wildlife species.

North Dakota - (Pheasant - 1963-1978)

North Dakota selected the ring-necked pheasant as the species which best fits the criteria established by the Farm Wildlife Habitat Council for a game species of intensively farmed land. The pheasant ranks number one in general public interest and the entire citizenry of North Dakota would support increased numbers of these birds. Above all, the pheasant is very closely associated with agriculture and high populations are usually found only in productive farming districts.

The "soil bank" land retirement program was at its peak in 1963. The pheasant populations responded to the available habitat; 1963 was considered to be a very acceptable year as compared to the current situation.

	Pre-season population	Harvest
1963	2,000,000	490,000
1978	300,000	76,000
Percent Change	- 85%	- 84%

While no specific information was provided from North Dakota land use data is available from studies in the southeastern part of the state for the years 1958, 1968 and 1978 and for the southwestern part of the state for the years 1960 and 1970. Studies will be repeated for this area in 1980. Soil bank acreages are available for 1963 and set-aside and water bank data are available for 1978.

Federal farm programs do affect the land-use of significant acreages, which in turn affects the habitat of all wildlife. Probably the greatest potential for providing the necessary habitat for the welfare of the pheasant is related to our nation's land retirement program.

Ohio - Pheasants (1960-1979)

The pheasant population in Ohio experienced perhaps the most significant decline of any observed in the Midwest. The pheasant population index in late summer 1960 was 15.1 pheasant/1,000 miles; the index for the same survey in 1979 was 0.58, representing a decline of 96%. The average index for the five year period 1960-1964 was 9.92 pheasants/1,000 miles; for the period of 1975-79 it was 1.11, a decrease of 89%.

The Crop Production Index in Ohio increased from 98 in 1960 to 162 in 1979, an increase of 65%. The average CPI for years 1960-64 was 93 and for years 1975-79 it was 150, an increase of 61%. The relationship between CPI and pheasant index trends is shown in the attached graphs.

Permanent cover losses have been significant. The attached table and graph shows declines for the period 1959-74 for pasture, 49%; hay, 54%; woodland, 34%; and legume crops, 85%.

From 1960 to 1978, land devoted to row crops increased 55% from 5.01 million to 7.75 million acres. Total land devoted to agricultural crops increased from 9.74 million acres in 1960 to 11.05 million in 1978, an increase of 13%. Data from 1976 indicates that 4.8 million acres or 26% of all rural land was fall-plowed in Ohio. On the basis of the original primary pheasant range, the proportion of fall plowed land is much higher.

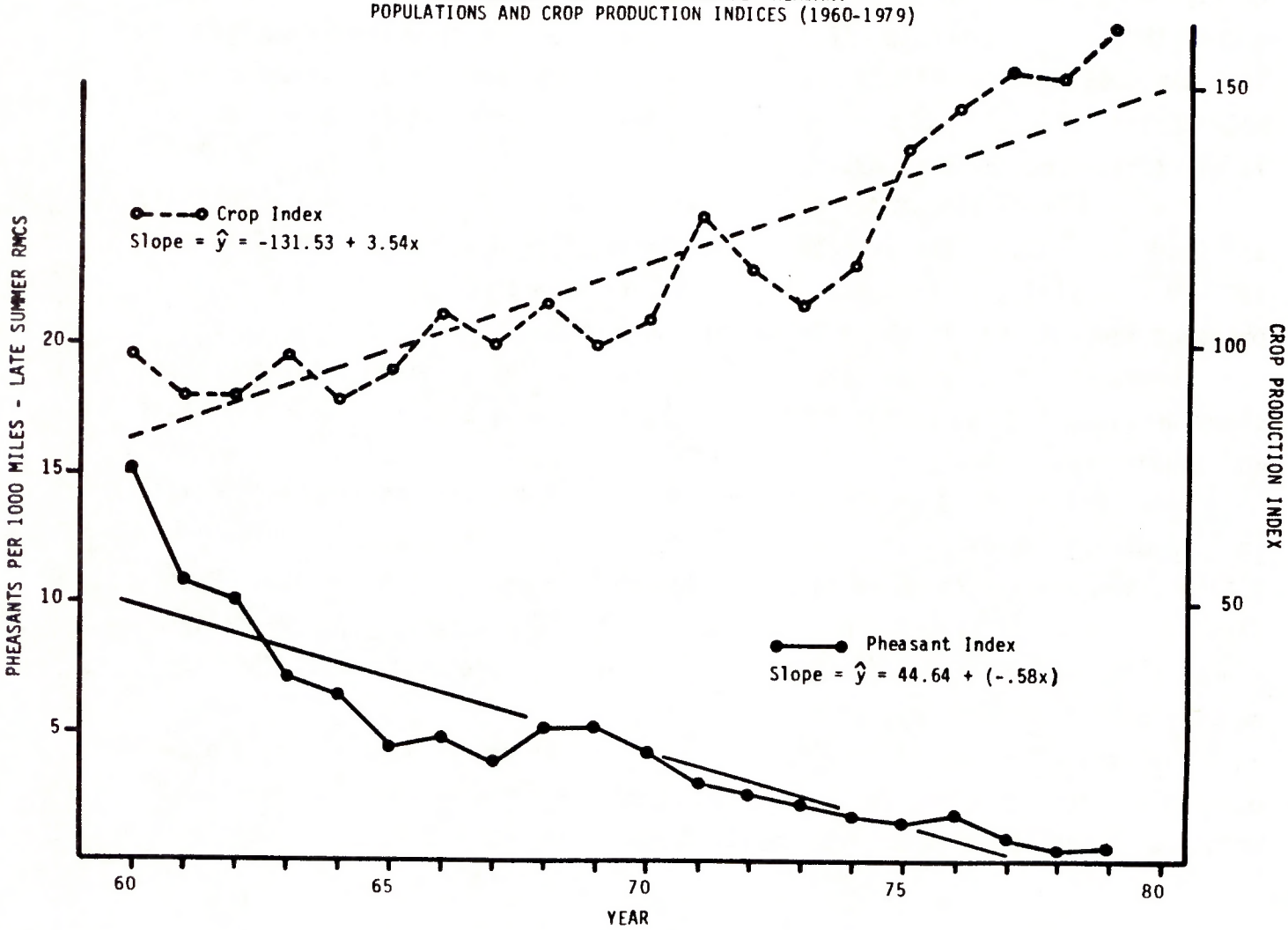
The loss of permanent cover of various types to intensified row crop production is clearly related or a causitive factor in Ohio pheasant declines and undoubtedly has impacted on other wildlife species.

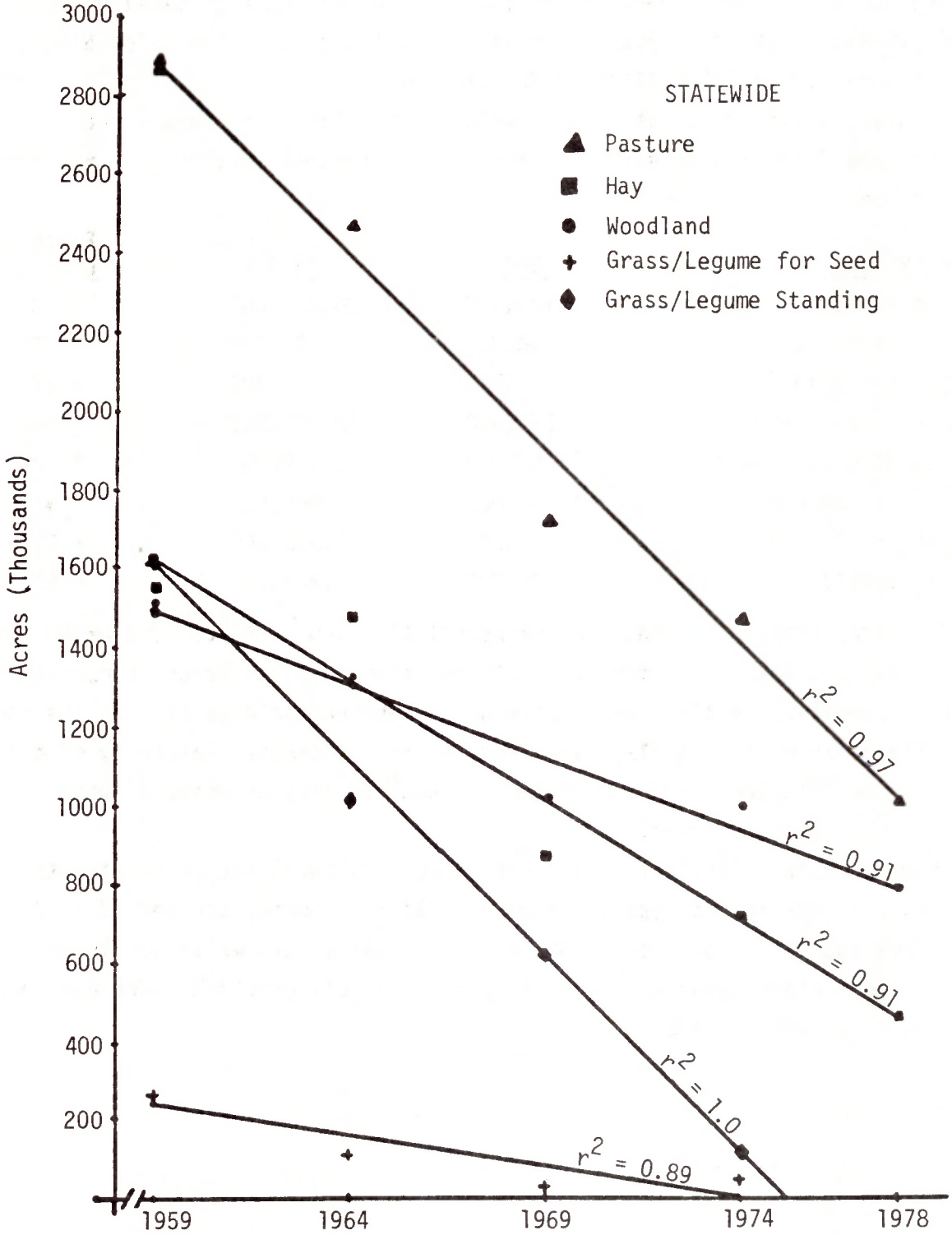
Table 1. Specific land use acreage in the pheasant region, 1959-1974 (64 counties).

Land Use (ac)	1959	1964	1969	1974	Estimated Value[a] for 1978	% Change 1959-1974
Pasture	2,896,685	2,481,878	1,725,489	1,486,841	1,000,961	-48.7
Hay	1,555,686	1,487,220	876,784	713,723	436,998	-54.1
Woodland	1,523,678	1,322,706	1,017,632	1,009,864	793,771	-33.7
Grass/Legume Cover for Seed Production	265,484	175,888	37,690	40,647	-56,996	-84.7
Grass/Legume Cover Not Harvested and Not Pastured	no data	1,121,634	612,807	111,400	-293,930	-90.1[b]

[a]Acreage estimated for 1978 by regression analysis.
[b]Percent change was calculated from 1964.

RELATIONSHIP OF OHIO RANGEWIDE PHEASANT
POPULATIONS AND CROP PRODUCTION INDICES (1960-1979)




STATEWIDE
Pasture
Hay
Woodland
Grass/Legume for Seed
Grass/Legume Standing
Acres (Thousands)
3000
2800
2600
2400
2200
2000
1800
1600
1400
1200
1000
800
600
400
200
1959
1964
1969
1974
1978
r2 = 0.97
r2 = 0.91
r2 = 0.91
r2 = 1.0
r2 = 0.89

South Dakota - Pheasant (1960-1975)

Pheasant range in South Dakota, comprising the eastern two-thirds of the state or 51,150 square miles, did not change appreciably between 1960 and 1975. The change was primarily in density and distribution of the high density areas. The 1960 pre-season pheasant population was estimated to be 9.6 million birds; by 1975 it declined to 2.1 million, a decrease of 78%.

No density information has been correlated with land-use changes and patters but the following data depicts the general trend in quantity in the main pheasant range.

Use Category	1960	1978	Percent Change
Acres in farms	26,100,000	26,000,000	N/C
No. of farms	50,870	37,050	- 27%
Avg. farm size (acres)	513	702	+ 37%
Acres of cropland	11,776,000	12,181,000	+ 3%
Acres of small grain	5,799,000	5,902,000	+ 2%
Acres of row crop	4,463,000	4,446,000	N/C
Acres of alfalfa	1,514,000	1,833,000	+ 21%
Total cattle	2,470,000	3,889,000	+ 57%

The general changes in land-use characteristics from 1960 to 1975 were: (1) fewer, but larger, farms; (2) more monocultural farms; (3) increase in numbers of livestock, especially cattle. Associated with these characteristics are the increased efficiency of land tillage and crop harvest, increased intensity of pest (weed and insect) control, and increased livestock grazing on pheasant winter cover and spring nesting cover.

In South Dakota, clearly the most significant cultural factor related to pheasant populations in the past was the "Soil Bank". During the period 1958-1963, the average amount of "Soil Bank" was 1,445,063 acres, which was three percent of the State's total area and ten percent of all cropland. The attached graph shows this relationship.

South Dakota

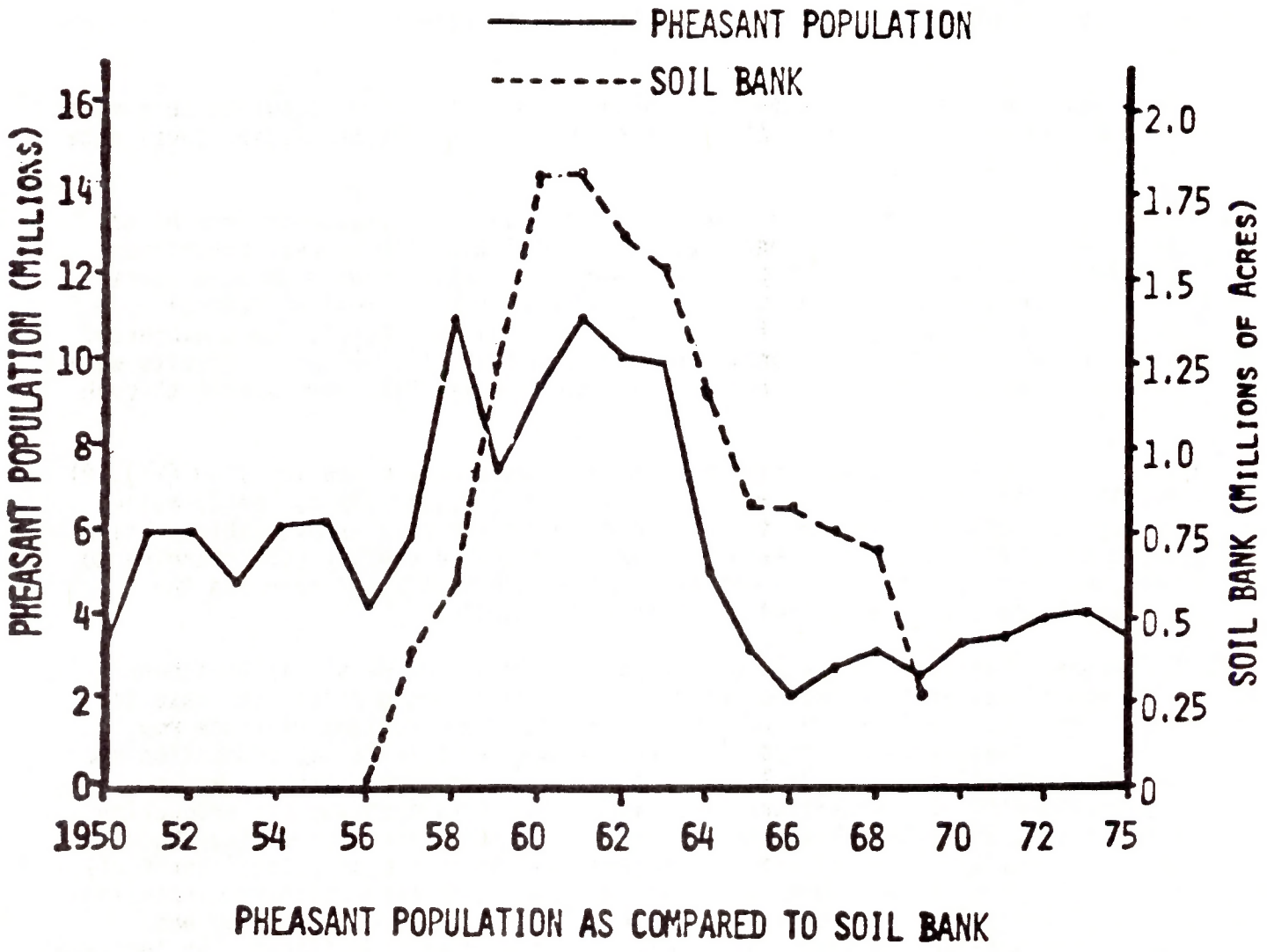


Figure 1

CORRESPONDENCE/MEMORANDUM

STATE OF WISCONSIN

Date: June 16, 1980 File Ref: 2300

To: Steven Cole - Chairman, Farm Wildlife Habitat Council

From: Ed Ed Frank - WI-DNR, Wildlife Management

Subject: Carl Moseley's 26 September 1979 Council Objectives

1. Wisconsin has chosen the ring-necked pheasant because there is public support to maintain or increase numbers of that species and there is population level data available.

2. The wild population level was determined for 1962, when pheasants were at an acceptable population level and 1978, when population levels were suboptimum. The technique used to assess pheasant abundance levels between these 2 years was the August questionnarie sent by the Wisconsin Department of Natural Resources to rural residents from 1962 to the present. Results were expressed in terms of numbers of pheasants seen per farm (Fig. 1). Although results were available through 1979, comparable agricultural statistics were usable through only 1978.

   The extent of the range occupied by pheasants were determined for 1950 (Fig. 2) and 1970 (Fig. 3) only. The range of Wisconsin pheasants is currently being updated and will be reported to the Council when the data is available. While there have been some minor changes in extent of range (mostly poor changing to very poor) changes in density within fair to very good range have had the greatest impact on the declining supply in Wisconsin.

3. The primary habitat changes resulting in lower pheasant densities have been drainage of wetlands, reduction of soil bank and diverted acres, increase in intensive row crop (soybean and corn) production, destruction of fence row, ditch and other types of strip cover and changes in alfalfa hay production and harvesting practices. Table 1 summarizes the primary crop changes, while Figure 4 graphically underscores the major changes in corn and oat production between 1962 and 1978. The intensity of farming has increased during the 17-year period in terms of acres harvested and the crop production index (CPI). The CPI is a convenient summary measure of total crop production in Wisconsin and utilizes 1967 = 100 for a base figure (Table 2). As corn farming has increased, smaller farms have given way to larger ones, resulting in an increase in average size and a decrease in farm numbers (Table 2).

   While the acreage of alfalfa hay has remained relatively stable, much more is now being established by direct seeding rather than by using an oat companion crop. The alfalfa weevil has also had two marked effects. When alfalfa fields are infested with weevils in late May a farmer has two choices. Harvest it and destroy the weevils or spray to control them and harvest later. Most landowners and operators now harvest the first crop in late May or early June and 10 percent

AD-75

of all alfalfa in Wisconsin was sprayed with insecticides in 1979 (over 300,000 acres). Since modern hay swathers are front mounted and mow 12 - 15 feet on each round they are also increasing pheasant mortality. The net effect is that the harvest of alfalfa, which is very attractive to hens for nest establishment, results in the destruction of approximately 90 percent of those nests and is increasing mortality rates in adult hens and chicks.

4. There are a number of alternative ways for increasing the supply of pheasant hunting opportunities. Restoring essential habitat (cover) types to the condition when pheasants were abundant, is only one of them. To push for full scale restoration of cover types throughout the pheasant range as the only solution to our problems seems unrealistic and somewhat irresponsible.

If we are to improve habitat to enhance wild pheasant production in Wisconsin we must overcome the adverse effects of alfalfa as it is currently farmed. Alternative nesting cover types must be attractive enough that they are selected over alfalfa for nesting or we would have to find a substitute forage acceptable to farmers or we would have to change alfalfa harvest and spraying practices. At the very least, we could attempt, through research and development, to devise means of reducing hen and chick mortality that occur during hay harvest.

The alternative nest cover type with the greatest promise is switchgrass, preferably unharvested and undisturbed for at least five years. If it is also competitive as a substitute forage for alfalfa or bluegrass pasture so much the better.

In order to overcome a 40 percent decline in wild pheasant numbers since 1960, Wisconsin would have to add approximately 100,000 roosters to the bag. With an 80 percent exploitation rate (including crippling losses) we would have to produce 120,000 additional roosters. We can anticipate one nest per 2 acres and a 50 percent success rate in undisturbed switchgrass in Wisconsin, as long as we have spring hen densities averaging about 30 hens/section. If we graze switchgrass we expect that next densities would decline somewhat. Using 4 acres per brood reared and an average fall brood size of 6 (3 of which are cocks) we would yield .75 cocks per acre of undisturbed switchgrass. In order to add 120,000 cocks to Wisconsin's standing crop in the Fall would therefore require 160,000 acres of undisturbed switchgrass. Providing 160,000 acres of switchgrass would cost someone about $50 per acre annually for land rental and $20 for cover establishment ($100 per acre ÷ 5). Actually the correct arithmetic is 50 x 5 = 250 +100 = 350 ÷ 4 = $87.50 per acre annual cost since there are few or no pheasant production benefits during the year of establishment. Our net cost to someone therefore is about $93.00 per rooster added to the standing crop or at least $116 per rooster bagged. Our total practice payments (without administrative overhead) would be $11,200,000 annually.

Restoring the 1,000,000 acres of oats Wisconsin has lost since 1962 might be as simple as subsidizing the difference in profit that exists between direct seeding without an oat companion crop as opposed to using one. If that annual difference is only $10 per acre per year total practice payments would be $10,000,000 annually. And as wildlife managers, we're really not sure what effect having 2,220,000 acres of oats as opposed to the current 1,120,000 acres would have on Fall pheasant densities. At best, it may add 60,000 roosters to the standing crop.

We don't like to be a wet blanket but going back to the good old days appears to be a simplistic solution to a complex problem, and in the long run it probably won't work. We know that perennial, undisturbed cover should be established if cropland once again is diverted in order to reduce surpluses, but then Agriculture should at least pay the land rental. We also know that where soil erosion control, improvement in water quality or multiple wildlife benefits (ducks and pheasants) result that habitat restoration may be a feasible alternative. We don't think you can write a simple prescription to restore pheasant habitat on a wholesale basis throughout its 1960 range and expect it to sell.

There are other things Wisconsin would like to do to protect and restore key non-crop cover (habitat) types for pheasants. However, without overcoming the first order limiting factor (the way alfalfa is farmed in this state) we cannot be confident that changing less important elements will have a noticeable effect on pheasant densities. Protecting against additional loss of wetlands within pheasant range is very important.

5. Any strategy that actually achieves multiple public benefits ON THE LAND from the actions of all public agencies at the state or federal level has to be one of the best ways to go. The reciprocal is also true. Any strategy that can prevent or minimize abuses of natural resources, including wildlife, as the result of actions by any public agency has to be another good way to go. The basic, fundamental thing to do is for all state and federal wildlife agencies to clearly state specific problems in regard to the supply of wildlife and then to prepare strategies, projects and budgets which attack problems head on. At least then all agencies would be in a position to understand how their programs and projects can help or hinder the achievement of other agencies' objectives.

Collective efforts of state and federal agencies, with fish and wildlife management responsibilities, must be directed first toward U. S. farm program legislation and agency administration of that legislation. State inputs into wildlife (habitat) objectives established under RPA and RCA are imperative. Water bank, ACP, 208 planning, etc. are all viable alternatives but they're generally subservient to federal farm programs and RCA which are the two dominant forces.

State agencies, individually, must identify specific wildlife resource management problems, strategies, projects and budgets necessary to overcome problems. If budgetary means to solve problems are not forthcoming they must be realistic and tell sportsmen that the wildlife supply will continue to decline. Somewhere in this process experimental and demonstration management, that is carefully evaluated in regard to quantified objectives and cost, must be carried out. Wildlife management professionals must begin to work more from the sound basis of management experience and depend progressively less upon theoretical applications of fragmented research and survey project data.

Table 1. Changes in acres of crops harvested in Wisconsin pheasant range, 1962-78.

Wisconsin	Acres Harvested* 1962	1978
1. In Farm		
A. Row Crop		
Corn (Grain & Silage)	2,518,000	3,670,000
Soybeans	101,000	215,000
Sweet Corn	109,400	110,800
B. Small Grain		
Oats	2,229,000	1,120,000
Barley	30,000	27,000
Wheat	48,000	45,000
Rye	23,000	---
C. Hay		
Alfalfa	2,929,000	3,100,000
Other	985,000	900,000

* Wisconsin Agricultural Statistics - 1965 & 1979

Table 2. Wisconsin crop production index (1967=100), combined acres of corn, oats and hay harvested and size (acres) and number of farms from 1962-78.

Year	Crop Production Index*	Corn for Grain Acres Harvested (x 1000)	Average Farm Size	Number of Farms (x 1000)
1962	99	1,533	165.4	133
1963	90	1,502	167.7	130
1964	87	1,502	170.1	127
1965	93	1,606	172.6	124
1966	100	1,670	175.2	121
1967	100	1,703	177.1	118
1968	108	1,754	179.1	115
1969	103	1,736	181.3	112
1970	99	1,858	182.7	110
1971	111	2,304	184.3	108
1972	104	2,143	185.0	107
1973	102	2,090	185.8	106
1974	102	2,270	186.7	105
1975	105	2,390	191.5**	101**
1976	93	2,290	192.9	99
1977	125	2,800	194.8	97
1978	118	2,750	195.8	96

* Based on hay, oats and corn (grain and silage).
** Estimates from 1975 on include places with annual sales of agricultural products of $1,000 or more.

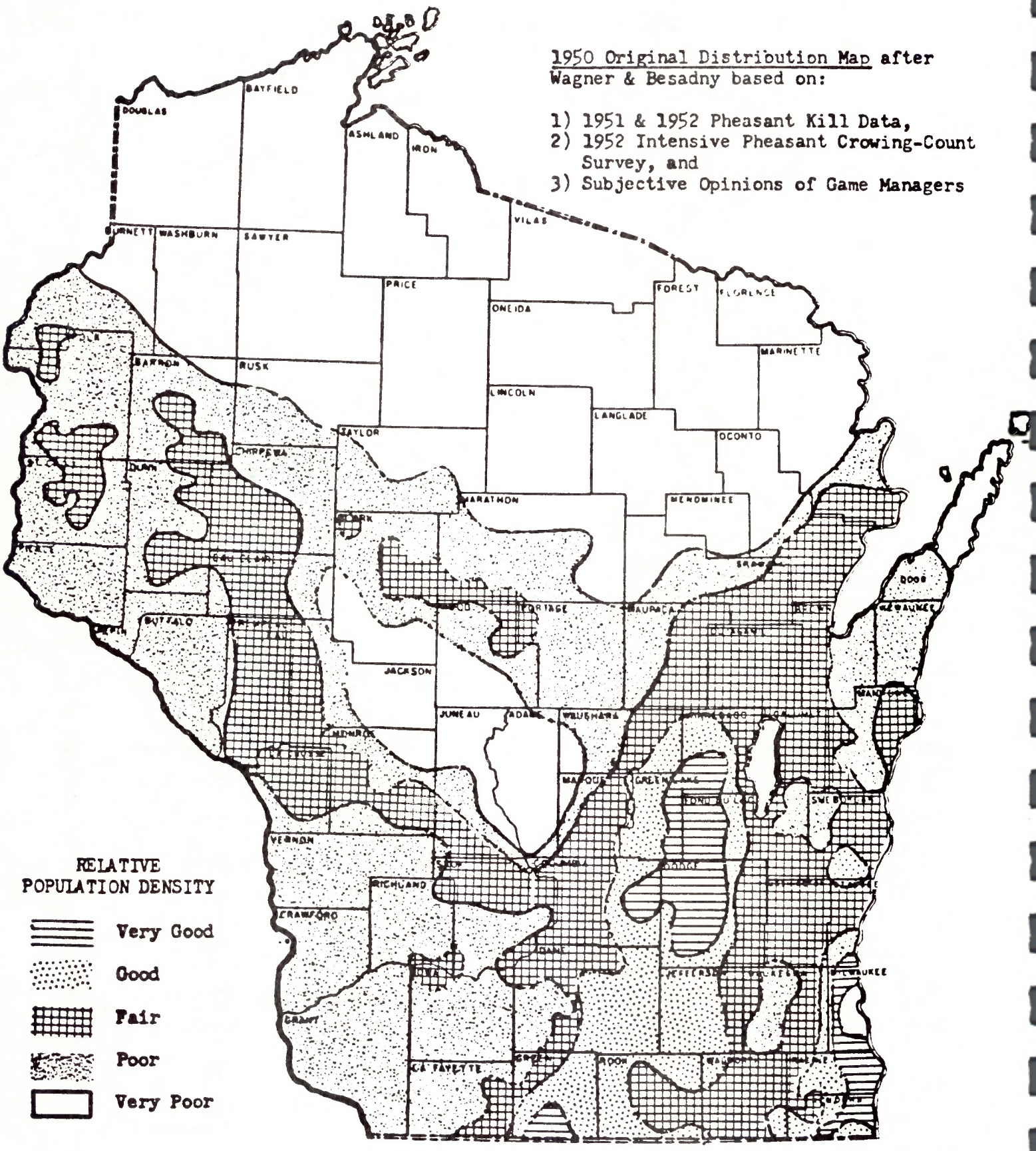


Figure 2. Generalized Population Distribution of Wisconsin Pheasants.

From: Peterson, L.R. 1972 Regional Trends in Pheasant Populations P-R Report # W-141-R-7 4pp

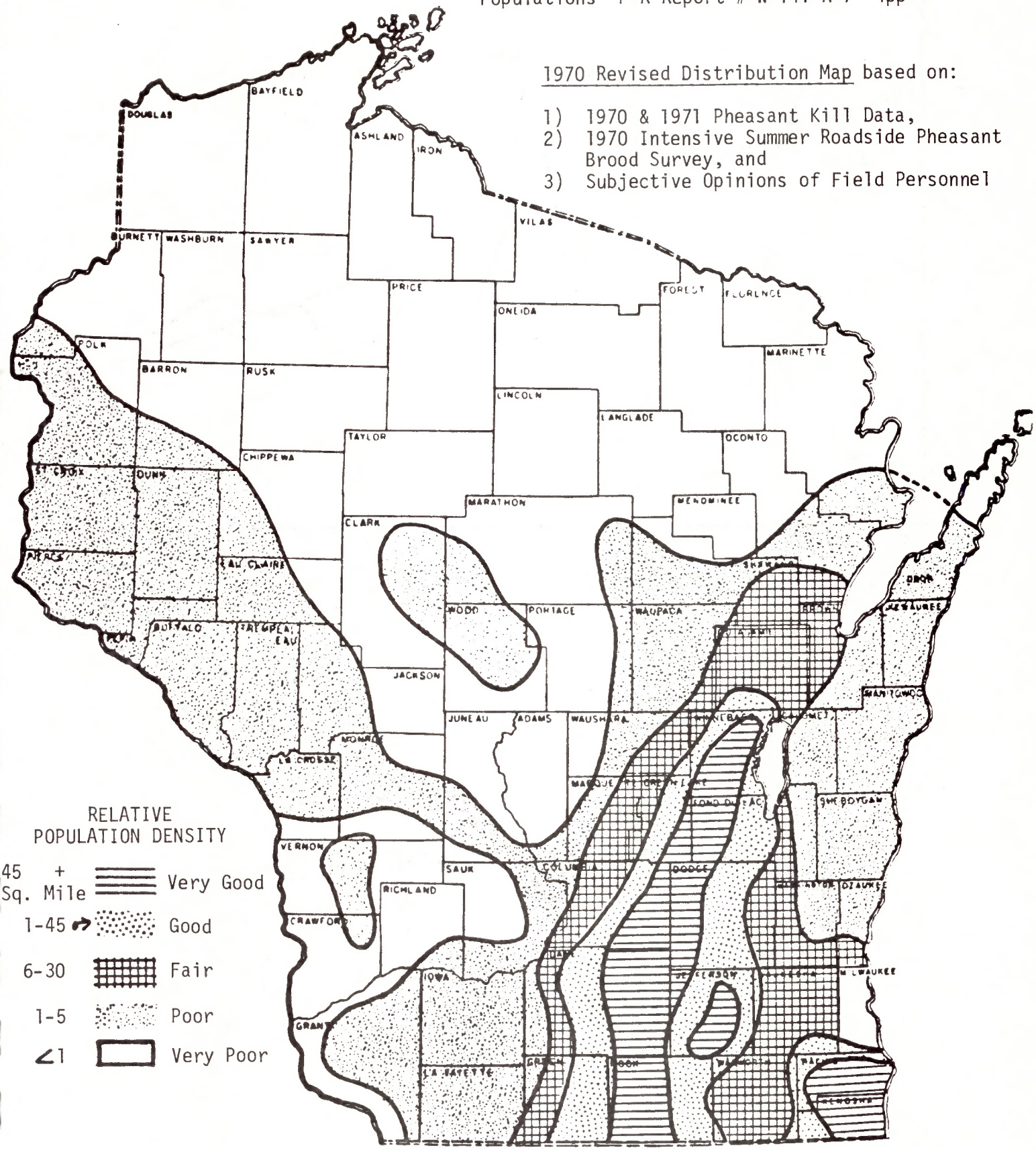
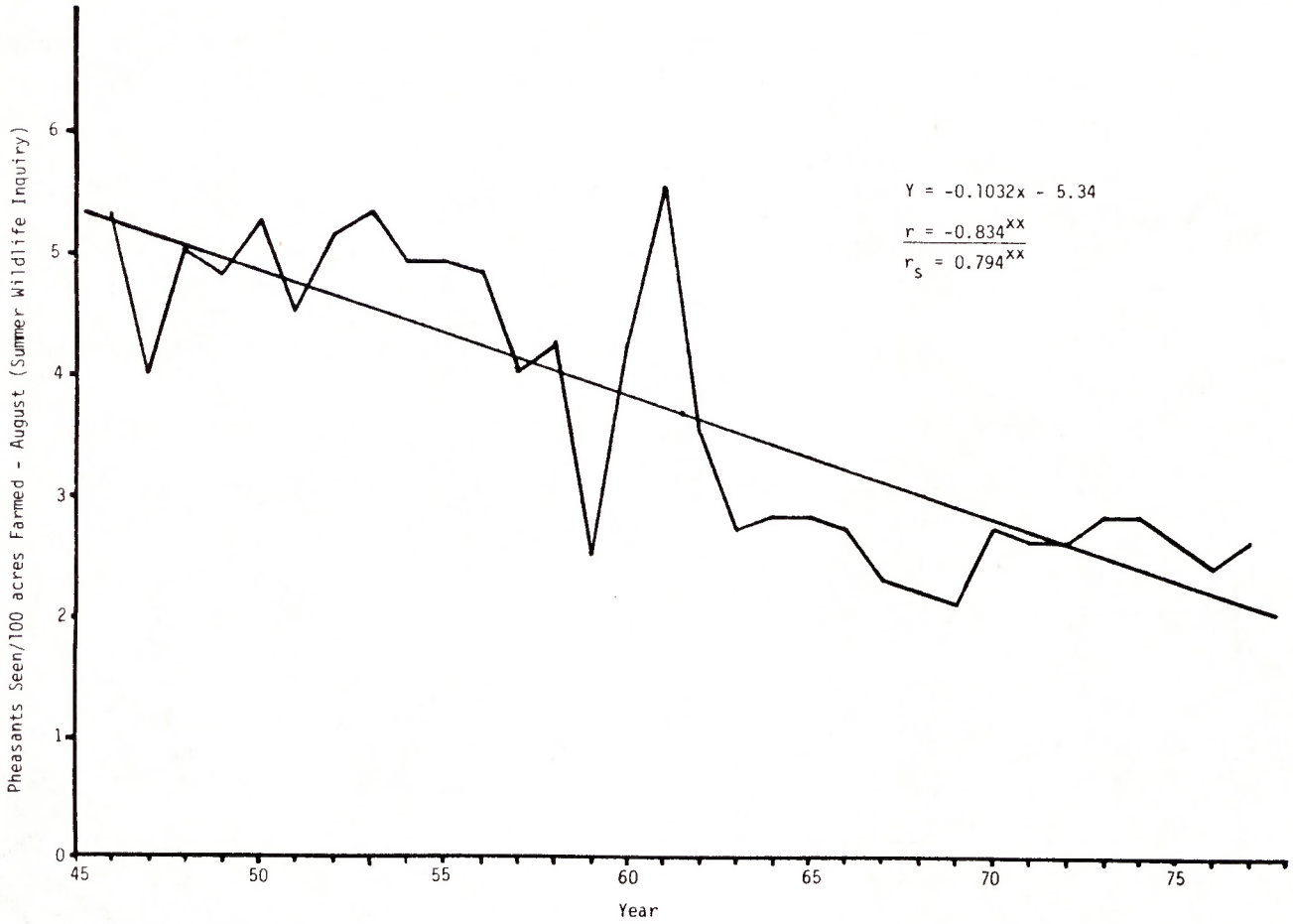


Figure 3. Generalized Population Distribution of Wisconsin Pheasants.



IV

METHODS OF RESTORATION OF HABITAT

V

STRATEGIES FOR APPLYING HABITAT RESTORATION METHODS

POTENTIAL METHODS FOR RESTORING ESSENTIAL WILDLIFE HABITAT

Modification of Agricultural Practices

(12) Increase no-till farming.

(1) Use chisel plow.

(2) Leave untilled strip along ditches.

(2) Leave outside row of crops standing over winter.

(1) Crop only fields suitable for cropping.

(2) Use greater crop variety in crop rotation.

(2) Reduce use of herbicides.

(1) Burn only when necessary and during acceptable times.

(2) Modify current haying and mowing proctices.

(2) Use rest-rotation grazing.

(1) Replace fescue with timothy, redtop, Korean lespedeza, and red clover.

(1) Introduce legumes in fescue pastures.

(1) Develop half of pastures in warm season grasses.

(1) Fence dugouts.

Revegetation Methods

(2) Establish spruce/juniper plantings and block plantings.

(3) Establish field windbreaks and farmstead shelterbelts.

(2) Plant shrubs along field borders.

(4) Maintain waterways in grass/legume cover.

(12) Establish food plots.

(1) Provide food source adjacent to habitat through USFWS small wetlands acquisition program.

STRATEGIES FOR APPLYING HABITAT RESTORATION METHODS

Economic Incentives Programs

(1) Provide tax advantages for leaving land in agriculture.

(2) Cease ASCS cost share benefits for environmentally unsound practices.

(1) Earmark a percentage of ASCS funds for wildlife conservation practices.

(12) Provide payments greater than or equal to profit margins from actual production operations.

(1) Modify tax structure to permit early conversion from irrigation to dry farming.

(1) Provide tax incentives or ASCS cost share rates to discourage fall plowing.

(2) Increase ASCS cost share rates for the use of legumes in rotation.

(1) Pay landowners to leave part of crop standing near good cover.

(1) Purchase food plots with general revenue-license fee (50-50) funds.

(12) Reduce farm loan rates for farms meeting minimum wildlife habitat criteria.

(12) Increase crop support payments for farms meeting minimum wildlife habitat criteria.

(12) Decrease income tax for farms meeting minimum wildlife habitat criteria.

(1) Provide cost sharing to cattlemen establishing switchgrass.

(1) Provide incentives to protect natural drainage areas from grazing.

(1) Develop fund source (habitat stamps, license fee increase) for leasing, purchasing or developing wildlife habitat.

STRATEGIES FOR APPLYING HABITAT RESTORATION METHODS

Improved Retired Lands Programs

(12) Provide national farm program which will establish minimum criteria for wildlife habitat in intensively farmed regions.

(5) Require long-term contracts.

(4) Provide annual payments to landowners.

(1) Require management for multiple benefits.

(12) Require readily available food source and perennial vegetative cover.

(12) Provide higher ASCS cost share rates for converting land into nesting cover and winter cover.

(12) Limit fall plowing to 50% or less of cropland.

(1) Eliminate "no weeds" policy.

(1) Pay landowner to leave brush areas standing.

Education and Research

(1) Generate public support for wildlife as a crop or product of agricultural activities.

(2) Emphasize environmental factors with income potential in farm management.

(2) Encourage research on land use practices and management with economic and environmental benefits.

(1) Develop safe and effective pesticides and safer haying/mowing practices.

(1) Sponsor pilot studies on untilled cropland to provide erosion control and nesting cover.

STRATEGIES FOR APPLYING HABITAT RESTORATION METHODS

Cooperative Programs

(1) Urge Secretary of Agriculture to appoint advisory councils provided for by present farm legislation.

(1) Generate public support for revision of farming legislation to allow compresensive assessment of impacts and side effects.

(1) Influence ASCS programs at county, state, and federal levels.

(2) Work with Extension to teach and research environmentally sound farming practices.

(1) Encourage SCS to emphasize short term production oriented practices and cease structurally oriented P.L. 566 projects.

(1) Obtain agreements with weed control districts regarding weed control actions.

(1) Redefine wetlands and enforce 404 regulations.

(1) Expand waterbanks programs.

(2) Develop cooperative right-of-way management program.

VI

COUNCIL RECOMMENDATIONS

FARMLAND WILDLIFE HABITAT COUNCIL
RECOMMENDATIONS TO THE ASSOCIATION OF MIDWEST
FISH AND WILDLIFE AGENCIES

A national agricultural policy aimed at sustained yield of all renewable natural resources is essential. The following list of areas of programmatic change would help conserve various natural resources while benefiting wildlife resources.

1) No ASCS cost share benefits should be available to any landowner who converts Class V, VI, VII or VIII lands from permanent cover to row crop or small grain production. Such lands should remain in grassland or timber cover for which they are best suited. It may seem incongruous to prevent application of federal crop sharing funds to control erosion on lands which obviously need them. However, until such limitations are imposed, landowners will continue to convert such lands into production, as they did extensively in 1973 and 1974. Farmers were faced with two incentives to do so; first, they heeded the call for "fence row to fence row production;" secondly, they had experienced high prices and high yields and needed to reinvest considerable sums of money into "land improvement" or other tax deductible activities. The result in the Midwest was extensive conversion of permanent wildlife habitats into marginal crop producing land.

2) Higher ASCS cost share rates should be made available for conversion of marginal crop land to permanent cover involving native grasses than cool season grasses. Native grasses, while taking a little more care and time to establish, provide excellent erosion control with significantly lower cost and energy utilization. Fertilization requirements of cool season grasses result in unnecessary use of limited petroleum supplies. The long term benefits of native grasses as compared to cool season grasses are significant.

3) Higher ASCS cost share rates should be employed to encourage greater use of legume crops (where soil moisture is sufficient), in rotation programs to 1) breakdown a developing pattern of monoculture on some lands, 2) improve soil organic matter on a rotational basis, and 3) reduce erosion on an increased acreage of land. Cost sharing should be applicable only where the legume crop is permitted to mature into the second growing season, to provide the necessary organic matter and nitrogen fixation. A provision permitting a single cutting between July 15 and August 15 could be incorporated to provide income to help offset costs while meeting the objectives for soil improvement plus providing secure nesting cover for certain wildlife species.

4) Tax structures should be modified to permit conversion from irrigation back to dry land farming even before the irrigation equipment is normally depreciated. Dry land farming is frequently more cost effective and while it is recognized that food supplies on a world wide basis are critical, energy resources and in some areas the water resources are even more finite, and efforts must be made to encourage greater conservation. Dry land farming is generally less intensive than irrigated activities and, therefore, has less negative impacts on wildlife.

5) The concept of higher ASCS cost share rates being available to landowners who give consideration to wildlife resources by virtue of devoting a minimum percentage of their cropped acreage to permanent cover capable of supporting wildlife, has merit. The percentage rate would not have to be very high; four to five percent conversion of cropable land back to permanent undisturbed cover could devote millions of acres to land uses needed to conserve top soil and wildlife.

6) Some provision needs to be made in tax incentives or ASCS cost share rates to discourage fall plowing for spring planted row crops. Fall plowing is a major factor in wildlife losses in portions of the midwest notably Ohio, Indiana and Illinois. This activity is becoming increasingly popular in the entire midwest. It is recognized that fall plowing may permit earlier field entry the following spring. Some studies show increased returns from fall plowed fields as compared to spring plowing on certain soils. Fall plowing, however, always increases the risk of accelerated erosion of top soil. In addition, the crop residues are no longer available for wildlife food and cover at a very critical time of the year.

7) Whenever set-aside programs become a part of national agricultural policy in the future, basic fundamental changes need to be imposed. Set-aside programs are periodically developed to reduce production of wheat, feed grain, and occasionally other commodities. The past provisions usually call for a "no weeds" situation. The general result is that landowners are unwilling to plant temporary cover crops. Instead they periodically till the ground keeping it bare of weeds, exposing it needlessly to increased wind and water erosion, waste petroleum fuels which are in limited supply, and leave the land a virtual biological desert in regard to wildlife. Elimination of the "no weeds" policy, or provisions for payment to establish the needed cover crop is essential to conserve soil, energy and wildlife.

8) Conversion of prime farm land to other uses is of major concern across the country. Tax advantages should be made to landowners who decree that their land, through legal restrictions, in the deed, shall remain in agricultural production for specific periods of time. Such a provision should have a graduated scale for variable periods of preservation of the land as viable farm land. The data presented in this report indicates intensification of agricultural practices have negative impacts on wildlife populations. However, conversion of land to urban uses has even a greater and irretrievable impact on wildlife resources.

In summary, national agricultural policy, in terms of changing ASCS cost share concepts and specific tax benefits can be achieved in a manner which will conserve soil, energy and wildlife resources on a state and national scale.

The needed wildlife habitat could be realized through a federal farm program which effectively conserves top soil and soil productivity. Even though public support exists, the USDA has not been able to put an effective soil conservation program in operation. We need to start looking for other institutional arrangements to achieve sound soil and wildlife conservation goals.