

ALASKA DEPARTMENT OF FISH AND GAME

JUNEAU, ALASKA

STATE OF ALASKA
Keith H. Miller, Governor

DEPARTMENT OF FISH AND GAME
Wallace H. Noerenberg, Acting Commissioner

DIVISION OF GAME
Joseph C. Greenley, Director

GAME DIVISION ORGANIZATIONAL PLANS

PART II IMPLEMENTATION

by

Joseph C. Greenley

Administrative Report 69-2
August 29, 1969

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STATE OF ALASKA

KEITH H. MILLER, GOVERNOR

DEPARTMENT OF FISH AND GAME

August 29, 1969

Wallace H. Noerenberg, Acting Commissioner
Alaska Department of Fish and Game
Subport Building
Juneau, Alaska 99801

Dear Commissioner Noerenberg:

The following report documents the reorganization of the Game Division initiated in 1968 under Commissioner Reetz. This report is in two parts. Part I was submitted to Commissioner Reetz on January 5, 1969 and included an evaluation of the organizational structure, operational procedures, staffing and problems relating thereto; and plans for reorganization to be implemented by June 30, 1969. Part II details the implementation of the plans. Some procedural details still remain to be fully implemented and these are discussed in this report.

There are many causes for the difficulties encountered in the administration of the Division in the past. The most obvious ones are discussed in both parts of this report as well as the efforts made to alleviate them with the reorganization.

One factor contributing to the instability of the Division has been the recent changes in Directors. I have not helped in this respect; however, I would like to recommend that every effort be made to place this position in the classified service. This in itself is no panacea, however, it will tend to provide continuity in the administration of the Division, which is of paramount importance.

Another important factor which concerns me and many of the professional members of the staff has been the lack of a vehicle in which the Division may express a professional view concerning resource matters. Since the public is paying for the services of professionals, these professionals should be given the opportunity to express their findings and conclusions in a Division report designed for this purpose. I do not feel that the Administration, the Board of Fish and Game, the Governor or the public have been receiving the full benefit of the work of the Division. This can very simply be accomplished through a periodic Division report prefaced

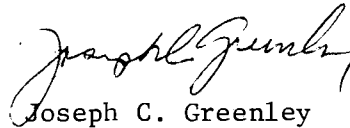
Wallace H. Noerenberg

August 29, 1969

with the statement that the views contained therein are not necessarily those of the Administration, but instead are submitted for consideration by the Commissioner, Board of Fish and Game, Governor and the public. I have recommended such a vehicle in this report under Reporting Procedures, Survey and Inventory Progress. I hope that you will concur and encourage this procedure.

Finally, it is of utmost importance that liaison between the Game and Protection Divisions improve considerably at all levels to avoid serious problems in the future. Protection people must understand the purpose for regulations to effectively enforce them, and game people must recognize the importance of proposing regulations that are enforceable. A desirable degree of coordination between the Divisions can be achieved only if directed by the Commissioner.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Joseph C. Greenley".

Joseph C. Greenley
Director
Division of Game

ACKNOWLEDGEMENTS

The effort resulting in the reorganization of the Division of Game has been a cooperative one. Many individuals, both within and outside of the Division have contributed to this undertaking.

The writer would like to first express his appreciation to Augie Reetz, Loren Croxten and Ben Hilliker for offering him the privilege of working for the Department, and for their support and encouragement throughout the past eleven months.

Little could have been accomplished by the Director if it had not been for Frank Jones, Assistant Director, and Loraine Gusjos, Administrative Assistant, handling the day to day Division operations which have consumed so much of the time of previous Directors.

For his contribution in research planning, documentation of programs and budgets, editing reports and many other technical details, the writer is particularly grateful to Jim Harper who will be assuming the post of Director on September 1, 1969.

For their untiring efforts and dedication to the task of developing a functional organizational structure, the writer would like to express his personal thanks to Ron Somerville and Robert Hinman as well as to the many staff members who contributed their time, ideas, and constructive criticisms.

The cooperation of the Division of Personnel, particularly Frank Raye, and the Division of Administration, particularly Phylis Terry, has contributed significantly to the establishment class specifications, position descriptions, expediting the reclassification process, and handling the many other personnel matters.

INTRODUCTION

Part I of this report, dated January 5, 1969, presented an evaluation of the Game Division's organizational structure, operational procedures, staffing and problems relating thereto. Changes necessary to correct the most obvious weaknesses in the organization of the Division were presented and programmed for implementation by June 30, 1969.

The following report details the actions that have been taken to reorganize and those remaining, yet to be implemented, to realize a desirable degree of organizational integrity in the Division. Because reference is made to Part I throughout the report, it is appended for ready reference. All other reference documents are on file in the Director's office.

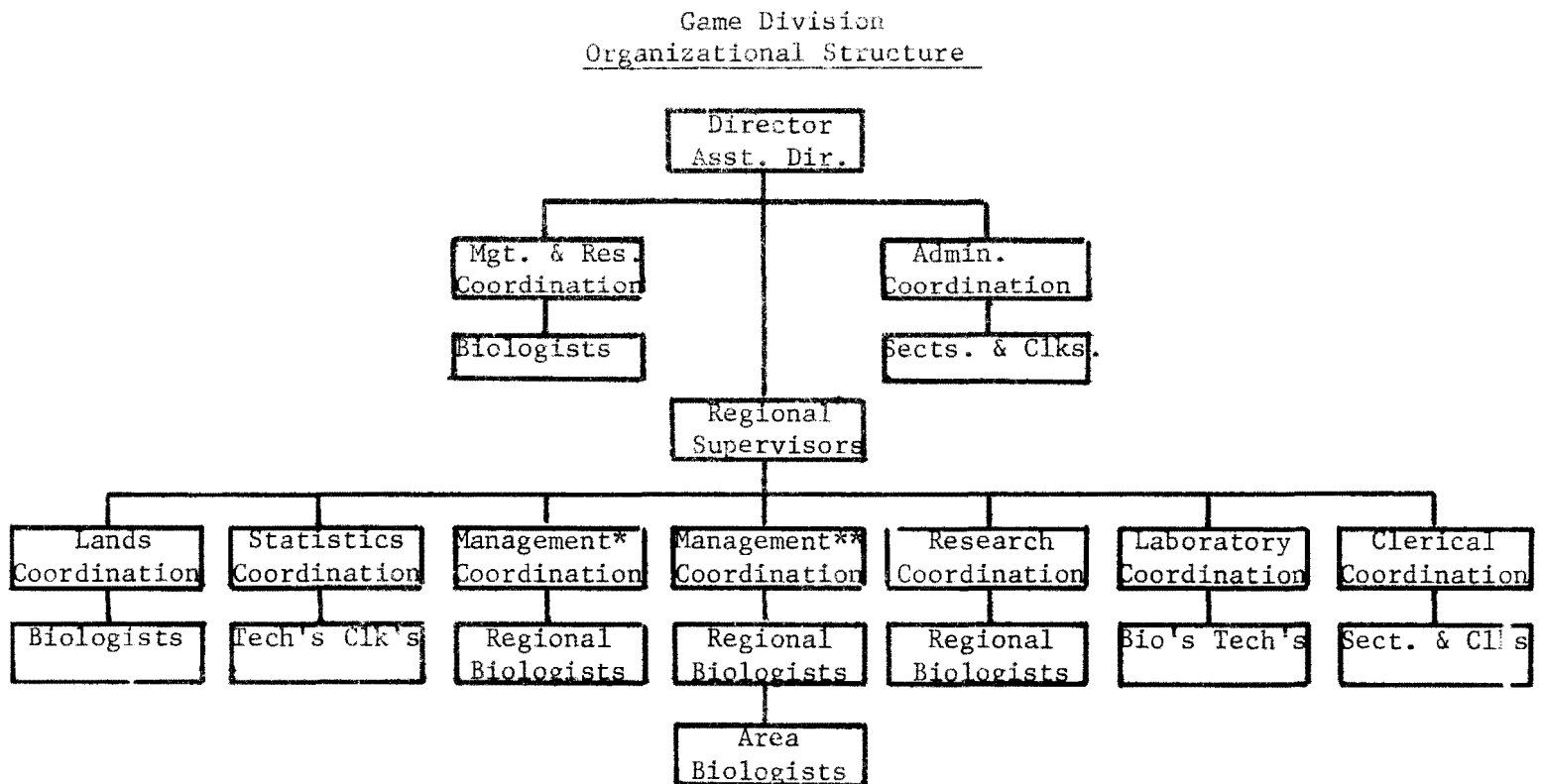
This report is an administrative report designed primarily for internal use and for the information of other Divisions of the Department and cooperating state and federal agencies. The urgency to complete and circulate the report within the Department precluded the possibility of thoroughly editing and refining to the degree preferred by the writer.

THE BASIC ORGANIZATIONAL STRUCTURE

Figure I depicts the basic structure of the reorganized Division. This structure differs slightly from that shown in Part I. Section coordinators were established and supervision of the Area Biologists was shifted from the Regional Supervisor to the Management Section Coordinator. Also, a Marine Mammal Management Section was added.

The function of each section established in the regional organization and the duties and responsibility of the assigned staff as well as that of the Area Biologists were covered in some detail in Part I. The Area Biologists, however, were shown under the direct supervision of the Regional Supervisor and not assigned to any specific section.

It became evident, after further study, that in two regions each section required a leader and that the Area Biologist most appropriately fits into the management section. These modifications were essential to provide leadership necessary in each section and to reduce the number of individuals reporting directly to the Regional Supervisor. The Marine Mammals Management Section, which occurs only in Region II, is discussed under the Region II organizational structure and staffing.



* Management Coordination - Marine Mammals

** Management Coordination - Land Mammals and Birds

Figure 1

The coordinators of all sections are not at the same salary range. The Management and/or Research Coordinators in all regions and in the Director's office have been allocated as GB IV's. The Laboratory Coordinator in Fairbanks is a GB III, but in Anchorage is a GB II. The Lands Coordinator in Anchorage is a GB III, but in Fairbanks is a GB II. The Statistics Section Coordinator in Anchorage is a Technician III and the Clerical Coordinators in both Regions II and III are Clerk-Stenographer III's. The latter three positions are being desk audited, however, to determine if reclassification is warranted.

Differences in the ranges for coordinators reflect differences in scope and level of responsibilities of each position. The term "coordinator" is merely an assigned working title that does not specifically apply to any class or range.

Director's Office

The structure of the Director's office is basically the same as shown in Figure 1, and structure and staffing are detailed in Figure 2.

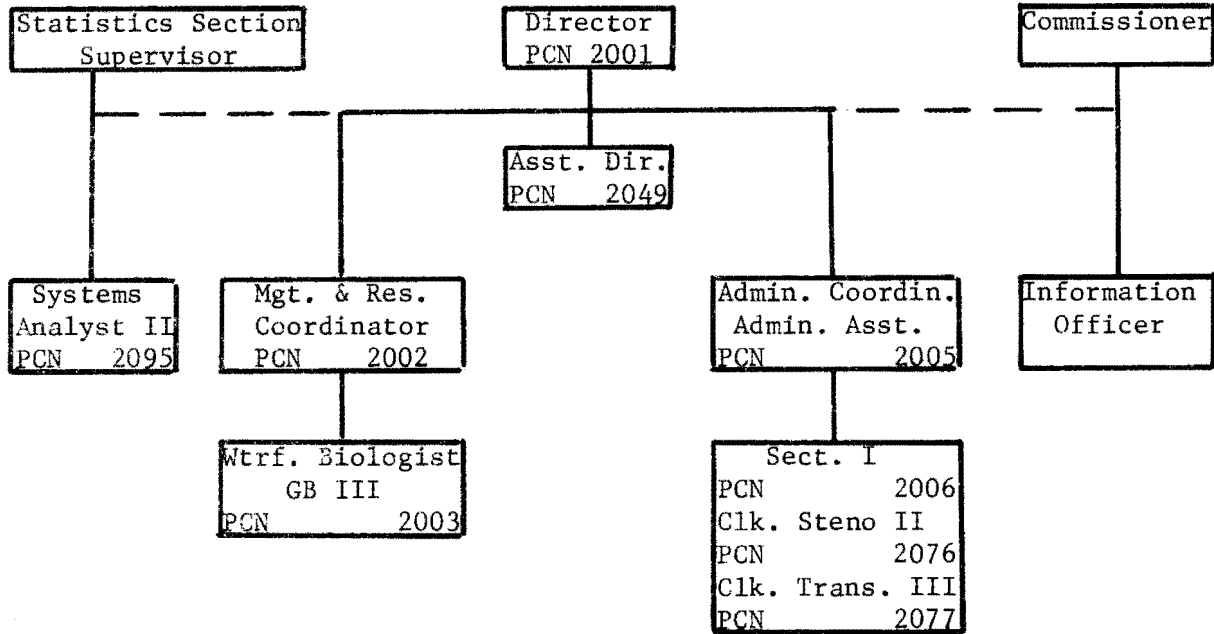


Figure 2

The position of Game Biologist III, PCN 2003, has been filled since May, 1969. The duties of this position have been redefined to include, as a major responsibility, the coordination of statewide waterfowl management and research within the Division and with the Bureau of Sports Fisheries and Wildlife. Counterparts of this position are established in Regions II and III; however, at this writing, are not as yet occupied.

Two additional positions of Systems Analyst II, under the administrative supervision of the Statistics Section of Division of Administration, will be responsible for systems analysis work on game oriented applications.

The position of Education and Information Officer, under the administrative supervision of the Commissioner's Office, will direct the activities of the E and I Section.

The funding of these positions will be from Game initially; however, the E and I position will be funded, at least partially, from other sources in the future.

Region I

The organizational structure of Region I is the ultimate in simplicity because of the number of personnel presently assigned to this region. The Management and Research Sections are both under one coordinator whereas in the other regions, each section has a coordinator. Region I structure and assignments are detailed in Figure 3.

Region I Organizational Structure and Staffing

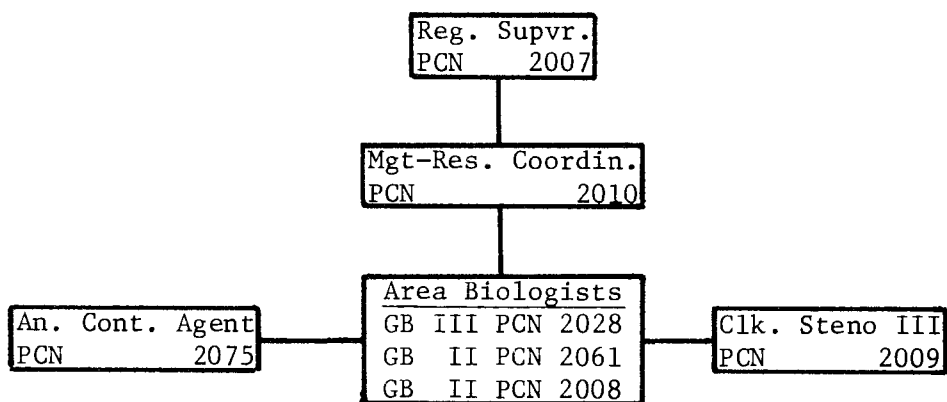


Figure 3

Region II

Region II is the most completely staffed region of the three. All sections are staffed with a coordinator and one or more assistants. Area Biologists are well distributed throughout the region. Region II structure and staffing are detailed in Figure 4.

Region II Organizational Structure and Staffing

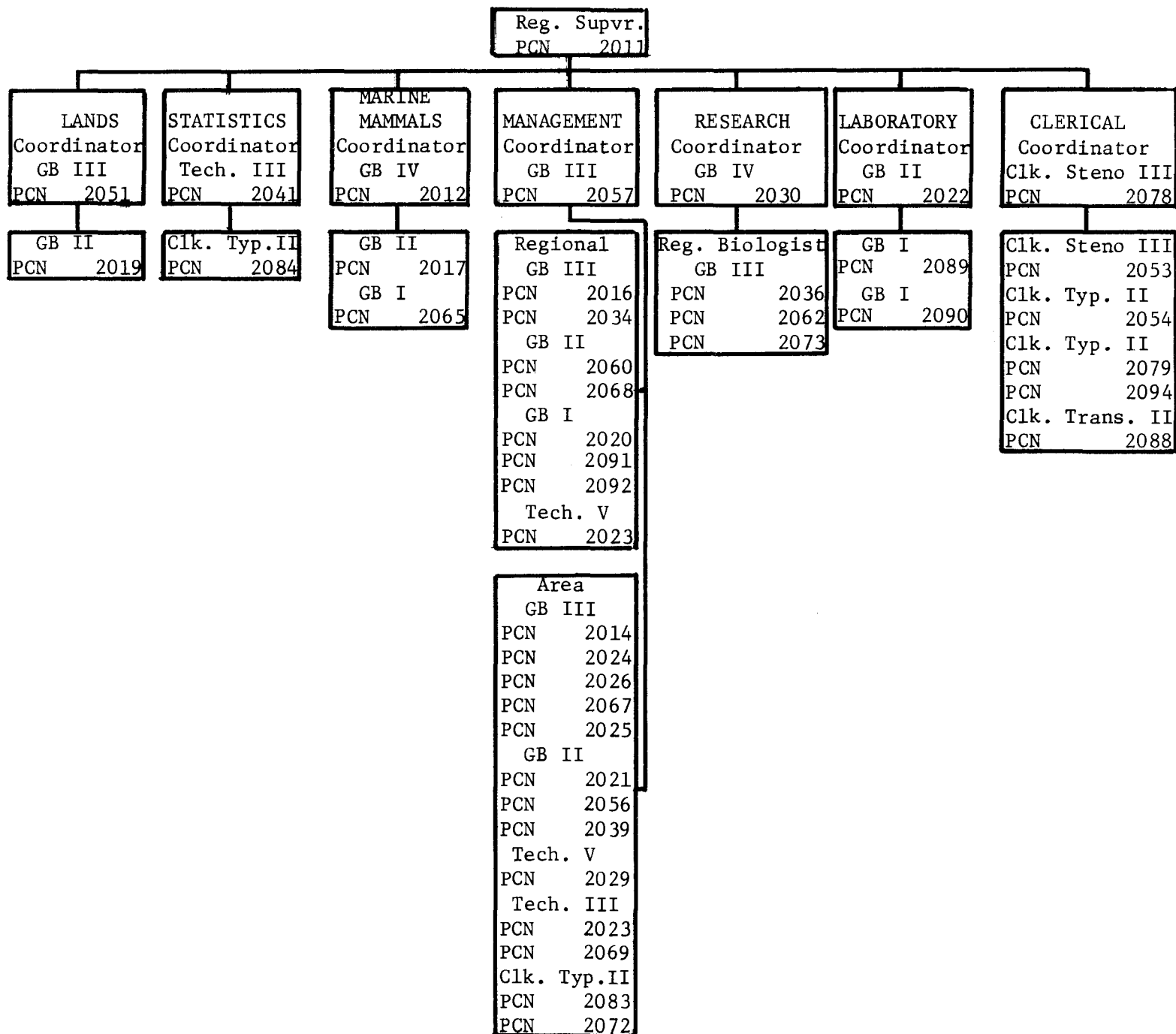


Figure 4

The Marine Mammals Management Section, which was not included in the structure in Part I, has been added for Region II. Initially, marine mammal work was to be carried under either the Management or Research Section, or both. Because of the unique nature of marine mammal work and because shifting of the supervision of Area Biologists to the Management Section Coordinator substantially increased the supervisory work load of that position, it was determined that marine mammal management and research in this region would function more efficiently as a separate section.

As mentioned in Part I, the Statistics Section, though found in Region II, will be tabulating statewide harvest statistics in conjunction with the Statistical Section in Juneau. The Regional office is not the logical location for this section and it should be moved to headquarters when feasible to do so.

Region III

The organizational structure of Region III includes all sections except Marine Mammals and Statistics. Structure and staffing are shown in Figure 5.

Region III Organizational Structure and Staffing

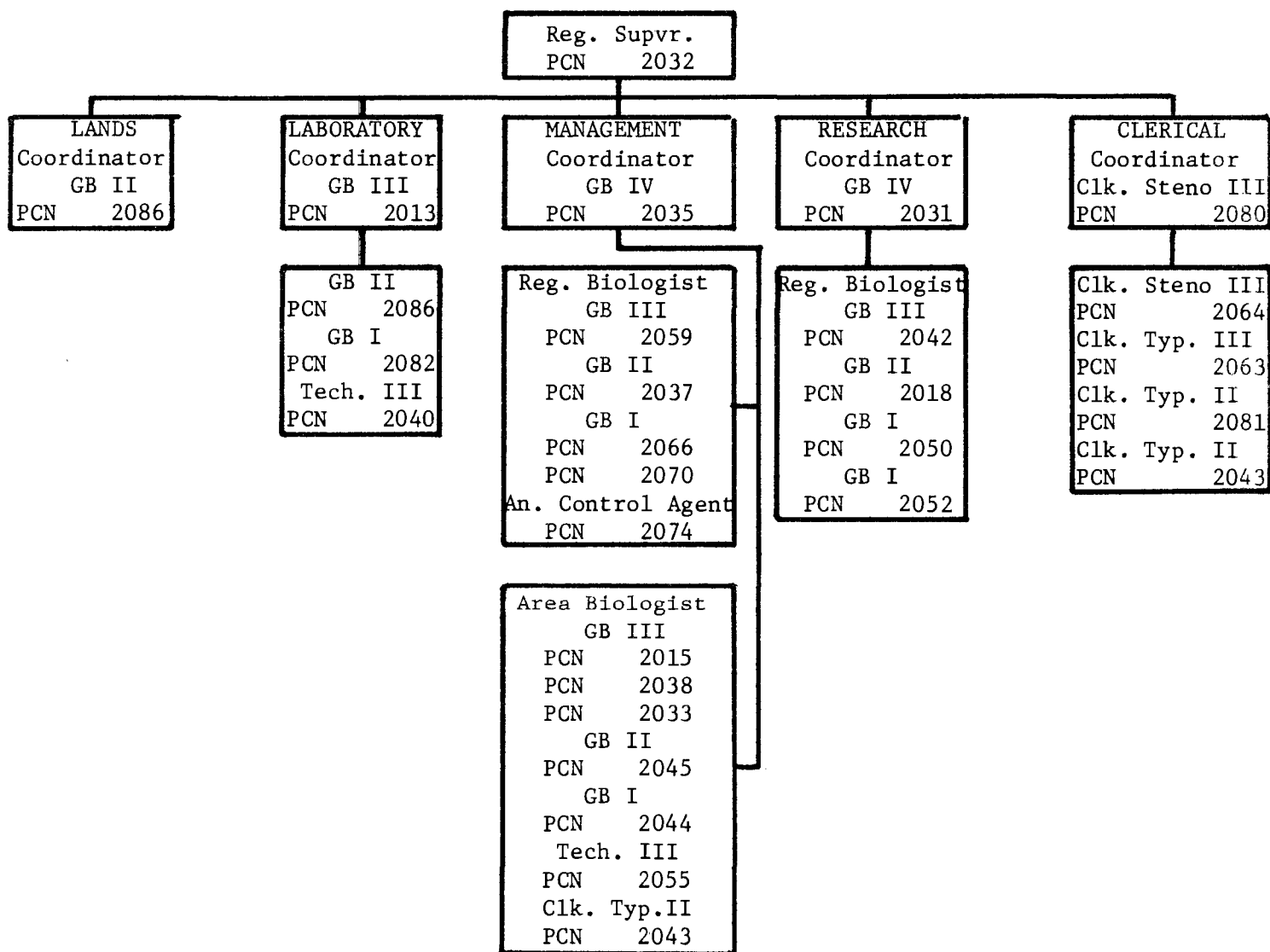


Figure 5

As mentioned in Part I, the Laboratory Section in this region will provide statewide disease, parasite and laboratory services.

CLASS SPECIFICATIONS, POSITION DESCRIPTIONS AND ALLOCATIONS

One of the most time consuming tasks in the reorganization of the Division has been the development of class specifications for the Technician, Game Biologist and Regional Supervisor series and the position descriptions for the new job assignments.

Technician Series

As indicated by records on file, a sub-professional class series in fish and game management work has long been needed. Much of the work carried on by the Game and Fisheries Divisions does not require the formal training of a biologist. This applies to both permanent and temporary positions. In the past, these positions have been filled by persons qualifying in various classes including Fish and Game Aide, Laborer, and Auto Equipment Operator. The Fish and Game Aide series was established to fulfill the need for seasonal or temporary sub-professional help only. Duration of employment for any person hired as a Fish and Game Aide could not exceed six months in any 12-month period. The classes of Laborer and Auto Equipment Operator were used for permanent sub-professional positions.

Specifications

Five levels of Fish and Game Technician were defined, developed, and their specifications adopted March 10, 1969. (See Class Specifications for F & G Technician, class code 6112-6116) The five levels range from beginning apprenticeship level to the highest level of sub-professional fish or game research or management work. The lowest level requires only a physical capability to perform the duties required to qualify. The highest level requires graduation from high school and six years of technical laboratory and/or field experience in fish or game research or management work to qualify.

Allocation

Seven Game positions, previously allocated to various other classes, have been reallocated to the Fish and Game Technician series effective July 16, 1969 or thereafter upon certification. (See O'Donnel's memo of June 20, 1969)

The class specifications and job descriptions in this class should be reviewed and periodically up-dated as experience with this new series dictates.

The class of Fish and Game Aide was abolished with the adoption of the Technician series.

Game Biologist Series

So far as can be determined, the class definitions and specification for the Game Biologist series were never officially approved and adopted. The Division of Personnel has been evaluating and certifying applicants on the basis of standards adopted from Federal Civil Service for comparable positions. (See GB Recruitment Bulletins #6141-68-1 through 6145-68-1 and Training and Experience Reference Sheets, Pl06, for class code 6141-6145 dated 1/31/61-2/26/68) There have been five "unofficial" levels of biologists existing. The lowest (GB I) required college graduation with a major in biology or closely related field. The highest (GB V) required six years of progressively responsible experience in game biology at the professional level including two years of administrative and supervisory experience.

Specifications

The new "official" Game Biologist series includes four levels. The beginning level (GB I) is the entering level for a professional biologist and requires graduation from college with a major in the biological sciences or conservation of natural resources or wildlife. It is designed to be a trainee level in which the incumbent is expected to move to the second level (GB II) or journeyman level biologist in two years. It was requested that the progression be automatic upon satisfactory performance. This was not possible under existing personnel rules and regulations; however, the possibility of semi-automatic reclassification is being investigated. (See Terry's memo dated 7/30/69) Appropriate graduate study may be substituted for experience on a year-for-year basis to reach this level.

The third level of biologist (GB III) is the first level supervisor of professional biologists and requires graduation from college plus four years of experience as a Game Biologist. Appropriate graduate study may be substituted for experience on a year-for-year basis up to three years. One year of fishery biology experience may be substituted for one of the four years of experience required; however, at least one year of experience as a Game Biologist is mandatory regardless of which combination of education and experience is used.

The fourth level of biologist (GB IV), is a second level supervisor of professional biologists and requires, in addition to graduation from college, six years of experience as a Game Biologist, preferably including two years of supervisory experience. A maximum of three years of graduate study and one year as a Fishery Biologist may be allowed to substitute for required experience. (See Game Biologist Class Specifications dated 5/13/69, O'Donnell's memos dated 5/22/69 and 7/15/69 and Training and Experience Reference Sheets, Pl06, for class codes 6141-6144 dated 7/21/69 and Terry's memo dated 7/30/69)

The reduction in the number of levels in this class has effectively combined the previous first two levels but retained the salary range of the second level (14). Beginning biologists will enter at a higher salary range and have the possibility of advancing more quickly to the working (journeyman's) level and a more equitable living wage in this state. Biologists with appropriate graduate work will be able to start at the journeyman's level. It is not likely, however, that anyone without experience as a professional Game Biologist at the journeyman's level will qualify for a GB III, or anyone without supervisory experience can qualify for a GB IV.

Position Descriptions

Official position descriptions did exist for many of the biologists positions; although most were obsolete. Because of this and the fact that under the reorganization, duties and responsibility would change for many of the biologists, new position descriptions were written for all positions.

Both the class specifications and the position descriptions were designed to fit the new organizational structure of the Division.

The primary purpose of the position description is for allocation of that position to the appropriate class. The duties, level of responsibility, supervision exercised or required, and training and experience qualifications required of a position largely determine the appropriate class. With this in mind, the position descriptions written for positions within each class closely coincide with the criteria for that class. No attempt was made to clearly differentiate each and every position within a class unless there was a substantial difference in the duties. Also, as program demands change, so must the duties of some positions. Only if the change is substantial should it be necessary to write a new position description, and then primarily to determine if it should be reclassified.

The position descriptions for all positions in the GB IV class were written as Management and/or Research Section Coordinators and all were identical except for the Management-Research Coordinator in the Director's office. This differed only in its scope of responsibility, which is statewide rather than regional. (See Position Descriptions, P-402A, for PCN's 2002 and 2010 as examples)

Five different position descriptions were written for positions in the GB III class. They were, Area Biologist, Regional Biologist, Lands Coordinator, Laboratory Coordinator and Waterfowl Biologist. (See Position Descriptions, P-402A, for PCN's 2003, 2013, 2014, 2016 and 2051 as examples). There was sufficient difference in the assigned duties of these positions to warrant different descriptions. In fact, the position described as Laboratory Coordinator should eventually be reclassified into another series. This position is primarily involved with disease and parasite work and does not appropriately fit into the Game Biologist series. Only one position description was written for the GB II class and one for the GB I class. (See P-402A for PCN 2008 and 2020)

Position Allocations

The organizational structure, class specifications, and position descriptions submitted to the Division of Personnel for allocation were the result of many conferences with personnel of the Game Division, Commissioner's office and Division of Personnel. Although they undoubtedly can be refined at a later date, they do reflect a concerted effort by all concerned, and the fact that they were submitted and approved as a package indicates that desired results can be realized when this procedure is followed.

Prior to the final allocation, all permanent Game Biologists were advised in writing of their duties and responsibility as defined in their new assigned job descriptions and were given an opportunity to comment. (These documents are in the personnel files for each individual) The final allocation became effective on July 1, 1969. (See O'Donnell's Allocation Report dated 6/25/69) For the majority of the incumbents, this involved a title change only. Those employees who occupied positions reallocated to a higher pay range were required to submit new applications for the upgraded positions by July 21, 1969, after which time they were appointed provisionally effective upon certification. (See Terry's memo dated 7/11/69)

Excluding Regional Supervisors, seven biologist positions were upgraded. Three from GB III, Range 18 to GB IV, Range 20, one from GB II, Range 16 to GB III, Range 18, and three from GB I, Range 14 to GB II, Range 16. No incumbent of a position in which a provisional appointment had been made, was guaranteed the right to that particular job. To guarantee equal opportunity for all current eligible employees of the Department to compete for these jobs, all current eligible lists were cancelled on July 21, 1969 and recruitment was opened inside of the state for all of the newly established levels. All applicants are being evaluated in accordance with the levels established in the new class specifications. Current occupants of Game Biologist positions will be given first consideration by the Department for all of the new positions by virtue of requesting Departmental promotional candidates to be certified in preference to candidates not employed by the Department. An employee must have had permanent status as well as eligibility for promotion to be considered.

Regional Supervisor Series

No class specifications for Regional Game Supervisor existed prior to the reorganization. The title was a working title only in the job description of three GB V's. Specifications for this series were prepared for submission with the Game Biologist series; however, since the position has counterparts in the other Divisions, it was held up pending agreement between Divisions on uniform classification standards. The difficulty of arriving at standards agreeable to all concerned has resulted in a considerable delay in establishing the series.

The function of the Regional Supervisor in the organizational plan is described in detail in Part I.

Summary of Allocations

In the overall reorganization and allocations of positions, no occupied position was down-graded, seven biologist positions were reallocated to a higher level in the series, three biologist positions will be reallocated to a higher level as regional supervisors, four biologists received promotions into vacant positions which were made available for them to fill, and the Assistant Director's position was up-graded. Seven sub-professional positions were allocated to the new Technician series

resulting in an upgrading and a promotion for all involved. (See Table I) Four positions in the Clerical and Technician series are scheduled for desk audit for possible further upgrading. Overall, 21 occupied positions in the Division or approximately 30% of the existing staff have or will realize promotions as the result of the reorganization and associated actions. Two positions, PCN's 2058 and 2095, formerly in the Game Biologist series were reclassified to occupy supporting positions in Statistics and Education and Information sections.

TABLE I

Position Allocation Listing

PCN	Previous Class Title	Range	Current Class Title	Class Code	Range	Location	Action	Incumbent
2001	Director	26	Director	6176	26	Juneau	None	Greenley
2049	Asst. Director	22	Asst. Director*	6171		Juneau	Upgrade	Jones
2007	Game Biol. V	20	Reg. Supvr.*			Juneau	Upgrade	Strode
2011	Game Biol. V	20	Reg. Supvr.*			Anchorage	Upgrade	Somerville
2032	Game Biol. V	20	Reg. Supvr.*			Fairbanks	Upgrade	Hinman
2002	Game Biol. V	20	Game Biol. IV	6144	20	Juneau	Title Change	Harper
2012	Game Biol. V	20	Game Biol. IV	6144	20	Anchorage	Title Change	Vania
2030	Game Biol. V	20	Game Biol. IV	6144	20	Anchorage	Title Change	Rausch
2057	Game Biol. IV	18	Game Biol. IV	6144	20	Anchorage	Upgrade	Eide
2031	Game Biol. V	20	Game Biol. IV	6144	20	Fairbanks	Title Change	Weeden
2035	Game Biol. IV	18	Game Biol. IV	6144	20	Fairbanks	Upgrade	Burns
2010	Game Biol. IV	18	Game Biol. IV	6144	20	Petersburg	Upgrade	Merriam
2058**	Game Biol. IV	18	Inf. Officer		20	Juneau	Upgrade	Vacant

*Currently in the reclassification process.

**Transfer to E & I Section

TABLE I (Continued)

Position Allocation Listing

PCN	Previous Class Title	Range	Current Class Title	Class Code	Range	Location	Action	Incumbent
2003	Game Biol. IV	18	Game Biol. III	6143	18	Juneau	Title Change	McKnight
2013	Game Biol. IV	18	Game Biol. III	6143	18	Fairbanks	Title Change	Neiland
2014	Game Biol. IV	18	Game Biol. III	6143	18	Soldotna	Title Change	LeRoux
2015	Game Biol. IV	18	Game Biol. III	6143	18	Barrow	Title Change	Lentfer
2016	Game Biol. IV	18	Game Biol. III	6143	18	Anchorage	Title Change	Klinkhart
2024	Game Biol. III	16	Game Biol. III	6143	18	Cordova	Upgrade	Reynolds
2025	Game Biol. IV	18	Game Biol. III	6143	18	Glennallen	Title Change	Johnson
2026	Game Biol. IV	18	Game Biol. III	6143	18	Palmer	Title Change	Didrickson
2028	Game Biol. III	16	Game Biol. III	6143	18	Sitka	Upgrade	Vacant
2033	Game Biol. IV	18	Game Biol. III	6143	18	McGrath	Title Change	Bishop
2034	Game Biol. IV	18	Game Biol. III	6143	18	Anchorage	Title Change	Nichols
2036	Game Biol. IV	18	Game Biol. III	6143	18	Anchorage	Title Change	Hemming
2038	Game Biol. IV	18	Game Biol. III	6143	18	Tok	Title Change	Jennings
2042	Game Biol. IV	18	Game Biol. III	6143	18	Nome	Title Change	Burns
2051	Game Biol. IV	18	Game Biol. III	6143	18	Anchorage	Title Change	Blum
2059	Game Biol. IV	18	Game Biol. III	6143	18	Fairbanks	Title Change	Griffin
2062	Game Biol. IV	18	Game Biol. III	6143	18	Anchorage	Title Change	Glenn
2067	Game Biol. IV	18	Game Biol. III	6143	18	King Salmon	Title Change	Faro
2073	Game Biol. IV	18	Game Biol. III	6143	18	Soldotna	Title Change	LeResche
2095**	Game Biol. V	20	Sys. Analyst II	1822	18	Juneau	Downgrade	Mullen

** Transfer to Statistics Section.

TABLE I (Continued)

Position Allocation Listing

PCN	Previous Class Title	Range	Current Class Title	Class Code	Range	Location	Action	Incumbent
2008	Game Biol. II	14	Game Biol. II	6142	16	Ketchikan	Upgrade	Deppa
2017	Game Biol. III	16	Game Biol. II	6142	16	Anchorage	Title Change	Schneider
2018	Game Biol. III	16	Game Biol. II	6142	16	Fairbanks	Title Change	Erickson
2019	Game Biol. III	16	Game Biol. II	6142	16	Anchorage	Title Change	Havens
2021	Game Biol. II	14	Game Biol. II	6142	16	Kodiak	Upgrade	Alexander
2022	Game Biol. II	14	Game Biol. II	6142	16	Anchorage	Upgrade	Lucier
2037	Game Biol. III	16	Game Biol. II	6142	16	Fairbanks	Title Change	Vacant
2045	Game Biol. III	16	Game Biol. II	6142	16	Nome	Title Change	Pegau
2060	Game Biol. III	16	Game Biol. II	6142	16	Anchorage	Title Change	Kramer
2061	Game Biol. II	14	Game Biol. II	6142	16	Juneau	Upgrade	Zimmerman
2068	Game Biol. III	16	Game Biol. II	6142	16	Anchorage	Title Change	Vacant
2085	New Position		Game Biol. II	6142	16	Fairbanks	----	Vacant
2086	New Position		Game Biol. II	6142	16	Fairbanks	----	Grundy
***2004	Game Biol. II	14	Game Biol. I	6141	14	Juneau	Title Change	Vacant
2020	Game Biol. II	14	Game Biol. I	6141	14	Anchorage	Title Change	Sexton
2039	Game Biol. II	14	Game Biol. I	6141	14	Homer	Title Change	Perkins
2044	Game Biol. II	14	Game Biol. I	6141	14	Fairbanks	Title Change	Buchholtz
2050	Game Biol. II	14	Game Biol. I	6141	14	Fairbanks	Title Change	Berrie
2052	Game Biol. II	14	Game Biol. I	6141	14	Fairbanks	Title Change	McGowan
2056	Game Biol. II	14	Game Biol. I	6141	14	Anchorage	Title Change	Bader
2065	Game Biol. II	14	Game Biol. I	6141	14	Anchorage	Title Change	Divinyi
2066	Game Biol. II	14	Game Biol. I	6141	14	Fairbanks	Title Change	Vacant
2070	Game Biol. II	14	Game Biol. I	6141	14	Fairbanks	Title Change	Vacant
2082	New Position		Game Biol. I	6141	14	Fairbanks	----	Vacant
2089	New Position		Game Biol. I	6141	14	Anchorage	----	Vacant
2090	New Position		Game Biol. I	6141	14	Anchorage	----	Vacant
2091	New Position		Game Biol. I	6141	14	Anchorage	----	Vacant
2092	New Position		Game Biol. I	6141	14	Anchorage	----	Vacant

*** Assigned to E & I Section - to be reclassified

TABLE I (Continued)

Position Allocation Listing

PCN	Previous Class Title	Range	Current Class Title	Class Code	Range	Location	Action	Incumbent
2029	F & G Aide III	9	F & G Tech. V	6116	14	Kodiak	Upgrade	Ballenger
2023	Auto Equip. Op. I	11	F & G Tech. V	6116	14	Anchorage	Upgrade	Miller
2027	F & G Aide III	9	F & G Tech. III	6114	11	Palmer	Upgrade	Jones
2041	F & G Aide III	9	F & G Tech. III	6114	11	Anchorage	Upgrade	Crow
2040	Laborer	10	F & G Tech. III	6114	11	Fairbanks	Upgrade	Vacant
2069	Laborer	10	F & G Tech. III	6114	11	King Salmon	Upgrade	Vacant
2055	Laborer	10	F & G Tech. III	6114	11	Nome	Upgrade	Muktoyuk
2074	An. Cont. Agent	11	An. Cont. Agent	6232	11	Fairbanks	None	Vacant
2075	An. Cont. Agent	11	An. Cont. Agent	6232	11	Petersburg	None	Vacant

TABLE I (Continued)

Position Allocation Listing

PCN	Previous Class Title	Range	Current Class Title	Class Code	Range	Location	Action	Incumbent
2005	Admin. Asst. I	12	Admin. Asst. I	1912	12	Juneau	None	Gusjos
2006	Secretary I	10	Secretary I	1151	10	Juneau	None	Dove
	New Position		Clk-Steno III	1143	9	Juneau	None	Vacant
2053	Clk-Steno III	9	Clk-Steno III	1143	9	Anchorage	None	Traeger
2064	Clk-Steno III	9	Clk-Steno III	1143	9	Fairbanks	None	Grothe
2078	Clk-Steno III	9	Clk-Steno III	1143	9	Anchorage	None	Mohr
2080	Clk-Steno III	9	Clk-Steno III	1143	9	Fairbanks	None	Pederson
2009	Clk-Steno II	8	Clk-Steno II	1142	8	Ketchikan	None	Doyle
2076	Clk-Steno II	8	Clk-Steno II	1142	8	Juneau	None	Prisel
2054	Clk-Typ. III	8	Clk-Typ. III	1123	8	Anchorage	None	Crouch
2063	Clk-Typ. III	8	Clk-Typ. III	1123	8	Fairbanks	None	Birklid
2077	Clk-Trans. III	8	Clk-Trans. III	1133	8	Juneau	None	
2043	Clk-Typ. II	7	Clk-Typ. II	1122	7	Nome	None	
2072	Clk-Typ. II	7	Clk-Typ. II	1122	7	Cordova	None	Shaw
2079	Clk-Typ. II	7	Clk-Typ. II	1122	7	Anchorage	None	Gourhan
2081	Clk-Typ. II	7	Clk-Typ. II	1122	7	Fairbanks	None	Davis
2083	New Position		Clk-Typ. II	1122	7	Palmer	----	
2084	New Position		Clk-Typ. II	1122	7	Anchorage	----	McCoy
2094	New Position		Clk-Typ. II	1122	7	Anchorage	----	
2088	New Position		Clk-Trans. II	1132	7	Anchorage	----	

PROGRAMS FOR FY-70

The Game programs for FY-70 have not changed substantially from the previous year except in documentation and administration.

Approximately 70% of the funds for Game programs are provided by Federal Aid appropriations under the conditions of the Pittman-Robertson Act. Such programs must comply with standards and procedures established by the Secretary of the Interior and documented in the Federal Aid in Fish and Wildlife Restoration Manual (Revised 1967).

A major modification in the documentation of approvable Federal Aid activities was the separation of research from survey and inventory work. These had previously been combined into one activity-research. The criteria used to distinguish between the two were basically same as the standards existing for each in the Federal Aid Manual and were as follows:

Standards For Research

Purpose - Research must be directed toward fuller scientific knowledge of wildlife, or the use and management of these resources. Research differs from survey and inventory activities in that it is concerned with the search for fundamental information about animals, or their environment, or with the development of new methods. A basic element of research is the testing of hypothesis. Routine collections of data for management purposes are considered survey and inventory activities.

Design - Research must be so designed that valid conclusions can be expected and that achievement of objectives can be logically anticipated. Scientific method must be employed in all research, and statistical design of experiments and analysis of data are essential.

Dissemination of Results - Information obtained from research must be promptly published. Publications must be of such quality and in such form that they will become permanently available to fish and wildlife scientists and administrators through the major reference centers.

Standards For Survey and Inventory

Purpose - The primary purpose of survey and inventory activities is to collect and interpret information currently needed by Fish and Game administrators for resource management decisions. Included are: (1) indices of the size of animal populations such as aerial counts, mark and recovery ratios, pellet counts; (2) characteristics of animal populations, such as age composition, sex ratios, and fecundity; (3) harvest estimates involving bag checks and questionnaires; (4) planning studies such as those concerned with the effects of highways,

dams, or industrial developments on wildlife values, or the development of statewide long-range plans; and (5) assessments of game environments.

Design - Surveys and inventories must be based on valid statistical methods when estimates are derived from samples.

Dissemination of Results - Information obtained from surveys and inventories will ordinarily not result in technical publications. However, the information must be available in useful form for management consideration. This will usually be accomplished by preparing a timely progress report.

Federal Aid Funded Activities

The Project Statement and Job Descriptions for Project W-17 thoroughly document those programs financed under Federal Aid and scheduled for FY-70. The Project Statement was submitted for a five year period; however, it, as well as those from other states in this region, was approved for only one year.

The Project Statement is divided into sections which, for the most part, coincide with the administrative sections established in the organizational structure of the Division. They include: Surveys and Inventories, Development and Maintenance, which are assigned for implementation to the Management Section; Research, Laboratory, Statistics and Lands to their appropriate sections; and Coordination which covers the majority of the activities of the Director's staff, Regional Supervisors and clerical staff in the Director's office and in the regions.

Surveys and Inventories

Seventeen jobs are programmed under surveys and inventories; one job for each big game species and one job each for marine mammals, small game, furbearers and waterfowl.

The objective of survey and inventory activity is well defined under the preceding sub-heading "Standards for Survey and Inventory - Purpose." This is the most important single group of activities carried on by the Division and, therefore, is staffed and funded accordingly. The Area and Regional Biologists in the Management Section will be devoting the majority of their time to surveys and inventories and associated activities.

Major changes in survey and inventory work this year will be primarily in design and dissemination of results.

Research

Forty-four research jobs have been programmed for FY-70 as opposed to 75 jobs for FY-69. These include studies on moose, deer, caribou, brown bear, polar bear, beaver, lynx, sea lion, beluga, ribbon and spotted seals, walrus, ptarmigan, gyrfalcon, wolf, Dall sheep and black bear. The reduction in jobs is, in part, a reflection of the separation of survey and inventory from research.

The objective of research is also well defined under the preceding sub-heading "Standards for Research - Purpose."

Once survey and inventory and research activities were defined, research proposals for existing as well as new studies were evaluated. The standards used in arriving at a final decision on the studies that

would be initiated or continued were: (1) How appropriate was the study to the State's immediate resource management needs, and; (2) Was the study designed so that valid conclusions could be expected and achievement of objectives be logically anticipated. Other factors considered were the advisability of continuing studies that, though not meeting the above standards completely, would be a loss of investment if abruptly discontinued.

The research studies documented in the Project Statement for FY-70 will again require some re-evaluation at the end of this fiscal period based upon management needs and the standards discussed in this section. Every attempt should be made to design research projects carried out under the Cooperative Wildlife Unit at the University of Alaska to compliment the research carried out by the Division. Although it is recognized that one of the functions of this Unit is to train prospective wildlife workers, the same standards for research should apply to the studies conducted by the Unit with Division's financing that apply to those conducted by the Division itself. In reviewing the research studies carried out by the Unit in the past, and in some cases by the Division, it appears that they were designed to provide the opportunity for an individual to obtain an advanced degree on a subject of his preference rather than on the basis of management needs.

Laboratory

There are plans for a centralized laboratory to be established in Fairbanks. This section will provide major laboratory services to both the Management and Research Sections for all regions and may well assist the Protection Division as their needs require.

The coordinator of the Laboratory Section will also be charged with disease and parasite investigations. A minor laboratory facility will be retained in the Anchorage office to handle regional specimen processing of a minor nature.

As with survey-inventory and research, laboratory work must be scheduled to coincide with statewide program requirements and priorities.

Statistics

This section is designed to handle statewide harvest statistics and will provide service to both the management and research sections.

Harvest and hunting pressure statistics can, when related to other factors, be one of the most valuable indices to game population trends if adequate data are collected and properly interpreted.

Big game harvest tickets, bear sealing certificates, beaver sealing certificates, fur export reports and fur dealer reports are the documents now being compiled to determine game and fur harvest. Big game harvest

tickets are compiled by the Statistics Section. Other harvest documents which lend themselves to central processing if properly designed, are being considered for processing by the Statistics Section.

Harvest data are compiled primarily for management use and, therefore, statewide priorities for this purpose are being established.

A Systems Analyst II has been employed in the Statistics Section in the Headquarters office to provide systems analysis assistance to the Statistics Section in Anchorage for the compilation of harvest data.

Lands

The Lands program was expanded in FY-70 to include another position stationed in Fairbanks. This program involves investigations into the use, classification and disposal of lands as to their effects on the wildlife resources; access to hunting areas, and acquisition of key wildlife areas by the Department.

In most cases, the Lands problems investigated concern public lands which include 95% of the state.

Typical of the problems investigated by the Lands staff are oil exploration including development and operations, logging, mining and road construction. Access to important hunting areas, particularly near population centers, is becoming a real problem. The classification of lands without providing adequate protection for game habitat is of major concern. Indian land claims pose a threat to maintaining public lands open to hunting and trapping. Land acquisitions may be necessary if other means are not found to protect high value game areas or access thereto.

With the majority of the State's land being administered by other agencies, the Department must maintain close working relationships with these agencies and continue to pursue workable cooperative agreements which will provide adequate protection to wildlife and their habitat. All of this requires many hours and days of negotiations with the Bureau of Land Management, U.S. Forest Service, State Division of Lands and others to realize any progress in this direction.

This program must be expanded in the future to meet the increasing demands by industry and other interests on game habitat.

Coordination

The function of coordination, as defined for Federal Aid purposes, includes the selection, planning, direction, supervision and coordination of projects within the State's Federal Aid funded program. This includes the coordination of Federal Aid funded programs with other related activities of the Fish and Game Department.

Coordination in itself is not a program, but includes the administration of, and administrative services to, programs financed by Federal Aid funds.

Personnel carried under coordination normally are involved in all programs or provide administrative services to the Federal Aid funded programs. In the Division these include, on a part or full-time basis, the Assistant Director, Management-Research Coordinator, Administrative Assistant and some of the clerical staff in the Director's office, Regional Supervisors and some clerical staff in the regions. Outside of the Division, it includes the funding of all administrative services required by the Federal Aid funded programs provided by the Division of Administration.

Development

As defined for Federal Aid purposes, development projects include improvement of land or water areas through the construction of works and facilities, improvement of soil and water conditions, establishment or control of vegetation and animal populations, and include operations and protection of the areas.

Development projects for FY-70 are the Fairbanks Wildlife Management Area and transplants or introductions of bison, musk ox, sea otter, and elk. These represent no change from FY-69 except for the introduction of elk which are being received in exchange for sea otter from Washington State.

Development work on the FWMA is limited to sharecropping 10 acres of barley, five of which will be left for waterfowl feed. The lessee will also cut and pasture the hay crop. This is no change from the preceding year. Long range plans for this area are described in the Project Statement.

Sea otter have been transplanted from Amchitka Island to Southeastern Alaska, British Columbia, and Washington in order to expand the range of this species. The transplants to Washington and British Columbia were the only major change in this operation this year.

Failure to receive approval from the BLM for releasing bison at Unalakleet and the 40-Mile River will prevent transplant operations this year.

Musk oxen will again be transplanted from Nunivak Island to predetermined sites in an effort to extend the range of this species.

Roosevelt elk from Washington will be introduced into Southeastern Alaska if a suitable site is located and if approval from the U.S. Forest Service is obtained.

Maintenance

The maintenance program consists of funding the maintenance for three bush airstrips in the Yakutat area constructed partially with Fed-

eral Aid funds by the U.S. Forest Service to provide access for hunters, fishermen and recreationists.

There is no change in the scope of this program from the previous year.

North Slope Program

The most notable of new problems confronting the Division and Department are oil exploration and development on the North Slope of the Brooks Range. Although oil exploration and development are not new problems to resource managers in Alaska, the magnitude and remoteness of the North Slope operation have probably created more concern over the effect they will have on wildlife resources than any operation since the proposal for the Rampart Dam.

The survey, inventory, and research efforts of the Division in the past have, out of necessity, been in areas of greater concern than the North Slope where management needs were more pressing. Consequently, relatively little is known about game populations on the North Slope or what effect oil development will have upon these resources.

When the magnitude of the North Slope operation was realized last fall, a "crash" program was documented and presented to the Legislature in an effort to solicit an appropriation to finance necessary biological studies. Unfortunately, the Legislature, though sympathetic, did not appropriate any additional funds to the Department to undertake these studies. It was then obvious that any work to be done on the North Slope must be done under the work program submitted in October which did not include any special considerations for this area.

Early last spring the Director assigned the Regional Research Coordinator for Region III, the task of developing a program for the North Slope for FY-70 using existing personnel and \$50,000 reallocated to the program from the contingency fund in Project W-17.

A Beaver aircraft and housetrailer were purchased prior to June 30, 1969, from last year's project funds to provide a base of operations on the North Slope and transportation for the activities to be programmed for FY-70. The report entitled A Game Management Program for the North Slope was submitted by the Research Coordinator (Weeden) on June 25, 1969, which included costs and work schedules. Assignments to this program were subsequently made to personnel in the Management, Research and Lands Section from Regions II and III and the Director's staff. A contract for a research study on the effects of tracked vehicles on the tundra is being negotiated with the University of Alaska as a part of this program.

The capabilities of the new organizational structure and new administrative procedures to meet changing resource demands were put to an immediate test with the North Slope program. The planning phase progressed satisfactorily.

State Fish and Game Funded Activities

Activities which are not approvable for Federal Aid funding include public education and information, control of nuisance animals, salvaging of highway-killed animals, preparation, printing and distribution of regulations and numerous other documents, administration of guiding regulations and enforcement of laws and regulations. These necessary activities of the Division are programmed and financed directly from the Fish and Game fund.

Some of the activities previously referred to as "Management" because of their funding were determined to be approvable Federal Aid activities and were therefore transferred to Federal Aid funded programs. These included the major portion of the Regional Supervisors' time and operational costs, and the time and costs of many of the biologists. This transfer of activity funding amounted to approximately \$135,000 and resulted in the State taking full advantage of Federal Aid apportionment and reducing the expenditure of State Game funds to approximately equal the annual receipts.

Administration of Guiding Regulations

The examination of guides and maintenance of a current guide register has been a function of the Game Division. Guiding fees are not deposited in the Fish and Game fund and regulation of the guiding industry is not a logical function of the Game Division. This regulatory function rightly belongs under the administration of the Division of Protection and initial steps to transfer it to Protection were made by transferring all guiding records in headquarters to that Division.

Sea Otter Harvest

The sea otter harvest project with a planned take of from 500 to 700 pelts was programmed for this year. This activity is funded with Fish and Game funds; however, the costs are supposed to be reimbursed to the fund from the pelt sales. This planned program represents no substantial change from that of the previous year.

At this writing, it appears that the only otter pelts to be taken will be those taken in conjunction with the transplant program. This change in plans is the result of instructions from the Governor's office to investigate the possibility of putting the harvest out on bid. It was ruled by the Attorney General's office that this would not be legal. (See Attorney General's letter of 6/19/69). The delay caused by this investigation made it impossible to charter the required vessel in time for the harvest operation and, therefore, the operation was cancelled as originally planned.

Budget Allocations

The budget for FY-70 was developed in September, 1968 based upon the previous programs and organization of the Division. Since there was no substantial change in the scope of activities as the result of the reorganization, the only major modifications in the budget was also in documentation and administration.

Each Regional Supervisor was allotted a regional budget broken down by sections, and, in the case of research, they were further broken down by study.

Since the Division has not operated a full year under the new organizational and program concept, the budget allocations for FY-70 were based upon the manpower assigned to each region, the type of activity and the total funds available by line item in the approved budget. It is recognized that adjustments will be necessary as experience is gained under the new system. Regional Supervisors have the authority to make minor transfers between sections within line item; however, major transfers between sections, between regions or between line items must have the Director's approval.

For budget details, refer to the Game Division Budget requests for FY-70 (Department of Administration forms SA10-14d), Project Statement for Federal Aid Project W-17 and Budget Allocations by Region and Headquarters.

REPORTING PROCEDURES

Weekly Activity Report

There will be no change in the weekly activity report maintained by all supervisors, coordinators, biologists and technicians. These reports are essential to support time claimed on Federal Aid funded activities; however, all activities should be reported. A copy of the form for reporting daily activities is found on page 29.

Monthly Time Sheet

The monthly time sheet is a new report initiated on July 1, 1969. These reports will be used for Federal Aid auditing purposes and internal activity time analysis. The sample form, page 30, will be replaced by printed "snap-out" forms with an original (white) copy which is to be forwarded directly to Division Headquarters, no later than the 25th of the month; a second (yellow) copy to be submitted to the Regional office at the same time; and a third (pink) copy for the employees record.

The importance of correctly documenting activity time by State and Federal Aid funded programs cannot be overemphasized. The Federal Aid audit for fiscal years 1967 and 1968 revealed, according to their audit system, that the Division claimed approximately \$30,000 in personal services over and above that actually spent on approvable activities. A detailed audit by the Director's staff of the daily activity reports indicated that during the same two year period, the personal service time claimed for reimbursement was equivalent to \$107,000 short of actual time recorded on approved activities. The difference of \$137,000 between the two audits reflects the inadequacy of the daily activity report in itself for auditing the activity of an individual over a year's span of time.

The accounting procedure for claiming personal service time for Federal Aid reimbursement has been to claim the total months budgeted for a position in a block. This block preferably should come from the first part of the fiscal year to assure early reimbursement, but this is not absolutely necessary nor has it been the practice in all cases in the past. So far as can be determined, it was never intended that the activity of the individual be governed chronologically to coincide with those months his salary was claimed for Federal Aid reimbursement, but instead that his total time throughout the year claimed on approvable activities equal the amount claimed for reimbursement.

Recent Federal Aid audit procedures have been to audit only a portion of those months for which claims were submitted for reimbursement on a given position. Any time spent on non-approvable activity was discredited and this is where the discrepancy entered the picture.

ALASKA DIVISION OF GAME (P-R)
WEEKLY ACTIVITY REPORT *

REPORT PERIOD _____ Thru _____ SIGNATURE: _____

[illegible]

FG 205

*Attach all travel requests and flight receipts.

Submit weekly activity report in duplicate.

The new monthly time sheet will provide a quick summary of time claimed on approvable activities. The daily activity reports may then be checked to verify these. Without the monthly time sheet, each of 52 daily activity reports from each employee must be checked to determine actual time by activity.

The monthly time report will also be valuable in the analysis of activity time by position for internal purposes. It is designed for data processing.

Monthly Coordination Report

The Monthly Coordination Report has been changed in format only. The format is designed to fit the organization of the Division. The format may be found on page 32 and 33. Also, refer to Section 136.1 in the F. A. Manual.

Research Progress and Final Reports

Research Progress (segment) Reports will not change for research studies. These will be prepared annually by job. Final reports for research must be prepared upon completion as administrative reports, or as technical publications, whichever is appropriate for the job subject matter. See Sections 133.5 - 133.11 in the Federal Aid Manual for details on research report writing.

Survey and Inventory Progress Reports

Survey and inventory progress reports will represent a major change in reporting procedure for these activities. These reports are designed as an administrative report to the Commissioner, Fish and Game Board, land managing agencies, the public, and to fulfill Federal Aid requirements. They will be the vehicle used to disseminate information pertaining to the status of the game populations by unit or state-wide, whichever is appropriate, and the management conclusions of the professional staff of the Division.

Area and Regional Biologists will be responsible for collecting, compiling, interpreting and reporting all unit and regional data. The data, its interpretation and the management conclusions of these biologists will be critically reviewed by the Regional and Director's staff prior to finalization.

These reports will follow a standard format designed to be easily read and readily understood by the layman. In this respect, the body of the report is, in fact, a summary of pertinent data in narrative form sufficient to substantiate the management conclusions. Tables and graphs, if pertinent, will be in the appendix of the report. A simplified version of this report has been distributed to the Regions.

The timing of these reports is critical if their greatest value is to be realized. They must be in the hands of the Fish and Game Board in sufficient time to be read before their meetings.

GAME DIVISION
MONTHLY REPORT - FORMAT

Director's Office

Director:

M - R Section:

Region I

Supervisor:

M - R Section:

Area Biologists:

Juneau
Sitka
Ketchikan

Region II

Supervisor:

Management Section:

Area Biologists:

Soldotna
Cordova
King Salmon
Glenallen
Palmer
Kodiak

Research Section:

Brown Bear
Caribou
Moose

Lands Section:

Marine Mammal Section:

Lab Section:

Statistic Section:

Region III

Supervisor:

Management Section:

Area Biologists:

Fairbanks

Barrow

McGrath

Tok

Nome

Research Section:

Small Game

Marine Mammals

Polar Bear

Caribou

Furbearers

Lands Section:

Lab Section:

North Slope Activities:

FILING AND DATA STORAGE

The primary commodity produced by the Division is usable information on the game resources and their habitat. The entire survey, inventory and research programs are designed to produce this commodity. If the information produced is not usable, it is not a commodity and is of little value.

Much of the biological and other information collected by the Division is not usable by virtue of the fact that it is not readily available when needed. This is particularly true of survey and inventory information.

One of the problems precluding efficient utilization of information was the practice of funneling all raw data from all field biologists to one species specialist for compilation, interpretation and reporting. This included both research and survey and inventory information. The feedback of this information came in the segment reports or in special reports as requested and as time permitted. It was not readily available to management biologist or supervisors or even to the biologist collecting the data. Biological and statistical data were not maintained by unit; therefore, it was difficult to compile all data on a unit without going through many different segment reports or files.

The greatest value of most survey and inventory data collected from a management unit is for management purposes in that unit. It is of little value elsewhere except for comparative purposes and in some cases certain data may contribute to the knowledge of the life history or population dynamics of a species.

Generally, all research survey and inventory data was handled as research data. This had a tendency to clutter up research reports with information of little value except for current management needs, and to delay or preclude its use by the management staff when it had its greatest value.

This problem has been partially corrected by separating research and survey and inventory work into their appropriate sections, new reporting procedures for both and requiring the Area Biologist, who will be doing the majority of this work, to compile and analyze his findings. Most survey and inventory work is not so complex that it cannot be compiled and analyzed by a competent Area Biologist. There is an added value in doing it this way in that since this is the Area Biologists responsibility, he will take greater care in his field observations. Also, there are certain intangibles associated with survey work such as weather conditions, snow cover and the condition of the observer which only the observer can evaluate in arriving at final conclusions.

The compilation and storage of information between the time it is collected and formally reported is an important step in the processing of management information. Electronic data processing would be the ideal system for much of this material; however, since the equipment is not readily available to the Regional offices or Headquarters office, and not available at all to Area Biologists, a manual system had to be devised.

A data storage file system will be maintained by each Area Biologist, Regional office and the Director's office. Big and small game data will be filed by unit by species generally in the order outlined for big game (see following outline), and generally in the order that it will be reported. Also, all data pertinent to management will be maintained in each unit file such as the human population numbers, economy, cultures, climate, the history of game management in the unit, and unit management plans and policies.

GAME DIVISION

BIG GAME DATA FILE INDEX

MANAGEMENT UNIT NO. _____

A. UNIT DESCRIPTION

- | | |
|--|-------------|
| 1. Legal boundary description | 6. Economy |
| 2. Land ownership and use | 7. Cultures |
| 3. Physiography | |
| 4. Climate | |
| 5. Population numbers and distribution | |

B. WORK PROGRAM

Survey and Inventory schedules and other scheduled activities

C. POPULATION AND RANGE INFORMATION (BY SPECIES)

1. Seasonal Distribution, Migrations and Concentrations
 - a. Tagging results
 - b. Harvest location data
 - c. General observations
2. Sex and Age Composition
 - a. Aerial surveys
 - b. Harvest data
 - c. Other
3. Productivity
 - a. Fall and spring survival data
 - b. Natality data
 - c. Pregnancy data
4. Mortalities
 - a. Accidents
 - b. Predation
 - c. Pathological
 - d. Harvest
 - e. Other

5. Seasons, Harvests and Hunting Pressure

- a. Annual hunting regulations
- b. Harvest ticket data
- c. Sample questionnaire data
- d. Check station and field check data
- e. Other data

6. Range and Habitat

- a. Inventory
- b. Utilization, Condition and Trend
- c. Other

7. Population Trends

An annual evaluation of the population status based upon an interpretation of the data compiled in subsections 1-6 above, and census data when available.

8. Management Policies and Proposals

D. UNIT MANAGEMENT PLANS

Data pertaining to species which are managed on a multi-unit basis (waterfowl, marine mammals) will be stored in a manner appropriate to this use. This will be by unit and combination of units or statewide.

An important step in the storage of these data is the processing for storage. It must be compiled from field forms to data summary sheets for this purpose. The format for data summary sheets are being developed; however, they will not differ substantially from the tabular method previously used to present data in segment reports.

RECOMMENDED CHANGES AND NEW PROCEDURES TO BE IMPLEMENTED

Of the administrative changes and new procedures recommended in Part I, a number are yet to be initiated or fully implemented. These are discussed in the following subsections.

Filing and Data Storage

The data storage system discussed in previous section has been only partially implemented. It is essential that the system be finalized at the earliest possible date so that management information will be readily available. Data summary sheets, which are an essential part in this system, must be finalized. A good start has been made in the Director's office for unit and species data storage. This should be duplicated in part in the Regional offices and in the offices of the Area Biologists.

The filing system in the Director's office for correspondence, and other documents not appropriate to the data storage system is in the process of being updated by combining the three previous systems into one and discarding outdated or worthless documents. This also should be completed as soon as possible.

Division Operational Manual

No progress was made on developing an operational manual for the Division. Such a manual was initiated by Courtright in 1963, and, if updated, will serve as a good start on a comprehensive manual for the Division. This manual will require a considerable amount of time to update and maintain, but every effort should be made to complete it as soon as possible. One person should be given the responsibility for this.

Management Policies and Goals

No progress has been made on the development of management policies and goals. As essential as this is, internal organization problems and administration of the Division have precluded the possibility of devoting any time to this matter during the past year; however, a file of proposed policies by the staff has been maintained and will serve as a good start on the preparation of formal management policies and goals.

Administration of Guiding Regulations and Permits

Guides

The guide files previously maintained in the Director's office, were transferred to the Protection Division in March 1969. The authority for transferring the responsibility for the guide register and examinations has not as yet been granted by the Commissioner. This authority should again be requested. (See Greenley's memo to Croxton, March 27, 1969)

Permits

Seventeen different types of permits are issued by the Department under the authority of Title 5, Alaska Administrative Code, Chapters 81, 84 and 87. The following are the permits that are or can be issued, by whom they are issued, and place of origin:

5 AAC 81.040

- A. For exporting raw skins of fur animals or hair seals, routine form procured at any post office or Department office;
- B. For taking wolves or coyotes from an airplane - issued by Regional Game Division (FG-9A).

5 AAC 81.050

- A. For taking, holding, importing or releasing any live game - issued by Commissioner and signed by Commissioner from Juneau only (FG-1);
- B. For taking any species of game for scientific, educational, exhibition, propagation, or taxidermy purposes when regulations otherwise prohibit their taking - issued by Commissioner and signed by Commissioner from Juneau only (FG-1);
- C. For taking sea lions in excess of ten for commercial purposes or for use in the business of fish, fur or game farming - issued by the Commissioner by letter from Juneau;
- D. For taking seals for noncommercial purposes during closed seasons - issued over the Commissioner's signature by Regional Game Supervisors (FG-199);
- E. For using explosives or bombs in taking marine mammals - issued by the Commissioner only from Juneau by letter;
- F. For buying, selling, bartering or exporting raw ivory - issued over the Commissioner's signature by Regional Supervisors Game Division and John Burns (FG-22);
- G. For taking polar bear in Alaska or transporting polar bear into Alaska under the following procedure - issued over the Commissioner's signature by Game Division Juneau;
- H. For establishing and maintaining camps in Game Management Unit 9 for brown bear hunters who are transported to the hunting area by aircraft - issued by any Department office where either Game or Protection personnel are stationed.
- I. For taking bison in special permit hunts as prescribed in these regulations - issued by Regional Game Supervisors. Permittee is determined by drawing;

- J. For possessing the skins of untagged or unsealed sea otter - issued by the Commissioner from Juneau (FG-1);

5 AAC 81.070 (B)

- (1)xx Dogs may be used to hunt black bear under terms of a permit issued by the Commissioner - issued by Commissioner only from Juneau by letter.

5 AAC 81.200

- C.xx Licensed taxidermits may sell unclaimed finished trophies, under authority of a permit issuable at the discretion of the Commissioner, after such trophies have been held one year - issued by the Commissioner by letter on individual basis.

5 AAC 84.020

- C. Permit for selling, maintaining or attending traps or snares for wolves or coyotes (or other animals upon which there is no closed season) when there is no open season on at least one of the following animals in the respective units: fox, lynx, mink, marten, weasel, land otter, wolverine - issued by Regional Supervisors Game Division (FG-9A);
- D. Permits for taking wolverine at times other than the regular open season - issued over the Commissioner's signature by Regional Supervisors Game Division (FG-80a).

5 AAC 87.030 (A)

- Permit in lieu of license to act as a registered guide - issued by letter from the Commissioner.

There are no formal policies or guidelines governing the issuance of these permits or the routing of copies. It is essential that all persons authorized to issue permits of any kind be provided with instruction, policies and routing of copies. All permits issued by employees of the Department with the exception of those issued for controlled hunts or for polar bear, should be reviewed by the Protection Division at the Regional or Headquarters level to assure that they comply with existing laws and regulations governing their issuance; and that the permittee does not have a record of violations. This procedure has been put into effect in Headquarters.

Permits issued for scientific collections have been issued rather freely in the past. None should be issued without adequate justification from the institutions requesting such privilege. The fact that an individual teaching zoology at a state college does not justify authorization for him to collect prime trophy specimens on a permit with an indefinite termination date. This is one example of many that were issued in the past.

All requests for collections of game for scientific purposes or activities should be analyzed from the standpoint of whether the species desired can be collected during the regular open season by legal methods and means. If so, the applicant should be so advised and no permit is then required.

The broad authority for issuing the various permits should be closely guarded to prevent any abuse or the authority will be withdrawn. The Legislature and Board of Fish and Game has threatened this just recently.

Employees holding collecting permits must guard their preogatives under this permit very closely. Abuses of this privilege will result in losing a rather free hand in specimen collecting. A tag has been recommended for attaching to all specimens collected by employees for their protection and to prevent abuse of this privilege.

SUMMARY AND CONCLUSION

The reorganization of the structure of the Game Division has been implemented with a few procedural details remaining for finalization. The new organizational structure, class specifications and position descriptions of the staff, program design, budget allocations, reporting, data handling, storage and other procedures implemented or recommended, dovetail to the degree necessary to realize a desirable level of organizational integrity.

No major modification of programs have been made. Research and survey and inventory activities have been defined and administratively separated. The scope of research has been narrowed and survey and inventory has been broadened. New positions have been established and authority and responsibility for administration of activities decentralized. Consistent with this, thirty percent of the staff have realized promotions by assuming more responsibility or by reclassification.

The organizational pattern has been cut, laid-out and tacked together. It is the result of many months of consultation with the staff, the Commissioner's office and the Division of Personnel. It is not a copy of any other Game Division, but neither does it differ substantially from others. How well the Division will function now depends to a great extent upon how well the staff and the administration want to make it function.

In conclusion, the following quote from an anonymous author seems most appropriate:

"If your company is run 'by the book', if the job description is more important than the man, if organizational charts take precedence over the realities of personal relationships, your organization is in danger of succumbing to an all-too-common form of creeping paralysis."

Likewise, if an employee of the Department "runs by the book," considers his professional qualifications and classified status more important than his performance or permit them to take precedence over the realities of his relationship with his employer, co-workers or public in general, he is making a substantial contribution toward paralyzing the effectiveness of his organization.

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TITLE: GAME DIVISION ORGANIZATIONAL PLANS PART I JANUARY 5, 1969

PREPARED BY: JOSEPH C. GREENLEY, DIRECTOR

INTRODUCTION

The present Director of the Game Division was appointed on October 1, 1968. His first assignment was to evaluate the organization and operations of the Division and make what changes, if any, were necessary to improve the efficiency and effectiveness of the Division.

Although a thorough evaluation of all facets of Division operations has not been possible to complete in three months, there are some obvious weaknesses in organizational structure and administrative procedures that can be corrected and which will result in more orderly and efficient functioning of this Division. These changes are covered in detail in this report.

Without the excellent cooperation and advice I have received from all staff members, and particularly the Regional Supervisors, and Assistant Director, and the freedom to travel and to arrive at independent conclusions permitted by the Commissioner and Deputy Commissioner, little could have been accomplished by this time.

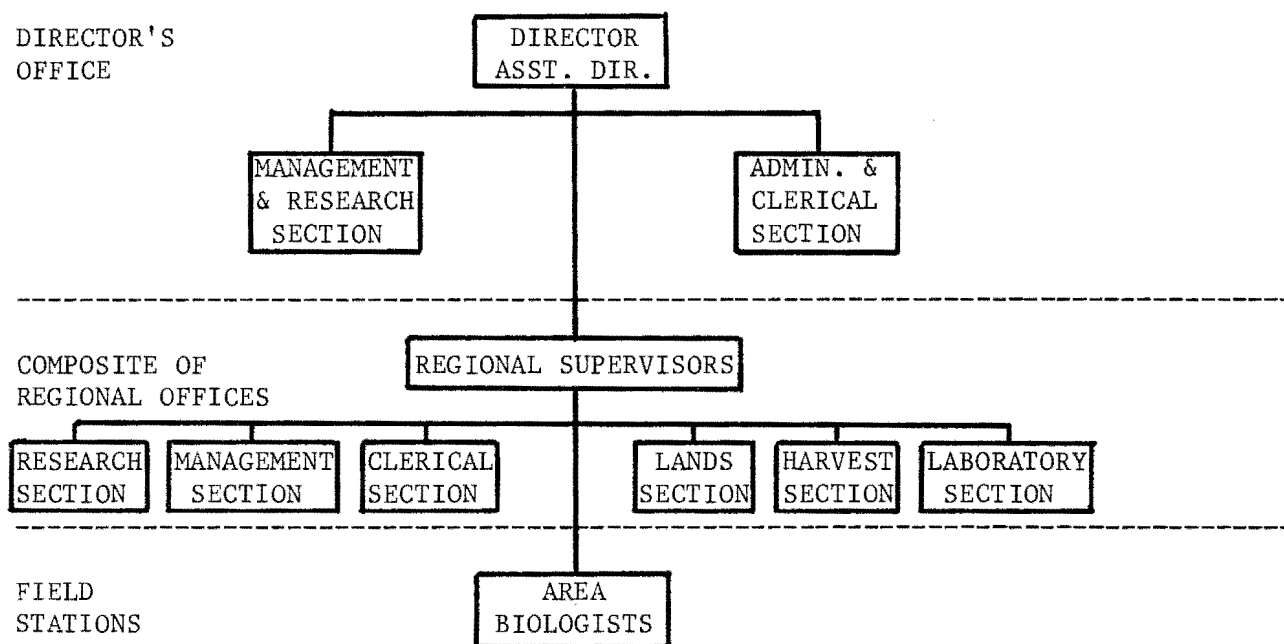
THE DUTY OF THE GAME DIVISION

The changes in organization and administrative procedures included in this report are based upon the premise that the paramount duty of the Game Division is to define management needs and prescribe methods and means to fulfill these needs in accordance with the broad concept of sustained yield as specified in Section 4, Article VIII, of the Constitution of the State of Alaska. The Division has little authority to actually carry out game management; this authority lies primarily with the Board of Fish and Game and the Commissioner in their regulatory powers, the State Legislature by the enactment of laws, the Governor with his veto powers, and with the land managing agencies by their control over the use of lands. How well these authorities will be convinced of the needs of game management in Alaska, and the methods and means to fulfill these needs, is dependent upon how effectively the Game Division functions. To function effectively, the Division must have, among other things, organizational integrity and staff competency. It appears that even though there has been a heavy emphasis on staff competency, there has been too little emphasis on organizational integrity.

To realize organizational integrity, the Division must undergo some organizational and procedural changes, a redefinition of the duties of some positions and be flexible enough to meet changes in resource demands and program priorities.

THE BASIC ORGANIZATIONAL STRUCTURE

DIRECTOR'S
OFFICE



The new basic organizational structure will resemble the chart above. New titles which will be referred to in this report include the Research and Management Coordinator, Regional Research Staff, Regional Management Staff and Area Biologists. The functions of these positions will be described in the report. The Research and Management Coordinator will be in the Research and Management Section of the Director's office, the Regional Research Staff in the Regional Research Section, the Regional Management Staff in the Management Section of the Regions and the Area Biologists at field stations.

THE DIRECTOR'S OFFICE

The major weakness in the Director's office became very evident in July of 1967 when the position was vacated as a permanent position and remained vacant, except for a short period, until October, 1968. During this period the position was filled by five different individuals. In no way could continuity of direction be maintained with so many leaders in such a short period of time. Although there were three staff members in this office, a high enough degree of unity apparently did not exist for the remaining two to fill the gap when one left.

To avoid a duplication of the above and to function smoothly, an organization must be established which is not entirely dependent upon the personality of the Director. Under the present system of government the Director is subject to removal without cause, and in the case of the present incumbent, could be removed in two years merely with a change of administration. This system is not about to change without a Constitutional amendment so it must be lived with. In any case, no organization should be built around one member to such an extent that its operation is seriously impaired if that individual leaves.

The Director's office, being the center of all game activities, will tentatively be staffed with, in addition to the Director, an Assistant Director, a Game Biologist V as the management and research coordinator, a Game Biologist IV, an Administrative Assistant and three secretarial and clerical positions. Regional Supervisors will be considered as staff to the Director as well as line officers in the regions. All professional staff members in the Director's office will be required to have a general working knowledge of Divisional functions to the extent that in the absence of the Director or any member of the staff, the progress of any program or the administrative functions of the Division will not be seriously affected.

The duties of the Director include all functions of the Division; however, from a practical standpoint he should devote the majority of his time to the developemnt of management policies, budget control and regulations. He will also maintain close liaison with the Commissioner's office, other Division Directors, Regional Supervisors and Regional Staff members, the heads of cooperating agencies, and the Regional Director, B.S.F.&W. The Federal Aid functions of the Division will be assigned in part to staff members, with the Director handling the liaison with the P.R. Division.

The newly classified position of Assistant Director will assist the Director in all of the functions of the Division and will be intimately acquainted with, and a part of, all Divisional activities. He will be second in command in the office and will serve as Director in his absence.

The new Game Biologist V position in the Division office will have as his primary responsibility, the coordination of surveys, inventories and research, maintaining integrity in these functions of the Division on a state-wide basis. He will be assisted in this responsibility of a Game Biologist IV, who will also assist in other activities of the Division. The Coordinator will through the Regional Supervisor maintain close liaison with the Regional Research Staff and Regional Management Staff members, coordinate research with cooperating agencies, and negotiate cooperative agreements in biological studies for the approval of the Director.

The Administrative Assistant will supervise and coordinate the activities of the secretarial and clerical staff to assure an equal distribution of work commensurate with ability and classification of these positions.

The filing and record system, presently split into three segments, will be combined into one master system. The system of recording, compiling, reporting and filing basic management information will be completely changed from the existing system of segment reports, into a system that will make biological and other management information readily available for current use on a unit basis by the Area Biologist, the Regional Supervisor, and the Director's staff.

A Divisional operations manual, including policies and precedures, consistent with, but supplemental to, the S.O.P. manual, will be developed. It will include for example, such items as the policies and procedures for the issuance of permits, organizational structure and chain of command, administrative procedures, etc.

Management policies on the various species, access, land use, etc. must be developed as quickly as possible and adopted by the Commissioner as Departmental policies. Although it may be premature to develop policies in some areas of management at this time, broad policies can be promulgated in many areas and very specific ones in others. It is essential that these guidelines be established for the Division to function effectively.

Frequent meetings of the staff, including the Regional Supervisors, will be scheduled to review progress of programs, projects and activities relating thereto, and to resolve minor operational difficulties before they become major problems. Other staff members, including, but not limited to, Research and Management Staff and Area Biologists will be consulted when major decisions are necessary pertaining to their function or area of responsiblity.

A thorough review of the guide application system and records is necessary. This does not appear to be a logical function of the Game Division since it pertains primarily to the enforcement of regulations. This is also true of permits, and both functions with firm policies and procedures established, should eventually be transferred to the Protection Division.

The changes discussed in this section generally deal with organization of the Director's office and an operational philosophy based upon unity and good communications within and without. These are essential ingredients in the makings of a harmonious organization, and they must start in the head office.

THE REGIONS

Although the Division's administrative functions have been decentralized into three administrative regions, the true regional administrative concept has never been put into effect. The responsibilities of the Regional Supervisor, as spelled out in Section 5100 of the S.O.P. manual and that of the Federal Aid Coordinator in Section 5200 preclude the possibility of either a smooth running state-wide or regional operation. As documented, they establish dual supervision over field positions from the project leader on down, which is conducive to internal disorder.

Due to the size of this State and the peculiar location of the State Capital and central office of the Department, decentralization of the administrative functions of the Division is more essential than in any other state. Regionalization, if properly established and administered, does not mean the end of state-wide programs or projects but merely the local administration of those programs for the most effective and efficient use of manpower and talent. In some instances, it means that certain functions usually centered in the central office, such as the tabulation of harvest statistics, laboratory facilities, etc., will be located in one region or the other simply because the facilities and/or location of the central office are not suitable. However, these functions will still be servicing state-wide needs.

The Regional Supervisor

Under the present staffing, and particularly due to the lack of adequate living facilities in the Interior and Arctic areas of the State, three regions will probably have to suffice; however, the possibility of expansion to at least four regions, with the fourth including all or parts of Units 18, 22, 23 and 26 (The Arctic Coast and North Slope of the Brooks Range) should be considered for the near future.

The position of Regional Supervisor will be a key position in the Division. As mentioned in the preceding section, he will be both a staff officer to the Director and a line officer in his region. He is representing the administration in his assigned region, and all positions in that region are responsible to him. His primary function is to carry out the state-wide programs in his region in accordance with Division policies, procedures and standards, of which he and his staff will be a part of developing. The Regional Supervisor will be responsible to the Director.

As with the Director's office, the Regional offices must be administered based upon a philosophy of unity and good communication within and without. The region should be able to function smoothly in the absence of the Supervisor and his replacement should be able to carry on with little loss of continuity in programs.

To operate in this manner, the larger regions (II and III) will have a Research Staff, a Management Staff, a Lands Staff, and Area Biologists stationed when and where feasible throughout the region. The state-wide harvest statistics section will be located in the Region II headquarters and the primary Game Laboratory Section will be located at Region III headquarters.

The primary functions of the supervisor's Staff will be briefly outlined in the following subsections.

Regional Management Staff

Regions II and III will have a Regional Management Staff with the number of members dependent upon staffing within the region. The primary function of the staff will be to provide technical supervision over management activities of Area Biologists and assisting the Regional Supervisor in planning and coordinating regional management programs, determining research needs, developing management plans and policies, maintaining Unit and Species data files and preparing required reports. In many respects, the Regional Management Staff member will fulfill the present function of the work plan leader; however, he will be responsible for more than one species.

These positions will generally be stationed at the regional office, but there may be exceptions depending upon circumstances. The duties of the Management Staff will involve working with Area Biologists on surveys and inventories and providing assistance in field activities. The staff will also monitor methods and techniques in order to assure continuity of information and compliance with established standards for the conduct of surveys and inventories. They will be familiar with the problems of the Area Biologist and his area of responsibility.

The Regional Management Staff will be involved in the detailed planning and execution of management projects such as transplants, sea otter harvest, habitat improvement, etc., and shall participate in the development of management proposals including, but not limited to, hunting regulations.

The reports and data submitted by the Area Biologists will be reviewed by the Management Staff for compliance with reporting procedures. Emphasis will be placed on the interpretation of biological and other data and on the comparing of findings between units to detect any significant implications.

The Regional Management Staff members may have one or more permanent or temporary assistants depending upon the scope of the activities involved. It is also possible for them to double as Regional Research Staff members if the staffing and scope of the work required such fragmentation. In any case, they will be directly responsible to the Regional Supervisor.

Regional Research Staff

Regions II and III will have a Regional Research Staff with the primary function of carrying out regional segments of the state-wide research programs. Research work plans or jobs assigned to a region will normally be designed to be carried out within the region; however, this does not preclude the possibility of collecting data state-wide if it is necessary to meet the objectives of the work plan.

Research Staff members will be directly supervised by the Regional Supervisor.

The Research Staff will normally be stationed at the regional office; however, there may be exceptions to this rule depending upon circumstances. A major portion of the time will be devoted to field work, directing the work of field assistants, and technical supervision of the research activities of Area Biologists.

Research Staff members will be responsible for: design, execution and reporting of research programmed by the Division to fulfill the needs of management, participation in the development of management proposals including, but not limited to, hunting regulations; and program planning and the determination of research needs.

Area Biologist

Area Biologists will be stationed throughout the region, where and when feasible, and shall be responsible for all assigned management activities of the Division within a designated area (unit or combination of units). These responsibilities shall include, but not be limited to surveys and inventories, including the compilation and interpretation of this information on a unit basis; participation in the development of management proposals including, but not limited to, hunting regulations; participation in transplanting projects; nuisance and depredation control; communicating with Advisory Boards and local sportsmen on game policies and programs; local interagency liaison; monitoring hunts and active participation in protection activities during the hunting seasons; and, in some instances, participation in research jobs.

The Area Biologist will, in fact, be an area specialist, intimately familiar with the geography of an area and the game management problems existing therein.

An Area Biologist may have one or more assistants, depending upon the work load. Until adequate living facilities are available in the more remote areas, the Area Biologist will, by necessity, be stationed at the nearest suitable location.

Area Biologists will be responsible directly to the Regional Supervisor for all management and research work. Technical supervision will be provided by the Regional Management and Research Staff. He may be assigned to management or research work out of his area of responsibility by the Regional Supervisor if regional or state-wide program priorities require his services. In most instances, these will be scheduled assignments; however, the Regional Supervisor shall have the prerogative of making emergency assignments to any and all regional positions.

Regional Lands Staff

Each region shall be staffed with one or more positions, full or part time, on Lnads. The primary function of this staff will be to pursue efforts to select, classify or purchase, if necessary, those lands considered essential in maintaining or improving the wildlife resources or access thereto.

They will also engage in land-use planning, development and/or management as either a landowner or cooperator with a land management agency. In addition, they will investigate all land-use practices by industry and land managing agencies on public lands and waters for the effect on wildlife resources and access thereto.

These staff members shall be responsible to the Regional Supervisor with program and technical supervision from the state-wide Habitat Coordinator in the Commissioner's office.

Harvest Statistics Section

The harvest statistics section for all species, except furbearers, state-wide shall be located in the Region II office and shall be located in the Region II office and shall be under the administrative supervision of the Regional Supervisor. The section shall be staffed with a leader and the necessary permanent and seasonal assistance necessary to compile these data.

Game Laboratory Section

The Game Laboratory Section shall be located in the Region III office and shall be the center of state-wide disease and parasite studies and the processing of biological specimens including tooth sectioning. The facilities and personnel of this section shall be available for both management and research needs. Limited facilities will be maintained at the Region II office for minor autopsy or specimen examination; however, all volume work requiring special skills and equipment will be processed by the Laboratory Section.

The section shall be staffed with a leader and be under the administrative supervision of the Regional Supervisor.

REPORTING PROCEDURES

Perhaps one of the most significant changes in the present method of operation will be in reporting survey and inventory information. Where previously this information was included in the research segment reports, it will now be reported in progress reports designed to meet administrative needs. In this respect, all data on most species will be collected, compiled, interpreted, reported and filed on a unit or subunit basis and it may be desirable to combine some units for certain species. Some types of information such as harvest data, will be compiled by unit but at a central location on a state-wide basis.

There will be little if any change in the method of reporting research jobs.

The revised procedures for reporting will be developed during the remaining portion of this fiscal year, and will be put into effect at the beginning of FY 70.

POSITION DESCRIPTIONS AND CLASSIFICATION

The position descriptions and classifications must be reviewed and amended to fit the revised organizational structure and duty assignments. The title of Regional Supervisor will not change, but the duties will. The job title of Work Plan Leader and duties of this position will change. The job title of Area Biologist is new as well as the duties of this position.

THE TRANSITION

The change over to the new organizational structure will commence with the assignment by the Regional Supervisors of existing Work Plan Leaders and assistants to either their Research Staff or Management Staff, and with the completion of job descriptions for these positions. Area Biologists and areas of responsibilities for these positions will be assigned and duties described in the same manner.

Existing job segment reports will be completed as originally assigned and scheduled. In this respect, Regional Supervisors will be responsible to see that all biological information collected in their regions are channeled to the proper individual for reporting.

Regional Supervisors will be responsible for budget control for the second half of the fiscal year on all activities being conducted by their staff within or outside of their region.

Undoubtedly, there will be some operational problems during the second half of this fiscal year due to this change in organization; however, these problems should not be of major proportions. Field activities should continue as scheduled, and if no major changes in field activities are made, no budgetary problems should be encountered.

SUMMARY

The organization of the Game Division has some obvious weaknesses which can be corrected administratively. These include a lack of unity in the Director's office, indefinite lines of authority and communications from the Director's office through to field functions, a lack of definition for true research activities and management activities, and an inefficient method of reporting and storing biological and other data pertinent for management needs.

The organization planned is designed to firmly establish decentralized or regional administration of the game programs with clearly defined lines of communication and authority, clearly define management and research functions and program these functions accordingly, and revise the reporting and storing procedures for biological and other pertinent management data.

The changes necessary will commence immediately, and will be completed in all details by June 30, 1969.